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THE INTEGRATION OF WOMEN IN INDUSTRIAL DEVELOPMENT:
UNIDO POLICY AND FIELD OPERATIONS IN
THE SMALL- AND MEDIUM-SCALE INDUSTRY SECTOR

Working Paper VI*

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* The opinions expressed in this document are those of the author and do not necessarily reflect those of the UNIDO Secretariat. This document has not been edited.

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INTRODUCTION

The issue of women in industrial development has always featured on the agenda of the policy-making bodies of UNIDO and since 1987 has been included on the agenda of the General Conference. With each passing year, the issue is afforded more attention at the policy level but very little attention is paid to the mandates at the programme/project level. This failure to involve women in the project planning process correlates with a lack of recognition of women as participants in the industrialization process and a failure on the part of those involved in project identification and formulation in meeting the Organization's policy demands. As such, the point of any study concerning the integration of women in industrial development and UNIDO is to move beyond the political mandates which guarantee a place for women in industrial development to a presentation of the issues of importance to women at a subsector level and a methodology for incorporating these issues in project identification and design.

The present study is based on a review of projects, passed on to the Project Review Committee (PRC) from 1988 through May 1990, in the small-and medium-scale industry sector. The desk review is not entirely comprehensive as not all of the small- and medium-scale industry projects from this period were reviewed. There are

88 projects within this industrial area entered in the main data base of UNIDO from 1988 to present. However, many projects have yet to be appraised as they are still in a concept stage or they have special funding arrangements which preclude a formal appraisal by the PRC.

A total of 48 projects were reviewed: of this group 21 have been examined in detail in part III of the study as they reveal a scope for women's participation. It should be added that this analysis of projects in part III is purely hypothetical. The projects' status may not be on-going as a result of an unfavorable appraisal or due to special or precarious funding arrangements. The selected documents have been reviewed simply for illustrative purposes: to give an overall view of the types of technical assistance projects passed on to the PRC for a discussion of how and why to integrate women into projects designed for the sector. A listing of all projects reviewed may be found in the annex.

The aim of the study is one, to reveal the discrepancy between the official policy mandates calling for the integration of women in UNIDO's technical assistance projects and the reality of how infrequently women or issues of concern to women are addressed in projects planned for the small-and medium-scale industry sector. Two, to provide recommendations, based on examples from the review, on how to integrate women into project identification and formulation in the subsector to improve UNIDO's performance in

addressing its policy mandates. And three, to assist the Unit for the Integration of Women into Industrial Development in designing subsector-specific guidelines for use by staff in formulating projects in the sector in line with its Programme for 1990-1995.

The study is divided into four sections. The first section gives a brief overview of UNIDO's mandate on the integration of women in industrial development and of the Unit for the Integration of Women into Industrial Development's Plan of Action. The second section discusses the small- and medium-scale industry sector to illustrate why this sector is especially relevant for women's participation. The most common obstacles and constraints to women's economic participation in the sector are included to increase awareness of what type of assistance is required in project identification and formulation for women as participants. The third section details 21 projects selected from the desk review and briefly explains how each project could have incorporated women into the overall project strategy, while at the same time achieving the project's immediate objectives and enhancing its development objective. The last section provides conclusions and recommendations.

I. UNIDO's Mandate for the Integration of Women in Industrial Development

A. Review of UNIDO's Policies

An overview of UNIDO's policies is useful as a means of illustrating how the issue of integrating women in industrial development projects has been approached from an institutional point of view. The issue of the integration of women in industrial development has always featured on the agenda of the policy-making bodies of UNIDO, such as the Industrial Development Board (IDB), and since 1987 has also been included on the agenda of the General Conference (GC).

A major resolution to give direction to UNIDO's policy on the integration of women in industrial development was adopted by the Forth GC of UNIDO held in 1984 (ID/CONF.5/RES.9). This resolution, inter alia, urged UNIDO's Secretariat to ensure that the integration of women is taken into consideration in the design and implementation of all technical co-operation and study activities. Priority areas to this effect were identified as a) industrial sector and subsector planning at the programme and project levels, b) human resource development, including special training programmes for women in such areas as entrepreneurship development and industrial management, c) small-scale enterprises, particularly

in rural areas and, d) transfer of technology.

In 1987 the IDB took note of the System-Wide Medium-Term Plan for Women and Development Subprogramme 2.4 Industry and requested the Secretariat to spell out a strategy to comply with UNIDO's responsibility under this programme in its revision of the medium-term plan for UNIDO for the period 1990-1995 (IDB.3/Dec.13). The GC in 1987 passed a similar decision (GC.2/Dec.16). In resolution GC.2/Res.4, the Conference also requested the Director-General to develop training programmes specifically designed to facilitate the acquisition by women of skills at all levels (such as technological, managerial and entrepreneurial skills). Staff training to increase the awareness of the role of women in industrial development was also recommended (GC.1/Dec.29, IDB.2/Dec.21, GC.2/Dec.16, IDB.4/Dec.24).

