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PROPOSAL FOR GUIDELINES ON THE INTEGRATION OF WOMEN
IN UNIDO TECHNICAL CO-OPERATION PROJECTS

INTRODUCTION

UNIDO's mandate

UNIDO's mandate to work toward the integration of women in the industrialization process of developing countries has been repeatedly emphasized. At its 17th session, the Industrial Development Board stressed the contributions made by women to the industrialization of developing countries and reaffirmed its strong support for the increased involvement of women in all aspects and at all levels of the developmental process and the importance of taking account of the impact of that process on women. It further recommended that the training programmes for Junior Professional Officers (JPOs) regarding the situation of women be extended to the UNIDO secretariat staff. The Board also required that reports of the UNIDO internal project evaluation system provide information on the impact of projects upon the integration of women in the industrialization effort.

In 1984 and 1985, the 18th and 19th sessions of the Industrial Development Board and the 4th General Conference of UNIDO reaffirmed their conviction of the importance of these three points, namely the increased involvement of women at all levels and in all aspects of industrialization, the training of UNIDO field and secretariat staff in the integration of women and the evaluation of projects in terms of their impact on the integration of women in industrialization. In addition, they stressed the importance of the participation of women in industrial development planning, of training programmes to increase the technical and managerial competence of women in industry, of taking the integration of women into consideration at an early stage in the design of industrialization projects, and of improving the data base on women in industry and on women's changing role in industry. Further, the importance was emphasized of not only collecting this information but also of analyzing and disseminating it, in particular by means of the Focal Point for the Integration of Women in Industrial Development. The fourth General

Conference and the subsequent session of the Industrial Development Board also stressed the need for the secretariat to establish guidelines to ensure that the integration of women would be taken into consideration in the design, implementation and evaluation of all technical co-operation activities and in the studies programme, and requested the secretariat to report on its actions in this regard.

Definition and purpose of guidelines

Guidelines have the function of translating broad policy mandates into action at the programme and project levels. They may have a mandatory character as policy directions within an organization. Guidelines on the integration of women in development are available for many aspects and levels of development planning, including those from the organizations of the UN system, as well as from many national governmental and non-governmental bodies. Guidelines on women in industrialization can be used by government departments, agency policy makers and NGO's, by those designing programmes and formulating projects and also as a basis for discussing and increasing awareness of the importance of the integration of women in all aspects of the industrial development process. They may include proposals for solving specific problems relating to women in industry, may encourage new directions in programming and may recommend actions at the project level.

PROPOSED GUIDELINES

Justification for and objectives of integrating women into industrial development

The integration of women should not be seen in isolation but as an integrated part of total human resource development. Industrialization is increasingly perceived by developing countries as perhaps the strongest force contributing to the process of socio-economic development directed towards achieving a lasting improvement in the conditions of life of the entire population and a more efficient utilization of human and material resources.

In order to achieve these ends it is essential that industrial planning fully recognizes the current and potential contribution of women to industry. Three major reasons for this are:

- an economic one: the neglect of women as a major productive force fails to tap their great potential economic contribution;
- a project-specific one: many types of projects may only be feasible if their design takes adequate account of the role of women; in fact many projects involve women directly or indirectly without this being explicitly mentioned in design and implementation;
- a social-justice one: women represent half of the population and equal treatment of them must be a goal of development.

Furthermore the neglect or exclusion of any large sector of the population from industrialization leads to an unbalanced pattern of development which tends to undermine future stability and possibilities for growth.

Four major objectives of the integration of women in technical co-operation activities promoting industrialization are:

- to take advantage of the potential contribution of women to industrial development;
- to ensure that women participate in the industrialization process from the outset on an equal basis, at all levels and in all stages of industrial production;
- to try to ensure that such projects have a positive impact on the entire population by giving adequate consideration to the impact of industrialization projects.

