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SEMINAR ON INTEGRATION OF WOMEN IN DEVELOPMENT

Report

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INTRODUCTION

The Economic and Social Council established in its resolution 1987/24 the theme for the thirty-sixth session of the Commission on the Status of Women in 1992 as "Integration of Women in the Process of Development". The Seminar provided an opportunity for examining in depth how far the international community had come in achieving the operational development objectives of the Nairobi Forward-looking Strategies for the Advancement of Women and what remained to be done. The Seminar was designed to focus on two major objectives. The first was to assess the adequacy of the integration of "women in development"(WID) issues in development theories and the interrelationship between theories for the advancement of women, WID approaches and development theories. The second was to appraise the effectiveness of the different WID approaches and their implementation for the integration of women in development.

EXPERIENCE AND LESSONS OF WID

The experience of WID was discussed with a view to review the conceptual framework of WID and the experience acquired in the implementation of WID.

I. Conceptual Framework

Regarding the conceptual framework, two possible approaches to WID are distinguished, one is an attempt to add women's concerns to the development strategies already set by others, the other involves an attempt to integrate women's concerns in development issues based on the analysis of their basic needs.

Women should be present to share in the task of determining what type of development should take place. The objective should be placed to change the whole range of public policy so that women gain more control over their own lives through such means as better health, better income, better education, better access to skills and technology, entitlements to capital and land, legal equality. The extend to which indicators of women's development improve should be a measure of policy success. This would then place women in the position to bring their perspectives to bear on a whole range of national and international issues.

In determining and analyzing WID policies and strategies, it is appropriate to use both the concepts of "women" and "gender" depending on different contexts. While the term "women" refers to an entity where the word is used independently and separately from that of "men" and functions confronting to those of men's. The term "gender" refers to socially constructed and culturally variable roles that women and men play in their daily lives. Gender refers to a structural relationship of inequality between men and women and is manifested in labour markets and in political structures as well as in the household. It is reinforced by custom, law and specific development policies. In order to address properly to the women's issues and to meet the objective of the advancement of women, it is necessary to develop gender aware (or gender sensitive) analysis and to integrate it into macro- and micro-economic policies. It is recognized that gender training both in terms of concepts and in terms of skills in gender analysis and planning is an important strategy for advancing the WID agenda.

Another issue raised under the conceptual framework for WID is the need to redefine development and concurrently refocus WID. The concept of WID needs to be given a broader meaning and it should be refocused within a new

theoretical framework and a transformed development agenda. Central of the refocussing of WID is an emphasis on the self-empowerment of women, a process in which women gain control over their own lives through a process of knowing their rights and claiming their right at all levels of society. Self-empowerment means women gain autonomy, are able to set their own agendas, and are fully involved in all economic, political and social decision-making processes. This should recognize the importance of global economic and political issues for the advancement of women and provide an analysis of the gender dimensions of these issues. It should also incorporate a gender analysis which takes account race, ethnicity and class and recognizes the existence of gender based hierarchies in the household, community and wider society and the impact of these on women's access to power and resources.

To achieve these objectives, it is essential to develop statistics, indicators and analysis for a fuller understanding of gender inequality, i.e., collection of gender-disaggregated data. A particular effort is required to produce concepts and measures that reflect the value of all work paid and unpaid, and the link between the productive and reproductive roles of women. The extent to which unpaid work, both in the home and in the community, supports and underpins general social and economic development needs to be better understood in order that the burden may be shared more equally between men and women.

II. Implementation of WID

In implementing the established WID strategies and policies at national level, the power granted to WID offices and national machineries within their national administrations will reflect the importance women's advancement has on the national policy. The power of WID offices and national machineries,

their strategy, technical competence and political skills will determine their influence on the policy debate and hence the adoption of economic and social policies on women. There is a need for national commitments to incorporate a gender perspective in the policies and programmes of all line ministries and elaborate well-targeted strategies to effectively address women's concerns and needs in key sectors. The bilateral and UN agencies must recognize the limitations of working exclusively with women's bureaus and encourage bureaus to reach out and support the women's organizations in developing countries.

