

Distr. LIMITED

ECA/ATRCW/G 1/90
19 September 1990

Original: ENGLISH

UNITED NATIONS
ECONOMIC COMMISSION FOR AFRICA

**GUIDELINES FOR THE INCORPORATION OF WOMEN'S
CONCERNS AT ALL LEVELS**

IN RESPONSE TO GENERAL ASSEMBLY
RESOLUTIONS 40/105, 40/108

African Training and Research Centre for Women

September 1990

INTRODUCTION

General Assembly resolution 40/105 calls upon regional commissions "to incorporate women's concerns at all levels in their overall work programmes for the biennium 1988-1989, and other subsequent years taking into account the roles and responsibilities of the regional commissions in developing and implementing the system-wide medium-term plan for women and development and the Nairobi Forward-Looking Strategies for the Advancement of Women." In addition, resolution 40/108 calls upon regional commissions "to take the necessary measures to ensure that all projects and programmes take into account the need for the complete integration of women and women's concerns."

Thus, there are two major aspects to this exercise. The first is to ensure that women are included in the projects and programmes of the Commission-that is an issue of participation and can be measured quantitatively - are women included, consulted, participating? The quality of their participation must also be considered. The time has passed where women can be regarded only as beneficiaries of assistance - they also must be actors, agents of change, participating actively in development which they help to shape. The second is a more substantive concern is the Commission delivering outputs that deal with women's concerns - those things that affect women in their multiple roles? This paper will try to address both of these aspects.

On the issue of participation a series of guidelines will be presented in Section I below for use in project/programme design, implementation and evaluation. As far as possible, these are meant to be relevant to the entire work programmes. On the issue of women's concerns, the problem will be addressed programme by programme in Section II, outlining the major concerns of African Women with respect to the individual programmes. Bibliography suggestions are also included, both on the general issue of women and development planning, as well as on specific sectors. (The references are located in ECA/ATRCW and interested Divisions may borrow them.)

Using these guidelines, PPCC can make specific suggestions to programme managers in the preparation of work programmes; these suggestions would be translated into outputs or incorporated into the design of project/output delivery - means of reaching users. A further suggestion that might make planning for women a regular part of the planning process at CEA calls for the training of ECA professional staff in women and development issues. This has been adopted as policy by the United Nations Development Programme (UNDP). At ECA it could be done by using the course modules developed at the ECA sponsored ESAMI course on "Women and Development Planning" which has been in operation since 1981.

I. General Guidelines for Programme/Project Design, Monitoring and Evaluation

According to the concerned resolution, the issue of women in development is to be considered as part of all projects and programmes of the Commission, wherever relevant.

The following questions are meant to guide programmes in ensuring the participation of women in the projects/outputs of the programme:

Does the programme/project recognize and support the roles and status of women?

Are women included in the project planning teams?

If the project involves community participation, are women encouraged to become involved? At all levels and in proportion to their numbers?

How do women participate in the programme/project?

What proportion of the direct beneficiaries of the programme/project are women?

What is the (anticipated) impact of the programme/project on women? Their pattern of living? Their livelihoods and income? Will this be part of project evaluation?

If women's lives may be adversely affected, what corrective measures will be taken to correct it?

Are opportunities for training and fellowships being made available to women? If not, have the causes for their exclusion been examined and steps taken to correct these?

Does project reporting include a section on the participation of women? On the effects of the project on women?

For this, specific objectives could be established and monitored - e.g. participation rates of 30 % for women in all training, meeting, conferences, fellowships sponsored by ECA. Having set quantitative targets, their achievement could easily be monitored.^{1/}

It is vital that consideration of women's roles and status come at the design stage, that is at the project identification or the preparatory stage. Numerous studies have shown that when women/girls are not specifically mentioned in project design, their interests are not included and the project is likely to have negative impact

^{1/} A target of thirty percent has been set because this corresponds to the targeted established by the United Nations Office of Personnel Services for the percentage of professional women in the system by 1990.

on them. In addition, the later that women's role with respect to the project/output is discovered, the less flexibility there is for including it. Detailed suggestions for including women in the stage of project identification, design, implementation and evaluation are appended in Annex I.

II. Incorporating Women's Concerns into Programmes

This section attempts to outline some of the major concerns of women in Africa with respect to the 15 programmes of the Economic Commission for Africa and with particular reference to the System-Wide Medium Term Plan for Women in Development and the Nairobi Forward-Looking Strategies for the Advancement of Women. The listing is by no means exhaustive. It is meant only to be indicative, to make suggestions and propose directions for initiatives by programmes. Where available, bibliographic references are included.

