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RESEARCH AND TRAINING INSTITUTE
FOR THE ADVANCEMENT OF WOMEN

INSTRAW

Report of the Meeting

EVALUATING BILATERAL AND MULTILATERAL EXPERIENCES IN THE DEVELOPMENT AND USE OF WOMEN IN DEVELOPMENT GUIDELINES / CHECKLISTS: IMPLICATIONS FOR NATIONAL USE IN FORMULATING AGRICULTURAL PROJECTS FOR WOMEN

Co-sponsored by

FAO and INSTRAW

Convened at the
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Report of the Meeting

EVALUATING BILATERAL AND MULTILATERAL EXPERIENCES
IN THE DEVELOPMENT AND USE OF WOMEN IN DEVELOPMENT (WID)
GUIDELINES/CHECKLISTS: IMPLICATIONS FOR NATIONAL
USE IN FORMULATING AGRICULTURAL PROJECTS FOR WOMEN

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WCARRD	World Conference on Agrarian Reform and Rural Development
WFP	World Food Programme
WID	Women in Development

I. BACKGROUND

One of the outcomes of the United Nations Decade for Women has been the preparation and adoption of comprehensive Women in Development (WID) Guidelines and Checklists by many bilateral and multilateral agencies for application in the planning, implementation and administration of development programmes and projects. Some work has also been done in monitoring and evaluating these WID Guidelines/Checklists and in assessing their results.

The World Conference on Agrarian Reform and Rural Development, held in Rome in 1979, recognized the vital role of women in the socio-economic life in both agricultural and non-agricultural activities as a pre-requisite for successful rural development policies, planning and programmes, and proposed specific measures for improving the conditions of women. The Programme of Action for the second half of the United Nations Decade for Women also included specific proposals which still function as a valid guide for improving the status of women in food and agriculture.

In view of the discrepancy between the considerable contribution of rural women to rural development and the limited scale of international development assistance they receive, the Administrative Committee on Coordination for Rural Development (ACC/RD) chaired by FAO, established in 1981 an Inter-Agency Panel on People's Participation (PPP), with ILO as convenor. The task of the Panel was to promote women in development in its programme. Two areas of action that have been focused on so far are case studies on successful WID activities ("Success Stories") undertaken by ILO, and development of WID Guidelines and Checklists under the leadership of FAO. FAO had prepared a paper on Review and Analysis of UN Guidelines and Checklists on Women in Rural Development, the discussion of which at the 1982 Meeting led to the need to consider the utility of WID Checklists/Guidelines at national level, and to determine if bilateral as well as multilateral experiences can be adapted for national use.

A review of inter-agency experiences with WID Guidelines was completed in 1983. In light of the findings, the PPP at its Third Meeting in January 1984 recommended that FAO plan and convene with the International Research and Training Institute for the Advancement of Women (INSTRAW) a consultative meeting for evaluating the usefulness of WID Guidelines/Checklists. Particular emphasis was to be given to the national level of developing countries, where the guidelines and checklists are to be formulated and/or adapted in order to increase programmes and projects for rural women within the broad framework of

agricultural development and food self-sufficiency. They should also serve to strengthen national organizations and institutes for women.

The work programme of INSTRAW includes the role of women in food systems, rural development as well as water and sanitation activities. Planning and programming methodologies and techniques at international and national level are important aspects of INSTRAW's work programmes which also include activities in the design and improvement of WID Guidelines.

Following the above-mentioned mandates, in October 1985 FAO and INSTRAW co-sponsored this Meeting in Helsinki convened by the Institute of Development Studies (IDS), University of Helsinki, which also served as consultant in the preparation for the Meeting.

It was timed so that it would be one of the first follow-up meetings to reflect the outcomes of the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women, held in Nairobi, Kenya, 15-26 July 1985. The important part of the UN Decade Conference document, "Forward Looking Strategies for the Advancement of Women Towards the Year 2000" ("The Nairobi Strategies"), adopted by consensus, relates to agriculture, food and water. It contains a comprehensive set of items aiming inter alia to establish multi-sectoral programmes to promote the productive capacity of rural women and urging that greater resources be granted to women in their ongoing agricultural work in order to improve both food security and the well-being of women. The Nairobi Strategies clearly link the role of women to overall development objectives of integrated rural development, food systems and food security. Such an approach requires careful preparation and updating of WID Guidelines and Checklists to be used at the national level of developing countries, in bilateral and multilateral co-operation activities as well as in public and private investment.

II. AGENDA, ATTENDANCE AND DOCUMENTATION OF THE MEETING

FAO had the major responsibility for backstopping technical and organizational aspects of the Meeting, convened by the Institute of Development Studies, University of Helsinki at FAO's request. The travel of participants from developing countries was co-sponsored by INSTRAW.

The Meeting was held in Helsinki from 7-11 October 1985 in a conference hall secured by the convenor. The Finnish International Development Agency (FINNIDA), the Netherlands Ministry for Foreign Affairs, the Norwegian Ministry of Development Co-operation and the Swedish Agency of

Development Co-operation joined INSTRAW in financing the costs incurred by the participants of developing countries as well as their own representatives.

Fifty participants attended. They were representatives from developing countries with considerable experience in WID issues, bilateral development agencies, United Nations agencies as well as academic and non-governmental organizations (NGOs). A complete list of participants is given in Annex 1.

The meeting adopted the following Agenda:

Opening of the Meeting

Designation of the Office Bearers

Adoption of the Agenda

Technical Sessions

Item 1 Common Goals and Objectives in Achieving Integration of Women's Concerns in Sectoral Programmes

Item 2 The Place of WID Guidelines/Checklists: Lessons Learnt from the Process of their Development and Use

Item 3 Application of Guidelines/Checklists and Other Means at the National Level

Item 4 Major elements for the Formulation of Guidelines/Checklists at the National Level

Item 5 Monitoring and Evaluation of WID Guidelines/Checklists Across Line Ministries, NGOs and Institutions

Item 6 Follow-up Plan of Action for the Development and Use of Guidelines/Checklists, and Other Means for Integrating WID Concerns

In addition, small-group strategy sessions were convened to elaborate on particular points of interest (strategy, guidelines, training). For annotated agenda and programme of work see Annex 2.

The meeting designated the following officers:

Chairperson	The Honourable Gertrude Mongella Minister of State (Tanzania)
Vice-Chairpersons	Swarna Sumanasekera Director Women's Bureau (Sri Lanka)
	Elina Visuri Head of Section FINNIDA (Finland)
Rapporteur	Marja-Liisa Swantz Director Institute of Development Studies University of Helsinki (Finland)

The meeting recommended that the Rapporteur be assisted by Gladys O. Mulindi, Chief Executive Officer, Maendeleo ya Wanawake Organization, Kenya; Patricia Rodney, Programme Officer, Women and Development Unit (WAND), University of the West Indies, Barbados; Andrea Singh, Chief Technical Adviser, ILO, India.

The documentation prepared for the Meeting included two background papers:

Development of WID Guidelines/Checklists for Use at National Level, prepared by IDS, University of Helsinki on request by FAO;

Basic Considerations on WID Guidelines, prepared by INSTRAW.

FAO and INSTRAW served as the technical secretariat.

III. OPENING SESSION

Dr. Elina Visuri, Chief of Planning and Research Section, FINNIDA, Ministry of Foreign Affairs, welcomed the participants and underlined that the Meeting was one of the first international meetings following the Nairobi Conference to review and appraise the Decade for Women; it was thus an important opportunity for planning follow-up activities related to the agricultural sector. Finland had a particular interest in the Meeting since it had participated in OECD/DAC High Level meeting, which in 1983

adopted WID Guidelines/Checklists. However, it had yet to translate its own WID Policy Statement into Guidelines/Checklists. Dr. Visuri expressed hope that the Meeting would be an important contribution to the field.

Dr. Marja-Liisa Swantz, Director, Institute of Development Studies, welcomed the participants and expressed appreciation on the good representation from the various regions and countries. She commented on the excellent timing of the Meeting, which following the UN Decade for Women Conference had thus a greater basis for outlining a plan of action related to WID Guidelines and Checklists. She briefly raised the main points contained in the background papers prepared by the Institute of Development Studies which stressed the importance of the participatory approach and consultations with rural women at the grass-roots level.

