

WOMEN

A DYNAMIC DIMENSION IN DEVELOPMENT



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

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DOCUMENT PREPARED BY THE
**United Nations International Research
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DOCUMENT PREPARED BY THE
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PREFACE

The primary objective of the Institute's research, training and information programmes is to ensure that sustained attention is given to the integration of women in development activities at all levels, giving priority to training in view of the pressing needs of developing countries in this domain.

The following paper originates from a proposal made by INSTRAW to the 9th Session of the CCAQ Sub-Committee on Staff Training, that available information on activities carried out by various UN organizations dealing with promoting awareness on the issue of "Women and Development", be collected and classified so as to provide the necessary elements to update the orientation course for new staff members.

With the intention of raising the awareness of the United Nations staff concerning the importance of the interrelationship between development activities and the role of women, INSTRAW prepared this induction paper along with a film entitled: "Women — A Dynamic Dimension in Development". Both the paper and the film were submitted to the 11th session of the CCAQ Sub-Committee on Staff Training. This material could be useful in sensitizing planners, decision-makers and project co-ordinators on how incorporating women's needs and concerns in development policies and plans lends a new dynamic dimension to development.

TABLE OF CONTENTS

I. Legislative Mandate	5
II. Integration of Women in Development Through Development Planning	7
III. Sectorial Analysis of Women's Role in Development	9
A. Agriculture.	9
B. Water Supply and Sanitation	11
C. Energy	11
D. Industry	12
IV. Conclusion – The Role of Women in Decision-Making	12
Annex 1 The Impact of Various Development Strategies on Women	13
Annex 2 Orienting Development Plans to Integrate Women's Needs; A How-To Approach	17

I. LEGISLATIVE MANDATE

Internationally, the women in development issue lies within the context of both activities specific for the advancement of women and within the general development debate. As a reflection of international trends of thought, the activities and actions of the United Nations since its inception on behalf of women show that in the past 40 years there has been a general evolution in the outlook regarding women's position in society. The initial focus reflected a general definition of women's issues as separate from the broader societal issues, with women generally viewed as a dependent minority in society requiring a number of welfare measures to alleviate any problems that they might have, whereas at the present, women are viewed more as an integral half of the world's population.

Thus the United Nations initially subsumed women's issues under the larger subject of human rights addressing the legal rights of women in inter-alia the political, social, and economic spheres, family law and private law. However, in the 1970's, a broader approach to women's issues emerged articulated through the women in development debate. This debate emphasized a global approach to development, thus defining development as not simply an economic but as a social and political process as well, and called for the integration of women in this process. At this point in time, special measures on behalf of women in the form of women-specific programmes/projects were stressed to compensate for the historical discrimination against women.

The first explicit articulation of the integration of women in the development process in United Nations legislation is found in 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 of Action* and the set of resolutions adopted at the World Conference of the International Women's Year, held in Mexico in 1975.

1. 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. Thus, the improvement of women's status was regarded as a basic element in the development process.

The numerous activities instigated by the *World Plan of Action* —whether on the research level or in policy action— contributed toward a further evolution of the women and development debate. These activities highlighted women's significant participation in the various sectors of economic activity and the significance of women forming 50% of the human population, thereby questioning the special measures approach to the integration of women in development. Thus, 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 development 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 system 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 of the New International Economic Order, and d) that measures for women isolated from the major priorities, strategies and sectors of development cannot result in any substantial progress towards the goals of the decade².

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, productive employment and social equity are fundamental and indivisible elements of development³.

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 appropriate 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

2. Plan of Action for the Second Half of the United Nations Decade for Women, 1980.

3. International Development Strategy for the Third United Nations Development Decade.

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 mentioned⁴.

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 1979, 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 development⁵.

II. INTEGRATION OF WOMEN IN DEVELOPMENT THROUGH DEVELOPMENT PLANNING

Development planning has often been a method used by a great number of countries to better use societal resources for the development of society. In this respect, and in reference to women, the issue of women and development is not a question of integrating women in development per se, for women are already full participants in development; i.e. their *de facto* participation exists; rather it is a question of initiating a *de jure* participation by integrating their productive and reproductive roles in development planning in order for them to participate in the design of development and to benefit from it.

