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REPORT ON MISSION TO DJIBOUTI
26 OCTOBER - 2 NOVEMBER, 1986

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Background and objectives of mission

1. In accordance with the 1986 Work Programme for Lusaka MULPOC Women's Programme, seven countries of the Eastern and Southern Africa Subregion, including Djibouti, were earmarked for assistance in national programming exercises, with a view to incorporating women concerns in mainstream plans, programmes and projects. Such programming exercises include the IPF Country Programmes (CP), Donor Round Table Conferences (DRT), National Technical Co-operation Assessments and Programmes (NATCAP) and Consultative Group Meetings (CG).

2. In view of the above, a mission was undertaken to Djibouti by Co-ordinator for MULPOC Women's Programme from 26 October to 2 November 1986. The major objectives of the mission were, inter alia to:-

- Sensitise the women organisation promoting women in development (Union Nationale des Femme de Djibouti - UNFD) with respect to the Fourth Country Programmes, 1987 - 1991 to ensure that UNFD provides inputs in the exercises;
- Consult with the Women Organisation and other relevant government and non-government Institutions on priority needs of women that should be taken into account in the programming exercises;
- (If possible) review draft writeups and programme documents in order to determine the extent to which they reflect women concerns and make any necessary recommendations;
- Identify relevant projects (already contained in the country programme) that should incorporate women components to cater for needs of women in socio-economic development;

- Identify and propose special projects for women (where necessary) to be included in the IPF Country Programme;
- Devise followup measures that would facilitate inclusion of women concerns and components in IPF Country Programme, 1987 - 1991.

Approach to the work and outcome of the mission

3. Since preparation of the Country Programme Document had not been completed at the time of the mission, translation and review of the programme document was not possible. However the RESREP Note was given to the mission and the UNDP Resident Representative, Mr. Boulares, briefed the mission on relevant projects in the Country Programme which would have a bearing on women and could include explicit women components.

4. In order to achieve the above objectives of the mission, meetings were held with UNFD and other relevant Institutions and ministries as follows:-

UNFD

5. Officials of UNFD were briefed on the Fourth Country Programme, 1987-1991, and urged to identify priorities for WID and provide their inputs in the exercise by convincing the government to incorporate women concerns within the wider framework of the country programme. The emphasis should be to incorporate women components in all relevant sectoral projects. The mission proposed to UNFD to set up an Inter-ministerial Advisory Committee (composed of technical officials from relevant ministries and institutions). The Committee would facilitate effective intervention to incorporate women components in the IPF Country Programme. Furthermore, the UNFD could be assisted by a resource person who would undertake the ground work of studying and analysing the country programme, making recommendations on explicit women components to be included in relevant projects found in the country programme. The resource person would also assist in any immediate followup work regarding country programming in relation to women in development. Her/his (resource person) recommendations would be considered and finally approved by the UNFD and its Advisory Committee before submission to the government. Annex I contains terms of reference for the resource person drawn by the mission and presented to UNFD for consideration and approval.

6. The idea of Inter-ministerial Advisory Committee was not accepted by the Women Organisation (UNFD), since there was a high need for an effective National Machinery for Women in Development and efforts to establish it, were underway. ECA/African Training and Research Centre for Women (ECA/ATRCW) had been requested to organise an information seminar before the end of 1986 with a view to providing advice to the Government of Djibouti on setting up of a National Machinery, its objectives and functions. Though a committee was not accepted, the use of a national resource person to assist UNFD in the exercises was agreed upon and the UNFD officials suggested that an external expert expected to join UNFD in less than a month at the time (under German Aid), would assist the Women Organisation in the ground and followup work related to interventions in the country programme. The mission advised UNFD to also seek the assistance of relevant technical ministries in analysing women's situation and proposing women components in different sectors of the country programme.

7. In the discussions and exchange of views that followed, UNFD officials identified many areas as priorities for assistance to women, which should be considered in the country programming exercise. The priorities included:-

- Income generation through small scale enterprises, in such areas as garment production or tailoring particularly for children and machine embroidery;
- Involvement in fish industry (processing and marketing);
- Small scale food production and processing;
- Literacy and Training;
- Health;
- Equality (opportunities and decision making).