I. Food and agriculture development in Africa

- Attention to the improvement of the productivity of small farmers, many of whom are women, in food crops, in particular through alleviating producing and marketing constraints
- Devising ways of reaching women farmers, particularly through improving their access to extension services
- Access of Women farmers to credit and agricultural inputs
- Access of rural women to land, land rights
- Inclusion of women farmers in farmer training
- Promotion of food production and processing technologies accessible to women
- Involvement of women in agro-industries, including co-operative food processing enterprises
- Attention to women's role in agriculture marketing
- Access of women farmers to draught power
- Support for women's role in animal husbandry, including in feed improvement programmes, fodder and pasture management and feed preservation
- Employment, including non-farm employment, for rural women
- Improvement of data base on women in agriculture
- Improvement of the quality of rural life (water supply, health care, education, community development)

- Promotion of women to enter fish farming
- In forestry, training of women to handle forest nurseries and plantation programmes, including seedling establishment and maintenance operation
- Involvement of women in reforestation schemes.

2. Marine Affairs in Africa

- Participation of women in meetings on marine affairs and in making of policy on this issue.

3. Development Issues and Policies in Africa

(SERPD)

(1.) Socio-economic analysis, planning and projections

- Need to include women's concerns in national development planning, in both national and sectoral plans
- Analysis of trends in situation of women in annual survey of economic/social conditions in Africa and in other studies, analyses of development plans.

(2.) Fiscal, monetary and financial issues at national level

- Access of women to credit for agriculture and small-scale business development
- Possibility of establishment of special banks for women as per Women's World Banking.

(3.) LDCs

- Attention to socio-economic situation of women, as the poorest of the poor, in LDCs

(ECO)

(4.) Policies, institutions and technical assistance for economic co-operation

The need for the inclusion of the women's programmes in the KULPOC programmes has been recognized and realized. Negotiations are underway with UNDP for continuation of these activities in the fourth programming cycle. However, just as at headquarters in Addis Ababa, the participation of women and women's concerns can no longer be confined to the women's programme but must penetrate the other sectoral programmes as well.

- Recognition could be given to the importance of including women in rosters of experts for technical assistance for regional, subregional co-operation, as well as at national level.

(PAIHD)

(5.) Education and training for development

- inclusion of women in fellowships and training programmes
- training women policy makers in planning skills

- training women in management
- encouraging Governments to improve the education of girls and young women
- guidance and counselling for young girls and women to encourage them to continue their education, enter scientific and technical fields and avoid sex-stereotyped occupations
- special attention to educational needs of women in rural areas
- raising consciousness fo national planners to importance of women as resources in manpower planning and development
- assuring the inclusion of women experts in manpower data banks

(PADIS)

(6.) Central co-ordinations and information exchange services

- inclusion of documentation on women in data base
- inclusion of women among those trained in information and documentation
- strengthening data base on women in development in national documentation centres

4. Environment in Africa

- effects of drought and natural disasters on women
- importance of women in planning and carrying out environmental maintenance
- organization and sensitization of women in the fight against desertification
- inclusion of women in environmental training/education activities

5. Human settlements in Africa

- recognition of the important role played by women in human sttlements, including housing design, construction and especially in formulation of settlement policies
- attention to issue of housing for poor women, female-headed households and their families
- training for women in use, maintenance of new facilities
- attention to links between housing and infrastructure and services
- access of women to credit for housing

6. Industrial Development in Africa

This is an area where UNIDO has done a great deal of work on the issue of incorporating women's concerns in industrial development, planning and policy. In order to avoid duplication of effort, the UNIDO Guidelines are annexed to this paper ("Guidelines on the Integration of Women in UNIDO Technical Co-operation Projects and in Industrial Studies Programmes and Research", UNIDO/PC.31/Rev.1/Add.1, 12 February 1986, attached as Annex II). However, the major concerns relating to the ECA work programme are restated below.

