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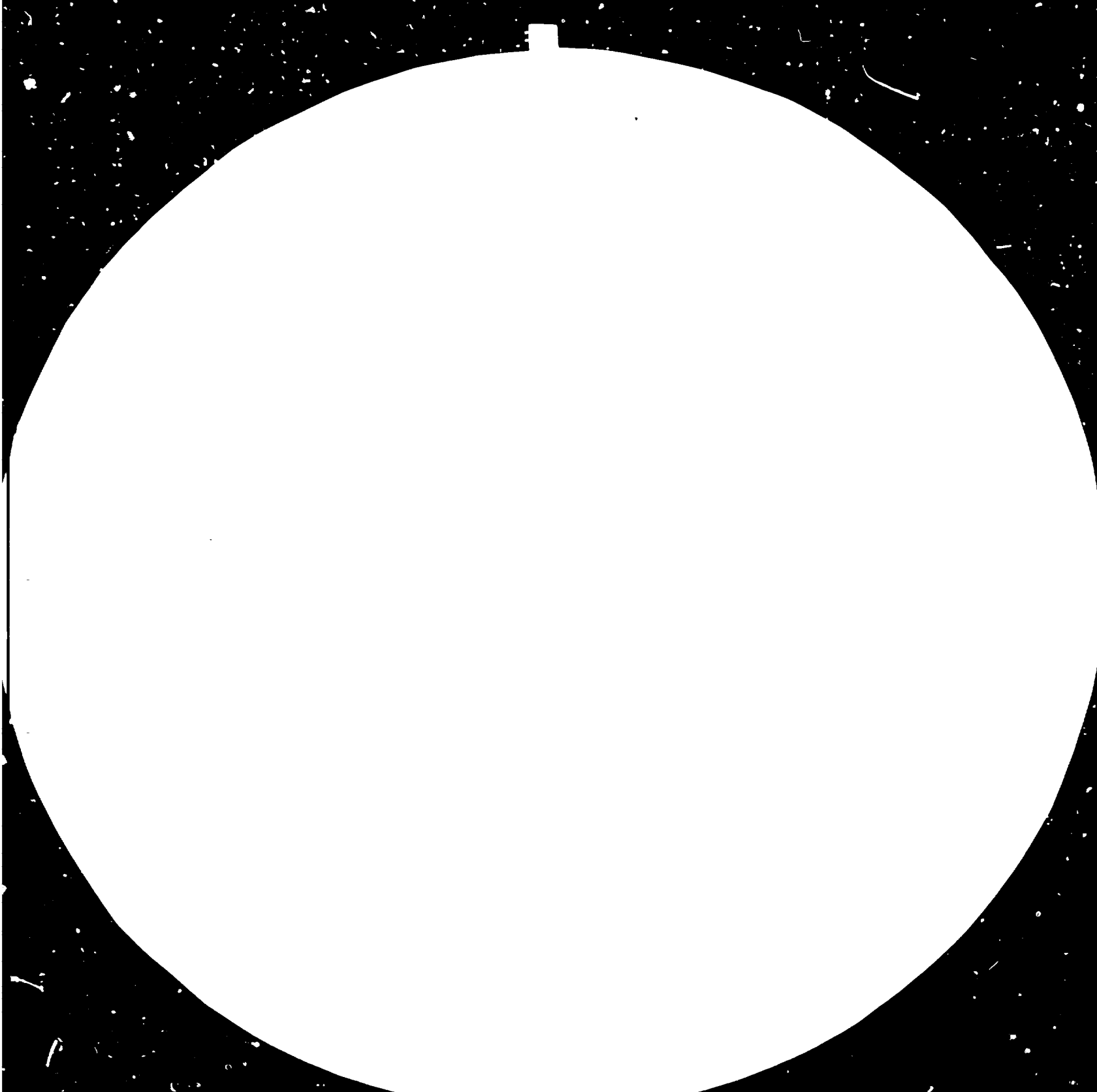
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INDUSTRIAL POLICIES, AND UNIDO'S CONTRIBUTION IN CRITICAL
AREAS OF INDUSTRIAL DEVELOPMENT 1985-2000

Women in industrial development

Submitted by the UNIDO secretariat

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INTRODUCTION

1. Within the economies of developing countries, women not merely make up half the human resources potentially available for economic activity, they fulfil multiple productive roles. In addition to performing a wide range of survival tasks for their families and fulfilling social responsibilities in the areas of health, education and culture, women are major producers and consumers of industrial and other goods. In the industrial sector the available statistics, though incomplete, show that in 1980 women constituted an average of almost 27 per cent of the industrial work force in developing countries, although in individual countries this varied between 15 and 31 per cent. Thus women's contribution to industrial output in developing countries is already substantial, particularly when it is borne in mind that much of their contribution goes unrecorded, being outside the market economy or in the informal sector.

