



TOGETHER
for a sustainable future

OCCASION

This publication has been made available to the public on the occasion of the 50th anniversary of the United Nations Industrial Development Organisation.



TOGETHER
for a sustainable future

DISCLAIMER

This document has been produced without formal United Nations editing. The designations employed and the presentation of the material in this document do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations Industrial Development Organization (UNIDO) concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries, or its economic system or degree of development. Designations such as “developed”, “industrialized” and “developing” are intended for statistical convenience and do not necessarily express a judgment about the stage reached by a particular country or area in the development process. Mention of firm names or commercial products does not constitute an endorsement by UNIDO.

FAIR USE POLICY

Any part of this publication may be quoted and referenced for educational and research purposes without additional permission from UNIDO. However, those who make use of quoting and referencing this publication are requested to follow the Fair Use Policy of giving due credit to UNIDO.

CONTACT

Please contact publications@unido.org for further information concerning UNIDO publications.

For more information about UNIDO, please visit us at www.unido.org

Beaufort 7/11/90

Martha Mamozai Seehauser Str. 12 D-8114 Uffing FRG

↳ ...

18295

Report

**Evaluation Mission to Sierra Leone and Uganda
(March 4th - April 14th, 1990)**

**concerning UNIDO's Small Scale Industries' Projects
with Special Emphasis on the Analysis Concerning the
Integration of Women**

Uffing, April 29th, 1990

4/

Preface

This mission was intended to analyse the impact of technical co-operation projects on women in the rural small-scale industry sector in Sierra Leone, to evaluate to what extent the projects have actually benefitted women and, based on the findings, to make recommendations regarding the consideration of women in project design and implementation for similar planned projects in Uganda and to develop general recommendations accordingly (ref: special service agreement of Febr.16th, 1990).

After a one week's briefing in UNIDO-HQ Vienna (Febr.26 to March 2, 1990), the field mission took place in Sierra Leone between 4/3/1990 and 23/3/1990 and up to 13/4/1990 in Uganda.

The integration of women in programmes and projects ("mainstreaming") cannot be an end in itself. This mission, therefore, tried to appraise the overall design of the projects implemented (Sierra Leone) or planned (Uganda) under special consideration of the joint study by UNDP/Government of the Netherlands/ILO/UNIDC "Development of Rural Small Industrial Enterprise - Lessons from experience".

In Part I this report will deal with Sierra Leone, in Part II with Uganda and in Part III the lessons learnt from the field will be developed into general conclusions.

Contents

	Page
Part I - SIERRA LEONE	
1. Introduction.....	1
2. The PD (DP/SIL/86/002/A/01/37).....	2
3. Findings	4
3.1. Synoptical Chart of GCs' Performance.....	4
3.2. Internal Management of GCs.....	7
3.3. Procurement/Purchase of Raw Materials.....	8
3.4. Marketing.....	9
3.5. Role of CO.....	9
3.6. Sustainability and Participation.....	9
3.7. Participation and Integration of Women.....	10
4. Budget Revision "J" - DP SIL/86/002 - GCP.....	11
5. Remarks on NIDFO (DP/SIL/87/003/A/01/37).....	12
6. Background Information on Women in SL.....	13
6.1. Basic Socio-Economic Data.....	13
6.2. National Machinery and National WID Policies.....	14
6.3. Women's Organisations.....	15
6.4. WID-Issues within the UN-System in SL	
6.4.1. General Remarks.....	16
6.4.2. Remarks on UNIFEM's SL "Umbrella Project".....	16
7. Recommendations.....	17
Part II - UGANDA	
1. Introduction.....	24
2. The Diagnostic Directory for SSE and Proposals for District Industrial Planning.....	25
2.1. The example of the Mbarara District.....	25
2.2. General Recommendations Concerning Diagnostic Directories.....	26
2.3. Some Remarks on Rapid Appraisals	27
2.4. Recommendations conc. "Proposals for District In- dustrial Planning".....	28
3. Visits of Mbarara District, Masaka Town, Kampala District and the Luwero-Triangle	

3.1. General Observations, Remarks and Recommendations	29
3.2. Observations, Remarks and Recommendations Concerning Participation and Integration of Women in Rural SSI.....	30
4. Critical Appraisal of Planned UNIDO activities in the SSI-Sector	
4.1. Remarks and Recommendations concerning the Report on UNIDO Industry Sector Programming Mission to Ug.	32
4.2. Preparatory Assistance for the Promotion of RSI in Uganda (DP/UGA/89/013).....	34
4.3. Comments and Recommendations Concerning the Mbale PD TF/GLO/88/905.....	36
5. Additional Information on Women in Uganda	
5.1. Socio Economic Basic Data.....	38
5.2. National Machinery and Women's Organizations	
5.2.1. The Ministry for Women in Development.....	39
5.2.2. The NRC-System.....	39
5.2.3. The National Council of Women.....	40
5.2.4. Women NGOs.....	40

Part III - General Conclusions Concerning Rural SSI and the Integration of Women..... 43

1. Brief Outline of Women and RSSI - Background and Justification.....	43
2. Discussion of Concept	
2.1. Comments on the Findings and Recommendations of the RSIE Study.....	47
2.2. Additional Recommendations Concerning RSIE Concepts	
2.2.1. The Target Group Approach.....	51
2.2.2. Sustainability, Participation and Handing Over of Projects.....	52
2.2.3. Formal and Informal Sector.....	53
2.2.4. Remarks on the Growth Centre-Concept	54
3. Crucial Project Stages	
3.1. Problem Identification, Diagnosis and Sector Programming.....	54
3.2. Project Formulation, Appraisal and Approval	55
3.3. The Project Document.....	60
3.3.1. Critical Remarks to UNDP's WID Project Review Form.....	61

PART I: SIERRA LEONE

1. Introduction

During the main phase of the Growth Centre Programme -GCP- (DP/SIL/86/002) 3 centres were established (Pujehun, Kpandebu, Binkolo), assistance for them stopped in June 1989; a budget revision "J" (DP/SIL/86/002/J/01/37) to the programme is supposed to provide for a further two years involvement in the supervision and monitoring of the growth centres (GCs) through a Co-Ordinating Office (CO) at Bo. Parallely, a project to promote Sierra Leone's SSI through the establishment of an independent National Industrial Development and Finance Organization (NIDFO) has been started (DP/SIL/87/003/A/01/37).

The mission executed between March 4 and March 22, 1990 focused

- a) on the evaluation of the GCP, the role of the CO and tried to look into possible links with NIDFO; and
- b) on (the potential of rural) women to be integrated in the project.

Eight days were consecrated to a field trip to the GC sites.

The report will treat the following issues:

- the PD
- findings as to
 - * performance of GCs
 - * their internal management
 - * procurement with raw materials
 - * role of co-ordinating office
 - * sustainability and participation
 - * integration of women
- the document on the budget revision.

In a final section recommendations will be made proposing solutions to the problems stated.

2. The PD (DP/SIL/86/002/A/01/37)

The PD states as "immediate objectives" the following:

"To consolidate and develop the ongoing pilot GC activities into a self-sustaining programme for promotion of SSI incorporating entrepreneurship development at the grass roots level in the rural areas. The project will more specifically focus on establishing:

- (1) The three existing GCs fully operational in all trades and self-sufficient financially and management wise.
- (2) An appropriate legal status for the GCs
- (3) A system for raw-material procurement and a marketing strategy for GC products
- (4) A management and technical training programme for development of entrepreneurs at the GCs
- (5) A system for hire purchase and a revolving fund scheme for GCs to assist trained entrepreneurs in setting up new enterprises".

In Part II.C. under "special consideration" it is said that "the GCP is designed to assist the self-help efforts of the rural communities with a specific emphasis on creating job opportunities for rural youth and women".

On page 3 the GCP is described as "an innovative, experimental approach to developing SSE at the grass roots level in the rural environment" whereby the representatives of the rural community and the individual entrepreneurs will fully participate in initiating, planning, implementing, and monitoring their own programmes through the GC- Planning and Development Committees (GCC)". The technical assistance personnel was foreseen to "operate as catalysts to transmit new ideas, new designs, appropriate technology and relevant management practices and systems". It is expressively stated that "the activities of the GC are designed to operate commercially".

The Director of the Industrial Development Department of the Ministry of Trade and Industry is named to be the official counterpart of the CTA who will "liaise with the Deputy Director, Small Industries Division in the execution of the project" (page 5).

The roles of national and international staff in the project is mentioned to be "determined by them with the mutual discussion and agreements within the framework of this project document at the beginning of the project. The

respective roles shall be in accordance with the established concept and specific purpose of technical cooperation" (p.6/7).

No "prior obligations and prerequisites" were esteemed to be necessary (page 7).

Comments:

Some of the problems that arose during the project's implementation are due to this project design and could have been avoided by a more careful preparation of the PD; for example:

- no prior research or surveys have been foreseen as to
 - * socio-economic environment/self-help potential
 - * existing (local) structure of SSI
 - * locally available skills and rawmaterials
 - * market outlets
 - * situation and potential of women;
- the role of national and international staff has not clearly been defined, i.e. international staff to act only as advisers to national staff;
- self-sufficiency of GCs and role of Ministry seem to be contradictory;
- most activities are foreseen to be elaborated between CTA and DDSID (Deputy Director, Small Industries Division, Ministry of Trade and Industry): outputs 1,2,6 and 7 (development of productivity, conduct of financial and management training programmes, design of a scheme for procurement of raw-materials, of a hire purchase scheme to assist trained entrepreneurs, design a revolving fund scheme) - which means that at crucial points even at the planning stage no provision for the participation of the acting parties like committees and target beneficiaries (SSE) had been made;
- the special consideration of youth and women appears a mere statement without implication on either outputs or activities as no measurable indicators for their participation have been elaborated; they are, moreover, not included in the formulation of the project's objective;
- there are no measurable indicators at all on the basis of which the project's performance could have been monitored; monitoring is not foreseen at all;
- a due consideration of the handing-over procedure had been left out.

3. Findings:

The evaluation of the GCP has revealed that there is a considerable gap between the formulated project design and the actual performance. In fact, none of the five immediate objectives as outlined in the PD has been achieved:

- (1) None of the three GCs is "fully operational in all trades", nor is any of them "self-sufficient" neither "financially nor management wise" (ref. to 3.1., 3.2 and 3.6 below).
- (2) The legal status for the GCs is not clear (ref. to 3.2.).
- (3) There is neither a valid system for raw-material procurement (ref. to 3.3) nor a marketing strategy (ref. to 3.4).
- (4) There is no management or technical training programme for the development of entrepreneurs (ref. to 3.1)
- (5) No new enterprises have been set up; no system for hire purchase and no revolving fund scheme have been developed (ref. to 3.1).

The following synoptical chart tries to give an overview over the GCs' present performance:

3.1. Synoptical Chart of Growth Centres' Performance

	Pujehun	Kpandebu	Binkolo
1. Infrastructure			
- province	Southern	Eastern	Northern
- population (locat)	3 000	1 000	1 000
- schools	4 primary, 3 second.	1 primary	2 prim., 1 sec.
- health facilities	1 hosp. (doctor) - 3 disp.	1 health clinic	1 health cl.
- main econ activ.	farming	farming	farming
- nearest permanent marketplace	several in P	Kenema (8 mls)	Makeni (6mls)
- nearest banking	Pujehun	Kenema	Makeni
- SSE	7 carpenters, 2 blacksmiths, several tailors	7 carpenters, 3 tailors	group of carp., group of black smiths, sev. indiv. tailors
- development projects	Bo-Pujehun, rural developm. (GTZ)	none	none
2 GC activities			
- carpentry (males only)	1 trainer (Sept 89) 5 trainees (only 1 pre- sent, no salaries paid in 1990)	1 foreman, 6 pro- ducers, stopped pro- duction in oct. 1989	1 foreman, 5 producers, no trainees
- blacksmithing (males only)	stopped in 1989	1 foreman, 4 prod. (no regul. pres.), no trainees	4 producers (only 3 more or less regul.) 2 trainees

- tailoring	1 (male) trainer, 6 (fem.) producers, 7 (fem.) trainees	stopped 1988 (equipment still there)	2 trainees (1 fem.), prod. stopped Nov.89
- soap making (all females)	3-4 producers (of tail.section), prod. stopped Febr.1990	stopped Oct.1989 before: 11 produc. 2x/month only	stopped (nobody re- members when)
- tye-die/gari- making (all fem.)	number varying, all of tail.section, stopped Dec.1989	- (women are keen in learning)	-
- weaving (males only)	-	1 trainer, 6 prod. 1 trainee	stopped 1988
- cane chair prod.	male producers in neighb.villages, finishing through females of GC	-	-
- other activities	car rental (somet.)	fem.pottery closed (lack of superv.)	oilpalm plan- tation 5 acres neglected

3. Results in Febr.1990

- balance costs/sales	- 3 150	- 5 901	not available
- stock	126 170	78 000	
- balance banc acc	+ 5 000	+ 31 052	
- cash	none	24 152	
- outstand.debts	more than 30 000 (bad d.)	?	

4. Remarks

- best section: tailor.	- best section: weav.	- best section:
- managress no salary paid since June 1989	- vehicle broken since oct.1989	blacksmith.. carpentry
- committee does not in- clude heads of sections	- problem to recruit male trainees bec	- no appointed manager (ac ting man is former black smith)
- lack of carpentry tools for fine finishing	- of increasing dio- mond mining	- vehicle bro- ken down in Dec. 89
- management, account- ing/bookkeeping very weak	- manager lives in Kenema	- with the ex- ception of 2 handicapped and 1 other trainee all the workes come from either Makeni or Freetown and marketing is mainly to Freetown
- high female participat.	- producers and trai- nees would prefer to work on their own	
	- too little particip. of women	

5. Potentials (to be developed)	<ul style="list-style-type: none"> - tailoring (garments, underwear) - tie-dye - cooperation with cane-furniture prod. - cooperation with Bo-Pujehun-Proj.(GTZ) esp. in (scraps-)blacksmith. 	<ul style="list-style-type: none"> - production of timber (need of power saw) - increased participation of women - encouragement of (trad.) weaving - collabor. with carpenters 	<ul style="list-style-type: none"> - women for soap- and gari-making - carpentry + blacksmithing to privatize
---------------------------------	--	---	---

Comments:

- The few indications concerning infrastructure reveal that (particularly for Kpandebu and Binkolo) there are no favourable prerequisites for establishing a GC: population of location is low, market and banking facilities are scarce, there are no important development activities.
- Productive activities are not stable, training and production are not balanced. Female participation is weak.
- The financial situation is far from self-sufficiency.

Findings:

- The original concept to train local men and women in different crafts and to enable them to set up their own small scale enterprise has obviously been abandoned during the course of the project in favour of a static concept of a centralized production and training centre. This change is responsible for frustrations and/or the creation of an "employee"-spirit rather than an entrepreneurial and commercial spirit of the actual GC staff and workers.
- In none of the GCs has there ever been a survey of the socio-economic environment, a needs-assessment of existing SSE, or an inventory of locally available (human and material) resources been done.
- The decision concerning the location of the centres did not consider the economic potentials.
- Nowhere has there ever a revolving fund been established.
- With the exception of 1 women tailor, nobody trained in the GCs has ever set up his or her own business.
- The Ministry is not in favour of the concept that the GCs should operate commercially. (The Director of Industries stated Tower Hill as an example how the GCs should work. In Tower Hill, however, the workers are "government employees" with a salary of 680 Leones - whereas 1 bag of rice presently is 3500 Leones; the articles produced are stocked in a ministerial depot and the profits go directly to the Ministry; there is no return of the sales to the centre).