Points to be considered regarding specific technical co-operation activities

Scope of projects to be considered:

It is necessary to consider whether or not all UNIDO technical co-operation projects should be examined with a view towards determining their relevance for women. The UNDP typology of projects which reflects the function or purpose of a project distinguishes among the following types of projects:

- institution building
- direct support including investment oriented programmes
- direct training
- experimental and research
- pilot projects.

It should be discussed whether or not one or more of these types of projects can be eliminated from consideration from the outset. It can be argued that many projects do not lend themselves to consideration of the human aspect.

On the other hand it must be remembered that technology is not neutral. In devising a solution for a "merely technical" problem, the possible far-reaching socio-economic consequences for the industrial sector, the economy and the population should not be ignored.

The advisability of female-specific projects

In general, projects specifically geared towards women should be the exception rather than the rule. Such exceptions are to be strongly recommended in certain cases however, such as the following:

- Upgrading of technologies in branches of industry where women are heavily represented. It is important to ensure that women are not displaced from production through the introduction of new technologies, both in rural and urban areas, in order to avoid negative economic and social consequences for the affected population.

- Training women in management, particularly in industries in which women form a large proportion of the labour force such as electronics, pharmaceuticals, food processing, textiles, garments.

- Developing female entrepreneurship on the basis of existing potential by promoting women's initiatives in small industrial units. This would both increase employment opportunities for women and increase women's participation in decision making activities.

Whenever possible, however, it is better to take into consideration factors particularly relevant to women in formulating, monitoring and evaluating industrialization projects. A large proportion of UNIDO's projects could have a more positive impact on the integration of women in industrial development if questions of concern to women were taken into account during the formulation, design and appraisal of each project.

Project identification

Project design factors pre-design or preparatory activity

An essential part of the preparatory or pre-design stage of project identification, if industrial projects are to consider women adequately, is an assessment of the economic and social conditions of women in the country or region.

In order to integrate women into UNIDO's technical co-operation projects, a key question that should be asked is how the achievement of the national industrial development objectives depends upon the role and current and potential contributions of women in industry (or in specific industrial sectors).

Information concerning the national planning process

In attempting to answer the above question it is necessary to examine both national industrial development policies and national policies regarding women and existing organisational infrastructure relating to women. This can

be best achieved through direct contact with the national and local governmental and non-governmental bodies. Some of the most important points to be covered in this respect are the following:

Determine whether there is a stated Government policy on the integration of women in development in general and in industrialization in particular and which industrial sectors are included;

Existing programmes that include the integration of women in industry as an objective should be examined and the existence of machinery for implementing, monitoring and evaluating women's programmes should be determined.

It should be found out which Government departments or agencies deal with issues of concern for women and which specific areas are covered: employment, legal rights (including labour legislation), training, health (including industrial safety) and whether these bodies are directly or indirectly involved in national development planning, specifically in planning industrialization.

It should be determined whether other national or local women's organizations or other NGO's of relevance to women are or could be involved in development planning, specifically for industrialization.

Since it would not be an efficient use of resources for each individual backstopping officer or technical expert to try to collect such information independently, it is essential that a data base on women in industry be established at UNIDO.

Information as a basis for planning

For most countries (developing and developed) sufficient data concerning the human-related aspects of industrial development is not readily available internationally. Therefore it is necessary to identify national expertise and investigate the existing local data bases on human-related aspects of industrial development.

To this end it is necessary to make contact with institutions such as universities, research institutes etc., in the country itself and in the region, as sources for secondary research data. Some of the types of data that should specifically be made use of are:

- census and industrial survey data disaggregated by sex;
- data on the current and expected future employment situation of women and men (if possible by age group, locality and specific branches of industry);
- other relevant research data or information on women including microlevel data in the form of intensive community level studies (see Annex A for a partial listing of the kinds of data which could be relevant for planning industrialization with a greater involvement of women).