However, the integration of women's reproductive and productive roles in development planning requires a number of modifications to the methodology of planning so far applied. In the first instance, the standard definition of development planning which follows traditional development strategies, as being a method of allocating scarce resources among the various sectors of society is too static. Development being an economic, social and political *process* requires that development planning be conceived as a process as well; more specifically, as an integrated process whereby the conflicting interests of the various societal groups are reconciled and the result is a compromise, rather than one single optimum. Stemming from these considerations, there is no one model for development planning which is applicable cross-culturally; rather, this model changes

4. Ibid.

5. Convention on the Elimination of All Forms of Discrimination Against Women.

according to societal context indicating that development planning ought to espouse a flexible approach.

The above trends reflect the desire to rectify the detrimental effects that development has had on women which stem from the fact that women have been excluded from the development process in the technical and political sense. Most of their productive activities, whether those stemming from their reproductive role (i.e. childrearing, homemaking, care for the aged), or others such as food processing within the home, agricultural production on family plots, street vending, etc., are not considered as economic pursuits as they are not regulated by market mechanisms. Development strategies being geared to the market and to the actors within the market have therefore not sought to, in the first instance, alleviate women's burden, which is often in developing countries, a double, triple burden of providing for the family both within and outside the home. Secondly, as these strategies do not recognize that women work in the economic sense, they have not sought to upgrade their skills. The results of this are that women do not participate in making the decisions that affect both sexes at the national and international levels, and they continue to suffer from development strategies. (See Annex 1).

A readjustment of planning methodologies to render them more receptive to women's concerns, requires, that a development plan be conceived not only as a macro economic plan, but as a social plan too. The objectives of the plan need to be diseggregated according to the impact of global policies and projects on various groups in society: women and men; old, middle aged and young people; and lower, middle and upper classes. This breakdown would present the whole societal situation and enable the delineation of areas where major problems exist, and the definition and establishment of priorities. This is a dynamic process which would highlight the actions that need to be taken for all societal groups, not only women, for a national development plan cannot be geared only towards women. Women, as part of society, need to be viewed in the context of all societal groups and their relationships with them, if their situation is to be improved, and if they are to effectively participate in attaining the goals of development (See Annex 2).

In this respect, poverty is a general characteristic of many countries at the present time. This shows in their national income statistics. However, it is mostly visible in the material deprivation suffered by the masses. Women being often amongst the poorest of the poor carry the greatest burden of this poverty in that they are the ones who suffer first and most from the absence of social and public services, from the lack of efficient tools and the knowledge to use them, from the distance between their homes and clean water, from poor health facilities, etc.

Thus, although the provision of rural water supplies is a general development issue, for no country can be healthy and productive if its people do not have reliable and easy access to clean water for their domestic and personal needs, it is also an important issue in the improvement of the situation of

women: it is women who traditionally search for and carry the water needed for the home, and are responsible for the health of their families.

The issue of women in development is thus inextricably bound up with the problem of poverty. And it cannot be solved outside the attack on that poverty. For all the services which are most needed by women have to be provided and sustained by wealth produced by their nations. Until developing countries increase their production—in other words, until they have made progress in the war against poverty—there is no way in which the service needed for improving the situation of women can be provided.

The attack on poverty needs to be waged in a manner which is liberating to the whole population. But that will only happen if women are involved in both the decision-making about development, and the implementation of these decisions. In this respect, legislation aiming to establish equality between the sexes helps in endeavors to promote the advancement of women. However, world-wide experience in the area of political and civil rights for women has demonstrated some of the limitations of legislation, in that these legal rights can only be meaningful to women if they also acquire social and economic power, as well as education and training to use those rights for their own benefit and that of society.