Examples:

- The low piece rates/salaries of producers and the absence of incentives contribute to a high fluctuation among them. More than 90 % of total staff of the three centres is only there since 1 year or less - including the three managers.
- Out of 28 trainees in the tailoring section of Pujehun in 1989, only 13 stayed as producers (their attendance is, however, not regular); only 1 has set up her own business in Freetown and 1 found employment in a tailoring company (also in the capital). The tailor trainer receives a comparatively high salary (that had previously been fixed by the CTA) and has refused collaboration with local tailors (SSE) who had asked for advice in pattern making.
- In Kpandebu 2 weavers and all the tailors left the centre disappointed because they were not helped to set up their own enterprise; 1 tailor moved to weaving. The blacksmiths stated their disappointment because of the same reason; they only stay because they have no choice (lack of equipment and working capital in order to start on their own). All weavers would prefer to set up their own business; piece rates paid by the centre are too low.

3. 2. Internal Management of GCs**Findings:**

- In the past there were too many changes of managers; UNVs worked without any national counterpart, so no national manager was trained and prepared to overtake from them.
- Although there is a difference in the performance of the managers of the GCs of Pujehun and Kpandebu, both of them need further training of managerial/entrepreneurial skills; Binkolo doesn't have a manager, the situation in this GC is due to the lack of participation and interest of community thus that specific recommendations are made (see 7. Recomm.)
- Bookkeeping is not viable and done for the centre as a whole but not for individual sections.
- Managers don't have officially appointed and trained assistants. In case of change the whole GC management breaks down.
- Function, rights and duties of committees are not clear; committees interfere in everyday management.
- The role of the Ministry has never clearly been defined.
- Management is not based on planning.
- Prize calculations are not realistic (not even cost-covering).
- No inventory of equipment has ever been done.

Examples:

There are no contracts, terms of references or duty schedules for the staff. Within the individual GC a general lack of communication between different sections and between management and trainers and workers was observed. The constitution of the Kpandebu GC Committee is confusing: the GC is differently named as a) "company limited by guarantee and not having a share capital", b) "association", c) "foundation"; the members of the committee are at the same time named the "founders of the company"; it states that "the affairs of the company shall be administered by the Planning and Development Committee which shall have all the powers of Directors"; it once says that the number of members is 15 but may be increased, two pages further it fixes the number at 11, asf.; there is no quota for the representation of youth or women.

3.3. Procurement/Purchase of Raw Materials**Findings:**

SL's economy is in a grave crisis; it suffers among others from a lack of foreign exchange and a high inflation rate that add to the problem of the procurement with raw materials, particularly of the imported ones. The individual GCs lack sufficient working capital for bulk purchase of raw materials. Some of the production sections entirely depend on imported raw materials (blacksmithing, weaving, colours for tie-dye); an examination of locally available raw materials has never been executed. Transport is lacking due to the breakdown of two of the GC's vehicles (Kpandebu since October 1989 and Binkolo since December 1989).

Examples:

In Kpandebu traditionally cotton had been grown for home consumption and women still know how to spin, but the commercialisation of cotton growing and the production of yarns had never been examined. Timber is bought by all GC at market prices; the possibility of producing timber by GC Kpandebu where the community possesses large woods had not been considered. Binkolo was given an oilpalm plantation of 5 acres which could have served for the production of oil for soap production (that had stopped because of problems to purchase it), but the plantation had been neglected. Blacksmithing on the basis of scrap-iron has never been considered.

3.4. Marketing

Findings:

No appraisal/assessment of market outlets has ever been undertaken. Marketing is not done regularly and not professionally: Most of the production is sold to private individuals rather than regular sales to commercials/shops/companies, etc. No distinction is made between production for local, regional or national marketing (quality, product design). There has been no attempt to attain contract work. There are peaks in the local purchasing power according to agricultural seasons.

Examples:

A big part of the production is sold to UN-staff (individuals). Surrounding markets are not regularly used.

3.5. Role of Co-ordinating Office (CO), relationship between GC and CO and among GCs

Findings:

- The CO has only recently been established, its functions, mode of relationship between GC and CO have not been clearly defined.
- There are two contradictory objectives: service centre for GCs versus self-sufficiency of GCs.
- The CO is understaffed in both quantitative and qualitative respect.
- There are severe communication problems.
- The exchange among GCs/CO concerning experiences/skills available is neglected; managers-meetings are limited to administrative issues.

Examples:

The director of the CO had the impression that new GCs should be established and worked out a list of criteria for this. It turned out that GCs don't know about each others activities.

3.6. Sustainability and Participation

Findings:

- Sustainability of the GCs was only stated in the PD but no measures foreseen how to reach it. For long, the GCs have largely been subsidised by UNIDO (salaries, raw materials, etc.) and then all of a sudden left into "independence" - without proper evaluation of lacks, potentials and strategies for sustainable self-sufficiency.
- Another serious deficiency is the lack of participation of managers, committee members and workers in project design and practice. This has

hindered sustainability and created frustrations and de-motivation. Managers and staff have not been adequately and openly prepared for withdrawal of UNIDIO's assistance to individual GC; the withdrawal was too quick and premature.

Examples:

- The two managers of Pujehun and Kpandebu have been employed by UNIDIO in Febr. 89 without informing them that UNIDIO's support would end in June 89 (their salaries were only paid after a delay of 7 months in Jan. 1990 - after 2 devaluations had taken place!);
- comments, alterations proposed by committees concerning their constitution have not been taken into consideration;
- trainers (in Pujehun tailor, in Kpandebu weaver, in CO mechanic) have either been hired or transferred by UNIDIO, their salaries been fixed, promises made (eg; accommodation for manager in Kpandebu who is still living in Kenema), etc. without proper consultation of managers and/or serious consideration of consequences;
- in a report of the manageress of GC Pujehun of December 1989, it is stated that during the rainy season, the mere survival of the population is so difficult that neither do the workers come to the centre, nor does anybody have the money to buy products of the GC;
- because of the difficult infrastructure, GCs depend for a large extent on their vehicles; if it breaks down, the GCs are more or less paralyzed - which happened in October 1989 to Kpandebu and in December 1989 to Binkolo; when calculating the income of GC Kpandebu, we found out that even under condition that production and sales would continue like in the best times, it would take the centre seven years (!) to save up capital for the replacement of the vehicle (without any other investment) - but no car would on these roads last for so long; that means that the next serious disturbance of GCs activities is already programmed.

3.7. Participation and Integration of Women

Findings:

- Neither the National Machinery nor any other women's NGO has ever been involved or consulted in the planning process or the elaboration of the project design.
- With the exception of Pujehun where the GC was built on an existing women's tailoring group, the women have not been considered as it was foreseen in the PD.

- Whereas male dominated skills and professions have been adopted without problems, female skills have only entered into the GC's programmes on a very limited scale, mainly in soap making, and they were the first ones to be stopped when difficulties arose (e.g. in transport).
- Although many of the women have clear ideas on training needs or technical advice needed in order to raise income, they have - so far - never been asked; their skills and felt needs have never been looked into (which is, by the way, also true for the men).
- Women are underrepresented in the decision- and policy making bodies of the GCs, the committees, e.g.: in Pujehun there is a manageress and recently introduced the Mammy Queen and a nurse in the committee, but none of the female producers; in Kpandebu only one woman, head of the soap making group (whose activities stopped in Oct. 89 due to lack of transport), is representing women in the committee; in Binkolo there is no woman at all member of the committee.
- Women in rural areas are overburdened with agricultural and domestic chores. Nevertheless, the ones interviewed during the field trip were very eager to find additional sources of income - provided that the mode of work is coordinated with their other duties. They will, therefore, rather prefer to work on their own or in small groups than coming regularly to a GC. This differs, however, from town to town and from individual to individual (eg: in a polygamous household, a woman earning money by SSE can easily pay one of her co-wives to take care of her duties - which was the case of the soap making woman in Kpandebu); moreover, seasonal peaks of labour in agriculture will influence their availability and participation.
- Regular and mainly exclusively oriented towards SSE are, however, unmarried young women, especially the group of (secondary) school drop-outs (often because of pregnancy) for whom very often income earning is of absolute priority to a) take care of child and herself and b) regain part of their status lost because of an unwanted pregnancy (Pujehun tailoring group).
- Women who are successful in their newly acquired SSE-skills will face considerable challenges within family and community.

4. Budget Revision "J" - DP SIL/86/002 - GCP

This document justifies the revision as follows:

"The current project has been operating in order to establish a self-sustainable GCP at three locations, namely Binkolo, Kpandebu and Pujehun. The activities of the GCP have been accepted by local grass-roots communities. The workers at the GC have recognized the advantages of

working at the Centres...Financial self-sufficiency has reached about 70 percent at September 1989..."(page 2)

As "end-users" of services, the local population which consist of farmers, traders and producers as well as institutions such as schools, development projects etc." are named (page 5).

Under "management and financing" it is stated that "the CO will act commercially independently within the framework of the GCP" (page 5).

Comments:

- The assumptions that a) "the workers at the GC have recognized the advantage of working at the Centres" and b) "financial self-sufficiency has reached about 70 percent at September 1989" do not reflect the present reality.
- Concerning the end-users of services no special reference is made concerning women.
- There is no mentioning on how the commercial independence of the CO could be achieved.
- The annexed Budget Revision BL 14-04 mentions a "Woman's Stimulator" but only up to 1988. There is no indication or justification why this post had been stopped.

5. Remarks on NIDFO (DP/SIL/87/003/A/01/37)

- The PD does not at all consider or aim at women's participation. There is not even the usual mentioning of women under "Special Consideration". In practice, however, it turned out that two women - for whatever reason - have managed to be among the first five beneficiaries of the programme. Their participation is -contrary to the information provided by the project's management- however not finalized in any regulation as, e.g., a quota reserved for female participation.
- UNDP's refusal of the supply functions of NIDFO is (at the present general economic difficulties of the country) not understandable.
- The survey (which covers 1132 units all over the country) is not yet edited; a cross-checking at Pujehun and Kpandebu revealed that these locations have not been covered; the recommended rapid appraisal is, therefore, additionally necessary.
- According to NIDFO's project management, it is possible to assist the GCP under certain conditions:

* the costs of the rapid appraisal could be covered through funds of the Islamic Development Bank - but government clearance has still to be waited for;

* admittance of managers and assistants to the 3-level-training programme on entrepreneurial skills under conditions that UNIDO will provide funds to cover the costs;

* NIDFO could also help in elaborating credit schemes and conditions for revolving funds together with National Development Bank and CO;

* it is ready to assist CO-manager in every respect but extension work in GCs to actually tailor specifically required measures for restructuring is impossible due to lack of extension-staff and funds; monitoring of bookkeeping could, however, be organised.

6. Background Information on Women in Sierra Leone

6.1. Basic Socio-Economic Data

(A detailed report on "the Children and Women of Sierra Leone - Analysis of Their Situation" compiled by the Ministry of National Development and Economic Planning and UNICEF Freetown of 1989 is attached to this report)

Population:

- total population: 3,516 Mio (1985)/ 1,770 Mio females (1985);
- population growth significantly lower than in other African countries: 1.9-2.5 % per year;
- total fertility rate per women is estimated to be 3 (children);
- infant mortality rate is among the highest in the world: 165 ‰ among the age group 0-1 year; 273 ‰ among the age group 1-5 years;
- 41 % of the population is younger than 15 years;
- population of Freetown in 1985 was 4 times higher than in 1963;
- there are 17 different major ethnic groups

Health:

- malnutrition affects appr. 73 % of all children;
- anemia is widespread particularly among pregnant women;
- only 8 % of population in rural areas has access to potable water;
- health facilities are centralized in towns;
- in 1982 only 23 MCH-Centres in the whole country;
- high percentage of maternal mortality;
- family planning nearly absent (practiced by only 4 % of the target population)

Education:

- Illiteracy rate women - 80 %, men - 60 %
- situation still deteriorating

Employment:

- total employment decreased from 40 % in 1963 to less than 35 % in 1985; two thirds of employment in agriculture;
- less than 10 % work in enterprises of more than five employees (no gender specific data available)

6. 2. National Machinery and National WID Policies

Under the Ministry of Rural Development, Social Welfare and Youth a Women's Bureau (WB) has been established in February 1988. It is the leading coordinating body for all WID-issues which emphasizes on mainstreaming. The Women's Bureau is staffed with 1 director, 1 administrative officer and 2 desk officers. Since 1989 WID-focal points have been established in some of the Ministries. However, the selection of these officers is not yet satisfactory: they are not qualified enough and have been recruited among administrative personnel, the WB had had little influence in their appointment. (There is, so far, no WID-desk officer or focal point in the Ministry of Industry and State Enterprise).

With the exception of the ratification of the convention on elimination of all forms of discrimination against women in late 1988/89, there is no official WID-policy adopted by the government of SL. Furthermore, this ratification had not had any impact on recommendations, measures or proposals to imply the principles of this mandate. The WB has (with the help of a consultant provided by the Commonwealth Office) elaborated a draft for the formulation of a "National Policy for Women in SL" (see document attached). After discussion - also with NGOs - it shall be submitted to pass through Parliament.

The WB strongly requests UNIDO/UNDP to contact and consult the WB for the discussion of planning and design of new projects. It is not very happy with the cooperation of UNDP/UNIFEM (UNIFEM has mainly concentrated in assisting one single NGO - WAND) and will in due time submit proposals for Technical Assistance in the fields of research, planning/coordination and documentation.

Personal Impressions of Consultant:

Quantity and quality of WB's staff is far from being sufficient to ensure its role as a National Machinery. WID- desk officers in Ministries have been

left alone; there is no linkage among them or to the WB, there are no TOR to define their role, they are neither qualified nor prepared or trained for their task, they don't have direct counterparts within WB - therefore communication is difficult.

6.3. Women's Organisations

Women in SL traditionally form local secrete ("Bondo"-/or "Sande"-) societies responsible for the initiation of young girls into the female world.

In recent years (after 1985), a lot of formally registered NGOs have been established. In order to channel and coordinate their effort, a national umbrella organisation "NOW" (National Organisation for Women) has been founded on a government initiative in Nov. 1988 and inaugurated in February 1989. Its objective is to strengthen the mainstreaming of women in national development by serving as an umbrella organisation for all government and non-government women's organisation.

There is, however, an existing umbrella organisation (at least it claims to be one), named WAND (Women and National Development). The President is Mrs. Yousou-Sherif who at the same time is member of the Advisory Board of the WB.

Other women's NGOs :

- International Women's Decade Committee: President is the wife of the President, Vice President is Mrs. Sadia Kamara (also member of Advisory Commission of NOW);
- YWCA of Sierra Leone;
- Kankalay, the muslim women's organisation (President Aisha Rahman);
- Sierra Leone University Women (President Ms. Eminent Mason);
- Sierra Leone Girl Guide Association, member of NOW (President Ms. Jan John);
- United Church Women (President Mrs. Dollie Decker, United Christian Council - UCC);
- Sierra Leones National Women's Multipurpose Co-Operative Societes Ltd, member of NOW, established in Dec. 1986 with 3500 members, local branches in all 12 districts and with mainly income generating activities;
- there are political Women's organisations like the All People's Congress Women's Association, member of NOW, leading Party's female wing (Mrs. Josephine Kamara and Mrs. Rosalyne Ford); the "Army Wives Association" or the "Parliamentarian Wives Association", etc.