These questions should be considered in conjunction with data compiled on industrial development such as the changes in the industrial sector, specifically what new industries are being planned, are under construction, or have recently been started up; where these are located, how much employment they will generate for women and men; how these new industries will affect existing local production activities (upgrading and expanding them or reducing and replacing them); what typological changes will be introduced with these new industries and which population groups (women, men) will be included in training schemes for working with these new technologies, as well as the information on industrial development usually collected.

Primary research directed towards project identification and/or formulating industrial planning strategies and project feasibility studies should include human-related components, if possible with gender-specific data.

In order for this data to make a meaningful contribution to improving projects in terms of their impact on the population, particularly women, it would be necessary to develop a standard outline of types of information to be included in feasibility studies regarding the population groups affected by a project, particularly women, and taking into account how the involvement of people and aspects affecting them is essential for the success of technical co-operation projects.

Gender-specific aspects of industrialization should be included in the data based at UNIDO in an easily useable and accessible form so as to facilitate the inclusion of data on women in technical co-operation projects, planning and implementation. After the initial establishment of the data base, continuous updating by a constant flow of data from the field (JPOs, SIDFAs, other sources) will be necessary.

As part of the efforts to expand the collection, analysis and dissemination of gender-specific socio-economic data, all regional, country and sectoral studies should include such data as a regular component, and these studies should form an integral part of the data base.

A continuing programme of seminars for secretariat staff concerning the use of gender-specific socio-economic data in project design and implementation should be established in order to ensure that staff members are aware of this data and make use of it as a regular part of their work. These seminars should be organized as discussion sessions in which staff members can exchange information and ideas based on actual field experience.

Project formulation

During the project formulation stage, the present or devised involvement of women in the industrial branch concerned should be analyzed in light of the information available or gathered during the pre-programming or preparatory stage.

Both for large-scale projects and for pilot projects with wider future potential applicability, it would be desirable to carry out a socio-economic study of the area under consideration with particular attention to the role of women, especially since relatively little information on women in industry is readily available.

Consultants and experts hired to participate in planning and preparatory work should be briefed on the importance of the involvement of women for the success of the project. In this respect, it would be advisable to make available to project planning and implementation teams the data on women included in the data base.

Development Objectives

The development objective should be analyzed to determine whether or not issues of relevance to women are explicitly or implicitly involved and whether or not women are explicitly or implicitly included in the target groups. If issues that concern or could concern women are involved this factor should be given adequate consideration here. Even for projects in which human-related or female-specific factors are not apparently relevant, they may well form part of the external factors or be involved in critical assumptions made and thus have an important influence on the success of the project.

Project (immediate) objective

It should be indicated here whether women are or are among the direct/indirect beneficiaries, consumers or users of the project, and detailed characteristics of the target groups including size, socio-economic status and criteria for selection should be given.

Whether or not women are specifically mentioned as part of the target group it should be determined what potential benefits for women could be expected or are possible during and after the project implementation. This could include opportunities to earn income, acquire skills, improve existing productive and marketing capacities, or improve living conditions. For a more detailed outline of possible benefits for women see Annex B.

It is essential that a potential negative impact on the affected population, in particular women, should be assessed. For a more detailed list of possible negative effects on women based on project experience see Annex C.

Ways in which the success of the project could be enhanced by eliminating some of these negative effects on groups of the population should be considered.

Background and justification

In the background and justification of the project particular attention should be paid to gender-specific data relating to the industrial branch

concerned, including women's contribution as part of the labour force, the expected effects of the projects in terms of changes in family income, expenditure and savings patterns, goods and services available, technologies used, skill and training levels of the work force and decision-making patterns.

Outputs

Depending on the type of project, wherever outputs can be expressed in terms of people affected, for example numbers of people trained, employed, or included in a new infrastructure etc., the numbers of women and men who will be involved in or benefit from the project should be specified, with perhaps a certain proportion earmarked for women. Even if not originally foreseen in the project concept, it should be determined whether a component for women could usefully be included, when needed, to promote the participation of women and eliminate or compensate for any changes brought about by the project that could have a substantial negative impact on the female population in the area affected.