With a view to monitor the implementation of WID. there is the need to establish binding procedures by donors and development agencies as well as recipients so as to ensure that WID activities can be duly followed-up and evaluated. Regarding to this issue, there is a need to incorporate personal and political analysis into gender training and to improve co-ordination of these programmes at the international level. Materials and modules analyzing macro economic trends from gender perspective should be incorporated into gender training. Gender analysis could be usefully introduced at the level of project beneficiaries for building awareness of women's roles and contribution to development and as a basis for programme improvement. Although some developing countries have built up this capacity in gender training in and out of governments. it is important for bilateral and multilateral agencies as well as NGOs to support these efforts and the sharing of these experiences in building similar capacities in other developing countries.

WID APPROACHES TO BE TAKEN - MAINSTREAMING OR GENDER-SENSITIVE?

The gender dimensions should be analyzed with the global economic and political restructuring, as well as the emergence of international environmental problems as background. The WID experiences have showed that the pros and cons of various approaches on WID to be implemented.

The WID activities have so far included projects designed specifically for women, projects containing a component to involve women and projects in which women's issues were "mainstreamed". These approaches should also be reviewed and adjusted, if so required, to the needs of women in the changing global economy.

The argument has been made on the accountability and adequacy of the "mainstreaming" of WID, because "mainstreaming" of WID issues recognizes or admits WID being marginalized in the whole development process. In the following, the pros and cons of "mainstreaming" approach are reviewed.

I. Mainstreaming as a Goal

The "mainstream" is seen as the place where things happen --- the core of the economy where goods and services are produced, distributed and consumed; the core of the society where people construct and maintain their societal and familial units and further their culture: the core of the polity where decisions are made and authority exercised. Mainstreaming as a goal entails the full participation of women in these three spheres.

There is, however, a problem with the goal of mainstreaming strategies which come up increasingly. The problems arises from basic dissatisfaction with the existing mainstream. The core economy, society or polity are not where many women want to be --- nor do they believe that anyone should be there. The mainstream institutions are seen to perpetuate inequality and injustice: they are seen to be based on hierarchical, anti-democratic power relationships; and they are seen to reiterate divisions of work, status and responsibility on the basis of inappropriate criteria such as gender, race, class and age. Increasingly, then, WID advocates note that the mainstream itself must change even as women enter and are incorporated into it.

Mainstream as a goal, therefore, has developed the additional connotation of fundamental change -- both for women as they enter it and for the core institutions and systems that now comprise the mainstream.

II. Mainstreaming as Strategies

The term "mainstream" is often used to refer to strategies for making development institutions and agencies take WID seriously and for getting them to allocate resources to programming that will benefit women and integrate an understanding of women's special concerns and issues into their regular "mainstream" policies, plans and programmes.

"Mainstreaming" is also used to refer to strategies for promoting women's equal participation with men in economic, social and political affairs and for achieving the fundamental change in core institutions discussed above. The distinction here is that, in the first instance, mainstreaming is directed toward changing the agencies which work for development with the expectation that their change will promote the achievement of development and equality for women. In the second instance, it is aimed directly towards supporting women to achieve equality and development for themselves.

III. Gender-Sensitive Approach

Based on the experiences, it becomes necessary to redefine the strategies to mainstream of WID by focusing on more gender-sensitive perspectives.

1. Institutionalization (Top-Down)

Strategies directed toward changing institutions so that they will mainstream women have had four different emphasis:

a. **Pressure**: International conferences, colloquia and consultations have provided fora for raising the importance of WID and for comparing the records of agencies in integrating women into their ongoing work, thus establishing a climate of peer-agency pressure. Data are sometimes used to monitor the activities of agencies and their impacts on women. Donor agencies have been able to provide incentives for national governments and implementing partners to mainstream WID through their funding. All of these types of actions serve to pressure institutions that work in the development field, and their staffs, to promote mainstreaming of women.