2. Yet despite this substantial economic and social contribution, women's present position and prospects are normally disadvantaged ones. In industry the overwhelming majority of women are limited to a narrow range of low skill and poorly rewarded jobs. Prospects for advancement are limited by social prejudices and lack of access to resources and training opportunities, which combine to limit women to traditional occupations and subordinate roles.

3. By enabling women to participate more fully and more effectively in a wider range of economic and especially industrial activities, it is possible not only to improve their position in society but also to make greater progress towards overall economic and social development objectives, such as increased economic growth, improved productivity, improved distribution of income, reduction in poverty and lower birthrates.

4. Since women are prime contributors to, as well as beneficiaries of, the processes of industrial development, it is important that women's views concerning priorities and elements of change within development should be taken into account in any consideration of new industrial development strategies, policies and programmes at the Fourth General Conference of UNIDO. In this way developing countries would be better able to mobilize their available resources towards their industrial development objectives in the face of the current world economic crisis. Furthermore any new strategies which emerge from UNIDO IV will provide guidance to the World Conference to Review and Appraise the Achievements of the UN Decade for Women in formulating forward-looking strategies of implementation for the advancement of women for the period up to the year 2000.

5. With these perspectives in mind UNIDO, as part of its preparations for UNIDO IV, organized a series of three regional workshops on the integration of women in the industrial planning and development process (Africa in co-operation with the Government of Zimbabwe: Harare, Zimbabwe, 9-17 April 1984; Caribbean, in co-operation with CARICOM: Georgetown, Guyana, 6-12 May 1984; and Asia, in co-operation with ESCAP: Bangkok, Thailand, 5-12 July 1984).^{*} The workshops brought policy makers and planners from government and

* The reports of the African and Caribbean Regional Workshops are available upon request under ID/WG.422/7 and ID/WG.423/6 respectively. The report of the Asian Regional Workshop will become available shortly.

industry together with representatives of women's organizations to consider the roles and conditions of women in relation to industrialization. The workshops addressed a wide range of industrial development and planning issues and made proposals and recommendations for action at national, regional and international levels. Many of these issues are closely interrelated; national and international policies and actions therefore need to be carefully co-ordinated.

6. The recommendations made by the workshops are summarized below and are grouped for convenience under the following headings:

- (a) policy framework and planning;
- (b) accelerated development of human resources for industrial development;
- (c) strengthening of scientific and technological capacities for industrial development in developing countries;
- (d) mobilizing of financial resources for industrial development;
- (e) world industrial restructuring and redeployment;
- (f) industrial policies and measures to achieve rural development and self-sufficiency in food supplies in developing countries;
- (g) strengthening economic co-operation among developing countries.

I. POLICY FRAMEWORK AND PLANNING

7. Governments have a responsibility to provide a clear policy framework for dealing with priority development issues; consequently the accelerated integration of women into industrial development and the improvement of their conditions of participation should become integral parts of national industrial strategies and policies. National and sectoral plans should incorporate measures to address issues critical to the integration of women and should take account of women's existing roles and conditions.

8. Governments were requested to ensure that, within all levels of the planning process, women participate both directly in decision making and indirectly through effective consultations with potential beneficiaries of programmes and projects. At the same time attention was drawn to the urgent need to allocate resources to prepare women, through training and other support measures, for increased participation in non-traditional income-earning activities and in decision-making roles.

9. There is a serious inadequacy of statistical data and other information about women's existing roles and conditions of participation in industry and the impact of industrial development and technological change on women. Governments were therefore requested to include in their information collection systems data on women's existing and potential contributions, sponsoring research studies on key issues where appropriate.

10. Governments and concerned organizations at the national level were urged to review existing legislation and other measures, both customary and modern, with a view to removing discriminatory and oppressive provisions which work against women's interests, especially concerning labour, health and safety, property and marriage rights, taxation and terms of employment.

11. Women's organizations, trade unions and other non-governmental organizations have a responsibility to monitor national policies and planning activities and to assess their impact on women. Such organizations should actively represent women's interests and concerns to policy makers, planners and employers so that decision makers are more fully aware of women's multiple roles, real conditions and potential contributions.