A further output could be to provide a model for local counterparts of how to carry out projects in ways that involve women in the country's industrialization programme.

Inputs

In establishing the inputs required it is important to ensure that sufficient personnel and funds are provided to fulfill the requirements of the women's component of the and that this component be explicitly specified.

In recruiting and assigning national and international staff to the project adequate attention to the women's component of the project should be written into their job descriptions. Female candidates should be considered for inclusion in the project team.

PROJECT IMPLEMENTATION, MONITORING AND EVALUATION

In the course of implementing the project it is important that factors relevant to women's activities and interests that could be affected by the project be included in the baseline data collected during the initial stages and that changing conditions of women and female-specific aspects be monitored in relation to their beginning-of-project status. For an illustrative list of items to be included in baseline data collected so as to make possible an assessment of the projects' effectiveness, particularly in terms of its impact on women, see Annex D.

Annex E comprises some of the proposed criteria for project evaluation which need to be adapted according to the specific project type. They are included here as an example of the kinds of criteria that should be established in order to conduct throughgoing analysis of all aspects of individual projects.

ANNEX A

In order to relate the overall national industrial development objectives to concerns of particular relevance to women, it is necessary to obtain information regarding some of the following questions:

- Women's traditional role in society and how it is changing (this may differ between urban and rural areas, according to socio-economic strata, among different ethnic groups, etc.);
- Attitudes and expectations of women towards subjects relating to their own role in society;
- Systematic studies of women's work, including time-budget studies of women's daily activities and seasonal labour demands, to identify possibilities for women to engage in steady gainful employment;
- The present situation in regard to all aspects of women's employment and how it is changing for women working in the traditional sector, in small-medium- and large-scale industry, services, etc.;
- Identification of male- or female-dominated occupations and those in which the number of women workers are increasing and an assessment of the situation of women and their prospects in these occupations;
- Identification of occupations in which the employment of women can be increased;
- Identification of traditional activities of women which presently or in the past provided income, either in cash or kind;
- Existing situation of vocational and technical training of women and prospects for change;
- Employers' and women's needs and expectations concerning vocational and technical training for women;

- Identification of existing or recently forgotten skills and abilities of women that can be enlarged upon to generate income;

- Identification of existing local women's groups (e.g. rotating credit and savings associations) that offer an organizational base for developing working groups, co-operatives, etc.

ANNEX B

Potential Benefits for Women of Technical Co-operation Projects

- a) opportunities to earn cash income
 - immediately available
 - regular
 - intermittant
 - seasonal
 - prospects of long-term income generation
 - independent of marital status, age, etc.
 - as wage labour
 - in self-employment
 - prospects for increase

- b) acquisition of skills and the ability to apply new technologies
 - income-generating
 - immediately applicable
 - wider range of applicability, e.g. to future employment outside the immediate context, to provide opportunities for self-employment or applicable to daily subsistence needs
 - providing a basis for further training
 - providing a basis for further independent development after the outside initiator's departure or the end of the project.

- c) improvement of existing production and marketing capacities
 - increased productivity and efficiency through improved:
 - . skills
 - . inputs
 - . implements
 - improved designs, quality and quality control to meet market demands
 - inclusion in the new or existing institutional infrastructure
 - increased access to information regarding business-related opportunities
 - increased access to capital (loans, credit)
 - better access to raw materials
 - better marketing possibilities (domestic and foreign)
 - improved management skills

- d) Improvement of conditions of daily life that improve efficiency and productivity of women as part of the work force:
- reduced workload (better implements, techniques, inputs)
 - access to necessary commodities
 - access to energy resources at affordable prices
 - improved nutrition, access to clean water and sanitation
 - provision of services (health, education, etc.)
 - improved transportation
- e) Opportunities for expanded social and economic contacts
- f) Opportunities for participation in trade unions
- g) Increased participation in the decision-making process
- h) Higher status in the local power structure
- i) Other anticipated gains

Note: In case the objective of the project is to increase employment opportunities for women, it should be determined whether there is a suitable social and institutional infrastructure to allow women to participate effectively (e.g. child care, etc.).