8. UNFD had drawn a Programme of Action for its socio-economic activities and hoped to get German/UNICEF aid to recruit an expert, Ms Tshibanda (based in Djibouti at the time of the mission) who would co-ordinate implementation of the programme, particularly the income generation activities.

The mission also discussed with UNFD officials regarding a mission by UNIFEM (United Nations Development Fund for Women) consultant, scheduled for January/February 1987. Previous communication implied that the UNIFEM Consultant would assist in developing and formulating a women's project on traditional handicrafts. UNFD officials emphasised that the project to be developed and formulated by UNIFEM should be wider in scope and cover not only traditional handicrafts but also (some) other priority areas on income generation such as garment production, fish industries etc. They pointed out that the UNIFEM mission would benefit from the findings of:

- (a) the survey on the situation and needs of Djibouti Women in Development, 1984 - commissioned and published by ECA;
- (b) Market study on income generating activities of co-operative groups of Union Nationale des Femme de Djibouti, undertaken by an expert from Germany, June 1986.

UNICEF

10. In a meeting with the UNICEF Representative, Mr. Karim Akadiri, there was an exchange of views on the needs of women in general and UNFD in particular. It was pointed out that there was high need for strengthening of UNFD by technical personnel and motivation of its members. More initiative was required from UNFD and the organisation should come forward and express its needs and requirements for assistance.

11. UNICEF assistance to women activities included support to a Literacy Programme, Income generation and health activities. Efforts were underway to introduce functional literacy so as to integrate reading and writing with functional knowledge. Major problem with Literacy Programme was related to teachers or trainers, the majority of whom were volunteers.

12. With regard to income generation activities, UNICEF provided materials and equipment for sewing. There was need for organisation and diversification of these activities. UNICEF could assist in supporting an expert for the improvement of income generation activities. There was need for an external consultant, particularly a planner who would assist UNFD in formulating a multi-sectoral programme for economic activities.

13. On health, since children could be reached through mothers, UNICEF supported a Health and Nutrition Education Programme. Immunisation and Family Planning. Growth

14. A useful exchange of views took place concerning the UNIFEM mission expected in January/February, 1987. His views were similar to those outlined earlier in this report, under paragraph 8, emphasising on the need for a wider diversified programme of income generation activities.

UNDP

15. In a meeting with the UNDP Resident Representative, Mr. Boulares, objectives of the mission were explained and a request made for the Country Programme Document to enable the mission make necessary proposals on Women Components to be included in relevant projects. The Resident Representative Note had been given to the mission earlier, however, the Country Programme could not be provided since it had not been finalised. After finalisation, the Country Programme would be forwarded to Ministry of Foreign Affairs for approval by government.

16. The Resident Representative analysed various problems of the country in general and UNFD in particular. These included lack of agricultural production and high unemployment in the country. The Women Organisation, UNFD, was weak and lacked linkage with government ministries.

17. Relevant projects with a bearing to women, contained in the Country Programme, were outlined by the RESREP and it was explained that efforts would be made to involve women in such projects. They included a TCDC Project on Fish Industry, the Water Project, Small Scale Agriculture Project (though not approved yet), Assistance to Handicapped Project and Primary Health Project. The rest of the projects were service oriented e.g. telecommunication. He reiterated that UNDP would also utilise the services of other Agencies such as UNIFEM to provide assistance to women as stipulated in Chapter 5 of the RESREP Note which made reference to target groups such as women, youth, handicapped, refugees etc.

18. Clarification was given by the RESREP concerning the UNIFEM mission which would be a wide Needs Assessment and Programming Mission. Terms of reference would be clarified to UNIFEM as well.

Ministry of Foreign Affairs

19. Discussions were held with Mr. Hassan Idriss, Head of International Organisations who showed great support to the idea of the Women Organisation (UNFD) providing inputs and proposing women components to be included in relevant projects in the IPF

He pledged that upon receipt of the country programme from UNDP, it would be passed to UNFD for necessary inputs. He reaffirmed that this would be in accordance with recommendations passed by the MULPOC Council of Ministers and other ECA Policy Organs Meetings which appealed to member States to incorporate women concerns in mainstream development plans and programmes.

20. UNFD was once again advised to work closely with relevant technical ministries in the exercise of making proposals for inclusion in the fourth country programme.