The importance of social attitudes and education for the advancement of women is highlighted by the fact that although in many countries at the present women vote on equal terms with men, they are not equally represented in parliaments or councils, and, therefore, not in governments. Many countries also have laws and policies which establish equal pay and employment rights; but, in practice, women do not stand an equal chance of promotion, and sometimes even stand less chance of being selected for a job. Lastly, social attitudes often militate against women's educational attainments from a very early age, for in face of limited educational opportunities, preference is almost always given to the boys in the family. Moreover, even in countries where primary education is compulsory, there is a continuing tendency to withdraw girls for marriage.

III.

SECTORIAL ANALYSIS OF WOMEN'S ROLE IN DEVELOPMENT

Development programmes/projects on the sectorial level are instrumental for the effective integration of women in the mainstream of development processes. In this respect, a number of research findings on women's participation in various sectorial activities demonstrate that women play a key role in these sectors, and, therefore, should be taken into account in the various stages of project formulation and implementation for the success of these projects.

Moreover, and as demonstrated by the following sectorial analysis, since women play an integral role in all economic and social sectors, an improvement in their situation will promote the development process as a whole.

A. Agriculture

The fulfillment of national nutritional requirements is expressed as being the primary objective of the agricultural sector in developing countries by both national and international planning bodies. Therefore, the goal is stated in terms of increased food production and the rational distribution of its proceeds. Women have a central role in this policy since traditionally they have dominated agricultural production for subsistence. However, agricultural policies up until now have promoted cash crop production, thereby turning villages into consumption units depending on cash-bought goods from urban areas. These policies have had a negative impact on both the fulfillment of national nutritional requirements and women. As the more fertile land is taken over by agrobusiness, women are forced to work the less fertile land. This results in a decrease in productivity in the subsistence sector, thereby resulting in the import of food products, which, in turn, leads to dependency on international markets and the increased indebtedness of developing countries.

This increasing female landlessness which restricts women's agricultural opportunities is also a by-product of women's lack of access to cash or credit which inhibits them from buying land when it is divided up. The suppression of traditional bilateral or matrilineal systems of inheritance in favour of the patrilineal system through the institution of new legal codes and land tenure systems has further restricted women's access to land. Consequently, women have little incentive or opportunity to improve their crops, this being in many areas one of the reasons for the low productivity of farms, and serves as a further justification for continued exclusive emphasis on cash crops.

The increase in rural unemployment which often results from the mechanization of agriculture is neither beneficial for national development, nor for women. With respect to national development, urban infrastructures are overburdened as rural males, first, migrate to urban areas in search of employment, and, at a later stage, may be joined by the females. In relation to women, male rural-urban migration results in an increase in their work burden as they become the *de facto* heads of households with the double, triple role of taking care of the family plot and children.

In the design and implementation of new techniques to both increase agricultural productivity and lighten agricultural tasks women's role in agricultural production has been overlooked, as these innovations have been mostly geared to cash crop production. Thus, it is difficult for women to obtain enough cash or credit to be able to buy new equipment. Moreover, when women's tasks are mechanized, particularly if this mechanization increases the income to be earned from that task, women are often pushed out of their jobs by male labourers such as was the case when rice mills were introduced in certain regions.

In this case, even though it may be the female labourers who traditionally husk rice, it is generally the male labourers who operate the new mills.

In addition, new technologies may produce new disadvantages for women. Female paid employment has tended to decrease due to the technological changes connected with the introduction of seed/fertilizer technologies and the rationalization of the process of production and marketing. This was the case with the "Green Revolution" which entailed high capital expenditure in terms of buying improved seed varieties and fertilizers, and where female handpickers were replaced by mechanical harvesters run by men.