12. At the international level UNIDO should strengthen these national initiatives directly through technical assistance with industrial planning at programme and projects levels, and also through organizing regional and international consultations for concerned officials and planners to share expertise and experience. In addition, UNIDO's field representatives should act as facilitators in promoting women's participation in industry by stimulating contacts/co-operation between and among government agencies responsible for industry and women's organizations.

II. ACCELERATED DEVELOPMENT OF HUMAN RESOURCES FOR INDUSTRIAL DEVELOPMENT

13. Developing countries cannot attain balanced and more rapid development while a major portion of the available human resources do not participate effectively in that development.

14. Yet in terms of participation in economic activities, women are often severely disadvantaged for a number of reasons - poverty, single-parent family structures, cultural practices and traditions which are inimical to women's development, disproportionate share of arduous and time/energy consuming domestic and survival tasks, and isolation (for physical, social or cultural reasons). In terms of income-earning opportunities, women face additional obstacles which include inappropriate or lack of education and training, limited access to resources and the means of production, and a dearth of employment opportunities, especially in rural areas.

15. In many developing countries strong social and cultural prejudices against women and sex-based stereotyped images persist which largely confine women to subordinate and fixed roles, especially in terms of economic activities. Such attitudes give rise to discrimination against women in their access to income-earning opportunities and in the terms and conditions under which they work. Many women, especially those living in rural areas, are consequently deterred from departing from dependent roles and traditional activities. Such discrimination against women has hindered recognition of and diminished rewards for their existing substantial contributions made in the family, to the local community, and to the broader society.

16. The net result is that the majority of women are effectively excluded from development initiatives, their awareness of their potential and of opportunities available is severely hindered, and their access to information, resources and practical assistance is heavily constrained. There is little incentive to venture into new economic activities, especially in industry.

17. At the national level governments and women's organizations share the responsibility for remedying this situation by encouraging and motivating women's increased participation. The accelerated integration of women's contribution to development, especially in the industrial sector, requires much greater awareness, self-confidence and understanding of income-earning opportunities amongst women, as well as guidance and practical support from development agencies and concerned organizations. Education, training, the mass media and women themselves are all key elements for bringing about the fundamental change in attitudes amongst women and in whole societies, which are prerequisites to increased and more effective participation, particularly in industry.

18. Training opportunities for women in industrial production skills are insufficient and are largely limited to traditional occupations. Further, existing training programmes do not fully take into account the special needs and interests of women. In the light of this situation and the need to increase women's involvement in key professional, managerial and technical roles in both industrial and development organizations in public and private sectors, it is a matter of priority to devise strategies and programmes at local, national, regional and international levels to increase the number of trained and qualified women at all levels in industry.

19. Governments and concerned organizations were requested to:

(a) increase training opportunities for women both in formal training programmes and in alternative, non-formal schemes;

(b) ensure that courses are designed to cater for women's needs and present circumstances and that their impact is properly monitored and evaluated;

(c) increase the incentives and support available to women to facilitate their entry into training opportunities;

(d) improve the linkages between national education and training institutions and industry;

(e) provide improved vocational guidance and careers counselling to women students;

(f) establish special training facilities for women entrepreneurs and managers.

20. At the international level UNIDO can provide practical assistance in three main areas: first, with support and inputs for training activities, especially through the training of trainers and the supply/upgrading of training materials, to strengthen and expand indigenous training capabilities; second, through the continued provision of fellowships and assistance with study tours/familiarization visits particularly for policy makers, planners,

promoters and trainers in industrial development; third, through increased support for economic and technical co-operation between developing countries, particularly designed to facilitate the exchange of expertise and practical experience with development and training techniques.

III. STRENGTHENING OF SCIENTIFIC AND TECHNOLOGICAL CAPABILITIES FOR INDUSTRIAL DEVELOPMENT IN DEVELOPING COUNTRIES

21. There is a pressing need for developing countries to reduce their dependence on imported and "packaged" technologies, by developing their domestic technological capabilities so as to achieve a much greater degree of self-reliance in industrial innovation, product design, product adaptation and production techniques. These enhanced technological and managerial skills should be applied to meeting the needs of the majority of the population (women as well as men, rural as well as urban communities) and should utilize local resources whenever possible. Thus far, women have too often been overlooked as users and agents of change in science and technology; women's needs as users, in such fields as labour-saving devices, technologies for humanity and basic needs, and other quality-of-life improving fields should be taken into account in designing industrial end-products or production processes; women users should be involved in product testing and development. Proven industrial applications of conventional (e.g. food processing) or non-conventional (e.g. solar driers) technologies should be made more widely and readily available to women, especially those living outside the main urban concentrations.