Dr. Dunja Pastizzi-Ferencic, Director, International Research and Training Institute for the Advancement of Women, observed that the bilateral and multilateral agencies had already accomplished much in the area of WID Guidelines/Checklists, but that there was still a need to address specific sectors, particularly agriculture. She emphasized that greater knowledge about food production, and an economic analysis of the role of women at the household level were needed in planning and programming. This information could then be passed on to national planners. She elaborated on the points referring to planning and programming, implementation, and evaluation stages of projects that were raised in the background paper prepared by INSTRAW. She pointed out areas in research, training and information activities which needed to be discussed during the Meeting in order to bring about changes in development which would benefit women and the population as a whole.

Dr. Ruth Finney, Chief, Women in Agricultural Production and Rural Development, FAO, said that the bilateral and multilateral agencies were at different stages in the development of Guidelines/Checklists. FAO, UNDP, WFP and UNFPA were the first agencies to develop Guidelines/Checklists. However, ten years was still a short period for bringing about any radical change. She explained that FAO's initiative grew out of the co-operation among the UN agencies which are members of the Administrative Committee on Co-ordination for Rural Development (ACC/RD), of which FAO is the lead agency.

She stressed the importance of co-operative arrangements not only among the United Nations bodies and agencies, but also among all agents of development processes at national and international levels. She noted that Guidelines/Checklists can be effective only as part of a larger information system - one complemented by strategy or goal statements, directives, responsible personnel,

resources and training, and involving monitoring and evaluation procedures. Furthermore, it was necessary to bear in mind who would use them, at what stage of the project cycle, and with what authority and effect, as well as the required complementary activities. She pointed out that the main purpose of the Meeting was to consider the potential use of WID Guidelines/Checklists at the national level in developing countries for promoting recognition of and support for women's activities in agriculture, which is a pre-requisite for the realization of other development goals, such as food security and self-sufficiency.

IV. HIGHLIGHTS OF THE TECHNICAL SESSIONS ON THE SIX ITEMS

Item 1 Common Goals and Objectives in Achieving Integration of Women's Concerns in Sectoral Programmes

1. An important role of women's units is to integrate women's concerns in sectoral programmes through identification of critical needs and priorities for action, and communication of these to governments and donor agencies.
2. Common goals were identified and it was noted that increased efforts are needed to enable:
 - participation by and empowerment of rural women and reflection of their views in planning and implementation of policies, plans, and projects;
 - men as well as women to address issues which are in everyone's interest but have too often been called "women's issues" and left to women alone;
 - women through training to analyse their own situation and build a better data base.
3. In reviewing the Forward Looking Strategies relevant to rural women's concerns and agriculture there was consensus on:
 - reviewing periodically short-term and long-term goals in order to enable continuous evolution of alternative strategies;
 - applying empowerment strategies rather than welfare orientation to develop clear policy statements for women's equality and development;
 - mobilizing political support for women's issues at the highest echelons of national government;

- rendering WID concerns explicit in the mainstream of development planning structures and sectoral ministries would be more effective than women's ministries or bureaus and units lacking authority or influence and the technical strength.

Item 2 The Place of WID Guidelines/Checklists:
Lessons Learnt From the Process of their
Development and Use

1. Flexibility was advocated between agencies and governments during negotiation, implementation, monitoring, and evaluation of WID programmes because it allows consideration of national WID policies, political factors, and motives determining national priorities.
2. Guidelines should allow for flexibility so that they can be adapted to the particular needs of a sector and take into account unforeseeable factors.
3. WID Guidelines/Checklists are multipurpose: a tool for developing project documents, monitoring and evaluation of plans and programmes; material for training and creating awareness; a policy statement and point of leverage in negotiations with national counterparts; and, a policy statement legitimizing authority for action within an agency. Nearly all governments have also issued WID policy statements since 1975.
4. WID concerns have to be included in the design and formulation stages of a project because little can be done to incorporate these in ongoing projects.
5. The integrated sectoral approach in promoting WID concerns is to be emphasized. Major sectoral projects, especially those in agriculture, have the greatest potential impact on women and therefore should take priority over women-specific projects or components.
6. Since checklists complement the guidelines and tend to focus on technical fields such as fishery, agriculture, irrigation, they help reluctant technicians to introduce a "human element" into what is perceived as purely technical projects.
7. The entire organization becomes part of the process of promoting WID concerns when the responsibility for applying the guidelines in formulating a concrete plan of action is shared among the various units. Training

at all levels is required for the successful use of WID Guidelines/Checklists and should be considered an integral part of the programming process.

Item 3 Application of Guidelines/Checklists and Other Means at the National Level

1. To increase productivity and agricultural production the national structure needs to be adapted. Greater productivity also depends on alleviating the burdens on the female labour force (especially time constraints), improving the quality of working women (skills and access to production resources) and adapting the channels of input and output delivery systems to the actual production requirements of the small, marginal and subsistence producers, where women tend to predominate.
2. It is important that national women's machineries collaborate with NGOs in furthering women's concerns. NGOs should be involved in the participatory approaches, which are essential and an integral part of the planning process. Multilateral and bilateral agencies should assist them in planning the national country programme to be proposed to policy-makers.
3. Training in programming, monitoring, consciousness-raising, management, and other aspects was emphasized. In addition, short and long-term training aimed at several levels was given priority.
4. The document of country profile on the status of women should be updated periodically in order to better depict their advancement in development. This information should then be effectively disseminated through educational processes.

Item 4 Major Elements for the Formulation of Guidelines/Checklists at the National Level

1. Using the logic of economic benefit to promote WID concerns is more efficacious than mere equity arguments. Policy-makers and planner will then be more responsive in allocating resources and will consider women as a crucial part of the human resources required for national food production plans.
2. The development of national WID Guidelines/Checklists based on an analysis of the relevant sectors in the Nairobi Forward Looking Strategies will render greater

significance to the process and will result in a framework for agriculture and development. Local officials at all levels should be involved. Thus, such commitment by men and women working toward the same goal of incorporating women's issues in national policies will be more effective.

3. Participatory Action Research (PAR), wherein the rural women are the main actors of the project cycle, has gained popularity. This methodology should be supported and included in the time frames of the plans of governments, donors, and agencies.

Item 5 Monitoring and Evaluation of WID Guidelines/
Checklists Across Line Ministries, NGOs and
Institutions

Recommendations pertinent to this crucial item include:

1. Donor funding should be aligned with the overall development strategy of the country, e.g. to achieve food self-sufficiency. Efforts should be better co-ordinated so that women in isolated areas are not neglected, and imbalances between sectors do not occur.
2. Similarly, there should be better inter-agency co-ordination, better identification and utilization of the co-ordination mechanisms so that they represent and service women.
3. National women's units should be involved right from the project identification stages so that inter-ministerial co-operation for agricultural programmes is promoted.
4. Projects being funded should have a measure of "flexibility" that allows for consultation with rural women and support services as needed.
5. International programmers should consider local capacity and provide appropriate training expertise and funding to be included within the project framework.
6. In all case efforts should be made to find means and ways of alleviating the extra burdens being placed on women who already have multiple roles of child care, collection of water and firewood, food processing, etc.
7. Evaluation should be included from the start of a project and carried out at frequent intervals throughout the project cycle.

Item 6 Follow-up Plan of Action for the Development and Use of Guidelines/Checklists, and Other Means for Integrating WID Concerns

1. Priorities for future action included: promotion of clearer understanding and greater training regarding the formulation and adaptation of policy statements and plans concerning WID and food security and self-sufficiency; better analysis of direct assistance and investment projects regarding WID issues; improved utilization of development resources and management of the project cycle, to be achieved by focusing on gender issues and training in these at all levels; advisory services for women's machineries regarding existing policies, mandates, agreements; training at national level in WID Guidelines/Checklists as part of an information/management system; greater consultation with rural women, NGOs and women's units at the early stages of a programme. It is also necessary to test any prototype guidelines at the national level.
2. It was recommended that advisory services be organized for developing countries in the different regions. Both INSTRAW and FAO, co-sponsors of this Meeting, were prepared to consider related requests and invited others present to collaborate. It would be vital to draw upon existing resources and experiences.