Personal Impressions of Consultant:

Women's issues in SL seem to be highly personalized and politicized. There seems to be a high degree of rivalry on the grounds of ethnics and/or politics; there is not yet a clear strategy as to the division of labour, role and function between NOW and WB; none of the umbrellas (neither WAND nor NOW) is known in the areas around the GCs at grassroots level. Most of WAND's projects are restricted to areas of the (political) home and stronghold of its President's husband (2nd vice president of the Republic). Political and personal interests seem to be the principle motivation of WAND (and its President), whereas in NOW despite of its (governmental origin) the "women decided to act instead of talking and disputing" (Secretary General) seem to get together.

6.4. WID-issues within the UN-System in SL

6.4.1. General Remarks:

WID issues in mainstreaming seem so far not to be taken care of. At present, there is no WID officer in charge in the UNDP office (an despite of UNIDO's JPO's attempts, none of the present UNDP programme officers was willing to receive me and to discuss WID issues with me).

UNIFEM has a consultant (by the way, a SL national) in Freetown who at the same time is responsible for two neighbouring countries. UNIFEM has so far mainly dealt with WAND and not so much with the National Machinery. UNDP Res.Rep. in a first brief meeting asked me to comment on UNIFEM's project proposal; I had, however, no chance to discuss findings of the mission with him.

6.4.2. Remarks on UNIFEM's SL "Umbrella Project"

It is not clear why this project is called an "umbrella project" - unless it is only because it covers the promotion of several individual women's NGOs. There is, however, no institutional umbrella foreseen. As an institutional frame a steering committee consisting of UNIFEM, WB, UNDP, UNFPA, WFP, UNIDO, FAO and UNICEF is proposed. The WB has, however not been consulted and is not at all informed of this proposal. On cross-checking with other female representatives of GOs and NGOs it was stressed that all NGOs are supposed to be members of WAND, that only one of the projects is located in the North (Makeni), the rest in the geographical sphere of WAND.

It is not mentioned how the individual requests reached UNIFEM's consultant.

There is also a proposal (page 15) to make use of Growth Centres - obviously without knowing its present state and problems.

There is also no indication/breakdown on how/on which basis the individual requested funds have been calculated.

7. Recommendations

There are several reasons why the GCP in SL despite of its deficiencies cannot simply be left alone:

- The 3 GC and the CO have been established and initially created hopes among the surrounding population.
- Agricultural income alone is not sufficient for the majority of the rural population around the GCs. Additional income is needed.
- There is a potential for the development of rural SSI.

The recommendations below are crucial for the survival of the GCs. They have been presented on different levels with the interlocutors available and willing to discuss: locally with the Paramount Chiefs (exception Binkolo), GC-staff and committees, the director of the CO, but also with UNIDO's JPO and the management of NIDFO. All of them have unanimously agreed on the main principles:

- a) to continue GCs activities but to fully commercialize them;
- b) to return to the original concept of supporting the creation of new SSE;
- c) to diversify and professionalize income generating activities of GCs.

This is in the opinion of the consultant only true for the GCs of Pujehun and Kpandebu. The situation in **Binkolo** is different. There, obviously, the entire community is desinterested and no cooperation exists, it is, therefore, recommended to **privatize the centre**. CO should lease out workshops to carpenters and blacksmiths and help the workers to find an adequate form of organisation (either cooperative or private enterprises on the account of the foremen or individual workers). The functions that elsewhere should be confined to GCs, here, the CO should take over: to help to create SSE.

Restricted to the GCs of Pujehun and Kpandebu and the role of the CO, the following is recommended:

Concerning GCP-Concept:

- GCs need a sound and regular income. The functions of GC should, therefore, be based on two pillars:

a) service centre for SSE (commercialized and paying)

b) production and training (whereby the training component should remain in a reasonable proportion in the form of apprenticeship only).

This asks for a re-orientation of GC programmes that would return to the original idea to create new SSE. However, it is recommended to also upgrade the existing SSE that, therefore, need to be examined; based on the needs assessment, services for them should be offered by GCs (the range of services offered could be: procurement of raw materials, marketing, professional or entrepreneurial training programmes, hiring of workhops, tools and equipment, etc.).

As none of the GC is according to its present structure, staffing and know how and with the actual financial resources able to carry out such a re-orientation programme on its own: this re-orientation can only be achieved when following the recommendations below:

- managers and assistant managers to be trained in entrepreneurship (by NIDFO);

- rapid appraisal (see Part II 2.3.) in villages around GC's locations of existing skills (men and women alike), locally available raw materials, existing SSE, their (felt) needs for improvement/upgrading, training, services and assistance;

- creation of a revolving fund (to be handled by committees) and an adapted credit scheme for SSE equally accessible to women;

- planning and organisation of services to be offered to SSE on the basis of the rapid appraisal;

- with the emphasis on production, heads of sections are needed rather than pure trainers;

- move away from paying only fixed salaries to managers, assistants, heads of sections/trainers, etc.; but work out a combination of guaranteed salaries and incentives in the form of a percentage of the profits (not sales!); moreover should the basic salaries of people in the same function (eg: heads of sections) be equalized;

- in order to tailor incentives based on performance, separated bookkeeping of the different sections has to be introduced.

- The GC of **Kpandebu** should be granted credit for purchase of a power-saw for timber-production (care has to be taken that parallelly reforestation is taking place!); CO should discuss commercialized cotton-growing with agriculturalists (Bo-Pujehun/GTZ-project) for production of indigenous yarn, promotion of (traditional) weaving; timber and cloth should be sold to

Pujehun-GC; soap-production of women should immediately be re-started - in the absence of bulk-purchase of palmoil individual produced palmoil of women could be use but GC should provide other ingredients like castic soda and take over marketing; the women interested should decide on their own whether they want to produce individually or in small groups or at the GC and the head of the soap-production should be responsible for and assisted in organizing and re-activating the soap-production. The women interested in tie-dye should nominate/elect their head of section who should then, together with GC-manager organize training (e.g. together with GC-Pujehun) and production.

- GC **Pujehun** should concentrate on tailoring garments and underwear; a short-term consultancy of Mrs. Robinson should be considered if necessary and the CO should help in procurement of necessary raw materials and marketing. Cooperation with can-furniture producers should be based on commercial principles; i.e. consultancy concerning design and finishing as well as marketing should be payable to GC. Cooperation with GTZ Bo-Pujehun project through intermediary of CO should be established for blacksmithing of scrap-iron; in order to reduce dependency on imported colours for tie-dying, local know-how has to be researched concerning traditional methods of colouring through intermediary of CO; cloth from Kpandebu should be bought for garment-production instead of imported one.

- CO should (with the help of either Bo-Pujehun/GTZ-project or a short-term consultant) organize adapted research on labour-saving technologies like mills, graters, hullers, etc.

- The role of the Ministry should be re-defined; it is recommended that it does not interfere in direct implementation.

- The Women's Bureau should be invited in participating in the re-orientation of GCP and in backstopping and evaluations.

- No new GCs should be created.

- Sufficient backstopping and supervision should be guaranteed.

Concerning Internal Management:

- The internal management should be rationalized and commercialized; a clear separation of managerial/operational and policy making/controlling functions is to be established whereby women should be represented at all

levels. Strategies and measures recommended in this respect are the following:

- managers should be assisted by assistants and both be trained in commercial and entrepreneurial skills (special emphasis on bookkeeping, inventories, pricing, marketing).
- job descriptions and contracts according to planning should be elaborated, discussed with parties concerned and signed;
- rational planning should take place as to realistic objectives, activities, capacities, measurable indicators in view of reaching objectives, necessary measures to ensure achievement of objectives be identified (eg; additional training, etc.);
- clear distinction between functions/duties/rights/responsibilities of GC management and committees has to be discussed and agreed upon - which means a revision of the existing constitutions of GC; thereby management should be confined to management, policy making and control to committees, internal communication should be ameliorated by short but regular (informal) meetings of manager/assistant and heads of production.

Concerning the Procurement with Rawmaterial:

- more bulk purchasing through co-ordinating office (revolving funds/credit based for GC which on their turn should provide revolving funds/credit schemes for SSE);
- examine the possibilities (on the basis of rapid appraisal) to shift from imported to locally available raw materials (eg: blacksmithing with scraps rather than with imported steel);
- if necessary, adapt production range to available raw materials and skills. It is in this respect necessary to:
 - encourage local production of palmoil for soap production (all 3 GCs), and of cotton for weaving in Kpandebu;
 - collaborate with Bo-Pujehun Project (GTZ) for scraps-based blacksmithing (all three)
 - purchase of power saw on credit for Kpandebu for timber production;
 - exchange of regional specialities of raw materials and/or Produce of different GCs (eg: timber and cloth from Kpandebu);
 - establish revolving fund at coordination office and do bulk purchasing for GCs;
 - investigate in nearby neighbouring countries (border of Liberia only 76 miles from Kpandebu) on purchase possibilities and prizes for yarn.

Concerning Marketing:

- market outlets for existing production to be studied (local, regional and national level)

- advice on amelioration/improvement of quality and/or design of products through NIDFO/Co-Ordin. office;
- diversification of production be encouraged through integration of existing different SSE,
- regional specialities to be reinforced,
- production on orders/contracts with commercials/companies to be reinforced.

Concerning Role of CO, Relationship Between GCs and CO and Among GCs:

- CO should on the one hand serve as a resource, backstopping and service centre for GC, but should on the other hand generate its own income;
- GCs should communicate and exchange more,
- clear regulations should be agreed upon concerning conditions of services rendered to GCs,
- self-sufficiency of GCs should remain ultimate goal.

To achieve this, the following measures and strategies should be observed:

- CO should do bulk orders of raw materials for GC on credit basis (revolving fund handled at managers meetings)
revolving fund could partly be raised through sale of equipment from previous project (but make sure that no equipment/tools, etc. is sold that could be used for GCs!) and partly an additional funding would be necessary that should be provided by UNIDO;
- CO should help in contacts to resource persons/institutions concerning particul. skills, new technologies, for rapid appraisal of SSE and backstopping, contacts to potential buyers (companies, institutions) and officials (government, UNIDO, other donors, etc),
- it should organise and coordinate training for management and staff and find means for funding them (negotiations with UNIDO, concerned institutions, projects, other donors, etc),
- CO should assist GCs in planning, monitoring and evaluation of their activities,
- should act as an intermediary in conflicts between committee and GC management or between GC management and staff.

It is therefore necessary to pay special attention to the necessary training of CO staff. The Manager should moreover be supported by an assistant equally trained and experienced and for the duration of the project be paid by UNIDO.

- The garage has to undertake every possible effort to get regular potential clients (UN and other projects in the area to be invited at both regional/project and HQ level whereby UNDP HQ could assist.

- The modalities of services rendered to GCs should be mutually agreed upon and laid down in written;
- some of the services rendered to GCs should be free of charge for a determined period (2 years - duration of project) and taken over by UNIDO, eg: all necessary training for management and entrepreneurial skills of GC staff and the introduction of new skills for women (training and equipment) as this had been badly neglected during previous project;
- some of the services rendered to GC should be executed on a reduced rate or on special condition, eg: maintenance of cars and spare parts for cars as well as imported equipment - at least for the period in which UNIDO is still supporting CO;
- managers meetings should also include exchange of experience of individual GC,
- GCs should also cooperate more and directly,
- radio system should be installed as soon as possible.

Concerning Sustainability and Participation:

- Partial support should still be granted by UNIDO to GC, e.g.: managerial/entrepreneurial skills training, rapid appraisal, revolving funds for GC and CO, integration of women) and where handling is difficult (imported spare parts for cars, raw materials through intermediary of CO).
- An intensive supervision at the beginning of the re-orientation of GCs should be guaranteed as well as thorough backstopping for the next 2 years should be overseen by a field experienced senior advisor, at least 2 weeks per GC and 2 weeks for CO (= 2 MM/year).
- All future measures should be planned together with managers, committees, workers and interested groups (women) and SSE and not be planned for them.

Concerning Participation and Integration of Women:

- The situation of women in SL is on the background of the overall economic crisis of the country, particularly difficult. There is a strong need to assist WID issues at all levels, i.e. National Machinery (NM) with WB and NOW, NGOs and mainstreaming. It seems not to be wise (tendency within UNDP) to either support NGOs or NM. In spite of all shortcomings it is very important to assist and help to strengthen the National Machinery. UNIDO(UNDP) should involve and integrate the WB in all new projects and moreover, in evaluation of ongoing and/or ending projects, country/sector planning, etc.
- Women as the more stable part of the rural population should be considered on (at least) equal footing with men. They should accordingly be represented in decision- and policy making bodies of the GCs. In order to

achieve this objective, the following strategies and measures should be adopted:

- * the proposed rapid appraisal has to assess skills, felt needs, existing entrepreneurship of both, men and women alike;
- * it is highly advisable to address and invite the women of a town/village through their accepted and respected representatives, the Mammy Queens, council members, asf. (after having informed the Paramount Chief), wherever possible, interested educated women like teachers, nurses a.s.o. should be integrated into committees in order to strengthen women's interests in decision- and policy making bodies;
- * planning, organisation, implementation of measures according to results of this appraisal have to be executed with their active participation in order to assure appropriate time schedules, places and organisation of measures;
- * labour-saving technologies should increase availability and potential of their participation in SSI; therefore specific appraisals should be undertaken to find out priorities;
- * as women in SL are rarely ever holders of land- or house titles or other property accepted as collateral in traditional banking, special attention should be paid to establishing revolving funds and to help to develop existing informal saving/loan practice;
- * any activity or measure must be planned with the women concerned; they know best the adequate way so as not to confront the cultural setting of the social environment; careful monitoring of social changes/impact of project measures is strongly recommended;
- * constitutions of committees to be revised and female participation therein to be guaranteed (Mammy Queen, female entrepreneurs, heads of female training/production groups of GC, representatives of women's organisations, etc.);
- * the National Machinery of SL (Women's Bureau) should be involved in planning/consultation, evaluation and backstopping activities concerning GCP;
- * additional funds have to be provided in order to follow these recommendations.

SL Annexes:

- The Children and Women of Sierra Leone, An Analysis of Their Situation 1980 compiled by the Ministry of National Development and Economic Planning and UNICEF Freetown
- Ministry of Rural Development, Social Services and Youth (Women's Bureau): Draft National Policy for Women in Sierra Leone - strictly confidential
- Documents on SL National Women's Co-operative Society.

PART II - UGANDA

1. Introduction:

There is no doubt about the fact that SSI in Uganda require special attention. But assistance has to come in at different levels. There is a need to

- upgrade existing SSE as to professional, managerial and entrepreneurial skills, equipment, procurement with raw materials, marketing and product design, working capital, etc.,
- diversify the range of existing SSI,
- rehabilitate SSI, specially in war-stricken areas,
- increase SSE in numbers with regards to schoolleavers and drop outs who have to be trained to either become qualified workers or be enabled to set up their own enterprise.