ANNEX C

Potential negative impact on women

- a) Loss of opportunities to earn income in cash or in kind
 - paid employment
 - self-employment
 - indirect employment opportunities (derived demand)

- b) Decreased opportunities to engage in production for consumption and/or sale
 - loss of access to raw materials and other inputs
 - exclusion from new technologies
 - exclusion from availability of energy supplies
 - reduced availability of labour for production
 - . own time
 - . family labour
 - . outside-family labour

- c) Decreased opportunities to market own products
 - reduced possibilities for transport, etc.
 - competition from outside production (domestic or imported)
 - legal restrictions

- d) Loss of control over returns to labour

- e) Reduced access (relative to men) to sources of information

- f) Social isolation

- g) Other foreseeable negative effects

ANNEX D

Baseline data components to be included in order to make possible an assessment of the situation of women as it is affected by a project.

Population, numbers of women and men

- out migration patterns (rural-urban)

Physical conditions

- housing
- roads
- environment

Economic conditions, e.g.

- all income sources
- ownership of property
- economic arrangements at the household level between women and men
- market facilities
- control over saleable products
- time budget for women

Health status

- major health problems
- number of clinics in the area
- maternal and child care centres available
- family size

Education

- schools, vocational centres

Social Status

- ethnic, cultural, religious factors
- household family structures
- decision-making patterns
- division of labour
- organizational infrastructure
- community organizations working in the area
- existing projects and programmes (Governmental, non-Governmental)
- existing women's organizations

Potential sources of information about local conditions of women:

- district Government reports on health, agriculture, social and economic conditions population surveys and annual reports;
- university or research institute libraries;
- speaking to professional workers who know the area - block officers, school inspectors etc.;
- contacting women's organizations, and other private groups working in the area;
- local politicians;
- people in the media.

The following questions should also be considered:

- Has there been direct communication with the target group?
- Have they participated in obtaining information?
- Have the results of information gathered been discussed with the target group?

ANNEX E

Criteria for evaluating a project's effectiveness
in achieving its stated goals

Economic impact

- a) Has local industrial production expanded or contracted?
- b) What goods and services are produced for home consumption and/or for sale?
- c) What goods and services previously produced are not longer produced?
- d) What economic effects have occurred amongst the population in terms of cash incomes?
- e) What has been the effect on women's access to or control of cash income?
 - increased
 - decreased
- f) Have employment opportunities for women and men increased or decreased?
- g) Has women's financial independence grown or diminished?
- h) Have women's skills at different levels changed?

Social/behavioural/attitudinal impact

- a) What changes have occurred in patterns of decision-making in local industry and business and in the home?
- b) What changes have occurred in what women and men know - do they have new ways of performing traditional tasks?
- c) Has the project assisted people in adjusting to a new pattern of living?
- d) Have women achieved a greater standing in the community?

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- d) Have women achieved a greater standing in the community?

- e) Are household tasks being shared between men and women?
- f) Do people have a positive attitude towards the institutions and services set up by the project?
- g) Have women and men gained confidence in themselves and in their ability to undertake new activities?

Organizational and participatory aspects

- a) Did the idea for the project originate from women themselves?
- b) Does a local organizational structure exist that can continue project activities? Is this firmly established?
- c) How much responsibility has been assumed by local women in the planning and implementing of the projects?
- d) Is there any local or national contribution in the financing of the women's component of the project?
- e) Has the project encouraged establishment of any women's council, groups, co-operatives or other enterprises?

Operational aspects

- a) Has there been a good working relationship built up between the co-operating agencies, governmental and non-governmental and the local people?
- b) Have the economic and social objectives of the project been realistic?
- c) Were the material and human resources of the project adequate?
- d) Was the time schedule of the project's work plan realistic?