B. Water Supply and Sanitation

The provision of increased safe water supply and sanitation facilities to the population at large is a major development objective due to the lack of water in many regions and the fact that 80% of all diseases are water-related. Women also play a major role in this field of water supply and sanitation as they are the traditional water carriers and are responsible for the health of their families. However, water supply and sanitation programmes/projects have often overlooked women's key role in this area, and have directed extension programmes at men due to either ignorance of the work roles within the family structure, or a belief that the acquired knowledge will eventually "trickle-down" to the women. Thus, for example, it is not only that women are ignored when decisions on health requirements are made, they are often neglected when the techniques for better health such as water purification are being propagated. Furthermore, although it is the women who use the village water pump most of the time, the person trained to maintain it is a man.

The integration of women's roles in WSS projects would heighten the latter's effectiveness, particularly in view of the high cost of water and health care. Examples of this integration would be the inclusion of a training component for women into all water supply and sanitation projects on the repair and maintenance of community water systems, as well as targeting the educational and primary health care programmes at women.

C. Energy

One of the major concerns world-wide is that population and energy consumption are growing while energy supply is decreasing and its cost is increasing. Policies and programmes for energy preservation as well as for the development of new and renewable sources of energy have greatly increased to counter this energy problem, but have rarely addressed the actual and potential role that women can play in this area.

In many societies, women have the prime responsibility of providing fuel such as animal waste and wood for cooking and other household chores. However, with diminishing forests, gathering wood becomes a major chore for women and further increases their burden.

In the search for new and renewable sources of energy and in programmes aimed at energy preservation, integrating women's concerns in these endeavors would enhance their effectiveness in that, on the one hand, some of their aspects would be geared to the people who use a great amount of fuel —women— and, on the other hand, they would alleviate women's burden.

D. Industry

The industrial sector —the formal sector— has been and remains the targeted sector for the promotion of the development process. New employment opportunities are provided by this sector which require specialized training. Women have been largely excluded from this sector in that they have often lacked the skills necessary to undertake such remunerative employment, and therefore have remained in the informal sector where their work is undervalued and/or unrecognized. The rapid increase of female-headed households in the informal sector and the growing need for double-salaried families requires that women's work in the informal sector be recognized and that opportunities for training be provided for women so that they will be able to undertake more lucrative employment. Moreover, the working conditions of women in the informal sector, and in some sections of the formal sector where there is a heavy concentration of female employees — export-oriented industries— also need to be upgraded.

IV. CONCLUSION: THE ROLE OF WOMEN IN DECISION-MAKING

The position of women in development strategies so far espoused and the integration of women in development through a modified form of development planning, as well as women's role in the various economic sectors show that women, as 50% of the human population, are usually overlooked in planning for development, in that they are not viewed as direct agents and beneficiaries of the development process.

At the levels where development priorities are set and major development programmes are formulated, women hold a very low percentage of decision-making posts. Women do not participate in discussions relating to methods of implementing development projects either. As a result, major development programmes and community development projects often collapse. For example, campaigns started against the indiscriminate cutting of trees so as to reduce the danger of desertification often fail because no consideration is given to providing some alternative cooking fuel —a situation resulting from the failure to bring into the discussions women who gather the firewood particularly in the rural

areas. Another example is the one where a village meets to discuss the threat of cholera and decides that all water used for human consumption must be boiled. However, most of the people who participate in the meeting are men who neither collect the water nor do the household cooking. Consequently, most of the water is not boiled since the women do not understand the need.

The success of major development programmes and community development projects would, therefore, be greatly enhanced through a greater participation of women as both agents and beneficiaries of development which would, in turn, promote the status of women.

ANNEX I

THE IMPACT OF VARIOUS DEVELOPMENT STRATEGIES ON WOMEN

Over the past four decades a number of strategies have been espoused to promote the development process in the developing countries. The initial strategy originated largely from the industrialization experience of today's developed economies at the end of the nineteenth century and at the beginning of the present century, and emphasized high productivity levels as the primary levers for successful development. Even though, it was admitted that, in the short-run, employment and income distributive measures would have to be foregone, in the long-run, there would be a "trickle-down" effect from the productive sector which will benefit the rest of society in terms of both employment and increased incomes, leading to the achievement of the social components of development.