V. TECHNICAL SESSIONS

Item 1 Common Goals and Objectives in Achieving Integration of Women's Concerns in Sectoral Programmes

The first session focused on the identification of common goals and objectives, as well as on the lessons learnt during the Decade for Women. The role of women's units in integrating women's concerns in sectoral programmes was highlighted. Identification of common goals was considered vital so that sensible Guidelines/Checklists could be developed. The need for group sessions to discuss the wider-ranging effects of women's issues was deemed essential.

Common Goals and Objectives

During the discussion the following goals and objectives were identified:

- Participation by and empowerment of rural women and reflection of their views in planning and implementation of policies, plans and projects.
- Increased awareness by line ministries that basic concerns in development are served by focusing on women in agriculture.
- Greater concern by the international community to increase the scale and types of assistance that benefit rural women.
- Better understanding of the structure and processes at the national level necessary to best reach rural women: women's units, liaison committees, central planning, etc.
- Determination and affirmation of a basic strategy which recognizes that women already are part of the development process and should be listened to more closely. More equality for women and more support for their activities - particularly in agriculture and food self-sufficiency lead to more autonomy for nations and resolve many of the crises they face.
- Increased awareness and capability of women through training to analyse their own situation and build a better data base.
- Enabling men as well as women to address issues which are in everyone's interest but have too often been called "women's issues" and left to women alone.

It was generally felt that the integration of women in the development process should not be considered the sole objective but rather a means of improving the overall quality of life of rural women.

Post UN Decade for Women Considerations

The participants considered the situation of women after the UN Decade for Women Conference. The relevant provisions of the Nairobi Strategies were brought to the attention of the participants. During the discussion the following points were highlighted:

- Integration of women's concerns in the development process cannot be accomplished in a decade only. It has to be an ongoing process, with flexible strategies which can be adapted to the different stages. Periodic review of short-term and long-term goals and objectives is necessary in order to enable continuous evolution of alternative strategies.

- Structural changes in society resulting from empowerment strategies and not from passive integration of women in existing structures, emerged as an important issue of the Decade.
- In most countries, the decade has led to realization of the need for research to build up a data base on women's roles and activities in rural areas in order to advocate their cause in the major sectors. In some countries, urban professional women have benefitted in particular, but there is still a need to identify and strengthen channels of communications between rural and urban women.
- Many developed countries have been successful in increasing women's participation and integration through policies supported by legislation aimed at affirmative (or positive) action to counteract past discrimination. This tool or methodology could be adapted and used to improve the participation of women in Third World countries.

The Role of National Women's Machineries

In considering the role of women's units, it was agreed that they have taken many different forms in the various countries over the Decade, including women's bureaus, ministries, line ministries and planning divisions, advisory and liaison committees, inter-ministerial groups, and sponsored national women's organizations. They have both succeeded and failed in attempts to achieve integration of women in the major sectoral programmes of the line ministries.

When elaborating on the role of women's units major considerations were:

- support for research in order to improve the data base on women for planning purposes
- identification of critical needs and priorities for action, and communication of these to governments and donor agencies
- promotion of legislation and policies which ensure legal equality between women and men
- co-ordination of women's activities and programmes at the national level, and monitoring the results
- influencing development planning policies with a view to equality and integration

- identification of effective channels of communication and mobilization of public opinion and government support for improving the overall quality of life of women
- channeling financial support to voluntary agencies working to improve the situation of women.

The participants devoted particular attention to the means utilized by women's units to obtain support from other groups striving for the same cause.

The participants underlined the importance of building political support for the objectives of the women's units especially of mobilizing it at the highest levels of the national government, such as prime minister and ministers of important line ministries. In successful cases this support has a trickle-down effect which catalyses action and support right through the lower echelons of public administration. However, where professed support is less sincere, structures with little authority, influence, financial support or credibility have been created apparently to divert the energies and objectives of women's movements.

Separate women's ministries or bureaus and units linked to ministries outside the mainstream of development, such as social welfare, are often less effective than units within sectoral ministries in achieving integration of women's concerns in relevant programmes. However, women's units within line ministries lacking authority or influence are no more effective than separate ministries or units. Likewise, women's divisions in national planning structures are more effective when they render women's concerns explicit in each sectoral programme; whereas their strategy is weakened if they are relegated to a separate chapter in the national plan.

Advocacy strategies addressing women's concerns in order to better achieve sectoral goals rather than welfare objectives have been more successful in achieving women's integration in the programmes of ministries. In some countries, special attention has been paid to encouraging co-operation among progressive young women's organizations that are more dynamic and aware of rural women's problems and needs than older, more conventional women's organizations.

The importance of adopting empowerment rather than welfare strategies or rural women was also emphasized. Support was expressed for the organization of rural women, for non-governmental organizations of educated women to work as intervening agencies in rural areas, for using a consultative process in determining their needs and priorities, and for improving channels of communications between urban and rural women.

Clear-cut policy statements, both national and sectoral, in support of women's equality and development were essential tools for fulfilling the lobbying and monitoring functions of both governmental and non-governmental women's units.

Summary of Background Paper

After definition of the main objectives in achieving integration of women's concerns in sectoral programmes, the Director of the Institute of Development Studies introduced the background paper prepared for the Meeting, "Development of WID Guidelines/Checklists for Use at National Level".

The background paper presented work done by bilateral and multilateral agencies in the development and use of WID Guidelines/Checklists. The paper promoted the formulation and use of these Guidelines/Checklists at national level planning and policy-making, with regard to projects in agriculture, rural development and other related areas.

The paper provided an introduction to the subject matter and presented issues that were to be discussed by the participants of the Meeting. It should be noted that Guidelines/Checklists are not an end in themselves but are a means of achieving integration of women's concerns in development programmes and projects. In order to discuss the adaptation of these Guidelines/Checklists to the national level, the Meeting had to address some broader issues and determine:

- Who uses the Guidelines/Checklists?
- With what authority?
- With what effect?
- At what stage?
- When are the Guidelines/Checklists most effective?

Guidelines are intended to provide a general framework for bringing significant aspects of women's concerns to the attention of development agencies. In a broad sense, guidelines are indicators for translating policy mandates on women and development into action at the programme and project level. They can be used by planners, policy-makers and project designers in governments and agencies. They recommend or direct action at the programme or project level and may be used both at headquarters or in the field.

Checklists are more specific and aim to provide a more detailed memory aid, giving conceptual clarification and practical suggestions. They are usually in the form of

questions prompting the reader to include women in very specific activities.

The functions of Guidelines/Checklists are manifold, but in general, they focus on the following broad issues:

1. Measuring, assessing, and monitoring the extent of women's integration in development programmes. This requires:
 - (i) collection during the project of socio-economic data regarding political and economic structures, division of labour, the structure of the household and the decision-making process therein, women's access to resources, etc.
 - (ii) assessment of the effects of the project on the situation of women, in particular time allocation, work load, income-generating activities, health, control over food supplies, self-sufficiency and access to resources; determination of possible adverse side effects of the project on women who are not in the target group.
 - (iii) monitoring of women's participation in planning, implementation and evaluation of the project.
2. Ensuring that women's interests are represented and their needs met by projects.
3. Making the tasks of women more efficient; easing their work load, etc.
4. Supplying information needed by agencies to orient their programmes correctly.

Guidelines/Checklists have been used by bilateral and multilateral agencies in evaluating the WID component in three different kinds of development projects:

- projects aimed at improving women's situation
- projects with potential impact on or concern for women
- projects with no recognizable direct impact on women or of no identifiable concern for women.

Constraints in adapting and using Guidelines/Checklists were carefully studied. Although the Guidelines/Checklists cannot solve all kinds of operational problems, they can indicate where the problems are, or at least signal discrepancies between stated goals and the real situation.

Staff participation and training is needed in developing and applying Guidelines/Checklists. This has been undertaken by some agencies.

Another problem is that even if guidelines purport to enhance women's situation in the recipient country, the guidelines themselves have been created by and intended for development planners. The women affected by the projects often do not have the possibility of participating in decisions concerning the projects, and their knowledge about how to handle changes in the society in question may not be taken into account.

Even given that Guidelines/Checklists were appropriate for solving some of these problems, a wide range of obstacles, including attitudinal, institutional, procedural, and structural constraints, prevent these Guidelines/Checklists from becoming operational.