22. Industrial technologies should be applied appropriately to women's needs and situations, so as to free women from time- or energy-consuming tasks as much as possible, in order to create the opportunity for larger numbers of women to engage in income-generating and development activities.

23. Governments have a responsibility to develop a clear policy framework for science and technology and to take women's interests into account in so doing. Governments were requested to reassess their technological capabilities and to monitor current processes of change so as to anticipate and ameliorate any adverse impact on women. Women themselves should be involved in planning and decision-making processes in science and technology so as to ensure that they benefit from the available technologies and that any adverse effects are minimized. Women are more vulnerable to displacement from employment by the introduction of new technologies, so that every effort should be made to anticipate such changes and facilitate the process of transition for the work force involved, as far as possible at plant level.

24. At the international level UNIDO can contribute significantly to developing countries' technological capabilities and their orientation to the needs of women through international co-operation and the supply of inputs into technological and production training programmes (including the provision of mobile training facilities to reach women in remote areas), through the upgrading of technical support and research services and through the promotion of technological collaboration agreements and joint ventures to improve the framework for the transfer of technology to developing countries and its adaptation to their needs. In view of women's vulnerability to displacement

from employment by the application of new technologies in industry, UNIDO should carry out research studies in preparation for holding an expert group meeting on women and industrialization in relation to their participation both in the industrial work force and at policy- and decision-making levels and the effects of changes in industrial technology and industrial restructuring/redeployment on women's employment opportunities. This meeting would be held by UNIDO in collaboration with other concerned UN agencies, such as UNCTC, UN Centre for Science and Technology for Development, ILO, with a view to preparing guidelines on measures to minimize the negative impact of such changes on women in industry.

IV. MOBILIZING OF FINANCIAL RESOURCES FOR INDUSTRIAL DEVELOPMENT

25. Given the limited resources available for investment in industry and their uneven distribution in many developing economies, a major requirement of a national planning process is the optimum allocation of resources available. There is, therefore, a need to ensure that industrial development programmes are designed to take into account the prevailing social, economic, political and cultural constraints and that indigenous resources and skills are utilized wherever possible. The efficacy with which project planning is carried out is crucial to this; governments, together with women's organizations and other non-governmental organizations, were therefore urged to expand and accelerate training programmes in planning skills and to sensitize planners as to women's potential contributions.

26. For the majority of women engaged in project development, especially involving self-employment or smaller scale industrial activities, limited access to financial resources and the means of production are major obstacles. Women often have limited access to existing sources of credit because their present social status diminishes their credibility as potential borrowers. Many women also lack any means of providing security or collateral for loans. Financial agencies and development institutions at the national level should take into account these disadvantages under which women find themselves, and special measures should be taken to make women fully aware of the financial assistance available to them and of the procedural formalities required for securing credit for industrial activities.

27. At the international level UNIDO is able to advise and assist governments and development agencies with both macro and micro planning for industrial development. In addition assistance can be provided with project identification and development through training programmes. In particular UNIDO can help identify and foster linkages between and within industrial sectors and so increase the return from investments in diversified capacity.

V. WORLD INDUSTRIAL RESTRUCTURING AND REDEPLOYMENT

28. The process of restructuring and deployment of industrial capacity in the face of changes in technology, trading patterns, demand, and in the economics of industrial production increasingly affects industrial activities in developing countries. This process has long term consequences for the

development of a diversified industrial base in developing countries and for the work force. Many of the industries involved are assembly or processing industries which employ very large numbers of women in a narrow range of low-skilled occupations, sometimes under less than desirable terms and conditions of employment. Major international and important local interests are often involved through joint ventures or sub-contracting. There is, therefore, a need for governments to take a long-term view of their industrial development policies, especially where these involve the promotion of enclave or offshore industries. Governments were requested to assess the implications of industrial promotion policies in terms of the long-term effects on the development of an industrial base, and on women's interests. Steps should be taken to integrate redeployed capacity with the local economy and to achieve a transfer of essential production and technical skills to the local work force, especially to women. Measures should be taken to prevent the exploitation of the often predominantly female work force; rather the totality of their needs should be provided for through training, essential support services, and opportunities for advancement.

29. While at the national level individual governments can prevent the worst abuses of "footloose" or offshore enterprises, co-operation at the regional level and international assistance from UNIDO and UNCTC can strengthen governments' negotiating position without compromising the promotion of industrial investment in new capacity, including capacity oriented to the needs of export markets.