However, the socio-economic situation has been characterized by the developing countries, representing the majority of the world's population, being endowed with scarce resources for development. Moreover, in a great number of cases, a significant amount of economic activity has not been absorbed by the market, the latter being the primary mechanism, according to traditional economic thought, for the regulation of the most remunerative type of economic activity. Consequently a majority of people in developing countries, the lower classes particularly, have not benefited from the fruits of development, lacking the skills as well as the economic security necessary for their active involvement in the market economy.

The world-wide recession and the breakdown of the world's financial institutional framework beginning in the mid 1970's, while also detrimental to the developed economies, further aggravated the problems of the developing ones, and, more importantly, highlighted the economic vulnerability of the latter to international economic fluctuations. Rise in oil prices along with the decline in productive capacity and rising unemployment in developed economies decreased

the demand for developing countries' products, and many tariff and non-tariff barriers were erected against these products. Furthermore, the rise in the price of imports to the developing countries, both to fulfill nutritional and investment needs, caused grave balance of payments problems in the latter. To counteract these difficulties, stabilization programs were adopted whose main ingredients were monetary and fiscal restraints, wage restraints, liberalization of prices of imports and exchange controls, devaluation, privatization and opening up of the economy to world markets⁶.

The impact of stabilization programmes in developing countries has been regressive on growth as well as on employment. The creation of new employment opportunities also slowed down. The effect on income distribution and absolute poverty was regressive as well. As subsidies on basic consumer goods and social spending were reduced, real wages declined and concentration of income increased⁷. Sectorially, the tertiary sector, the informal sector and the traditional, export-oriented industries expanded; while agriculture, the domestic industries infrastructure sector and the public sector contracted. Changes in the employment sector followed the above trends⁸.

While the above problems have affected both women and men in developing countries, they have had a differential impact on women. Even before the world-wide economic crisis set in, detrimental effects on women of the strategy of development adopted could be discerned. The methods of capital accumulation of industrialization—the industrial sector being the targeted sector for development—tend to concentrate on the public and modern spheres of life. Therefore, since the social and economic life of traditional society was based on a separation between the public sphere of men and the private sphere of women, industrialization has been detrimental to women in that most of the benefits it has provided have been for the public sphere. Not only have women generally lost most of their traditional economic and social power derived from their significant status within the family, but no recognition was made of the fact that industrialization necessitated that women carry out their child-bearing and child-rearing activities simultaneously with the generation of income in a public sphere which makes no allowances for the former activities. The assumption has always been that women have remained in the private sphere and can rely on their husbands or other male relatives for economic survival and, therefore, it is more important to provide modern skills for men than for women.

The above assumption is inaccurate on several accounts. In the traditional order, much economic activity took place within the domestic sphere. Women were engaged in agricultural production, the processing of foods, and handi-

6. United Nations "Resource Paper on Women in Developing Countries and Monetary and Fiscal Matters in the Context of the International Development Strategy", Vienna, December 1981, p. 13.

7. Ibid.

8. Ibid. p. 15.

crafts. All these activities were primordial for the survival of the family. With the mechanization of agriculture and food processing as well as the introduction of cheap manufactures, women's productive activities were rendered uneconomic. Industrialization has triggered an urbanward migration of landless peasants due, in part, to the decline of the agricultural sector, and, in part, to the mechanization of this sector leaving a great number of peasants without a viable means of survival. The rural women has been harmed by this trend in that when the male members of the family migrate, she is left to assume a double or triple role, taking care of the household, children and farm. She thus finds herself as the head of the household without the economic means of supporting it, or the skills that would make her agricultural endeavors more productive. Even when national programmes to improve agricultural techniques and productivity are initiated, they most often cater to men's needs.