Important elements that would need to be considered in formulating WID Guidelines/Checklists for successful implementation at the national level are:

- researching the baseline data for planning and policy-making
- recognizing the importance of women's role in development, which means avoiding the welfare approach
- applying when feasible the participatory approach
- applying a flexible approach, i.e. avoiding rigid categories which are not adaptable to the different national conditions
- monitoring, evaluation and updating constantly to ensure appropriateness of WID Guidelines/Checklists
- clearly relating WID Guidelines/Checklists to policy goals.

Item 2 The Place of WID Guidelines/Checklists:
Lessons Learnt from the Process of their
Development and Use

Experiences at International Level

Representatives of several bilateral agencies, multilateral and interregional organizations, including the Canadian International Development Agency (CIDA), the Finnish International Development Agency (FINNIDA), the Netherlands Ministry of Foreign Affairs, the Norwegian

Agency for International Development (NORAD), the Swedish International Development Authority (SIDA), the Swiss Development Co-operation and Humanitarian Aid (SDC), ILO, UNFPA, UNESCO, CIRDAP and CIRDAfrica, FAO and WFP described in detail their experiences in the development and application of WID Guidelines. This elicited useful commentary from the national participants. While some agencies are still in the early stages of developing guidelines, and they expected to benefit in particular from the sharing of information and experience at the Meeting, most agencies have by now gained practical experience that permitted the group to arrive at certain conclusions and recommendations. It is interesting to note that multilateral agencies led the way in developing WID Guidelines in the mid-1970's. In most cases the bilateral agencies made an analysis of the structure and priorities of their bilateral programmes and started developing applicable WID Guidelines. In addition, the multilateral and bilateral agencies derived valuable information from evaluation of selected ongoing projects in Third World countries which had been designed prior to the introduction of the Guidelines.

Relevance for National Level

National participants raised several issues and provided some concrete examples based on their experience with the application of donor agency WID Guidelines/Checklists in their countries.

- Guidelines/Checklists cannot in themselves solve, at the national level, problems of inequality in access to resources, such as land, education, credit, skills, nor can they resolve deeply ingrained socio-cultural obstacles.
- In many countries there is an insufficient number of women experts capable of designing or implementing projects with WID objectives, especially in agricultural projects.
- Participants pointed out that donor WID policies may contradict national WID policies. Furthermore, political factors and motives determine national priorities just as they do donor priorities. Hence negotiation and implementation strategies of agencies need to be flexible enough to take these realities into account. Donors may provoke resentment if they are seen as unilaterally trying to impose their own values through rigid enforcement of guidelines.
- In monitoring and evaluation of WID components, there must also be flexibility in taking unforeseeable factors into account. The example of a horticulture project for women not meeting its objectives due to severe drought was presented as example.

- As a result of WID Guidelines, one participant had been involved in the analysis of a potential fishery project for women who traditionally processed and marketed fish on a small scale. Through consultation with the women themselves modifications were suggested that would help prevent their total dislocation.
- Women's organizations have a role to play, especially in the consultative process and in helping to develop innovative pilot projects. However, they cannot substitute the national governments in terms of resources or national capacity; care should be taken in assessing their capacity and accountability when utilizing them in the implementation stage.

Applicability, Use and Lessons Learnt

Following is a summary of the assessments concerning the applicability of WID Guidelines/Checklists and lessons learnt regarding their development and use:

- Terms used for WID Guidelines vary among agencies and include "guiding principles", "framework for constructive help", "directives", "strategy", etc. Their objectives, content and methodology vary considerably as well.
- WID Guidelines/Checklists have been found to have multiple uses: a tool for developing project documents, monitoring and evaluation of plans and programmes; material for training and creating awareness; a policy statement and point of leverage in negotiations with national counterparts (nearly all governments have also issued WID policy statements since 1975); and, a policy statement legitimizing authority for action within an agency.
- In developing Guidelines/Checklists, an agency must choose between a simplified approach and one that is more comprehensive and multidimensional. A common approach is development of different types of aids and methodologies for use at different levels and programme areas. Because WID objectives are complex and include social as well as economic goals, a more multidimensional and comprehensive approach was considered essential by most participants.

- Except for women-specific projects, few of the projects evaluated took women's concerns into consideration. As a result, practically no data base was available against which to measure effects or change. 1/ Thus the purpose of developing and promoting the use of WID Guidelines/Checklists became clearer.
- There is usually little that can be done to reorient or restructure ongoing projects once they are well established; therefore it was concluded that efforts to include WID concerns are more fruitfully spent on improving design and implementation of new projects.
- Women's units are sometimes marginalized from the mainstream of project development, e.g. placed within the evaluation section, and are thus rendered less effective than when they are actively involved in project design from the very beginning.
- It cannot be assumed that women-specific projects automatically benefit women since methodology may be weak, women may be marginalized by being placed in special components attached to sectoral projects, and their resources may be inadequate or the first to be cut due to low priority. Major sectoral projects, especially those in agriculture, have the greatest potential impact on women and therefore should take priority over women-specific projects or components. Most agencies now stress the need of an integrated sectoral approach.
- Many agencies have not instituted a system of checklists, viewing them too categorical and tending to provide an easy way out of thinking and analysis. Those that do use them to complement the guidelines tend to focus on technical aspects (e.g. fishery, agriculture) of project development. This is one way of combatting the strong, widespread reluctance of technicians to introduce a "human element" into what is seen as purely technical projects.

1/ Although "reconstructed" data sometimes indicated a positive impact, e.g. of drinking water projects, it was concluded that the positive impact could have been greater if WID Guidelines/Checklists had been used. However, analysis of assistance programmes indicate that a majority (60-90%) of many agencies' projects have no clear-cut target group (e.g. harbour development, direct financial assistance.)

- Some agencies have developed guidelines as a means of starting a process in their organization, and the responsibility for further specification and concrete plan of action are relegated to various other units of the agencies. This ensures that the entire organization becomes part of the process and that the guidelines are well integrated.

Some insights were gained and a few important lessons were learnt:

- Incorporating economic analysis and arguments in the methodology of WID Guidelines is more convincing than equity or welfare objectives.
- Using an integrated approach, training for the successful use of WID Guidelines should become an integral part of the programming process. Training can continuously be imparted in many forms, such as to programming officers at all levels; to national counterparts to enhance their awareness and receptivity; and for helping to formulate a common vocabulary and conceptual/analytical framework.
- When a project proposal that gives inadequate attention to women's concerns is rejected at a high level of authority, it provides a positive incentive to programming officers to make efforts to promote women's issues. At this stage, resources should be provided to assist WID consultants in giving adequate coverage to women's issues.
- It should be accepted that comprehensive WID approaches do require a time frame in the long-term work plan, human resources, and priority. They should also be perceived as an urgent matter for integration into an agency's programme. The methodology of the guideline should include analytical tools and statistical measures for short and long-term goals and for measuring change across sectors. As in the case of credit, guidelines on cross-sectoral issues at times become necessary.
- The participation of women through a systematic involvement of local women's groups, where feasible, should be encouraged at all steps of the programme cycle. However, establishing such targets should not become a substitute for commitment and analysis nor should they prevent conceptualization of WID issues on a broader scale.

Item 3 Application of Guidelines/Checklists and Other Means at the National Level

A decision was taken to address this item in the context of small groups, focusing on:

1. Strategy and implementation at all levels for creating awareness in the formulation of directives
2. Developing training programmes
3. Developing Guidelines/Checklists pertinent to general and sectoral programmes, taking into consideration both formal and informal approaches 1/

The reports of the small groups were presented the following day at the plenary session and are given in Annex 4.

Item 4 Major Elements for the Formulation of Guidelines/Checklists at the National Level

This session considered the usefulness of Guidelines/Checklists at the national level, and ways to involve rural women, line ministries and central planning units in the formation of these. Examples were presented on (i) consultations with women and feedback systems; (ii) cost-benefit techniques; and (iii) roles of WID advisory and co-ordinating committees.

Consultation and feedback systems

Direct consultations with groups of rural women by bringing them together in camps/workshops with officials of various levels and policy makers were realistic because officials were more easily convinced of needs and priorities when voiced by the rural women themselves. Consideration should be given to allocating a portion of project budgets for scheduling regular consultations and feedback sessions, for information dissemination, and for provision of supportive services like child care, which create an opportunity for many rural women to participate.