The requirements for each district vary and even within the districts structures and therefore requirements are not at all homogenous. That is why surveys in the form of rapid appraisals is needed in order to tailor specific strategies that answer the particular needs in a given district.

There are a number of Ministries, institutions and NGOs dealing with vocational training and/or the promotion of SSI such as Ministry of Industry and Technology (MOIT), Ministry of Labour (MOL), Uganda Commercial Bank (UCB), Uganda Women's Finance and Credit Trust Ltd. (UWFCT), USSIA, and donor agencies such as UNDP, UNIDO, ILO, Friedrich-Ebert-Foundation (FES), DANIDA, AICF, Worldbank, EEC and others. It would, therefore, be most helpful to examine the different types of strategies and programmes pursued in the different projects in order to analyze and compare them, to learn from their experience and to coordinate activities. During the very short mission I could only tackle some of them more in depth, i.e. discussions in the respective HQ and visits of projects (among those the most promising ones were projects of Friedrich-Ebert-Foundation/USSIA/UGADEV, UNDP/AICF/MOL, and UWFCT).

Contrary to SL, I had an official CP with me most of the time, Mrs. Jane Mambule, Senior Programme Officer and UNIDO desk officer, to whom I convey my special thanks for her professional assistance and persevering commitment. Mrs. Mambule accompanied me to most of the Kampala meetings and to the field trips to Mbarara, Masaka and in the Kampala district. Contrary also to SL, the CP-Ministry, the MOIT, was most interested in the findings of the mission. All findings and recommendations presented below have been at length discussed with the PS, the commissioner, Mr. Langoya, and Mrs. Mambule and are fully supported by them.

2. The Diagnostic Directory for SSE and Proposals for District Industrial Planning.

These documents were prepared with the assistance of the World Bank/UNIDO Project BR/UGA/84/003 in the MOIT. It is surprising how much of the necessary information for Industrial District Planning is missing and - as we verified in the example of the Mbarara District - how unreliable the data compiled is. Furthermore, the proposals for District Industrial Planning are based on partly irrelevant or misleading assumptions (ref. to 2.1.) and can therefore not serve as a valuable basis for realistic planning.

2.1. The example of the Mbarara District.

The information supplied in the Diagnostic Directory (DD) is neither sufficient nor reliable. What is called a "Diagnostic Directory" turns out to be a mere listing of enterprises.

Examples:

- There are only 7 tailoring SSE in the DD for the whole Mbarara District; self-employed outdoor tailors, eg., do not figure in the report.
- Some of the women's groups mentioned are named double, some even triple; the number of "employees" therefore, appear twice or even three times. The number of employees in the DD is therefore not realistic. Furthermore, a characteristic for the informal sector and in particular of female SSI activities is that they are not of a permanent nature. In order to get a more realistic and reliable picture of the actual employment of SSI sector, when surveying existing SSE this has to be specially looked into and stated in the report.
- The list of women's groups is not complete; it does not even comprise all the ones which are registered with USSIA (that participated in the survey).
- Individual female SSE do not appear as such, neither is there a distinction between male and female employees.

The Proposals for District Industrial Planning for Mbarara District deals in chapter II (infrastructure for industrial development) with conditions of roads, other communications, telephones, electricity, water supply, health facilities - but not with

- banking facilities/availability and conditions of loans/credits
- market centres
- transport costs
- NGOs/cooperatives
- development projects in the district
- composition of District Administration
- technical/vocational training institutes in the district
- analysis of human resources a.s.f.

There is not even a map of the District enclosed.

Women are only mentioned once (page 35/6); it is said that "two units with a total of 61 members were identified as producing canned fruits and vegetables". When looking them up in the DD, the two w's groups are named as NYAMITYOBORO and PHOJO Women's Group. On visiting both of the groups, we found out that none of the groups has ever done commercialised canning or other types of food processing.

Criteria for choice of in-depth description of existing SSE are not obvious; it is therefore difficult to understand why they have been selected to be treated in full length.

2.2. General Recommendations Concerning Diagnostic Directories

- Diagnostic Directories established on the basis of rapid appraisals should be more than a mere inventory of existing SSE.

- Inventories should also include self-employed full or part time professionals in the SSI sector such als outdoor tailors (informal sector!)

- In order to know the existing actual participation and representation of women in the sector, the following distinctions should be made:

- * male/female ownership (for societies also male/fem. shareholders)
- * number of male/female employees
- * cooperatives and production groups as to male/female members.

- In order to get a more precise and realistic "diagnostic" picture of the SSI sector in a given district, its problems and potentials, the following basic information is needed:

* Description of the district:

location, administrative structure, composition of district administration (represented sector ministries and field-/extension staff - males/females), land utilization, town- and village profiles, main sources of income (i.e. main economic activities); a map of the District

* Population:

total number, age-sex structure, density, number of major towns and their population, income-groups

* Infrastructure:

roads (kms, conditions, types), communication (railway, buses - fares! - telephones, telexes), electricity, water supply, health and educational facilities (primary, secondary, vocational/technical training institutes and male/female enrolment), banking facilities (type, location, conditions of

loans, credit schemes offered by them), market centres (temporary or permanent, specialities), transport facilities (transport hire services of companies, cooperatives, etc.), registered NGOs (professionals and others as to types, activities, male/fem. membership, location)

* Resources:

- a) Raw Materials: forests, agriculture, animals, minerals, etc.
- b) Human Resources: gender-specific literacy rate, enrolment and drop out rates, particular skills, availability (i.e. in respect of women division of labour in agriculture, seasonal and daily labour peaks)

* Inventory of existing Industries/SSI:

name, location, male/female ownership, production (type, capacity, production mainly on orders/contract/stock, etc.); marketing (self-organized/through others), raw materials used (locally available, imported); building or working place, equipment/technology used; male/female employment on a full/part time/or seasonal basis; problems (felt needs/observations of surveyor); membership of professional and/or other organizations/associations, etc.

* Analysis of existing enterprises:

(sub-)sectors as to male/fem. ownership and employment; (felt) needs as to type of assistance needed (male/fem.), degree of professional organization/self help potential, degree of diversification of SSI sectors and sub-sectors, structure of marketing and procurement of raw materials.

2.3. Some Remarks on Rapid Appraisals (RA)

(see also part III of this report)

- In order to avoid time- and resource consuming in-depth-research, RA can be applied to collect the basic information needed for project planning. RA require a thorough preparation. It has to be clearly defined:

*what kind of information is needed, and

*of whom or where to get it.

Questionnaires have to be elaborated accordingly, to be tested and finalized, interviewers to be prepared, authorities to be informed and invited to participate.

- The RA-team should be composed of MOIT professionals and representatives of (local) professionals or professional organizations (NGOs); at least one member of either group should be female; ideally the MOIT-staff should be the one to be later on based in the district surveyed.

- The team should have an experienced team leader who introduces method, questionnaire, logistics, etc. in a 2-3 days workshop to team members before starting the survey.

- RA ask for close cooperation with local authorities at each level; if possible, general information about planned RA should be publicized (radio, newspaper, official channels such as the RC-structure, etc) well ahead of the actual execution.

- A thorough explanation as to the nature/function of the RA should be given to the individual SSE which has at the same time a kind of sensibilisation effect.

- As members of informal sector in general and women in particular are easily overlooked (they don't have established workshops, signs, etc), representatives of local authorities should be asked to act as resource persons at town/village level (RC-structure).

- Existing (productive) women's/men's or mixed groups (or cooperatives) should be identified through assistance of RC women's secretaries and local NGOs;

- women interested in SSI-activities to be identified through group-discussions at village level.

2.4. Recommendations concerning "Proposals for District Industrial Planning"

(see also part III of this report)

- Based on a thus established DD, potentials for new industrial investments in the district should be indicated and therein proposals for female participation in SSI be elaborated.

- The proposals should be cross-checked with representatives of DA and RCs, as well as representatives of professional organizations and/or other NGOs; adequate female participation is to be assured.

- The proposals should indicate priorities as to sub-sectors, location, female participation, etc.; phases should be proposed and clearly be indicated.

- Priorities should be given to

- * upgrading existing SSE
- * SSI based on locally available raw materials
- * towns/market centres
- * institutional set up of planned measures/activities

- The development of SSI depends largely on the development of the general infrastructure and of the purchasing power of the population in a given district; special attention should, therefore, be paid to development activities in other sectors, e.g. agriculture, roads, communication. It is not

sufficient, eg., to indicate estimated demands of consumers goods and essential commodities without indication of expected development of purchasing power.

- The MOIT's guidelines for industrial district planning should be reviewed accordingly.

3. Visits of Mbarara District, Masaka Town, Kampala District and the Luwero-Triangle - lessons from the field

3.1. General Observations, Remarks and Recommendations:

- Districts (and subdistricts within) vary as to the number and diversification of SSE. Before deciding on a project site (choice of district), RAs as recommended above should be executed in at least two different districts; within the most potential district identified, the projects location should be where most of SSE activities are to be found (usual capital of district).

- Criteria should be developed to help identify the most potential districts according to

- * number of existing SSE
- * potential of material and human resources
- * self-help potential/degree of organisation/existing professional/organizational infrastructure
- * degree of commercialisation of SSE production
- * condition of material infrastructure/communications
- * combination of development activities in other sectors.

- MOIT is, so far, not yet represented on district level; branches should be established that should, however, be concentrating on planning, research, monitoring, evaluating, consulting rather than be involved in implementing of projects of a commercial nature. Adequate female staff should be assured.

- The identity of the rural population even when engaged in SSE remains predominantly agricultural; often the purpose of establishing SSE production groups is only to raise money for agricultural re-investment; these groups, therefore, are not very stable in SSE-activities; priority for assistance should therefore be given to existing professional SSE in semi-urban locations (towns, market centres).

- Credit facilities through established banking systems are inaccessible to most SSE. 40 % or more interest is far too much to help SSE to set up or improve their enterprises. Revolving funds and/or specific credit schemes for SSE should be established. They should, however, go hand in hand with

thoroughly executed feasibility studies of indiv. SSE and business advice/training as a prerequisite for granting loans and extension work should follow the progress of the enterprise.

- When aiming at promoting SSI in war-stricken areas like the Luwero triangle where nearly no infrastructure is left (no workshops, no established enterprises, etc.), the inventory (as part of the Diagnostic District Directory) has to concentrate on available skills and raw materials. The potential skills of individuals can best be traced through the RC-structure (RC committees and RS Secretaries for women at different levels, I - V).

3.2. Observations, Remarks and Recommendations Concerning Participation and Integration of Women in Rural SSI in the areas visited:

- Women in rural areas are predominantly farmers. Their skills are mostly limited to those being traditionally identified and considered as typical female, such as
 - * farming, household and child care,
 - * traditional handicraft like mat weaving, basketry, traditional pottery
 - * modern skills like tailoring, knitting, crocheting, embroidery, brick making, bakery.
- Rural women in SSI are to be found in female or mixed groups, in family enterprises and as individual entrepreneurs, in bigger companies/societies also as employed workers. The economically most successful women are those who work on their own account, as individual SSE.
- Women's groups are mostly established for other purposes rather than to earn income; most of the groups met have been formed after suggestions from outside but not out of their own felt needs.
- Most of the groups are too big to be efficient (35 women as a brickmaking group!).
- After having been founded and assistance been promised, mostly no follow up concerning productive (commercial) activities is done.
- None of the groups met is stable; membership varies considerably because of disappointment that promises for assistance are not kept or desired effect doesn't come (eg; increased income), women then retire and withdraw from the groups.
- Projects proposed to women are mostly economically not viable, they have in most cases not been studied thoroughly.

Examples:

Brickmaking in an area where firewood is scarce; promotion of growing passionfruit for processing to juice where no machines, bottles or cans are available and transport and marketing is not assured; encouragement to produce traditional handicrafts whereas there is nearly no market for the articles.

- The unprofessional way in which women's income generating groups are addressed is mainly due to the fact that there is no adequately trained professional extension service capable to give advice on how to plan, establish, implement SSI projects; women are mostly dealt with social and/or community development extension workers who themselves are poorly trained. Therefore even well equipped projects (ex: bakery in Ntungamo) fail.

- Rural women have to cope with a heavy workload; in the absence of labour saving technologies the time available to spend on industrial activities is scarce. Labour saving technologies, tools, graters, mills, shelling machines, etc. should be locally produced and through appropriate credit schemes be accessible to women. This would at the same time stimulate the local SSI sector. Attention has to be drawn to accompanying measures in cooperation with other sectors of development, such as improving of infrastructure: water closer to the village, firewood growing around houses, improved cooking stoves, etc.

- The motivation of rural women to increase cash income is generally highly developed and so is their self-help potential; however, their organisational structure is still very weak.

- The entrepreneurial/commercial spirit needed for SSI activities is not too well developed and nowhere encouraged. In order to create and promote a commercial, entrepreneurial spirit, promoting activities should be based on commercialized (paying) relationships, loans/credits be preferred to grants and gifts.

- Except for brickmaking and bakery, the quality of production of "modern" articles in knitting, embroidery, crocheting and tailoring is mostly low and asks for upgrading and advice in product design; raw materials are expensive and sometimes difficult to acquire; working places and equipment used are mostly inadequate.

- There is a severe lack of food processing and preservation techniques and a general lack of packing material. As this could be a source of income specially for rural women, specific adaptive research should be executed. In this context, promising crops such as soya beans should be promoted in

close cooperation with agricultural extension staff - but only when processing methods, packing material, marketing and transport is assured.

- Revolving funds should be established as women hardly ever have access to credit facilities due to lack of collateral, minimum-quota be fixed in order to assure their participation.

- Encouraging examples of female individual or group SSE should be spread through visits and information campaigns.

- Specific attention should be paid to schoolleavers and drop-outs, training in promising skills be organized with existing SSE as regular apprenticeships specially in towns and market centres; training in non-typical female skills be encouraged among young girls and (male) entrepreneurs (for apprenticeship opportunities) alike.

- The most experienced group in dealing with female SSE is the UWFCT. Their know-how and experience should be integrated in the institutional set-up of whatever type of UNIDO-project regarding SSI. Additional support for this NGO (increase of revolving fund, etc.) should be seriously considered.

4. Critical Appraisal of Planned UNIDO activities in the SSI-Sector

4.1 Remarks and Recommendations concerning the Report on UNIDO Industry Sector Programming Mission to Uganda

- The aim of the Industry Sector Programming Mission to Uganda was

- a) to review current structures and trends in industrial development in the country, and
- b) to use this background for an assessment of the major issues that Uganda's policy-makers could address and technical assistance programmes could support.

- The Mission concentrated on the following issues:

- * current industrial performance, resource base, and growth prospects
- * characteristics of priority sub-sectors
- * domestic market prospects and export potential
- * existing institutional framework and identification of potential for improvement

- * major constraints facing industrial development in terms of skill endowments and human resource development in general, as well as technological capabilities, and industrial support services
- * ongoing and pipeline technical assistance programmes
- * possible new directions of technical assistance programmes and projects.

- Its recommendations concerning SSI read as follows (ref. p. 62):

* "Priority attention should be given to improve the access of SSI to investment funds and working capital. Second, training and advice should be made available through the MTAC which should be upgraded. The plans to establish SSI promotion centres in districts in several parts of the country should be implemented in close cooperation with the local USSIA chapters. In view of the scarcity of resources, new promotion agencies or new banks are not recommended.