All resolutions/decisions passed by the GC and IDB in the period 1984-1988 requested UNIDO to apply guidelines and other measures to promote the integration of women in the identification, design, implementation, and evaluation of all technical co-operation activities and in studies programmes.¹

¹ The information in the above sub-section has been taken from Matters Referred to the General Conference: Integration of Women in Industrial Development (GC.3/CRP.3 15 November, 1989).

In essence, the mandates for the integration of women in industrial development require that the Organization increase at all levels the number and proportion of women engaged in industry and related activities in both rural and urban areas in developing countries. The issue of the integration of women in industrial development is now one of the main elements in the medium-term plan 1990-1995. During the plan's period:

UNIDO will ensure that women are more fully integrated in technical co-operation and promotion activities as well as in policy study and research programmes... Care will be taken to ensure that women are equal beneficiaries, especially in projects related to industrial planning, small-scale and agro-industries as well as to the development of appropriate technologies and human resources.

B. The Unit for the Integration of Women into Industrial Development

In 1986 the Unit for the Integration of Women into Industrial Development was established and in August 1989 the Unit was placed under the Industrial Co-operation and Funds Mobilization Division (ICFM/WOMEN). UNIDO, primarily through ICFM/WOMEN, has worked to meet the requirements of its mandate for the integration of women in industrial development. Guidelines for integrating women into industrial development projects were developed in 1986 but their general nature has limited their use by project designers. To address this shortcoming the Unit is in the process of developing subsector-specific guidelines for use in designing, monitoring, and

evaluating projects and programmes that will be easier for project planners to use and to adapt in an effort to include women as beneficiaries of the planned projects' intervention. The Unit has also devised a Plan of Action for activities foreseen during the biennium 1990-1995 to promote women in a systematic way in UNIDO programmes and projects. The Plan of Action is detailed in document GC.3/CRP.3 (15 November 1989), UNIDO Programme for the Integration of Women in Industrial Development 1990-1995.

II. The Small- and Medium-Scale Industry Sector

A. Why Target Women for Participation in UNIDO's Projects in the Small- and Medium-Scale Industry Sector?

The small- and medium-scale industry sector is a natural conduit for women's participation. There is considerable information available detailing the importance of women's participation in small-scale industry production. There is also a wealth of information documented on the importance of stimulating growth in the sector as a means of improving economic development at large. The sector is recognized as a priority field for women and one where women are considered natural agents of development given their high participation. However, the desk review of UNIDO projects formulated for the small- and medium-scale sector reveals that women's interests are not taken into consideration at the planning stage, at the time of project identification which is essential if women are to be integrated effectively.

A good deal of small-scale industry in developing countries might more accurately be described as micro-scale industry; small businesses are set up in the home or on the premises of the family to whom they belong. The terms "household" and "cottage" industries are indicative in this respect. It is this combination of home and industry that enables so many women to work as entrepreneurs and employees. In rural areas above all, many women

are involved in small-scale industry which is an important form of income for a peasant household.

According to research conducted in the rural small industrial enterprises (RSIE) sector, for approximately fifty per cent of women in rural areas RSIE provides a supplementary source of income to farming. This phenomena is due in part to the pattern of urban migration of the male population which developing countries have experienced over the past two decades. In many countries women now form the majority of the labour force in rural areas: one which is unique in its stability (women's mobility, unlike their male counterparts is restricted) and where the potential is largely untapped.

Most manufacturing enterprises in rural or semi-rural areas have emerged from traditional artisan crafts where women have always been principle employees and generators of small-scale enterprises. The concentration of women employees in the small- and medium-scale industry sectors in rural areas is in food processing, textile/garment, and handicraft industries. In more urban locations women are emerging in the manufacturing branches of electronics and plastics. If the overall objective of a UNIDO project is to develop or to upgrade through the transfer of technology or through training one of these manufacturing sectors, then the people connected to the sector must be considered, the women who often comprise the majority of the labour force.

B. What Are the Barriers and Constraints Faced by Women Entrepreneurs?

Women's potential contribution to industrial development has not been sufficiently realized due to the lack of gender-specific data in many countries, which if available could convincingly help to identify the reasons for this state of affairs, and due to a number of obstacles, mainly determined by these attitudinal and socio-cultural factors, which specifically affect women. In many societies remunerated work performed by women has not been accepted socially. Women are looked upon as supplementary income earners and consequently receive lower wages and are slated for low-skill, labour-intensive jobs.