1/ Discussion was structured around the Programme Advisory Note (PAN), UNDP, as requested by the representative attending this Meeting.

Participatory Action Research (PAR), wherein the rural women play the leading role in problem identification and project formulation and implementation, has gained considerable support particularly in Latin America and Asia. However, this methodology requires intensive work and long-term commitment, support for which is not always available within the time frames of the plans of governments or donors.

Rural theatre groups which live and work closely with rural women help to create in them awareness through stimulation of creative reflection of their problems and needs and thereby induce their demand for action and change. Other traditional forms of communications, such as folk songs, should also be explored.

Use of NGOs to organize consultations, provide follow-up and carry out PAR and consciousness raising, to implement projects, participate in advisory committees, and to facilitate dissemination of information and feedback.

Dissemination of rural women's experience through success stories and case studies, audio-visual presentations, exchange visits and study tours.

Training of extension workers in techniques to facilitate communication with and feedback from rural women.

Cost-benefit techniques

Hard data can be used to highlight economic implications of addressing women's situations in terms of the potential for increasing productivity and decreasing the drain of foreign exchange. Governments are more likely to be responsive to WID considerations in their decisions on resource allocations if it can be demonstrated to them that the returns on these investments will be augmented, that inefficiencies in the production cycle can be overcome, and that their own development priorities can be attained as a result. It is, therefore, imperative that WID concerns be formulated taking into account economic and efficiency criteria rather than solely or primarily equity factors. Such a formulation has a greater likelihood of attracting scarce investment resources, linking women with the priority sectors of national development plans, augmenting women's access to production resources and social services, as well as increasing incomes (yields) and employment opportunities. Developing the skills to formulate such a strategy is a vital requirement as it can be noted in the example which demonstrated how such a strategy was

successfully used in North Yemen. 1/ Given the interest generated by this model and its possible applications elsewhere, particularly in light of the food crisis in Africa, it was drawn to the attention of the participants that a paper presenting a model of the African situation had already been presented by FAO at an African Regional Inter-governmental Consultation on WCARRD Follow-up, held in Zimbabwe last September. FAO would make this paper available to the participants upon request 2/.

1/ For the implementation of this strategy, a microcomputer simulation model was developed analysing the effects of the interrelationships between macroeconomic variables and microeconomic conditions at the household level on the attainment of national development goals in the agricultural, health and education sectors. The model considered interactive factors such as male emigration rates and the labour composition of households left behind, remittances and other foreign exchange earnings as well as expenditures, (especially on food imports and on expatriate technical personnel), resource allocations at the aggregate and household levels affecting land and labour productivity, etc. This model, which was presented at the Cabinet level, demonstrated that investments made to (a) overcome the time constraint on female labour availability (through the expansion of water resources and commercial fuel supplies) and (b) improve the quality of female labour supply (through the expansion and adaptation of agricultural services to female producers as well as education at all levels to the eligible female population groups) would serve to increase agricultural production (labour and land productivity as well as yields) and reduce the drain on foreign exchange.

2 Strengthening rural development services and programmes for women's contributions to food security: policies, institutions and resources, Government Consultation for Africa on the Follow-Up to WCARRD in the Africa Region, Harare, Zimbabwe, 3-6 September 1985 (ARRD: AF/85/6 July 1985).

Advisory and co-ordinating committees

Action for an integrated approach can be taken at various levels. National women's organizations and others can lobby to incorporate women's concerns into national policies by utilizing relevant sectors of the Nairobi Forward Looking Strategies on agriculture, afforestation, education and health. It can then provide a framework for the development of national Guidelines/Checklists and lend them added authority. International WID advisory and co-ordinating committees have been effective in some cases in involving line ministries to promote an integrated approach. Women's units within central planning can also play a similar role. Such actions should be increasingly encouraged.

Based on a detailed national case, it was concluded that regardless of the sector concerned, local officials at all levels will be more committed if they are directly involved in the process of developing or adapting WID Guidelines/Checklists.

Item 5 Monitoring and Evaluation of WID Guidelines/ Checklists Across Line Ministries, NGOs and Institutions

Monitoring and evaluation is a key ingredient in the overall system of the development and use of WID Guidelines/Checklists at both national and international levels. Therefore considerable attention was first given to the analysis and discussion of the system within which WID Guidelines/Checklists can be effective.

The goal to be pursued and the relevant strategy must be clear. Policy statements must be accompanied by an implementation plan. In addition, separate guidelines for WID policy development and project implementation are required. Some countries were reported to have established project planning and evaluation units in order to monitor how sectoral projects affect national development. Obviously, the units to be involved in development and application of WID Guidelines need to be clearly specified; relevant competence of staff should be achieved by continual training and, resources made available to permit this.

Evaluation should not be done after-the-fact but planned as part of an interrelated process that addresses on the same items throughout the project cycle. Careful formulation is vital; it is at this stage that baseline data must be established if later monitoring/evaluation is

to be effective. For appropriate formulation the following conditions should be first met:

- reiteration of the country's agricultural policies on women as well as of its commitment to increase their productivity and alleviate the food crisis
- attention to relating women's projects with the country's economic growth by increasing women's productivity
- synthesis of available data, statistics and information concerning women's issues
- assesment by women's units and relevant line ministries of available human resources and skills, and a plan for improving these as needed
- specification of and agreement on roles and responsibilities for inputs by relevant technical units

For building up effective monitoring and evaluation mechanisms, a sense of partnership is essential among all parties concerned. Identifying and utilizing co-ordination mechanisms that can represent and serve rural women are a means of positive action that should not be overlooked.

Within the international agencies, there are different co-ordination mechanisms existing within a country. Furthermore, this issue has been addressed by the OECD/DAC group. Mechanisms operating in the countries were:

- inter-agency meetings
- monthly meetings of government and international agencies, NGOs and institutions involved with major projects (e.g. inter-agency water project co-ordination by UNICEF and agriculture projects by FAO) which provided information on the new and ongoing activities
- a government unit to co-ordinate UN and bilateral funds and programmes
- UNDP: UN resident co-ordinating officer
- National Planning Office to co-ordinate geographical and sectoral distribution of donor funds and overall policies.

Recommendations pertinent to this crucial item included:

1. Donor funding should be aligned with the overall development strategy of the country, e.g. to achieve food self-sufficiency. Efforts should be better co-ordinated so that women in isolated areas are not neglected, and imbalances between sectors do not occur.
2. Similarly, there should be better inter-agency co-ordination, better identification and utilization of the co-ordination mechanisms so that they represent and serve women.
3. National women's units should be involved right from the project identification stages so that inter-ministerial co-operation for agricultural programmes is promoted.
4. Projects being funded should have a measure of "flexibility" that allows for consultation with rural women and support services as needed.
5. International programmers should consider local capacity and provide appropriate training expertise and funding to be included within the project framework.
6. In all cases efforts should be made to find means and ways of alleviating the extra burdens being placed on women who already have multiple roles of child care, collection of water and firewood, food processing, etc.
7. Evaluation should be included from the start of a project and carried out at frequent intervals throughout the project cycle.

It was requested that an exercise be conducted in which a group could work towards a prototype for a general guideline and consider its relationships to aspects of the system in which guidelines are best used. Accordingly, a review was made of the session's discussions, relating individual points step by step to a general system, which includes inter alia the following aspects:

- strategy/goal statement
- directive or mandate issued
- determination of structure to be implemented
- identification of collaborators to be consulted at all levels
- development of general/sectoral guidelines and stages of the project cycle

- checklists by sector and by stage of the project cycle
- training modules to be designed and implemented - case studies, success stories, films, designed and implemented
- monitoring/evaluation in terms of basic goals and baseline data.

It was stressed that the group could refer to the "Nairobi Strategies" to formulate a statement on the overall goal and strategy for food security and self-sufficiency, which would be the first step in developing a prototype. The importance of linking policy/planning with implementation was emphasized; the involvement of both policy makers and technical personnel is thus required in the formulation of guidelines/checklists. It should not be exclusively the work of WID units.

FAO materials and experience were then used to illustrate formats and processes that could be adapted when developing the system to suit a particular organization/unit at international or national level. In addition, "Guiding Principles for the Design and Use of Monitoring and Evaluation in Rural Development Projects and Programmes", the result of the Panel on Monitoring and Evaluation, the United Nations ACC Task Force on Rural Development under FAO's leadership, was utilized as an example of the specific points to be included in WID Monitoring and Evaluation.