Comments:

Nowhere in the report special attention is paid to UNIDO's mandate of integrating women. Among the institutions ("promoting agencies") recommended for upgrading and close cooperation, none of the existing female organisations is mentioned; the Ministry of WID has not been contacted (ref.: Annex 1, list of contacts).

Among the proposed priority areas for technical assistance there are three that are of special importance for women:

- a) Assistance in the industrial strategy and policy formulation;
- b) technical assistance in the establishment of an investment promotion agency;
- c) diagnostic study to identify opportunities for food processing diversification.

to a):

National policy-makers should be encouraged to elaborate a particular policy concerning the integration of women in industrial development. Therefore, close cooperation with the Ministry for Women in Development and the MOIT's focal point for women is recommended.

to b):

The promotion of agencies foresees a collaboration with UMA and USSIA but not with UWFCT (Uganda Women's Finance, Credit and Trust Ltd.). UMA has 200 members of which only 5 are women and no specific women's policy, USSIA has lost a group of medium-scale female entrepreneur members who did not feel adequately considered within this organization and this group has established their own association, the UWEA (Ugandan Women Entrepreneur Association). USSIA has a percentage of 25 female members (appr.) and there is one woman member of USSIA's National

Board. Like UMA, there is, however, no particular strategy concerning the participation of women.

Recommendation:

UWFCT should be included in the list of promoted agencies and UMA and USSIA should be recommended and assisted in the elaboration of specific WID-policies.

to c):

Food processing is the most potential (sub-)sector as regards the integration of rural women into SSI; the diagnostic study should, therefore, especially consider this fact and the Ministry for WID should be part of the institutional set-up.

4.2. Preparatory Assistance for the Promotion of Rural Small Industry in Uganda (DP/UGA/89/013).

The existing "Preparatory Assistance Document" leaves many questions open; particularly as to the type, nature and function of the two "industrial development centres", each foreseen in a different region of the country.

At present, there are several types of SSI promoting centres being discussed in Uganda, such as

- regional centres
- growth centres
- common facilities
- centres for industrial training and entrepreneurship development.

The function of the proposed "regional centres" is only vaguely formulated.

Examples:

PA Document page 1: "...to catalyze industrial development by close cooperation with NGOs..." At different occasions and in different documents there are contradictory statements as to the nature of the future "regional centres"; eg:

In the minutes of the Meeting of Small Scale Industrialists chaired by Deputy Minister of Research, Technology and Small Scale Industries held on 7th Febr. 1990, UNIDO's former CTA, is quoted on page 2 as follows: "...that Regional Centres should be set up with programmes, e.g. Mbale project..." BUT: The Mbale-project is - according to PD considered as a project designed for the "development of small and cottage enterprises at grass-root level..." and at page 6: "...this programme will be designated as a **Growth Centre Programme**..." And in the first meeting with MOIT, the Commissioner pointed out that the regional centres should be "sort of a clearing house, reference and resource centre with ministerial staff".

The indication that the regional centres should be run by ministerial staff is, however, again contradicted by two statements in the minutes of the above mentioned meeting on SSI:

- The Commissioner is quoted to have said that "users should be owners" of such a centre; and
- the CTA: "...if they (the centres) were managed by government they would not be successful" (ref. Minutes page 3).

So what?

The promotion of rural SSI in Uganda obviously asks for a diversified strategy at different levels, i.e.:

- direct assistance to existing individual SSE and SSI production groups
- promotion of new industries (diversification)
- increase of SSI sector (new entrepreneurs and enterprises)
- improvement of (MOIT's) planning and coordination capacity on district-, regional and national level.

Experience has proved that direct government intervention in running a centre is not favourable to stimulate and develop entrepreneurial and commercial activities and spirit (lesson learnt from SLI and findings of the joint study on RSIE). Government activities should, therefore, be concentrating on:

- creating the necessary political framework
- guaranteeing favourable conditions to SSI
- planning, monitoring, evaluating of sectors and centres
- research and
- consultancy (information- and data banks on technologies, training institutes, expertise, experts, etc).

Sustainability of promoting SSI centres can only be assured when the target beneficiaries regard it as their own institution. This can, however, only be achieved when they are adequately involved right from the beginning, the planning stage and throughout all phases of such a project. This will also enable them to run the centre on their own after withdrawal of external assistance.

It seems more likely that the decision on the location of the proposed "regional centres" will be based on political considerations rather than on criteria as developed above. Even then and specially when this is the case, the problems and potentials of the chosen district should be examined as described above (ref. to chapters on DD and Ind. District Planning and on RA).

If the recommendations on sustainability and RA are followed, the workplan of the PA-Document is no more valid (The identification and participation of NGOs and other relevant private agencies and individuals in development of activities, measures and programmes would thus be elaborated jointly, a process that cannot be finished by the end of the 1st month as proposed).

In the objectives of the PA it had rightly been stated to closely cooperate with women's organizations and in the justification it is outlined that the programme "will focus on creation of rural employment, strengthening of grassroots organizations and groups, especially women, to increase their role in food production and small scale industries" (ref. page 2). There is, however, neither a institutionalized framework foreseen that would assure and guarantee their adequate consideration, nor are there any hints how this should be achieved. It is, therefore, recommended on the national level to include discussions with the Ministry for Women in Development and a representative of the National Directorate for Women of the NRM and one of the National Council of Women (NCW) as well as to strengthen the newly established focal point for WID within the MOIT. On local/regional/district level, RC Secretaries for Women, NGO/Associations and representatives of local female SSE should be part of the institutional set up. Furthermore, the above made recommendations concerning the participation of women should be followed.

- In the case of Uganda it seems wise to confine the implementation of the project's activities dealing directly with grassroot level through sub-contracting to an NGO experienced therein, e.g. the Friedrich-Ebert Foundation.

4.3. Comments and Recommendations Concerning the Mbale Project Document (TF/GLO/88/905).

On page 3 of the PD it is stated: "...If the project is successfully implemented it will repeat itself since it incorporates also the idea of a revolving fund mechanism..." This hope is, however, not realistic because of mainly two reasons:

a) revolving funds have to be provided (by who?- although the PD emphasizes on the revolving fund, it does not indicate how it should be established!) and

b) salaries for national project staff is provided by UNIDO but no income generating activities are foreseen as to how to replace these substitutes the moment UNIDO withdraws. In this way it is not only impossible that the project "will repeat itself" - it is moreover obvious that the Mbale GC

will have to stop its activities the moment UNIDO's contributions stop.

Equally on page 3 it is claimed that "this district is selected after careful evaluation of its socio-economic environment..." - which is not true: a "careful evaluation" of the socio-economic environment should include information of the nature as outlined above (chapter on DD and Proposals for Industrial District Planning) and about skills and potentials of women. This has not been done.

Within the tentative project proposals, maize milling and rice hulling machines are proposed. As women are the main cultivators, their access to those technologies should be assured by a fixed measurable quota - at least 60 % of target beneficiaries, as their participation in agricultural production is estimated to be between 60 and 75 %.

Proposals as to garment making (one unit) and tailoring units (10 women entrepreneurs) should be based on the interest of women that first should be surveyed.

The prerequisite for selecting entrepreneurs for assistance as outlined in the annexed guidelines "ability to read and write" would furthermore exclude the majority of rural women (national average of female illiteracy is 55 %; in rural areas the percentage is even considerably higher). UWFCT is well experienced with granting credits to illiterate women; their expertise should, therefore, be involved.

There is a serious contradiction in the project design: On page 6 the following is stated:

"In this programme the rural communities will fully participate in initiating, planning, implementing and monitoring their own industrial development activities". The proposal for the institutional set up of the GC does, however, not fully reflect this mandate (ref. Annex 1 about GC Planning and Development Committee):

- There is no adequate representation of target beneficiaries forseen (it should include male and female representatives),
- the management is exclusively confined to government staff,
- as not all the existing SSE are and not all future SSE will be members of USSIA, its participation and role seems to be overemphasized,
- according to the character of a commercial GC, a balance within the committee should be kept as to its composition: half of its members should comprise ministerial/governmental and other officials (among whom RC Secretary for Women should figure); the other half should be reserved for elected members of individual SSE and groups/societies of SSI sector as well as representatives of professional organizations/assocations such as

USSIA, UWFCT, UWEA and others. Women should be adequately represented in the committee.

Another serious problem will arise if functions of policy making/control on the one hand and management on the other hand remain within just one body. It is strongly recommended to separate these two functions. The committee should be the policy making body that also executes financial and performance control, that participates in planning and evaluation activities. The actual management of the centre should, however, be confined to commercial staff selected and recruited upon application by the committee and employed on a commercial basis that foresees incentives on the basis of the performance (profits made) of the centre.

Income generating activities for the Mbale GC should be planned right from the beginning in order to assure its future self-sufficiency. These could be, among others, e.g.:

- renting of workshops, equipments, machinery to SSE,
- service charge on bulk purchase of raw materials, transport, marketing and all other services rendered ,
- establishment of GC-production units.

5. Additional Information on Women in Uganda

5.1. Socio Economic Basic Data

(A Situation Analysis "Children and Women in Uganda" compiled by UNICEF in 1989 is annexed to this report).

Population:

- total population in 1987 - 16,85 Mio.
- population growth considered to be among the highest in the world (above 3 %)
- country densely populated; but only 14 % live in towns
- there are more than 40 different ethnic groups and no "lingua franca"

Health:

- deterioration of health system (1972- 9,1 US \$ per capita expenditure of budget for health; 1980 only 1 US \$!)
- Infant mortality rate appr. 94 ‰ between 1980 and 1985
- prevalent malnutrition especially of small children and women
- lack of trained midwives
- high prevalence of AIDS

Education:

- illiteracy between 1980 and 1985 decline of male illiterates but increase of female illiterates of + 6,8 %; total average of female illiteracy appr. 55 %
- enrolment in primary schools in 1975: male - 53 %, fem. - 35 %
in 1982: male - 66 %, fem. = 50 %
- secondary and vocational training centres: only 7 % females (1981)
- university level: only 0,3 % females (1982)

Employment:

- no updated data, only estimations available
- total employment in 1985 - 45,6 %
- female " " " - 37,9 % of total popul.
- male " " " = 53,4 % " " "
- 90 % of labour force in agricultural sector; productive sector - 28 % of employees; service sector - 50 %

5.2. National Machinery and Women's Organizations

5.2.1. The Ministry for Women in Development

In March 1988 the NRM Government put in place this Ministry. Its responsibilities include among others:

- Overall formulation and co-ordination of policies on WID-issues;
- sensitization of the public and Government to issues concerning the independence of women;
- co-ordination of women's activities in liaison with sectoral Ministries and NGOs in order to make women better users of extension services and better contributors to Government Programmes,
- initiation and implementation of specific projects and programmes designed for the advancement of women, and
- information and education of the public on WID-issues.

The Ministry is supported by UNDP, UNFPA, UNICEF, DANIDA, Worldbank and UNIFEM, CIDA and others. Recently a UNDP-CTA has been attached to it.

In some of the sector Ministries, WID-focal points are being set up. Within MOIT, a appointment of one programme officer as WID-programme officer has been made on April 10th, 1990 (Mrs. Mary Nannonu).

5.2.2. The NRC-System

When the NRM came in power in 1986, it established a Women's Desk at the NRM Secretariat which was later upgraded to a Directorate of Women Affairs. The Directorate is among others actively involved in the politicisation and awareness raising on gender issues. The cadre of

secretaries for women penetrate all levels of the RCs. This structure reaches the grassroot people as it extends from villages, parishes, sub-county, county up to the district level. At every level there is a Secretary for women, responsible for mobilising women politically, economically and otherwise, while at the same time acting as a women's mouthpiece on the committees and councils that govern the areas. It is guaranteed by the NRM Government that every district has a female representative in Parliament.

5.2.3. The National Council of Women (NCW)

This parastatal body was established in 1978. It is an umbrella organisation coordinating the activities of women NGOs, groups, clubs and organisations. At present it counts about 40 affiliate women groups and organisations.

Remarks:

The institutional set up of WID is rather a young phenomenon in Uganda. Structures are (due to this and to the recent difficult period the country was suffering of) still weak. Division of labour between Ministry of WID, NCW and RC-Structure seems clearer on paper than in practice. Commitment of staff and knowledge about grassroot level women seem more developed in RC-Structure (up to highest level!) and in NCW. RC-structure and NCW seem, however, not to be on too good terms. There is, however, a justified hope that these problems will be solved in a near future.

5.2.4. Women NGOs:

AWSHA - Ankole Women Self Help Association

AWSHA is located in the Mbarara district. It was started in 1986 by a group of 25 women with the original idea of "awakening and bringing together different groups of women which had started economic and social activities in the districts of Bushenyi and Mbarara". It claims to have a total of 3262 members. Its HQ is in Mbarara in a big building composed of an office, a showroom and a tailoring unit. When crosschecking with other resourcepersons and women's group we found out:

- a) AWSHA is an umbrella organisation of women's church groups - a fact that was hidden by the chair person as the present political mandate is "anti-sectarian", which means no restrictions to religious or other groups.
- b) AWSHA claims to offer favourable marketing conditions to women's self-help groups. The Rwebishuri and the Nyamityoboro Women's Groups, however, complained about extremely unfavourable conditions to their

handicraft products: a product worth 3 000 UShs would be accepted by AWSHA for 1 200 UShs only.

c) We got the impression that AWSHA is dominated by an extremely ambitious woman whose first preoccupation is obviously not to help grassroot women to profit the utmost of their affiliation with the organisation. Therefore, caution is recommended when it comes to decide on support for this particular NGO (see doc. attached).

ACFODE - Action for Development

ACFODE, an NGO to mainly conscientise and educate women (and men) on women-relevant issues, was created in 1985. It entertains an extremely well equipped office in Kampala's best business area and gets support from so well-established organisations as Ford-Foundation, Konrad-Adenauer-Foundation, Oxfam and DANIDA (see doc. attached). So far, ACFODE is not involved in SSI and is, therefore, not relevant for UNIDO's consideration.

UWEA - Uganda Women Entrepreneurs Association

UWEA's President had not been in the country and could, therefore, not be met. Instead, we met the Deputy President and visited some of the member's enterprises. It seems as if UWEA (similarly like AWSHA) is mainly dependent of one very active woman, the President. Neither the deputy president nor the treasurer were able to furnish any relevant information concerning the organisation. It was also obvious that UWEA is concentrated on medium-scale enterprises and in the Capital. It is, therefore, not relevant for rural SSI programmes. Contrary to Mr. Nanjundan's report, the consultant is not of the opinion that UWEA is one of the primary target NGOs to be supported by UNIDO (under the assumption that funds are scarce!).

UWFCT - Uganda Women's Finance and Credit Trust Ltd.

Unlike the two above mentioned NGOs, UWFCT is an NGO that can fullheartedly be recommended for support. Created in 1984 and re-activated in 1987, this NGO has so far provided 87 female entrepreneurs with loans, training and advice. The consultant and her CP from the MOIT have visited 5 of UWFCT's beneficiaries and came to the conclusion that all of them were

- interesting (not typical female) enterprises (eg: 1 shoemaker, 1 hatchery, 1 weaving and 1 furniture making woman),
- the extension work thoroughly executed,
- the dedication and commitment of UWFCT's staff extraordinarily.
(see also documents attached).