VI. INDUSTRIAL POLICIES AND MEASURES TO ACHIEVE RURAL DEVELOPMENT AND SELF-SUFFICIENCY IN FOOD SUPPLIES IN DEVELOPING COUNTRIES

30. While the majority of women in developing countries lives outside the main metropolitan areas, most industrial development has been concentrated in, and oriented towards, the needs of those dominant urban centres. In many developing countries, the basic needs of the majority of the population living in rural communities have been largely neglected by the pattern of industrial development - consisting mainly of large-scale plants producing import substitution goods or processing indigenous raw materials. Small-scale industrial enterprises can play an important role in the development and dispersal of industrial capacity - and hence of employment opportunities - outside the large urban centres. Small-scale industrial enterprises constitute the largest proportion of industrial production units and often are responsible for the majority of industrial output. Small-scale enterprises which satisfy local demand offer opportunities for income earning in the smaller provincial centres and towns which service the requirements of the rural areas. As such, smaller enterprises represent a good entry point for women into the industrialization process, particularly where they supply "basic needs" goods for the local communities, process agricultural produce, or supply inputs into agriculture. The barriers to entry for women are lower and easier to overcome, especially in terms of finance and management skills required on start up. In addition, in rural areas small enterprises can provide income opportunities for women who have lost traditional earning activities through technological change or the modernization of agriculture.

31. Women who fulfil such entrepreneurial roles face the normal difficulties of small-scale enterprises with access to credit facilities, lack of security, competition, access to stable markets and limited managerial and technical capabilities. Women should however benefit from the services of established industrial promotion agencies and technical support provided by governments. These agencies, however, should take account of the special difficulties encountered by women as entrepreneurs, in particular their frequent lack of managerial or technical training, limited resources and awareness of business practices, wider markets etc., and should ensure that women do have equal access to the assistance provided. Governments and public sector agencies themselves can create additional market opportunities for local small-scale producers through their procurement activities. Women's organizations can do much to foster co-operative ventures and productive activities, utilizing and upgrading traditional skills at the local community level designed to provide additional income-earning opportunities for women in rural areas. Co-operative efforts in the purchase of raw materials and the marketing of products can strengthen the competitiveness of small producers isolated from the major market centres. In each case, however, special measures should be taken by the development agencies to extend their services to women entrepreneurs outside the main urban centres and to facilitate their take-up of the assistance provided.

32. At the international level UNIDO can assist through the strengthening of the institutional framework for small-scale industry development and through inputs into entrepreneurial development, management training and technical assistance programmes adapted to women's needs.

VII. STRENGTHENING ECONOMIC CO-OPERATION AMONG DEVELOPING COUNTRIES

33. In many developing countries there now exists a substantial institutional framework and significant expertise and experience in industrial promotion and training activities. This basic capability should be utilized to the full at both national and regional levels to extend practical assistance to women in industry. Areas of weakness in existing industrial development and support services, such as lack of commercial experience and technical know-how, should be systematically dealt with through assistance from international agencies including UNIDO. However, most developing countries now have more to learn from their own experience and from that of neighbouring countries than from the industrialized countries. There is a growing need to take account of, and learn from, local, national and regional experience and progress with the integration of women in industrial development. The evidence from the three regional workshops is that there is a lack of co-ordination of development efforts at all levels from planning through to implementation, and especially between planning and implementation. There is also a lack of regular contact and exchange of expertise and experience within the regions which is exacerbated by inadequate

information flows on commercial, technical and training matters. UNIDO could help overcome these problems in three ways:

(a) through providing a framework of regular consultations at the regional level

- (i) for industrial planners;
- (ii) for agents of industrial development;
- (iii) for trainers.

To this end there should be systematic follow up to the three regional workshops at national regional levels to define a programme of follow-up activities to which UNIDO could contribute, to accelerate and facilitate the integration of women in industrial development.

(b) There is an urgent need for improved information flows at national, regional and international levels to facilitate the process of integrating women in industrial development, both at agency and enterprise levels. This requires the creation of networks and the servicing of those networks for each of the target groups defined above. UNIDO could play a major role in each of these, working through regional and local organizations.

(c) There is a growing demand for new improved training materials in each of the major skill areas for industrial development with special emphasis on women's needs, viz. project identification and presentation; financial, marketing and production management; industrial and investment promotion. There is a need for improved and more effective economic co-operation among developing countries in the development of alternative training methods, such as distance teaching and learner-centred techniques, which go outside the existing structure and scope of established formal education and training institutions. UNIDO could help improve the supply and quality of training materials designed to support and accelerate the industrial planning and development process, and within this pay special attention to the needs of women.