Before the Meeting proceeded to Item 6, a lengthy informal session was held for participants interested in further details on the CIDA approach, which stresses staff training in new management techniques for more efficient use of development funds and is based on improved understanding and consideration of gender issues and related data from the initial stage of project design. These aspects were outlined earlier under Item 2, "The Place of WID Guidelines/Checklists: Lessons Learnt from the Process of their Development and Use".

Item 6 Follow-up Plan of Action for the Development and Use of Guideline/Checklists, and Other Means for Integrating WID Concerns

Agencies had been called upon to provide examples of policy statements, guidelines and checklists which could be considered for adaptation by others after the Meeting. The exchange of materials was thus promoted and it was recommended that this be continued after the Meeting, with the sponsors as co-ordinators of this procedure.

Furthermore, it was urged that national machineries learn as much as possible about the policies, guidelines, checklists of bilateral and multilateral agencies, to better assess the extent to which the various programmes accord with their own priorities and so that they are facilitated in formulating acceptable proposals. Dissatisfaction over proposals prepared with scarce resources was expressed, and many efforts were often rejected for not meeting the criteria which were not clearly comprehended in the first place. The staff of national machineries were sometimes unaware of even those broad mandates already sanctioned by their governments, concerning certain types of programmes/projects. It was urgent that these directives be summarized and more widely circulated - a possibility which INSTRAW was prepared to investigate.

It also became clear that women's units were either uninformed about national policy statements prepared for local, regional and international fora or did not effectively apply the policies. These government policies should be more clearly identified, otherwise it could happen that donors will be aware of such statements whereas national units will not be informed.

In light of these urgent considerations especially after Nairobi, there was request for a special session. The participatory exercise imparted greater experience in the formulation and adaptation of WID Guidelines/Checklists within a systems framework which considers both the donor and recipient country simultaneously in the process. This short session only outlined some of the experimental techniques that could be utilized or adapted. In Sierra Leone and Zimbabwe, FAO will shortly be presenting two inter-governmental meetings on project preparation for representatives from central planning, agriculture ministries and women's units. Reports of these meetings will be made available to participants to exemplify related project design issues.

Since the Nairobi Strategies and the immediate follow-up was of concern to all, paragraphs 174 to 188 of Document L.5/Add. regarding food, water and agriculture were reviewed at the beginning of the session I/. This section suggests elements that could be used in the introduction to any general set of WID Guidelines, including those used in the project cycle. The paragraphs in particular can help create a link between what normally might be considered

I/. At that point in time, the document was in the draft stage and so the numbering of paragraphs will change in the final version.

isolated "women's issues" and economic concerns which are more readily accepted by planners. For example, the paragraphs include inter alia key statements regarding new development strategies, the need for growth policies that would equitably distribute resources, the needed multisectoral approach, the World Conference on Agrarian Reform and Rural Development, held in Rome in 1979, and its "still valid" recognition of "women's vital roles in the socio-economic life in both agricultural and non-agricultural activities as a prerequisite for successful rural development policies, planning and programmes...." (para. 176).

Mention is made of the Lagos Plan of Action, the involvement of rural women and NGOs, the importance of targets for extension, and of access to land and technology. Two especially relevant paragraphs are 178, which urges governments to give priority to women's participation in food production and food security programmes and to develop related plans of action, and paragraph 182, which urges that projects be assessed in terms of technical and economic viability as well as social grounds with appropriate gender-specific statistics and information utilized to reflect accurately women's contribution to food staples.

A small group volunteered to draft a general statement based on the above-mentioned paragraphs to serve as a prototype introduction to general guidelines for agriculture. INSTRAW highlighted additional documents which could be cited. Third World participants then gave examples of national policy statements which could be used in the adaptation of any such general guidelines.

An exercise followed on the importance of setting priorities concerning baseline indicators at the pre-project phase. It was stressed that data should not be collected unless they were to be used; therefore, very careful planning concerning their relevance and use was needed first. The interrelationship of variables should also be considered as well as their appropriateness for monitoring over time. Decisions about the collection of baseline data should be governed as well by economic and time factors and commitment for their collection and analysis, otherwise local populations would be ill-served by the interests of women seeking to improve their situation.

As there was insufficient time to undertake an exercise on checklists for a specific technical subject - for which many examples from FAO had already been made available - it was suggested that a small group meet to develop, using a WID framework, a prototype on "fertilizers", which had been a subject of considerable interest outside the formal session. It was clear that direct assistance as well as

investment or technical assistance was an important area for follow-up. An additional group agreed to meet on "the participatory approach", to develop a prototype WID Guideline.

Priorities for future action included: promotion of clearer understanding and greater training regarding the formulation and adaptation of policy statements and plans concerning WID and food security/self-sufficiency; better analysis of direct assistance and investment projects regarding WID issues; improved utilization of development resources and management of the project cycle, to be achieved by focusing on gender issues and training in these at all levels; advisory services for women's machineries regarding existing policies, mandates, agreements; training at national level in WID Guidelines/Checklists as part of an information/management system; greater consultation with rural women, NGOs and women's units at the early stages of a programme.

Both INSTRAW and FAO, co-sponsors of the Meeting, were prepared to consider related requests and invited others present to do so, too. It was clear and agreed upon that trials at national level to adapt and apply guidelines/Checklists in agriculture were necessary if follow-up was to be successful, and that the role of advisory services drawing on existing resources and experience would be vital.

The participants felt it was necessary to test any prototype guidelines at the national level of developing countries. To this end they recommended to the co-sponsors of the Meeting to organize, as soon as possible, in collaboration with other relevant bilateral and multilateral organizations and in closest consultation with the national governments concerned, the advisory services for developing countries in different regions (Africa, Asia, Pacific, Western Asia, Latin America and the Caribbean). It was recommended that the advisory services include the following:

- Preliminary assessment of the situation of women in a particular country and/or region, with particular attention given to specific sectors of development, especially agriculture.
- Elaboration of preliminary outline of WID Guidelines/Checklists for overall national development purposes and/or specific sectors.
- Organization of national and/or regional workshops with the participation of providers of advisory services, FAO and INSTRAW as well as of nationals responsible for decision-making in development, professionals with in-depth knowledge and experience in particular sectors of development, women's machineries, NGOs and other

relevant organizations. The workshop would comment on and improve the proposed national WID Guidelines/Checklists and propose in which particular development sectors they would be tested.

- Such an approach would provide an opportunity for consultation and dialogue with groups of women, assuring the participatory approach in programme and project development, particularly during the pre-feasibility stages, as well as in central planning and line ministries.
- It is of utmost importance that, during advisory services and following the workshops, institutions at national and/or regional level be identified and their expertise used for eventual upgrading of and training in advisory services for the follow-up of WID Guidelines/Checklists. This practice will further the cause of countries' policy of self-sufficiency, which should be supported by the entire international community.
- Bilateral donor agencies, according to their scope of activities in particular regions, should support and share actively in the proposed activities to be organized by FAO, INSTRAW and other interested United Nations bodies and organizations.

VI. CLOSING SESSION

The draft report was reviewed and changes were noted. The participants were given three weeks to forward any further comments on the draft to the Rapporteur, Dr. Marja-Liisa Swantz, Director, Institute of Development Studies, Helsinki.

The representatives of FAO and INSTRAW concluded the technical sessions and thanked all the representatives of the international agencies, the participants from the countries, the Director and staff of the Institute and bilateral agencies that provided travel funds for the participants, and other facilities. Ms. Helvi Sipila, Director and Technical Adviser, United Nations Development Fund for Women (UNIFEM), was able to attend the session and was requested to share her views regarding women and development in general, and information on UNIFEM in particular.

The participants extended their thanks, Dr. Swantz responded, and Dr. Elina Visuri, Chief of Section, Ministry for Foreign Affairs, Finland, concluded the session (her statement is given in Annex 5).

ANNEX 1

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ANNEX 2

ANNOTATED AGENDA

Monday, 7 October

09.00 - 10.00

Registration

10.00 - 11.00

Opening of the meeting and Welcome by Dr. Elina Visuri, Chief of Section, Research and Planning, Minsitry for Foreign Affairs, Finland.