Uganda Annexes:

- Children and Women in Uganda, A Situation Analysis compiled by UNICEF, Kampala, Uganda, 1989
- ACFODE - Women Breaking Through, Report on Seminars organised by ACFODE, Kampala, Uganda, 1988
- AWSHA - Feasibility Study on Garments, Sept. 1989
- Women for a Better Future - Leaflet of the Ministry of Women in Development
- UWFCT - Status Report 1989 and Leaflet
- the Women, UNCW Special Issue March 8th, 1989

PART III - GENERAL CONCLUSIONS CONCERNING RURAL SMALL SCALE INDUSTRIES AND THE INTEGRATION OF WOMEN

Introduction:

The lessons learnt from this mission shall here be transformed into general conclusions. They are formulated under the premises of mainstreaming. Mainstreaming requires the consideration/examination/evaluation of the overall project design in order to make sure that it is worthwhile to integrate women in an intended/planned/given project or programme.

After a brief recapitulation of the major findings on women and rural small-scale industries (RSSI) combined with a justification of why it is necessary to actively involve women in such projects, some comments will be made on the main findings and recommendations of the joint study by UNDP/Government of the Netherlands/ILO/UNIDO on the "Development of Rural Small Industrial Enterprise (RSIE)" published in Vienna 1988. The following sections will then deal with selected UNIDO's procedures and standardized forms, in particular to preparation, planning and project design, as "the design of a project has been found to be a critically important factor" (Manual on Design and Evaluation Vol.I p.1) - which is in particular also true for the integration of women.

1. Brief Outline of Women and RSSI - Background and Justification

- In general, participation of women in industrial activities has substantially increased over the last two decades. Although gender-specific industrial statistics are frequently not available, research reveals that an increasing number of women is entering the formal economy each year.

- In a rural environment, however, women are mostly found in the informal production sector. Productivity and returns from informal sector activities are usually low; in order to improve them, women need access to credit, technical and managerial training and assistance in marketing their product.

- Women in rural areas are more stable than the male population who tend to migrate and/or change professions according to new or promising economic activities. Agricultural subsistence production in the rural African

context - although widely degrading due to ecological problems, outdated techniques and pressure from population growth - remains a main contribution to the survival of the populations and is predominantly confined to women. Their skills are mostly limited to those being traditionally identified and considered as typical female, such as

- * farming, household and child care,
- * traditional handicraft like mat weaving, basketry, traditional pottery, beer brewing
- * modern skills like tailoring, knitting, crocheting, embroidery, brickmaking, bakery.

- Rural women have to cope with a **heavy workload**; in the absence of labour saving technologies the time available to spend on industrial activities is scarce. **Labour saving technologies** like tools, graters, mills, shelling machines, etc. could if locally produced and through appropriate credit schemes be made accessible to women at the same time stimulate the local SSI sector. Attention has to be drawn to **accompanying measures** in cooperation with other sectors of development, such as improving of infrastructure: water closer to the village, firewood growing around houses, improved cooking stoves, etc.

- The **motivation** of rural women to increase cash income through extra-agricultural industrial activities is generally **highly developed** and so is their self-help potential; however, their organisational structure is still very weak. The female population is not a homogeneous mass; according to their social or socio-economic status, skills and readiness to become involved in industrial activities, **different (female) target groups** are to be distinguished. **Special attention** should be paid to **schoolleavers and drop-outs**, training in promising skills for them be organized with existing SSE as regular apprenticeships specially in towns and market centres; training in non-typical female skills be encouraged among young girls and (male) entrepreneurs (for apprenticeship opportunities) alike.

- The **entrepreneurial/commercial spirit** needed for SSI activities is not too well developed and nowhere encouraged. In order to create and promote a commercial, entrepreneurial spirit, promoting activities should be based on commercialized (paying) relationships, loans/credits be preferred to grants and gifts. **Revolving funds** should be established as women hardly ever have access to credit facilities due to lack of collateral, minimum-quota be fixed in order to assure their participation.

- There is a severe lack of **food processing and preservation techniques** and often a lack of packing material. As this sub-sector could (naturally) become an important source of income especially for rural

women, specific **adaptive research** should be executed. In this context, promising crops such as vegetable and soya beans should be promoted in close cooperation with agricultural extension staff - but only when processing methods, packing material, marketing and transport is assured.

- **Rural women in SSI** are working in female or mixed groups together with men, in family enterprises and as individual entrepreneurs, in bigger companies/societies also as employed workers. In most African countries there is the phenomenon - contrary to men - that dealing with women is imperatively dealing with them in groups. The economically **most successful women**, however, are those who work on their own account, as **individual SSE**.

- Existing **women's groups** have often been established for other purposes rather than to earn income; most of the groups have been formed after suggestions from outside but not out of their own felt needs. They are not homogeneous and too big to be efficient. After having been founded and assistance been promised, mostly no follow up concerning productive (commercial) activities is done. The groups, therefore, are not stable, membership varies considerably because of disappointment that promises for assistance are not kept or desired effect doesn't come (eg; increased income), women then retire and withdraw from the groups.

- **Projects** proposed to women are mostly economically not viable, they have in most cases not been studied thoroughly. The unprofessional way in which women's income generating groups are addressed is mainly due to the fact that there is no adequately trained professional extension service capable to give advice on how to plan, establish, implement SSI projects; women are mostly dealt with social and/or community development extension workers who themselves are poorly trained. Therefore even well equipped projects are bound to fail.

- Except for brickmaking and bakery, the **quality of production** of "modern" articles in knitting, embroidery, crocheting and tailoring is mostly low and asks for upgrading and advice in product design; raw materials are expensive and sometimes difficult to acquire; working places and equipment used are mostly inadequate.

- Women usually are underrepresented in the **decision- and policy making** bodies; their adequate representation in a project's institutional set-up should, therefore, be institutionalized. National Machineries or women's NGOs should be consulted and involved in the planning process and the elaboration of the project design. Groups/organisations experienced in dealing with female SSE should be integrated in the

institutional set-up of RSSI-projects. It has to be examined whether additional support for them is needed.

- Women usually have clear ideas on training needs or technical advice needed for their industrial activities - they only have to be asked! Surveys have, therefore, to include interviews with individual women and (small groups) to find out their **felt needs** in order to tailor specific measures for them that correspond to them.

- One repeated request of women concerning their industrial activities is, e.g., **that place and mode of work are coordinated with their other duties**. They will, often, rather prefer to work on their own or in small groups than coming regularly to a centre. This differs, however, from town to town and from individual to individual. Regular and mainly exclusively oriented towards SSE are, however, unmarried young women, especially the group of (secondary) school drop-outs (often because of pregnancy) for whom very often income earning is of absolute priority to a) take care of child and herself and b) regain part of their status lost because of an unwanted pregnancy.

- Women who are successful in their newly acquired SSI-skills will face considerable **challenges** within family and community.

- Summing up it may be said that rural women constitute a **huge (and so far neglected) potential** for the development of RSIE provided that their socio-economic and cultural environment is duly considered, type of production, modes and places of industrial activities are harmonized with agricultural and household duties. Strategies to develop and improve RSIE, therefore, need to consider women in order to achieve the best results possible and to tap the human resources at utmost. This is the background on which **UNIDO's mandate** "to ensure that women are more fully integrated in technical co-operation and promotion activities as well as in policy study and research programmes" has been formulated and stipulated as one of the main elements in its medium-term plan 1990-1995. It is, moreover, in line with the objectives of the United Nations System-Wide Medium-term Plan for women and Development (E/1987/52) for the period 1990-1995 Subprogramme 2.4. Industry.

2. Discussion of Concept

2.1. Comments on the Findings and Recommendations of the RSIE Study (pages 126 - 131)

- "Macro-policy favouring the growth of rural income should be given priority in RSIE-development strategies and should preferably precede supply-side measures of support to RSIE"

When formulating macro-policy favouring RSIE-development strategies, governments should be encouraged and assisted in elaborating particular policies and guidelines concerning the integration of women. Most countries dispose of National Machineries that should be invited to and involved in its formulation.

- "The development of an agricultural surplus is a precondition for the stimulation of non-farming activities such as RSIE in rural areas. If no such surplus exists, efforts should primarily be directed towards achieving such a surplus".

UNIDO (being limited to industrial development) cannot become active in measures to develop an agricultural surplus. It can, however, and should stipulate to only support RSIE-programmes in regions/areas/countries where development efforts are undertaken in this respect.

- "Because RSIE provides a supplementary source of income for an average of 50 % of rural women engaged in agriculture, emphasis might be placed on expanding and adding value to this activity. Attention should be given to reducing drudgery and manual work and to training for new types of RSIE work (electrical wiring, electronic assembly etc)."

This recommendation deals with one of the crucial points when it comes to the integration of women in RSSI-projects and programmes. Contrary to the recommendations of the study, the emphasis should, however, be based on two points - at least in the rural African context:

a) In order to "reducing drudgery and manual work" of women - and, it should be added, in order to increase thereby the availability of women, RSIE-projects should promote the local production of labour-saving tools and machines such as grinders, hullers, graters, etc. This would, at the same time, have the double effect that

* local SSIE could be stimulated to produce for the local market in promising areas, and

* women could commercialize milling, grinding, hulling, etc. Which leads to b) women as farmers (and who identify themselves in the first place with farming) should first be assisted to base their RSSI-activities on their

agricultural production. Very important in this respect is the promotion of food-processing industries. This strategy would, moreover, have a positive impact on agricultural production (it becomes profitable, therefore stimulates increase in agricultural production). However, as it is often the case, the variety of food production tends to be very limited and the introduction of new promising crops like vegetables or soya-beans needs to be promoted, which, as a rule, exceeds the possibilities of a UNIDO RSSI-project. It is, therefore, crucial for this type of projects to only establish such projects in areas where agricultural development is reinforced and to involve agricultural development agencies in the elaboration of strategies related to this. This linkage is one of the elements meant in the following recommendation of the study:

- *"Policies for the support of RSIE should concentrate on maximizing the linkages of RSIE with other sectors" and*
- *"In order to stimulate RSIE, more emphasis should be given to favourable macro-policies and general strategies aimed at economic diversification. Such policies should include investments in rural infrastructure and social services, price policies favouring farmers, wide distribution of benefits in rural areas to generate effective demand, and general supporting measures for agriculture (irrigation, extension, research, credit)".*

Caution is, however, recommended in "encouraging sub-contracting from large enterprise" as proposed under this headline, because sub-contracting will create new dependencies. Instead, strategies to encourage locally integrated economic circuits should be given preference. "Local" in this context is understood as "regional". "Locally integrated economic circuits" simply means establishing direct links between local resources and the satisfaction of local needs through local processing. A crucial element in this concept is the utilization of appropriate processing and transport technologies which can be controlled and maintained by the local population.

- *"Small Industry Development Agencies (SMIDAs) should concentrate on the functions which they can perform most effectively and adjust their organizational structure accordingly. This usually involves decentralization and, in particular, hiving off industrial estate and credit operations".*

This is correct. Problems arise, however, where SMIDAs don't exist or where they are very weak. Institutionbuilding is, therefore, of great importance. Pre-project investigations should, in respect of integrating women, examine whether there are female NGOs/associations or agencies that could be part of the institutional set-up and, furthermore, to look into the practice of male-dominated SMIDAs concerning women (whether they

are discriminated or particular strategies for their integration and participation exist). In case that there are only male (or male-dominated) SMIDAs, strategies and quota for female participation should be elaborated and their application be guaranteed.

- "Common services facilities should be hived off from industrial estates and be transformed into technology centres providing services to nearby SSI and RSIE"

It should be assured that technologies consider the specific interests of women therein; i.e. particularly in labour-saving technologies and those related to women's industrial activities.

- "Credit for SSI and RSIE should be made available in as decentralized a form as possible. The role of non-bank financial intermediaries in this context should be enlarged".

Credits are especially crucial for women as most of them don't have landtitles or other property recognised as collateral. Often, saving and credit activities are done in small women's groups. Feasibility studies should consider and examine them as to their practices and the specific support they would need. The existence of such groups can best be traced through women's NGOs and/or interviews/discussions with individuals and women's groups that anyway should be an integrated part of any feasibility study on RSSI. In case that there are women's banks in a country, they should be helped to decentralize and in any case be part of the institutional framework of an RSSI-programme.

- "In the promotion of RSIE development, increasing use should be made of NGOs and PVOs as agents of change, because they tend to have a better grasp of the local demands of RSIE than national institutions".

This is especially true for women. Feasibility studies should, therefore, include an inventory of (female) NGOs and PVOs and other relevant women's organisations.

In this context and on the basis of the lessons learnt from the Sierra Leone example, a general question arises: **is UNIDO and is UNIDO's staff really prepared and capable to deal with NGOs, to work at grassroots levels?** Would not subcontracting to NGOs for implementation of projects which intend direct assistance at grassroot level be more appropriate?

The next recommendations focus on macro-policies:

- "In order to optimize its effectiveness, supply-side institutional support for RSIE should be framed in a macro-policy which enhances the growth of disposable rural income. Comprehensive intervention should be limited to situations where RSIE has to be built up from scratch."

and:

- "Donors and agencies should focus on persuading host countries to adopt appropriate macro-policies that favour grass-root and small-enterprise development in rural areas rather than on mounting supply-side programmes and projects. Or they should insist on these macro-policies as a precondition for supply-side assistance".

Additionally, host countries that do not yet pursue WID-issues in their industrial policies should be encouraged to elaborate strategies accordingly, to establish focal points for WID in their respective ministries. National Machineries should be involved in feasibility studies and integrated into the ministerial set up (like planning ministries) to elaborate projects designs that include integrated WID-strategies and measures.

Generally, however, the question arises: why the promotion of RSSI should at all be "offered" to governments which have no intention to do so?

- "Every effort should be made to make use of existing institutions rather than bypassing them with direct assistance or setting up new ones. National institutions of the SMIDA variety might be streamlined through external assistance".

This recommendation reminds of the importance of a good design and monitoring as a precondition for (but not a guarantee of) a successful project. It warns of excessive intervention that postpones self-reliance and sustainability. These subjects will be dealt with in more details below.

- "Donors and agencies should make every effort to harmonize their external assistance procedures and co-ordinate their field activities. This is especially important when it comes to sectors where enterprises are often located in remote areas, as is the case with RSIE".

This recommendation is important for the overall concept of RSIE but also in respect of the participation of women. The mandate to integrate women in RSIE projects and programmes is a difficult task and exchange of experience and harmonization of measures can be extremely helpful.

2.2. Additional Recommendations Concerning RSIE Concepts

2.2.1. The Target Group Approach

Like all development efforts, RSIE programmes and projects not only aim at the development of a specific economic sector but of **people** connected to this sector. This reflection should be in the centre of all planning. Where human beings and their socio-economic situation are not taken into consideration, it is difficult to introduce "women", as this is a category that implies **dealing with people**. This way of thinking is also the point of departure for the **target group approach**. The target group approach means **identifying groups within a (regional) population, in order to tailor specific measures to their specific (felt) needs**. This could be any social group or individuals. A thorough **analysis of the target population** will reveal the need to differentiate between a variety of different groups within them, with their own specific professional, socio-economic, ethnic and/or cultural traits, different problems and diverging interests with regard to support measures (e.g. landless, different professional groups, men, women, schoolleavers, dropouts, authorities, etc.).