Ministry of Planning

21. The last official meeting was held with Director of Planning, Mr. Ali Soubaneh Farah and Driss Elkhazzani, Technical Advisor. There was an exchange of views on contribution of women in socio-economic development of Djibouti. The Director pledged to co-operate with UNFD in devising a Programme of Action for the enhancement of women's contributions in various sectors of socio-economic development of the country and ensure inclusion of women concerns in the National Plan. UNFD was urged to approach Planning any time they needed assistance.

Meeting with Ms Tshibanda

22. Last but not least, an informal meeting was held with Ms Tshibanda, a prospective consultant to co-ordinate and manage an Income Generation Programme being proposed and developed by UNFD. Discussions constituted an exchange of views on strategies and activities of women in Djibouti, which needed linkages to technical ministries and more initiative as well as dynamism from women themselves. Various government and non-government Institutions would provide assistance, both financial and technical if approached by women.

23. Ms Tshibanda was informed of the Needs and Programming Mission to be undertaken by a UNIFEM Consultant in January/February 1987.

Conclusion

24. The support and commitment to past recommendations passed by ECA Policy Organs Meetings, as expressed by the Foreign Affairs official (paragraph 15), is highly commendable. Several recommendations have previously been passed by different fora pertaining to incorporation of women concerns in mainstream development plans and

25 With regard to intervention of the women organisation (UNFD) in the Country Programme, the good will of Foreign Affairs to allow UNFD comment and make proposals is a unique opportunity that Djibouti women should utilise meaningfully. However, UNFD should also be given access to documents produced by relevant project formulation or reformulation missions to ensure that proposals made by the organisation are taken into account and incorporated in all relevant project documents.

26. Assistance to UNFD to strengthen it, is imperative. The Information Seminar by ECA/ATRCW should be organised as requested and the government as well as external and UN Agencies should assist in efforts to strengthen UNFD.

Names of people with whom discussions were held

1. Ms Saida Hassan Bogoreh - Secretary General, UNFD.
 2. Ms Nima Edleh Hassan - Executive Secretary, UNFD.
 3. Ms Kadra Awaleh Osman - Health Committee Officer, UNFD.
 4. Ms Eva-Maria Herms - Advisor to UNFD.
 5. Mr. Karim Akadiri - UNICEF Representative.
 6. Mr. Boulares - UNDP Resident Representative.
 7. Mr. Hassan Idriss - Head of International Organisations, Ministry of
Foreign Affairs.
 8. Mr. Ali Soubaneh Farah - Director of Planning.
 9. Mr. Driss Elkhazzani - Technical Advisor, Planning.
 10. Ms K. Tshibanda - Expert and potential Consultant to UNFD.
 11. Ms Fozia Ahmed - Assistant Programme Officer, UNDP.
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TERMS OF REFERENCE

A Resource Person to Co-ordinate and Follow-up on Programming Exercises with Special Reference to Women in Development

A resource person will undertake, among others, the following:-

1. Coordinate and act as a link between the National Machinery for Women in Development, relevant Government institutions, UN and other Development/ Donor Agencies on issues related to programming and women in development;
2. Collect information from relevant Government institutions and organisations on programming exercises and advise the National Machinery or Women Organisation accordingly, in order to facilitate necessary intervention (by National Machinery, etc);
3. Review programme/project write-ups, documents of the Country Programme and where possible assess field activities of ongoing projects in order to recommend explicit women components in such projects. Women components of projects would therefore constitute project activities or assistance directed to women roles and tasks in the respective sectors;

The recommendation on women components would be presented to the National Machinery or Women Organisation for consideration, finalization and forwarding to Ministry of Foreign Affairs or any relevant government Institution for incorporation in the country programme;

4. Where necessary the resource person will team up with project formulation or reformulation missions to ensure that women components are incorporated in mainstream programmes/projects to be formulated at any time. (Timing of formulation or reformulation mission for different projects will be obtained from UNDP field office);
5. Assist formulation mission on special programmes/projects for women (where applicable) that are devised to meet the immediate or special needs of women;
6. Carry out short term assignments on programming with special reference to Women in Development, in accordance with function 3, 4 and 5 stated above.