Statement by Dr. Dunja Pastizzi-Ferencic, Director, International Research and Training Institute for the Advancement of Women.

Introduction to the theme by Dr. Ruth Finney, Chief, Women in Agricultural Production and Rural Development Service, and Vice-Chairperson, FAO Interdivisional Working Group on Women in Development.

11.00 - 11.15

Designation of the Office Bearers.

Adoption of the Agenda

11.15 - 11.30

Break

11.30 - 12.30

ITEM 1 Common Goals and Objectives in Achieving Integration of Women's Concerns in Sectoral Programmes

- Where are we after the UN Decade for Women Conference?
- Role of women's units
- Means utilized to achieve support from other units for rural women's concerns

12.30 - 14.00

Lunch

14.00 - 15.00

ITEM 1 (continued)

Discussion

15.00 - 15.30

Summary of Background Paper by Dr.
Marja-Liisa Swantz

ITEM 2 The Place of WID Guidelines/
Checklists: Lessons Learnt from the
Process of their Development and Use
(Initiation of discussion)

- Experience of bilateral and multilateral agencies: Who uses them? At what stage? With what authority? With what effect?
- Can these experiences be replicated at the national level?
- Relevance of WID Guidelines/Checklists for national machineries: Who will use them? At what stage? With what authority? With what effect?
- Assessment of other means for use by national machineries.

15.30 - 16.00

Break

16.00 - 17.00

ITEM 2 (continued)

Discussion

17.00 - 19.00

Free time

19.00 - 22.00

Film and dinner

Tuesday, 8 October

9.00 - 10.30

ITEM 2 (continued)

Discussion

10.30 - 11.00

Break

11.00 - 12.30

ITEM 3 Application of Guidelines/
Checklists and Other Means at the
National Level

Small-Group Sessions

Action required for:

- Creating awareness

- Formulating directives
- Developing training programmes
- Developing formal and informal approaches for including WID concerns in sectoral programmes

12.30 - 14.00

Lunch

14.00 - 15.30

ITEM 3 (continued)

Discussion

15.30 - 16.00

Break

16.00 - 17.30

ITEM 4 Major Elements for the Formulation of Guidelines/Checklists at the National Level

- Involving rural women
- Involving line ministries
- Involving central planning

17.30 - 19.30

Free time

19.30 - 21.00

Reception by the Ministry of Health and Social Affairs at the Swedish Club.

Wednesday, 9 October

09.00 - 10.30

ITEM 4 (continued)

Discussion

10.30 - 11.00

Break

11.00 - 12.30

ITEM 5 Monitoring and Evaluation of WID Guidelines/Checklists Across Line Ministries, NGOs and Institutions

- Assessment of the most appropriate monitoring and evaluation system for women's integration
- Effectiveness of Guidelines/

Checklists

- Effectiveness of other means and mechanisms

12.30 - 14.00

Lunch

14.00 - 15.30

ITEM 5 (continued)

Discussion

Free time

Tour of the city, shopping

Thursday, 10 October

09.00 - 10.30

ITEM 6 Follow-up Plan of Action for the Development and Use of Guidelines/Checklists, and Other Means for Integrating WID Concerns

- Roles and resources of national machineries, bilateral and multilateral agencies.

- Recommendations

- Priorities and timetable

10.30 - 11.00

Break

11.00 - 12.30

ITEM 6 (continued)

Discussion

12.30 - 14.00

Lunch

14.00 - 15.30

ITEM 6 (continued)

Discussion

15.30 - 16.00

Break

16.00 - 17.30

Plenary Discussion

Evening Free

Friday, 11 October

09.00 - 10.30	Small - Group Strategy Sessions
10.30 - 11.00	Break
11.00 - 12.30	Plenary Discussion
12.30 - 14.00	Lunch
14.00 - 15.30	Group Session
15.30 - 16.00	Break
16.00 - 17.30	Acceptance of the Report Closing Session
19.00 - 21.00	Ballet, "Kalevala"

ANNEX 3

LIST OF MATERIALS DISTRIBUTED

From FAO

1. "Guidelines for the integration of women in agricultural and rural development projects", FAO, Rome, May 1977, Document No. W/K6542.
2. "Inter-divisional working group on women in development", Director-General's Bulletin, 26 April 1976, No. 76/18 FAO.
3. "Women in agricultural production and rural development", Sub-programmes 2.1.5.4., FAO.
4. "Guidelines for women in land and water development", Land and Water Development Division, FAO, Rome, 1982, No. W/P7586.
5. "Guidelines for the formulation of ESPT training projects", Development Policy Studies and Training Service, 5 Pages.
6. "Checklist for a women's component in fisheries projects", 4 pages.
7. "Review and analysis; UN Guidelines/Checklists on women in rural development", ACC Task Force on Rural Development, March 1983, FAO, 41 pages.
8. "Checklist for women in development for programming and project formulation", July 1981, 4 pages.
9. "Role of women in plant production and protection activities", 3 pages, Guidelines to be used by AGP Officers.
10. "Checklist for integration of rural women in dairy training activities", 1 page.
11. "Sector: Crop protection, to improve crop productivity and production stability."
12. "Agricultural activities - involvement of women, 1 page.
13. "Recommendations of Government Consultation on the role of women in food production and food security", Harare, Zimbabwe, July 1984, FAO 13th Regional Conference for Africa, 6 pages.

14. "Women in food production", Report of the expert consultation held in Rome, 7-14 December 1983, FAO Rome, March 1984, 150 pages.
15. "Learning from rural women: A manual for village-level training to promote women's activities in marketing", FAO, Rome, 1985, 44 pages.
16. "Rural Development Newsletter 5", June 1985, ACC Task Force, 32 pages.
17. "Integrating women in agricultural projects: Case studies of ten FAO-assisted field projects", Alice Carloni, FAO, Rome 1983, 103 pages.
18. Women in Agriculture Series:
 1. "Follow-up to WCARRD: The role of women in agricultural production", Rome, Italy, 7-14 December 1983, 16 pages.
 2. "Women in rice-farming systems", Rome, 1984, 106 pages.
 3. "Women in food production and food security in Africa", Rome, 1984, 101 pages.
 4. "Women in developing agriculture", Rome, 1985, 105 pages.

From INSTRAW

1. "INSTRAW News", Women and Development, Vol. II, No. 1-2, June 1985.
2. "Facts on the United Nations International Research and Training Institute for the Advancement of Women".
3. INSTRAW contribution for the Consultative Meeting.
4. "Women and Food Systems in Africa".
5. Specimens of INSTRAW publications to be sent to participants on request.

From Institute of Development Studies

1. "Development of WID Guidelines/Checklists for Use at the National Level", commissioned by FAO and INSTRAW, 21 August 1985, 20 pages.

From FINNIDA

1. "National programme of Finland for promoting equality between women and men".
2. "Principles for the improvement of the status of women in developing countries by Finnish Development Cooperation", Helsinki, 1980, 19 pages.
3. "Women in development", FINNIDA, Ministry for Foreign Affairs of Finland, 23 May 1985, 2 pages.

From IFAD

1. "Guiding principles for the design and use of monitoring and evaluation in rural development projects and programmes", The United Nations ACC Task Force on Rural Development, Panel on monitoring and evaluation, Rome, December 1984, pages 53-60, "Women in Development".

From the Netherlands

1. Vragenlijst (Veld) Onderzoek Vrouwen, 10V 230784, 10 pages.

From the United Nations

1. "Strategy of the Implementation of the International Development Strategy for the Third United Nations Development Decade", Report of the Secretary-General, United Nations 29 August 1985, A/AC, 219/36.
2. "Food, water and agriculture", paragraph 174, 116/12.

From UNFPA

1. "Interim guidelines for UNFPA policies and programmes in the field of women, population and development", Women and Youth Section, May 1980, 28 pages, United Nations Fund for Population Activities.
2. "UNFPA assistance to women, population and development projects 1979 - 1984", Women and Youth Section, United Nations Fund for Population Activities, January 1985.

From the Norwegian Agency for International Development
(NORAD)

1. Norway's Strategy for Assistance to Women in Development, June, 1985, 80 pages, The Royal Norwegian Ministry of Foreign Affairs, Development Cooperation, 1985.

From CIRDAP

1. "Rural Women in Development: Role of CIRDAP".
2. "Note on Guidelines and Checklists".