Women are an especially important part of the target population and have to be mentioned explicitly as such. At first sight they seem to be a fairly homogeneous group. **But within the female target population, different groups are to be distinguished**, such as: women as heads of households, wives, women with different skills and aspirations, young unmarried women.

Among the different sections of the target population, **primary target groups** have to be determined. This is easier in cases where parts of the target population have already constituted formal or informal (self-help) groups. Existing women's groups, however, often established for other purposes than to earn income and being formed after suggestions from outside, may not be adequate in view of RSIE-programmes. Often, these groups are too big to be efficient, they are not stable and occupied with other activities. Therefore, care must be taken when identifying (female) target groups to ensure **that within themselves they are as homogeneous as possible** regarding their initial situation and behaviour patterns and that their members show - as far as possible - **jointly pursued interests with regard to the intended RSIE-programmes**. This is necessary in view of the requirement of specially tailored support measures that have to be adjusted to the different target groups' priority needs and their specific resource potentials and constraints, and that take into consideration the given socio-cultural environment. In order to meet these specific criteria, they are to be

developed and executed with the direct or representative **participation** of the members of the respective target group.

Project measures always **interfere in social structures** and especially when women are involved, e.g.: the relationship between men and women will change. The consequences of this interference may not always be obvious in every respect from the beginning. Therefore, careful observation, monitoring and evaluation of measures have to take place, full **voluntariness** and **participation** of beneficiaries must be assured, measures must be of a **sustainable** nature.

In addition to the primary target groups, **instrumental target groups** are ascertained, e.g. governmental institutions, local leaders, commercial enterprises who might either directly or indirectly be involved.

The target group approach helps in taking into account women's true potentials, constraints, felt needs, priorities, behaviour patterns and their specific socio-cultural environment. Where socio-cultural pattern allow integrated measures (i.e. mixed male and female target groups), they will be given preference. It may, however, turn out that the special conditions of women require special measures to make up for specific constraints; they nevertheless have to be designed as integral components of the overall RSIE-programme.

2.2.2. Sustainability, Participation and Handing Over of Projects

Sustainability and handing-over procedures of projects have to be part of the overall project design and to be **planned right from the beginning**. E.g.: where initially subventions may be necessary, a gradual withdrawal has simultaneously to go hand in hand with the rise of other sources of income to replace them. This is especially important in projects where salaries are paid by the project or imported goods (tools, equipment, raw materials) are supplied. Support of this type should be handled carefully and not become a rule for RSSI-projects. Better, to base RSSI-development on locally available skills and raw materials.

Participation of target groups is an important **prerequisite for sustainability**. They will in this way identify themselves with the project and feel responsible for it as their own venture. Participation is especially crucial at planning stage and in decision making during implementation. Not all members of all target groups can, however, participate in every decision. Therefore institutionalized representative participation has to be worked out. Women have to be involved adequately. Care has to be taken that participation is not limited to official representatives of target groups

(e.g. national political women's organisation) as they may be biased, not always know the real (local) situation and consequently, may not represent the views of the actual benefitting (female) target group.

2.2.3. Formal and informal sector

The distinction between formal and informal sector is more than a mere academic exercise. The informal sector could be defined as follows: "it comprises the smallest units with very few resources and often little special knowledge; activities are not very constant, not highly complex and not very profitable" (BMZ Febr. 1988).

The informal sector is gaining **increasing importance** in Third World Countries; its contribution to the gross national product is significant and it is to a large extent and in many countries that women dominate the informal sector. Women's work in the informal sector is, however, **doubly invisible**. As a rule, the activities of women are both smaller in scale and more irregular than those of men, while at the same time this work overlaps with women's reproductive functions and is often done at home. This is why outsiders often do not even perceive women as workers!

So far, the informal sector has highly been neglected; therefore there is a severe lack of knowledge about it and inadequate know-how on the part of governmental and development agencies. Goods produced in the informal sector traditionally have provided an important source of income vital to family survival. Products of the informal sector are often unable to compete with mass-produced goods. This loss of income for women has social consequences for the society. Policies need to acknowledge the importance of informal industrial activities and **links with the formal sector** should be encouraged.

A prerequisite to develop adequate support for women in the informal sector is to **make them visible**, i.e. to consider them when executing surveys and inventories on existing skills and female participation in the RSIE-sector. Another one is to **lower the intervention level of promotional activities** and to actively **involve these women already in planning**. Adequate measures and instruments can only be found when the specific situation of women is known; it is best known by the women concerned.

2.2.4. Remarks on the Growth Centre-Concept

The GC-concept as it was practised in Sierra Leone and is foreseen for Uganda, is **only one possible answer** of institutionalized support for the RSI-sector that can only achieve its objectives under certain conditions of which the most crucial ones shall briefly be recapitulated:

- careful selection of location (not too remote, not too small, with a potential development oriented economic environment),
- willingness of local community to actively participate which depends as outlined above on the degree of participation,
- appropriate institutional set-up (including NGOs and representatives of target groups),
- commercialized activities,
- based on locally available skills, rawmaterials, demands and markets,
- production oriented rather than training oriented,
- appropriate integration of women, etc.
- ministries and ministerial staff involved in implementation do more harm than good as they -as a rule - lack commercial and entrepreneurial skills and spirit, tend to top-down approaches and favour development strategies for rather than **with** people.

The GCP (as we are taught from the Sierra Leone experience) can easily be deformed into a static institution. **Development of RSIE and informal sector require, however, participatory approaches** and, as has been outlined above, particularly when aiming at the integration of women - a **more direct and lower level of implementation, flexible and specifically tailored measures and long-term strategies, close monitoring and continuous dialoguing with target groups.** Therefore, after a thorough problem analysis, strategies and programmes should be adequately developed with the target groups concerned, existing experiences of other development-agencies in the country be evaluated, and not ready-made (standardized) concepts (like GCP) be sold at Ministry level. An adequate time-frame should be foreseen and the question be examined which would be the most adequate implementing agency.

3. Crucial Project Stages

3.1. Problem Identification, Diagnosis and Sector Programming

Before a project can be designed, usually a problem ("obstacle standing in the path of achieving some development objective in the national plan" - Design and Evaluation Manual, Vol. I, page 6) has been identified and an **industry sector programme** will be elaborated - that will recommend

(in this context) to develop RSIE. If WID-issues are not considered at this stage, it will be difficult to have them integrated later on as therein priorities are being fixed (among others) concerning

- * policy formulation,
- * priority sub-sectors, and
- * choice of "promoting agencies".

All three of them are crucial for the integration of women:

- **policies** have to state, encourage and promote the integration of women in RSIE-development;
- **sub-sectors** that are particularly important for (rural) women (such as food-processing, production of labour saving tools and machinery, etc.) have to be identified and integrated in the category of priority sub-sectors; and
- existing female organisations/institutions/agencies have to be identified and integrated into the **institutional set-up** foreseen to be upgraded.

3.2. Project Formulation, Appraisal and Approval

The Design and Evaluation Manual characterizes this phase as follows: "The preparation of the project is begun through project formulation, the process by which the design of a project is established, an appraisal conducted and a project document written" (page 6). If WID-issues are not considered and explicitly mentioned right from the beginning of a project's cycle, they will not enter adequately in the PD and it will later be very difficult to evaluate them (lack of baseline data, indicators, etc.).

Preparation of a Project - Surveys, Feasibility studies, etc.

Problem identification and diagnosis depend for a big part on knowledge and information. If no **gender-specific information** is used, the lack of women's participation, particular obstacles and hindrances will not enter in the reflections, will not become part of the problem identification and of the approaches to solve the problem. This section will, therefore, deal with the questions:

- a) which information on women is needed and when? and
- b) where and how to get it?

General Background Information

In order to get an overall picture of the situation of women in a given country, the following information is needed:

- gender specific socio economic basic data (population, population growth, density of population, main ethnic groups),
- health (infant-/child-/maternity mortality rate, hints as to malnutrition),

- education (gender specific literacy rate, enrolment in schools, drop out rates - at least tendencies),
- employment (total employment rate, main sectors, female participation),
- legal restrictions concerning women (e.g. titles of land or houses, property, contracts, credits, etc.)
- important socio-cultural attitudes (e.g. status of women, tabus, traditional women's organisations, secrete societies, etc.)
- the National Machinery (mandate, location, capacity, policies, programme, collaboration and cooperation nationally - links to other government agencies and NGOs - and internationally),
- general and sector-relevant government policies on WID-issues,
- WID-development activities of other bi- or multilateral agencies,
- political women's organisations (especially important in countries with one-party governments),
- women NGOs (individual NGOs, networks, interlinkages, national, regional, professional NGOs).

This type of information is being compiled by UNIDO's Women's Unit and available already for a number of countries. In the field, usually UN-agencies like UNDP, UNICEF, WHO, UNIFEM, etc. should be able to help to get in touch with the National Machinery which then helps to provide further information, especially on NGOs and general socio-economic data and socio-cultural patterns. In some countries, research institutes, universities or even NGOs may undertake research/studies and/or publication on women's issues. (National) women's organisations usually could help in contacts with them or with individual resource persons.

Directly Project-Relevant Information

At different stages different information is needed.

a) Industry Sector Programming:

(see also above):

At this phase women-relevant sub-sectors have to be identified according to

- * sectors in which women are (pre-) dominantly represented,
- * sectors that are important for women (e.g. labour-saving machines and tools)
- * sectors in which women could easily be participating (due to general educational/vocational background, socio-cultural acceptability, etc.).

As a rule, gender-specific data related herewith is scarce or even non-existent; but discussions with National Machinery, (national) Women's Organisations could provide the necessary information.

b) Area-Based Diagnostic Directories/ The Example of Districts:

- Diagnostic Directories established on the basis of rapid appraisals (see below) should be more than a mere inventory of existing SSE.

- Inventories should also include self-employed full or part time professionals in the SSI sector such als outdoor tailors (informal sector!)

- In order to know the existing actual participation and representation of women in the sector, the following distinctions should be made:

* male/female ownership (for societies also male/fem. shareholders)

* number of male/female employees

* cooperatives and production groups as to male/female members.

- To get a more precise and realistic "diagnostic" picture of the SSI sector in a given district, its problems and potentials, the following basic information is needed:

* Description of the district:

location, administrative structure, composition of district administration (represented sector ministries and field-/extension staff - males/females), land utilization, town- and village profiles, main sources of income (i.e. main economic activities); a map of the District

* Population:

total number, age-sex structure, density, number of major towns and their population, income-groups, ethnic and religious composition

* Infrastructure:

roads (kms, conditions, types), communication (railway, buses - fares! - telephones, telexes), electricity, water supply, health and educational facilities (primary, secondary, vocational/technical training institutes and male/female enrolment), banking facilities (type, location, conditions of loans, credit schemes offered by them), market centres (temporary or permanent, specialities), transport facilities (transport hire services of companies, cooperatives, etc.), registered NGOs (professionals and others as to types, activities, male/fem. membership, location)

* Resources:

a) Raw Materials: forests, agriculture, animals, minerals, etc.

b) Human Resources: gender-specific literacy rate, enrolment and drop out rates, particular skills, availability (i.e. in respect of women: division of labour in agriculture, seasonal and daily labour peaks), organisational and

self-help potential (inventory of traditional and "modern" organisations/associations/groups)

* Inventory of existing Industries/SSI including informal sector: name, location, male/female ownership, production (type, capacity, production mainly on orders/contract/stock, etc.); marketing (self-organized/through others), raw materials used (locally available, imported); building or working place, equipment/technology used; male/female employment on a full/part time/or seasonal basis; problems (felt needs/observations of surveyor); membership of professional and/or other organizations/associations, etc.

* Analysis of existing enterprises: (sub-)sectors as to male/fem. ownership and employment; (felt) needs as to type of assistance needed (male/fem.), degree of professional organization/self help potential, degree of diversification of SSI sectors and sub-sectors, structure of marketing and procurement of raw materials.

* Additional information on women: traditional cultural and social patterns that might hinder or promote women's participation.

Methodological Remarks on Rapid Appraisals (RA)

- In order to avoid time- and resource consuming in-depth-research, RA can be applied to collect the basic information needed for project planning. RA require a thorough preparation. It has to be clearly defined:

- *what kind of information is needed, and
- *of whom or where to get it.

Questionnaires have to be elaborated accordingly, to be tested and finalized, interviewers to be prepared, authorities to be informed and invited to participate.

- The RA-team should be composed of CP-Ministry's professionals and representatives of (local) professionals or professional organizations (NGOs); at least one member of either group should be female; ideally, the ministerial staff should be the one that already is or in future will be based in the district surveyed.

- The team should have an experienced team leader who introduces method, questionnaire, logistics, etc. in a 2-3 days workshop to team members before starting the survey.

- RA ask for close cooperation with local authorities at each level; if possible, general information about a planned RA should be publicized (radio, newspaper, official channels such as the political structure, etc.) well ahead of the actual execution.

- A thorough explanation as to the nature/function of the RA should be given to the individual SSE which has at the same time a kind of sensibilisation effect.

- As members of informal sector in general and women in particular are easily overlooked (they don't have established workshops, signs, etc), representatives of local authorities should be asked to act as resource persons at town/village level.

- Existing (productive) women's/male/or mixed groups (or cooperatives) should be identified through assistance of local authorities and local NGOs;

- women interested in SSI-activities to be identified through group-discussions at village level; contacts should be arranged through either traditional (female) leaders, or local representatives of NGOs or -in their absence- through local authorities;

- information on traditional cultural and social patterns, on particular female skills, division of labour, etc. can be collected through various sources: official channels, discussion with women's representatives (officials or NGOs), traditional authorities (male and female), and last not least through direct discussion with individual women and/or small women's groups. They could be addressed through their locally accepted (female) representatives or (female) authorities or on a casual basis, e.g. where usually women are to be found: at market gatherings or water places. In this respect, it is important to collect **qualitative** information through in-depth interviews.

Recommendations concerning District Industrial Planning

- Based on a thus established DD, potentials for new industrial investments in the district should be indicated and therein proposals for female participation in SSI be elaborated.

- The proposals should be cross-checked with representatives of district authorities as well as representatives of professional organizations and/or other NGOs; adequate female participation has to be assured.

- The proposals should indicate priorities as to sub-sectors, location, female participation, etc. ; phases should be proposed and clearly be indicated.

- Priorities should be given to

- * upgrading existing SSE
- * SSI based on locally available raw materials
- * towns/market centres
- * institutional set up of planned measures/activities

- The development of SSI depends largely on the development of the general infrastructure and of the purchasing power of the population in a given district; special attention should, therefore, be paid to development activities in other sectors, e.g: agriculture, roads, communication. It is not sufficient, eg., to indicate estimated demands of consumer goods and essential commodities without indication of expected development of purchasing power (ref. to discussion of concept above).

3. 3. The Project Document (PD)

The PD is the key document that proposes strategies, approaches and measures that aim at solutions of the problems identified and serve as a basis for monitoring and evaluation.

- In order to assure full participation of women it is necessary to include the integration of women in the "immediate objectives".

- Background and justification of the PD should refer to the specific situation of women and justify their participation.

- Project proposals should outline specific projects aiming in particular at the participation of women.