Migration to the urban areas does not solve the problems of these women either, for they lack the necessary skills to undertake lucrative urban employment. Thus, they tend to concentrate mainly in the informal sector which is characterized by a lack of government regulation, irregularity and the absence of contractual obligations. One type of informal sector work is domestic employment comprised largely of single migrant women. Married, divorced or widowed women with children are engaged in domestic outwork, i.e. finishing and assembling clothing and footwear in their homes. The wages that these women receive are lower than those received by full-time factory workers based on the assumption that, as housewives, these women are dependent on their husband's incomes. Yet, evidence shows that there is a greater proportion of female-headed households employed in the informal sector. Thus the earnings generated by women in this sector are important for these households. Moreover, even if married, their husbands tend to be from low income brackets or unemployed, and thus unable to support their families single-handedly.

There is a relatively large concentration of female employees in the export oriented sector of the economy of developing countries which expands under stabilization policies. However, these industries are dissassociated from domestic market expansion. Consequently, export promotion policy further aggravates the depression of domestic markets through devaluation and export subsidies. Since the majority of the labour force is located in domestic production, the rate of national unemployment increases. Thus for women, only a minority's employment opportunities are enhanced by the export industries. The majority of women in developing countries continue to remain excluded from the productive sector of the economy. Furthermore, women are mainly employed at lower echelons of the production process (assembly lines), prohibited from unionizing, confront health hazards in the workplace, and receive wages which are lower than those of men doing the same jobs. Lastly, as recession in the developed economies has led these countries to establish a number of protectionist measures, i.e., tariffs drawn up against the exports of developing countries, as well as attempts to revolutionize production in developed countries so as to eliminate the advantage that cheap labour gives to off-shore production of labour-intensive goods, export-led industrialization is not likely to resolve the latter's balance of

payments problems⁹. Thus, even the benefits that women can derive from employment in export industries, even if under inferior working conditions, is endangered by the vulnerability of these industries to world market conditions at this point in time.

Welfare measures are the means adopted by growth-oriented strategies to address women's needs and seek mainly to alleviate any problems women might have. Yet, as the above analysis shows, welfare measures cannot effectively address the detrimental effects that development has had on women in that women as 50% of the human population are central to the success of any development strategy. The problem resides in the fact that since classical economic theory views women as primarily housewives, performing unremunerative functions, official statistics overlook the informal sector of the economy and report women as forming only one-third of the world labour force, whereas in actual fact women perform two-thirds of the world population's work hours, which includes both modern type of employment in commerce and services, as well as the unrecorded domestic tasks, unpaid labour on the farm or other family enterprises, and labour undertaken within patron/client relationships. This omission of women's contribution to the development of their communities in official statistics and calculations of GNP contributes to women's low income level—in fact women receive only 10% of the world's income and own less than one percent of the world's property¹⁰. Furthermore, these development strategies do not contain components geared towards the synchronization of women's skills with development priorities. In fact, by overlooking women's work, new production techniques often strip women of their means of livelihood.

Criticisms were raised in the 1970's against growth-oriented development strategies in both developing and developed countries in reference to the need to address the most pressing problems of the developing countries: namely, poverty, illiteracy, malnutrition, unemployment, overpopulation, etc. This new approach requires that development be viewed as not only an economic process, but as a social, political and cultural process as well. Moreover, the expansion of the economic aspect of development is desirable in order to include the human productive activities which are not presently considered economic since they are not regulated by the market. Lastly, no one model for development may be applied cross-culturally; rather, this model ought to be flexible and change according to societal context.

On the whole, the current trends in the ongoing development debate concentrate, *inter alia*, on: a) growth with equity; b) importance of social problems of development which highlights the importance of both (i) human resources, and (ii) popular participation in the development process.

9. Elson, Diane and Pearson, Ruth. "The latest phase of the Internationalization of capital and its implications for women in the Third World". IDS/Sussed. JUNE 1980.

10. UNDP "Women and the New International Economic Order: Impact of Recommendations on Commodities. Industrialization and Technology DIP for 1980. No. 12, p. 3.