REPORTS OF THE WORKING GROUPS I, II AND III 1/

Report from Working Group I: Strategy Formulation and Implementation at all Levels

Most of the structures and delivery systems in operation at the national level are not adequately adapted to the production requirements of small, marginal and subsistence farmers, where women tend to predominate as key factors in the food system. Because of the growing concerns with promoting food security in national development plans and because of the scarcity of investment resources, it is the responsibility of WID practitioners to demonstrate to policy makers that their objective of increasing productivity and agricultural production depends on alleviating the burdens on female labour force (especially time constraints), improving the quality of working women (skills and access to production resources) and adapting the channels of input and output delivery systems to the actual production requirements of the small, marginal and subsistence producers.

The main point here is that arguments based on equity are not as influential as arguments based on grounds of efficiency and economic benefits. On discussing experiences of the individual countries, the group realized and agreed on various issues, and the recommendations made were:

1. It was important to have a unit with women's issues placed in a central planning ministry.
2. National women's machineries do exist in most countries, but are not always very effective. Collaboration with the NGOs in furthering women's concerns is also important. Therefore, there was a great need for strengthening the national women's machineries and the NGOs by:

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- 1/. Related to Item 3: Application of Guidelines/
Checklists and Other Means at the National Level.

- training the officers in formulation of project proposals including implementation, monitoring and evaluation, In addition, training the extension officers who help with project formulation at the grass-roots levels and equipping them with technical know-how to change project modules to avoid repetition of same modules.
 - giving the officers the technical training needed in dealing with socio-economic planning, in order to shift away from the prevalence of the social welfare approach.
3. Where those national women's machineries have not been effective, the following steps can be taken:
- situation analysis to find out how much progress they have made in integrating WID issues and determine obstacles and areas which have been neglected or ineffective
 - inventory of all women's organizations, international organizations, including those in the UN systems and any other organizations working towards the integration of women in the development process
 - articulate their needs and wants clearly into meaningful strategies and also agree on what to do to avoid disagreement among themselves.
4. INSTRAW and other multilateral agencies should conduct or initiate such training. Existing national and regional training institutions should be utilized and strengthened with funding and staff assistance.
5. Once these machineries are strengthened, INSTRAW and other multilateral agencies should assist in planning the national country programmes well in advance, using the criterion of the advancement of the status of women in deciding whether or not these programmes are to be proposed to donor agencies or policy planners.
6. Women are not usually represented at the policy planning or even at the national project/programme planning level. Furthermore, rural women in most cases can be very clear about what they want, but when their "voiced needs" get to the national planning level, the planned strategies do not reflect these needs. This being so, trained, competent women with political will to further women's issues be appointed in high positions so that proper planning and co-ordination is facilitated.

7. For both men and women comprehensive education including leadership training and legal matters should be started by developing proper curriculae and simple training materials.
8. During missions, donor agencies be urged to pledge funds to rectify structural imbalances in production patterns and reduce factors that impede growth of productivity of women.
9. There was a need to heighten awareness at all levels. This can be done by:
 - social preparation at all levels, to be included in every project
 - sensitizing planners of the contributions women can make; this training should be given to both men and women and it should include methods for planning projects at all levels (from the grass-roots to the national level) as well as ways to improve communication among the parties involved
 - at this point a question was raised concerning the identification of the entities responsible for initiating women's programmes. The following groups were identified:
 - national women's machineries
 - planners at ministries, and at provincial, district and grass-roots levels
 - government civil servants
 - non-governmental organizations
10. With these groups in mind, seminars/workshops and exhibits can also be used as a means for creating awareness. If the national machineries and any other organizations concerned with women's issues have well-articulated strategies and messages, these messages could be disseminated through mass media as a strategy to create awareness.
11. After realizing and confirming that directives are found at international, national and regional levels, and that these lack monitoring and accountability, there should be a follow-up on those directives in order to measure the monitoring rate and determine who was accountable for those directives.

Report from the Working Group II: Developing Training Programmes

The following points were given emphasis in discussions:

1. Training had to be both short and long term and had to be aimed at several levels:
 - planners and administrators
 - grass-roots level
2. Some of the strategies for training at the grass-roots levels were that:
 - a percentage of project funding (e.g. 5 percent) should be available for awareness building
 - there be inter-regional sharing of expertise by providing funds for women to travel and observe experiences of other groups.
3. Donors need to adopt a policy of using local resources with a WID research/training/implementation capacity in their project development cycle as these resources are probably more relevant than donor-based resources.
4. As a consequence, donors should build up local resource rosters.
5. Projects should include funding for production of documentation and its dissemination to the target group.
6. It was pointed out that generally training materials did not exist and were very expensive to develop. Appropriate materials need to be developed, and they should be targeted to groups and situations.
7. This led to the need to develop a strategy to:
 - identify target groups
 - determine the best method to reach each group
 - develop techniques and means to deliver the material.

The target groups listed below should be given priority, not necessarily in the following order:

1. Planning ministries and sectoral agencies
- recipient and donor
 2. General Public
- university curriculum, mass media
 3. Women's groups at the grass-roots level
- starting point of the process
 4. Intermediate-level operational staff
- recipient and donor
8. Priority must be given to consciousness raising, and mechanisms could be guidelines and checklists. Training on their proper use is required.

NOTE:

Time did not permit the discussion of some underlying issues.

Report from the Working Group III: "The Process of Project Cycle and Guidelines/Checklists and the Possibility of Developing a Prototype"

The discussions of Working Group III was structured around the Programme Advisory Note (PAN) provided by the UNDP Representative. The group considered general/non-sectoral issues which are important to identify at the planning and programme/project formulation stage to ensure the integration of WID concerns.

Several general recommendations emerged which can be summarized as follows:

1. All countries should produce a country profile document on the conditions of women; this would consist of both statistical data and qualitative problem-oriented analysis, as well as evaluation of data. Care should be taken to ensure that data/information for this profile is obtained from all relevant sources, including those which are less known and not readily available through the official channels.
2. There should be a mechanism to regularly update the above-mentioned country profile.
3. Once the country profile is produced, it has to be effectively disseminated to all potential users; to achieve such dissemination, an educational dialogue should be actively carried on (e.g. organize seminars/workshops at different levels and with different audiences to discuss the content of the

country profile). It was noted that this "dialogue" is often as important as the profile per se.

4. There is a need to indentify and compile an inventory of all resources and organizations relevant to WID within each country; such an inventory can be part of the country profile.
5. It is essential that planning uses participatory approaches and includes consultation with NGOs as an integral part of the process.
6. There is a need for proper baseline data and feasibility/opportunity studies, both of which have to include data differentiated by gender.
7. There is a need for training all those involved in planning and project formulation.
8. The need for political commitment and related legislation as a prerequisite for the application of guidelines was underscored.
9. Beneficiaries and the planned effects of programmes/projects have to be clearly identified prior to implementation, since part of this effort has to go to identifying women among the beneficiaries and the effects on women.
10. It is important to differentiate technical co-operation from direct financial and commodity aid (e.g. fertilizer) as these have very different effects on how WID concerns and Guidelines can be pursued/applied.

INSTRAW should have the responsibility and resources to compile, update and disseminate an inventory of available resources in regard to WID worldwide. The inventory would include sources for WID information, resources for training, and other resources. It should be noted that several WID inventories already exist but are not yet easily accesible.

STATEMENT BY DR. ELINA VISURI

After thanking FAO and INSTRAW for organizing this seminar in collaboration with the Institute of Development Studies, University of Helsinki, as well as the participants for their active contribution to the sessions, Dr. Visuri noted that this meeting had given unique opportunity for WID experts of different backgrounds to come together.

The group was heterogeneous: participants came from donor agencies, international organizations and from national women's machineries, planning ministries and NGOs. Their needs were different, depending e.g. on the size of agency and the resources available to them. Therefore, also their working methods varied; for example, very sophisticated management and planning systems were presented by some while others had to work with strict time and other limitations.

Regarding the theme of the Seminar, she believed that better planning methods were needed for WID projects, and that the meeting had been of help in defining the problems and in the clarification of the various approaches available to resolve them, whether it was in the form of guidelines or checklists or information on other processes which improve project planning.

She wished everyone success in their WID activities, hoping that participants could use the experience of this Meeting in improving the work of their own organization.