- accelerated integration of women into industrial development and improvement of their conditions of participation as integral parts of national industrial strategies and policies
- improved data base on women in the informal sector, including training programmes, access to credit
- improvement of statistical data and other information about women's roles and conditions of participation in industry and the impact of industrial development and technological change on women
- encouragement and motivation of women's increased participation in the industrial sector, including as industrial entrepreneurs
- training for women in industrial production skills
- impact of industrial technology on traditional work of women
- development of industrial technologies to relieve burden of women's work
- attention to development of small-scale agro-industries, including informal sector enterprises, in rural areas where majority of women live

7. International trade and development finance in Africa

Upon its own initiative, the International Trade and Finance division has already undertaken or proposed two activities which reflect major concerns of African women in this area:

- impact of transnational corporations on women in Africa
- role and contribution of women to domestic and intra-African trade

In addition, the following concerns are proffered:

- women in international trade

- access of women-run enterprises to technical assistance in marketing
- formation of women's producers associations for marketing of food crops

8. Natural resources in Africa

- access of women to clean, safe water supplies
- training of women in maintenance of water supplies
- inclusion of women in planning and implementing water development projects and maintenance of water supply facilities, sanitation projects
- full involvement of women in activities of the International Drinking Water Supply and Sanitation Decade
- attention to gender-based economic roles in river basin development
- women in marketing of mineral resources
- attention to socio-economic as well as technical aspects of mineral resources (impact of mining in southern Africa on Women and Families, for example)

9. Energy and development in Africa

- recognition of role of women as major collectors of fuelwood
- introduction and dissemination of fuel-efficient cooking stoves
- encouragement of women entrepreneurs in manufacture and sales of energy technology
- access of women to alternate energy sources, e.g. biogas
- energy projects focusing on poorest sections of rural population
- involvement of women from earliest stages of all fuel and domestic energy projects
- adoption of integrated approaches to energy questions, considering socio-economic along with technical questions
- inclusion of women candidates for fellowships in this field

10. Population in Africa

Since by definition women are a population component, women's concerns in this area are self-evident. However, they include:

- Family planning
- Relationship between women's changing roles and status and fertility
- Status of women, with particular regard to income, health, education, community participation, as they affect demographic indicators such as fertility, mortality and migration
- Population and development projects
- Sex-disaggregated demographic data

With respect to specific outputs of the Population programme, in addition the following are suggested:

- Special mention of women's issues in publications of the programme
- Section on women in POPIII-Africa index
- Inclusion of women candidates for fellowships for training in population studies in African institutions

11. Public administration and finance in Africa

- Training of women in public administration and management, including public finance management, as part of human resource development for public management, particularly in LLCs
- Scholarships for training women leaders in public administration

12. Science and Technology in Africa

- Encouragement of women and girls to enter scientific/technical fields, as part of development of manpower for science and technology
- Development of appropriate technology, with awareness of needs of women users, especially for food production, processing, storage, marketing
- Participation of women users in all stages of choice, design, development and adaptation of alternative technologies as well as in their evaluation, maintenance and management
- Impact of technology transfer on women (e.g. displacement) and retraining women displaced by new technologies
- Training of women as industrial engineers and designers

- Participation of women in policy and decision-making with respect to use and development of technologies, especially in national science and technology advisory committees
- Inclusion of issues related to science, technology and women in meetings convened by the programme, especially those of the Intergovernmental committee of Experts on Science and Technology for Development.

13. Social Development in Africa

Again in this programme, the concerns of women are obvious since they comprise half of society and, at the level of ECA, the integration of women in development in Africa is a subprogramme of this programme. However, attention must still be paid to insure that women's concerns are included in the subprogrammes for integrated rural development, youth and social welfare. In this context, the attention of the programme is drawn to the publication by Ingrid Palmer, entitled The Hemow Case which gives graphic examples of the impact on women of integrated rural development projects where the needs of women are explicitly considered in project design and where they are not.

14. Statistics in Africa

- Sex disaggregation of data, wherever relevant
- Encouragement of national statistical services to make sex breakdowns of data, needed especially for preparation of programmes and planning of project activities
- Increased data collection and dissemination of statistics by sex in areas where it is lacking such as in industry, agriculture and employment and on the informal sector and female-headed households
- Accurate reflection of women's economic activities in data
- Encouragement of African Women to enter statistics
- Efforts to include African women statisticians in Directory of African Statistics
- Items on statistics, indicators of women in development in Statistical Newsletter
- Attention to improved methodology for data collection on female-headed households, improved definition of household heads, especially in African Household Capability Survey Programme

15. Transport, Communications and Tourism in Africa

- access of women small-scale farmers to field to village transport systems
- Access of women to draught power
- Introduction and use of animal-drawn carts, where appropriate

- Relief of women from burdens of carrying heavy loads (water, fuelwood, agricultural inputs, marketable surpluses) through development of low-cost technologies to improve transport in rural areas
- Improvement of public transport services in rural areas
- Women's role in urban and peri-urban transport
- Involvement, consultation of women in all stages of transport projects
- Impact of Tourism in Africa on women: encouragement of positive impact (e.g. handicraft marketing, women-run catering establishments) and discouragement of negative impact (i.e., prostitution, sexual tourism)

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