These trends in the development debate indicated the need for integrated strategies for development which would take into account the multi-faceted problems of developing countries by addressing issues of distribution and basic needs, along with growth. As evidence seemed to point to the centrality of women's problems to development, the integration of women in the mainstream of development processes was therefore called for. As a first step toward this integration, special measures on behalf of women were recommended. These measures were deemed necessary to compensate for the historical discrimination against women. Thus women-specific projects/programmes in the areas of training, income-generation and services in the various sector —agriculture, technology, trade, etc.— were conceived. On the institutional level, both nationally and internationally, women's bureaus, ministeries, and departments were established.

Practical experience throughout the United Nationsl Decade for Women and the findings of the research on the role of women in development undertaken during the Decade instigated some questioning of the special measures approach. In this respect, it was feared that this approach would isolate women's issues from the mainstream of development concerns, and thus may be counter-productive for the achievement of the goal of the effective integration of women in development. Consequently, strong recommendations were put forth calling for policy action which would encourage placing women's role and potential at the center of all development strategies since women's significant participation in all sectors of economic activity was becoming quite evident. However, since the historic discrimination against women has placed them at a disadvantage, particularly as far as training and financial security, special measures may have to be maintained to a certain extent in order to compensate for the negative effects of this discrimination.

ANNEX 2

ORIENTING DEVELOPING PLANS TO INTEGRATE WOMEN'S NEEDS: A HOW-TO APPROACH

i) Planning Policy

A substantive step forward is needed to achieve the closing of gaps in development policies and plans by linking the micro and macro levels of the economy. This linkage will require finding, ways of including the local levels in the planning process, bridging the gaps between the micro and macro levels in research, and linking efficiency of development programmes with their effectiveness. Consequently, in formulating policies which incorporate women's issues, a number of levels of linkages must be taken into consideration. First, the work

roles within the family structure must be viewed as one system. The linkages and implications of the roles of women in the family and the roles of men, as well as the roles of men and women in the formal and informal sectors of the economy must be subject to scrutiny while formulating policies. Secondly, the interlinkage between the micro and macro levels of the economy within countries should be examined. The third linkage is the one existing between the national and international levels of the economy.

This type of development planning requires the mobilization of all the human resources of a country. The participation of women at all societal levels is therefore a key element in this mobilization. At the macro level, women are needed as planners and policy-makers. This would not only enable them to participate in the formulation of the country's policies and plans, but would also ensure the insertion of women's concerns in national development plans. Within the national institutional framework, women's participation is also required in all the sectorial ministries. Women's participation in the professions, whether as doctors, technicians, lawyers, businesswomen, is also extremely important in terms of their effective participation in development. At the micro level, their participation is required for the purpose of a integrated development strategy and to meet basic needs. Through a "trickle-up" approach, the participation of women at the local level would be mainly in the form of the mobilization of women in order for them to express their needs which have often been overlooked in planning for development.

Policy measures geared to the participation of women in development planning and ultimately in the development process need to have both a long-term and short-term focus. Long-term policies undeniably need to promote the participation of both women and men on an equal basis. However, this equal treatment may not be possible at the present time in view of the historic discrimination against women. Consequently, compensatory measures may also be necessary as a short-term or transitional strategy to achieve the integration of women in development at the present time. These types of measures may take the form of supportive legislation that would give legitimacy to the presence and activities of women. Another type of compensatory measures within development plans may take the form of transitional programmes or projects for women, both in the financial and the programmatic term until there is evidence that larger macro programmes and plans are including women in a realistic away.

Along with transitional projects for women, it is also desirable to broaden criteria for selection of projects which are set out to promote the goals and targets of development plans. In this respect, projects which could benefit women might be considered by planning agencies on the basis of an impact approach which deals with social goals and priorities along with the criteria of efficiency which forms the sole basis of the classic project selection process.

Special programmes and/or projects for women are in activities of income-generation or training. While income-generating projects are important in

bringing much needed income to women particularly those of the lower-income groups, income-generating projects of this type are difficult to conceive on a long-term basis because their economic viability is usually dependent on national or foreign financial assistance that can be withdrawn or withheld at any time. Furthermore, their products suffer from fierce competition from large industry. Therefore, the formulation of training projects for women may be a more realistic approach in order to better equip them to participate and compete in economic activity which is in line with the national development priorities.