b. **Convincing of the Importance of WID**: Strategies that emphasize convincing agencies that WID is important rather than pressuring them to incorporate women included such things as collecting and publishing data or other project reports that show how the inclusion of women brings more effective development while exclusion of women results in less successful outcomes. Training programmes which focus on awareness also have been used to convince the agencies' staff of WID's importance.

c. **Tools/Techniques to Facilitate Gender-sensitive Approach**: Some strategies have focused on helping facilitate gender-sensitive analysis of women's needs and constraints as a way of overcoming agency resistance to WID. Tools such as gender analysis, guidelines or checklists (either general or by sectors), and the provision of consultant rosters of WID experts are examples of tools which WID programmers have offered. WID focal points also facilitate gender-sensitive approach through their own involvement in policy-making and programme development and the expert advice they bring to bear in these processes.

d. **Systems/Structure for Gender-sensitive Approach**: One of the most effective and important strategies to integrate WID has been the institutionalisation of WID through special systems and structures. As

discussed above, staff appointments and financial allocations are aspects of mainstreaming. In addition, WID advocates have promoted institutionalization through regular, mainline training on gender and through the establishment of systems of staff reward and penalties based on gender awareness and integration (as noted above under "pressure").

2. Women focused (Bottom-Up)

Gender-sensitive strategies that go directly to women aim at supporting women's ability to enter the mainstreaming of their societies, of the planning mechanisms in the countries, of their governments, of their economies, etc. These are sometimes referred to as "bottom-up" strategies and involve three types of actions;

a. **Removal of Barriers**: mainly by undertaking international or national campaigns to remove legal or social barriers which limit women's access to and entry into the mainstream;

b. **Empowerment**: by focusing on enabling women to take the initiative for insisting on their involvement in development planning. or in government policies. etc. Emphasis is often put on the grassroots and on the belief that women can, and must. gain entry into the mainstream for themselves:

c. **Direct Support**: by providing direct financial or technical assistance to women's groups as a part of an overall strategy of integrating women into development. Women must have access to and control of technologies. or money, or credit, or training and education to increase their productivity. incomes and status --- in short, to develop their ability to "force" their way into the mainstream.

Clearly all of these applications to gender-sensitive approach are going the same direction. --- all are. as we have noted. concerned with effective.

high level, large scale change through which women assume an equal role with men in achieving desired development.

SOME PROPOSALS FOR THE FUTURE

Taking into the experiences gained and review of current strategies on WID, the following proposals could be made to achieve the revised objectives for the integration of women in development. UNIDO's programme for the integration of women in industrial development will also focus on these specific areas to increase the capacity and capabilities of the government, women's organizations and associations, as well as the UNIDO itself to address the women's needs.

1. **Making Government Accountable** - Governments must be accountable for the effectiveness of WID by genuinely committing adequate funds and resources to WID programmes and by positioning and including WID personnel in all policies and planning and programming priorities.

2. **Strengthening Research for Policy Formulation** - Comparative research on the effects of development strategies on women and on gender relations should be undertaken and the possibility of gender aware alternative development strategies investigated. Such efforts should include the development of appropriate methodologies including modelling and country case studies in order to strengthen the arguments used in the WID debate. The priority areas for investigation are: a) human resource development; b) democratization of development: c) the relationship between global trends and women's productive and reproductive roles.

3. **Strengthening Policy Capacity** - Within national machineries and WID offices in national or multilateral agencies. staff should have strong skills

in policy analysis, particularly but not only in economics. They should have good understanding of the gender bias in existing policies and an ability to communicate this to colleagues in the relevant policy sectors. Training could strengthen the skills but appropriate recruitment is probably even more important. It is also important that the policy function of WID units be recognized and respected by their governments and organizations so that their view are sought in making policy decision.

4. **Enhancing strategic Alliances** - Those responsible for women's programmes within governments and development institutions should strengthen the link with groups outside government working for women by networking.

5. **Programme Planning** - Current development programmes should be examined and existing resources should be reallocated to more effectively enhance women's contribution to national development. Specific emphasis should be placed on: a) development and dissemination of appropriate technologies for women: b) education programme equipped with appropriate curriculum; c) accessible and appropriate health and sanitation services.