- The part on "administration of the programme" should take care that women's participation at all levels is adequately institutionalized.

- Outputs and activities have to indicate objectively verifiable and measurable indicators concerning the participation of women.

- Inputs have to consider that outputs and activities concerning the participation of women are (financially) covered. That includes, e.g. that

- * part of the staff is female, and
- * a post is foreseen to coordinate and catalyze activities concerning women,

* that funds are provided to cover e.g. additional surveys, adaptive research on labour-saving technologies, a.s.f.

- Preparation of the framework for effective participation should not only involve national and international staff in the project but also representatives of local authorities and of target groups. They should, however, be named in the PD.

- Development support communication should be institutionalized and the parties concerned be stated whereby female participation has to be included.

- Institutional framework should include on a national level the National Machinery, and professional women's NGOs, on implementation level representatives of female NGOs and of target beneficiaries. It should be assured that government/officials/local authorities etc. do not outnumber professionals and representatives of target groups (a minimum-balance should be 50:50).

- Prior obligations and prerequisites should - if necessary - include further research on WID-relevant issues.

- "Future assistance" should be preceded by the "handing-over procedure" and provisions outlined for it.

- Schedules of monitoring, evaluation and reports should state the participation of female representatives (NGOs or individuals) in monitoring and evaluations and of National Machinery in Tripartite Reviews.

- **Internal appraisal and approval procedures** should explicitly focus on the examination of whether or not WID-issues are adequately considered and outlined in the project design. It should become a rule that projects who do not aim at the integration of women should at least justify why this is not the case.

3.3.1. Critical Remarks to UNDP's WID Project Review Form

This form asks under 2.1. the following question:

"In your view have issues of relevance to women been adequately reflected in the project".

This formulation could be an easy way to bypass relevant WID-issues because it is left to the individual to judge what is relevant for women; and why. If the person filling out the form is not fairly sensitized, or does not

have the necessary information, he/she will with a safe conscience say "yes". It would be better to ask

"how does the project's objective affect women?"

as this would require a more detailed reasoning that could help the ones appraising and approving the project for a more adequate appraisal.

Under 2.2. women are classified as "recipients and/or beneficiaries". This terms produce the impression of women being dealt with as **objects** rather than **active agents of development**.

Generally, it would be most desirable to have all questions concerning WID-relevant issues integrated in the overall PD.

Appendix 1

Report of Activities

1. SIERRA LEONE

5.3.90:

- UNIDO, Mr. Barioli, JPO
- Dr. Nora Pratt, National Organisation for Women (NOW), Secretary General
- Mrs. Marie Barnett, Sierra Leone Women's Co-operative Society, Member of Advisory Council of Women's Bureau, Vice-President for NOW (Southern Region)
- Mrs. N'jai, Ministry of Rural Development, Chief Social Development Officer
- Western Growth Centre, Tower Hill: Mr. Matturi, Mr. Jaiah
- Mrs. Joka Bangura, Consultant for UNIFEM

6.3.1990

- UNDP-Library, Mr. Adamo
- Ministry of Rural Development, Social Services and Youth/ Women's Bureau (WB): Mrs. P. S. N'jai, Mrs. Jannah, Director of WB, Mrs. Tucker, Deputy Director WB
- Mrs. M. Tholley, Managress of Growth Centre Pujehun
- Mr. S. Pattoo, CTA UNIDO (NIDFO)

7.3.90

- NIDFO: Mr. Pattoo, CTA, Mr. Z. Richards, General Manager
- appointments in Ministry of Industries and Ministry of Planning
- flight reconfirm. for Liberia, visum

8.3.90

- UNDP: Res.Rep. Mr. O. Yücer
- Mrs. Foh, former Director of WB
- Ministry of Industry and State Enterprise: Mr. A.T. Morgan, Director of Industries

9.3.90

- UNICEF, Documentation Centre
- Ministry of Development Planning: Ms. Barley, Senior Programme Officer
- Mrs. Yousou-Sherif, WAND, Advisory Board of WB and member of Board of Directors of NIDFO
- Mrs. M. Quii, Waterloo, SSE in bamboo-furniture
- Liberian Embassy

10.3.90

- review of interviews
- study of documents
- planning of field trip
- visit of NOW ceremony of 1st Anniversary in St. Joseph's School, Brookfields

11.3.90

- journey to Bo: Mr. Tunis, coordinator, Mr. Said, mechanic and driver and Pujehun: Mrs. Tholley, GC Managress, Paramount Chief, Mr. E. Sese, teacher and member of GC Committee, Mrs. N. Robertson, former UNV and GC Managress

12.3.90

- District officer: Mr. Mohamoud A. Idriss
- Hospital: Dr. Mansaray
- MCH-Clinic: Sister F. Bayo, Member of GC Committee
- Min. of Rural Development: Mr. Kalou
- Mr. Lamina, former tailor of GC
- Barclay's Bank: Manager
- GC: Mrs. Tholley, Managress, Mr. S. Massaquoi, Chief Trainer Tailoring, Mrs. A. Kamara, Assistant of Managress, saleswomen and trainer for needlework, crochet, tailoring and gara-making, group of 3 fem. tailors (production group)

13.3.90

- GC: Carpenter, group of tailoring trainees, meeting with GC Committee, cultural display
- Mrs. Robinson

14.3.90

- GC Managress Mrs. Tholley
- travel to Bo: Coordin. Centre: Mr. Tunis
- Bo-Pujehun RRD-Project GTZ (appontm.)
- travel to Kpandebu
- GC Kpandebu: Mr. Fatorma, Manager, Mr. Bawoh, Secretary and Treasurer
- courtesy call on town chief and elders
- Mrs. B. Kamara: soap maker and Committee Member
- Mr. F. Sheiku Kane, Committee Member

15.3.90

- travel to Bo: GC Managers' Meeting
- Bo-Pujehun/GTZ: Mr. Alff, Mr. Leber
- return to Kpandebu
- travel to Bakar: Paramount Chief Mr. V.A. Dassama
- return to Kpandebu

16.3.90

- GC: group of blacksmiths, weaver-trainer, 2 weavers' groups, carpenters, Mr Bawoh
- Meetings with Committe members and group of (100) villagers, among them appr. 20 women
- discussion with a group of village women
- visits of school, capenter's shop, health clinic

17.3.90

- GC: Mr. Fatomar, Manager
- travel to Bo: meeting with Evaluation Team of Bo-Pujehun RRD-Project/ GTZ, Coordin. Centre: Mr. Tunis
- visit of tradit. weaver's shop
- return to Freetown

18.3.90

- evaluation of discussions, interviews, observations, preparation of preliminary findings and conclusions, preparation of weekly planning

19.3.90

- UNIDO Mr. Barioli, JPO
- Mrs. Tholley, Mr. Sese (GC Pujehun)
- travel to Waterloo, visit of cane-chair-SSE of Mrs. M. Quii, return to Freetown

20.3.90

- travel to Binkolo: visit of GC, discussions with Mr. Brima, foreman carpentry (acting Manager), Mr. B. Kanu, chiefdom speaker and chairman of GC Committee, Mr. D. Kanu, Headmaster of Primary School, Secretary of GC Committee, Mrs. Dura, wife of Paramount Chief, Mammy Queen of Binkolo, interviews with GC-workers
- return to Freetown

21.3.90

- WB: Mrs. N'jai and Mrs. Janneh
- ILO Consultant Mrs. Inès Thyssen, Voc.Training/Women's Issues ILO Lusaka
- evaluation of Binkolo and prel. findings

22.3.90

- UNIDO: Mr. Barioli, present. of findings
- NIDFO: Mr. Pattoo, Mr. Richards, Mrs. Youssou-Sherif
- departure Freetown, flight to Monrovia

23.3.90

flight to Nairobi

24.3.90

- del. arrival, overnight in Nairobi
- Mr. P. Mukasa, Managing Director of Uganda Post and Telecommunication

25.3.90

flight to Entebbe, travel to Kampala

2. UGANDA

26.3.90

- UNIDO: Mr. B. Larson, JPO
- MOIT: Mr. Langoya, Commissioner
- study of Ug. and World Bank Documents

27.3.90

- MOIT: Mr. Langoya, Mrs. J. Mambule, Senior Programm Officer and Counterpart for Mission
- Friedrich-Ebert-Foundation (FES): appointm.
- diff. appointments, study of diff. documents

28.3.90

- MOIT
- FES: Mr. U. Prien, Project Manager
- UWEA (Uganda Women Entrepreneurs Association)
- visit to fem. entrepre., members of UWEA:
 Suzie Fashion (tailoring), Equator Pharmacy Ltd., producer of jewellery
 (clay beads)
- diff. appointments (Ministry of WID, Prime Minister's Office, etc.)
- USSIA: Mr. J.K. Wasswa, Chairperson

29.3.90

- The Prime Minister's Office: Mrs. N'tiro, Aid Coordinating Officer
- NCW (appointm.)
- UNIDO, JPO
- UWFCT (Uganda Women's Finance and Credit Trust Ltd): Mrs. S. Mangali,
 General Manager
- Makerere University: Mrs. Natakunda, Researcher on Women in SSI
- ACFODE (Action for Development): Mrs. M. Kihambihaki, Programme
 Coordinator
- UNICEF: Ms. G. Kiwanuka, Progr. Officer

30.3.90

- MOIT: Dr. W. Kazibwe, Deputy Minister
- Ministry for Women in Development; Mrs. Guawatudde, Progr. Officer
- NCW (new app.)
- UCB: Mr. J.S.L. Nyanzi, Chief Manager Industrial Projects, Dev Finance
 Credit Group
- NRM: Directorate for Women, Mrs. Mukwaya, Director

31.3.90

analysis of week's meetings, study of documents, preparation of field trip

1.4.90

journey to Mbarara

2.4.90

- Acting DA: Mr. Rwigyema
- The Cooperative Bank Ltd: Mr. L. Kwirigira, Principal Officer
- UCB Local Branch: Mr. Tumutegyereize, Manager
- UCB Regional Branch: Mr. Maxwell, Regional Accountant
- USSIA: Ms. Afisa Nakayunga, Secretary
- University for Science & Technology: Mr. S. Baziraki
- interv. with fem. outdoor tailor

3.4.90

- AWSHA (Ankole Women's Self Help Association)
- Mrs. I. Lwere: Gaba Special Bread
- Phojo Women's Group (Ruharo Hill)
- Makenke Brick Makers
- RC V: Mr. J. Sabiti, Chairman, Mrs. I. Mehangye Secretary for Women's
 Affairs

4.4.90

journey to Ntungamo:

- visit of trading centre
- shoemaker
- Mrs. S. Nabutume, tailor
- Ndejja: Buteranire W's Group (brickmaking), bakery
- Ryakasinga: Centre for Higher Education: brick- and tylemaking, pottery
- Mrs. B. Katamba, Agricultural Assistant/Home Economics
- Mrs. J. Iriyo, CD-Assistant
- Mrs. I. Rwamuchopo, District Community Officer
- Mrs. I. Mehangye, RC V Secretary for Women's Affairs

5.4.90

- Katutumba Academy
- Katutumba Industries
- Nyamityoboro Women's Group
- Rwebishuri Women's Group
- USSIA; Mr. R. Tuhamuire, Zone Organizer
- journey to Masaka
- meeting with USSIA-team, disc. of programme
- RC III Secretary for Women

6.4.90

- DA: Mr. Semwogerere
- Kyambala General Agencies (Soya Processors)
- Creps-Production of Pineapple Limonade
- Ssaza Women's Handloom
- Masaka Industrial Development Centre (USSIA-Branch)
- Muwebwa (prod. of Medicine of Local Herbs)
- Mossewa (prod. of edible oil)
- Habaco (prod. of jams and marmelade)
- journey back to Kampala

7.4.90

- FES, Mr. Prien
- Dr. Zobel, German Embassy
- evaluation of field trip

8.4.90

- Mrs. M. Fischer, Project Adviser, NCW
- draft of prelim. conclusions

9.4.90

- UNIDO: Mr. Larsen, JPO
- NCW: Mrs. F. Nekyon, Secretary General
- Ministry of Planning and Econ. Developm. (app.)
- UWFCT: visit of projects within Kampala District: Mrs. M. Kitamirike (cookies, jam, peanutbutter), Mrs. F. Ssemanda (hatchery), Mrs. Nansana (weaving), Mrs. M. Damulira (furniture making)

10.4.90

- UNIDO: Mr. Larsen
- Ministry of Planning
- MOIT
- Ministry for Women in Development: Mrs. D. Nassolo, Undersecretary.

- Mrs. R.D. Tumusiime, Commissioner**
- **Makerere University**
- **UMA: Dr. N. Tardekwire, Exec. Director**

11.4.90

- **UCB: Mr. Nyanzi**
- **UMA: Mr. A. Sabiiti, Inform. Officer**
- **UGADEV Bank Ltd; Mr. T. Lukwanzi, Public-Rel. Officer and Mrs. F. Kasule, WID-Desk Officer**
- **ILO: Mr. J. Ssekatawa, project Coordinator**
- **RO-SA Bros., Butchery**
- **journey to Masulita (Mpigi District) Vocational Training Center: Mr. K. Kleinschmidt, AICF (Action Internationale contre la Faim).**

12.4.90

- **MOIT: Mr. G.E.E. Okutu, Permanent Secretary**
- **UNIDO: Mr. Larsen**
- **MOIT: Mr. Langoya, Commissioner**

13.4.90

departure Kampala

14.4.90

arrival in FRG

Appendix 2

(Selected) Bibliography

- **Aurora Research Corporation Washington: "Women in Development", Sierra Leone, July 1982**
- **BMZ ES 31/AS 5: Women in Micro Enterprise in Urban and Rural Poverty: Participatory Initiatives and Promotion Policies by Gudrun Kochendorfer-Lucius and Karl Osner, Bonn, February 1988**
- **Chata, Enyinna: The economics of the Gara (Tie-Dye); Cloth Industry in Sierra Leone, Michigan 1978**
- **Dunstan, Spencer S.C. and Ibi T. May-Parker and Frank S. Rose: Employment, Efficiency and Income Processing Industry of Sierra Leone. African Rural Economy Paper No.15, Njala/Sierra Leone, Michigan USA, 1976**
- **Elbers, Doris: Bildungsprogramme und Bildungschancen für Mädchen und Frauen in Ländern der Dritten Welt - Das Beispiel Sierra Leone, in PERIPHERIE Nr. 7, Winter 1981/82**
- **ILO: Technological Change, Basic Needs and the Condition of Women, Geneva, June 1984**
- **ILO: Women's Employment Patterns, Discrimination and Promotion of Equality in Africa. The Case of Sierra Leone, Addis Ababa, 1986**
- **ILO/DANIDA/80/INT/35: Rural Development and women: Lessons from the field, Vol.I Geneva 1985**
- **Ministry of National Development and Economic Planning and UNICEF Freetown: The Children and Women of Sierra Leone. An Analysis of Their Situation, 1989**
- **Sierra Leone National Commission for UNESCO: Education Training and Employment Opportunities for Women in Sierra Leone, Freetown Jan. 1974**
- **Statistisches Bundesamt Wiesbaden: Länderbericht Sierra Leone 1989**
- **Statistisches Bundesamt Wiesbaden: Länderbericht Uganda 1988**
- **UNICEF Kampala, Uganda: Children and Women in Uganda, 1989**