National machineries for the integration of women in the development process have been established in a number of countries to serve as focal points for the integration of women in development. These machineries ought to be strengthened so as to enable them to influence the planning process. Their location in the Ministry of Planning or the Office of the President or Prime Minister would ensure their direct participation at the central level in the formulation of policy. The staffing of these machineries with professional people and the adequacy of the resources at their disposal is also of great importance in enabling them to promote women's interests. Furthermore, in order for women's issues to be incorporated at the sectorial level, it is desirable to have a women's desk or unit in each ministry or region.

National machineries for women are part of broader category of intermediaries for action, nationally and internationally, at the governmental and non-governmental levels, who could expedite the integration of women in the mainstream of development. Thus a primary function of these machineries for women at all levels is to examine all projects for their impact on women, and analyze the percentage of benefits from all development projects which would accrue to women in order to avoid the frequent situation where separate women's bureaus are not able to influence major mainstream development projects, being able only to present women's projects. At the national level, the involvement of these machineries with the development planning process may, as a practical start, begin with the assessment of the situation and needs of women in the country in collaboration with the central planning body. In addition, national machineries for women could co-ordinate women's projects at the national level. At the international level, machineries for women have an important role in disseminating new research findings on women and proposing new ways of focusing on problems identified by this research. These machineries are also in the position to sponsor international meetings on women's issues with participants from academic, governmental and non-governmental organizations in order for them to exchange experiences. Additionally, they can support training courses both for the upgrading of women's skills and for the raising of awareness of the need to and methods for the incorporation of women into development planning. Lastly, these international machineries could finance projects which promote the participation of women and which also benefit them.

Monitoring is another important activity in the conception and implementation of a development strategy which incorporates women's issues. The world economic situation requires constant monitoring in order to delineate the

budgetary adjustments that governments make particularly during recessionary periods. This delineation is necessary in order to determine on which groups or sectors of the economy the burden of adjustment is falling and to take the necessary compensatory actions. This type of monitoring during recessionary periods is also important particularly for poor women who function primarily in the informal sectors of the economy since the latter expands during these periods through the generation of small businesses. As these business efforts tend to be disorganized, monitoring would allow for their organization and synchronization with the national development effort.

Development plans and programmes also require evaluation. New evaluation methods need to be developed which rely not only on quantitative criteria, but on qualitative criteria as well. This is particularly important in endeavours to incorporate women into development planning because many qualitative activities of women cannot be quantified, but if taken cumulatively, they can be quantified and make a difference.

ii) Institutional Structure

Policies that respond to the needs of all members of society and therefore seek to incorporate women into development planning must be accompanied by an appropriate institutional structure in order for them to be effective. Here, primary importance should be placed on the type of institution building that builds upon local institutions and local social and cultural forms, rather than the development of new organizations. The idea underlying this type of institution-building is that it is necessary to develop ways of utilizing local capacities, rather than importing outside resources to resolve the problems of local populations.

Intermediaries for action could play a further role in the establishment of institutional linkages between local, national and international organizations whether governmental or non-governmental in order to co-ordinate the latter's policies and programmes geared towards women. This is necessary, in the first place, to avoid the proliferation of institutions. Secondly, by co-ordinating disjointed efforts on behalf of women, they would be made more in line with national and international development priorities, thereby furthering the global and national development efforts, as well as increasing the benefits to be gained by women from these efforts.

Finally, women's organizations also play an important role in a institutional framework which is receptive to the incorporation of women into development planning. Since these organizations usually work at the grass-root level and undertake multisectorial activities, they are in the position to collaborated with the national machineries for women in monitoring development activities to ensure the inclusion of women's issues. Working directly with local women, they could undertake programmes to raise the awareness of women of their own situation, simple management and administration workshops, legal counselling and also provide a network of information on issues of relevance to women.

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