In general, it appears that the position of women as employees or small-scale entrepreneurs is scarcely taken into consideration in the drawing up of the sector policy formulation at the government level. In the small-scale industry sector in particular women's contribution is usually not recorded yet indispensable in supplying locally produced consumer products to meet rural needs. To the small extent that government intervention on the behalf of women does occur, it is often perceived as an unwanted interference. This is so because the activities of many women are not perceived as particularly market oriented and are, therefore, less susceptible to industrial policy than to policy aimed at

improving distribution and access.

Instead, most government support programmes in developing countries concentrate training and advisory services on men. When women are addressed, support is typically provided in the areas of health and welfare rather than in business. Although important, these areas fail to provide women with entrepreneurial and marketing skills. Women are additionally restricted from engaging in entrepreneurial activities due to their exclusion from business associations and their inability to obtain credit. The fact that women normally do not own property means that they cannot fulfill banks' collateral requirements and consequently are perceived as high risk borrowers.

Those involved in project identification and formulation at UNIDO are capable of overcoming, through example, many of these attitudinal and socio-cultural barriers which restrict women from realizing their full potential and the recipient country from making the best use of its human resources. If projects for the small- and medium -scale industry sector are designed to incorporate women and adequate support structures are foreseen and budgeted for to overcome the problems faced by women entrepreneurs - access to credit, technology, training; marketing difficulties; industrial policy and lack of government incentives; membership in associations; etcetera - then preconceived notions of women's inferiority/inability to engage in industry at all levels would begin to fade.

C. Three Approaches for Integrating Women into Project Design

The Unit for the Integration of Women has detailed three approaches which can be used to address the integration of women in technical co-operation, study, and research activities. The first is to **mainstream**, to incorporate women in the overall design of the project as target beneficiaries; the second, to create a **special component for women** within a larger project; and the third, to **design a project specifically for women**. Regardless of the approach selected, project identification and formulation depend on knowledge and information. If **gender-specific information** is not included in the identification and diagnosis of the **development problem**, then those obstacles and barriers to **women's participation** will not enter into the project's strategy and as a result will not be addressed. In the next section recommendations will be given on how and where to incorporate women in 21 of UNIDO's small and medium industry projects.

III. UNIDO's Small- and Medium-Scale Industry Projects

A total of 48 projects from the time period 1988 through May 1990 passed onto the Project Review Committee (PRC), all within the industrial area of small- and medium-scale industry were desk reviewed. (The numbers and titles of all projects reviewed are annexed.) Only three projects within the sector were designed to specifically benefit women and listed integration of women into industrial development as an industrial area, along with the small- and medium-scale industry sector. Only five projects reviewed (excluding those that were designed to benefit women) even mentioned women in the background and justification section of the document or as a special consideration/indirect beneficiaries of the planned intervention. Despite this overall lack of attention paid to women in the projects' design, on review it is apparent that in 21 of the project documents (again excluding those three that are designed for women) there is some scope for integrating women either through mainstreaming or as a separate component of the overall project.

The purpose of this analysis is not to reformulate 21 projects to incorporate a component for women. Similarly, it is not to single out implementing branches or backstopping officers of UNIDO for their lack of consideration of women and issues of concern to women in projects. Instead, the purpose of this study is to

increase awareness among UNIDO staff involved in project identification, formulation, and appraisal of what types of projects easily lend themselves to women's participation in the small- and medium-scale industry sector and to demonstrate how women can be integrated logically into a project's overall strategy. In addition, the exercise has the dual advantage of illustrating how various types of direct support, preparatory assistance, group/direct training, pilot, and workshop/seminar projects in the small- and medium-scale industry sector can be effective both in the goal of industrial development and in meeting their immediate objectives while, at the same time, exhibiting positive results for the female population.

The tables that follow provide a breakdown of the 21 projects selected from the overall review as follows: the project's number, title, implementing branch, immediate objectives, outputs, amount/duration, and remarks on how the document could have included women and logical explanations for why it should have mentioned women based on its objectives and outputs.

**AREA: SMALL- AND MEDIUM-SCALE INDUSTRY
PROJECTS WHICH COULD HAVE INCORPORATED WOMEN**

PROJECT NO/ TITLE	SECTOR	PRIMARY FUNCTION	IMMEDIATE OBJECTIVE(S)	OUTPUT(S)	AMOUNT/ DURATION	HOW WOMEN COULD HAVE BEEN INTEGRATED
US/INT/88/162 Enterprise to enterprise co-operation for transfer of technology and technical assistance to small and medium industries in the engineering sector (light engineering and metal working) IO/ISS/INFR	Metal industry	Direct support	To create a mechanism for promoting industrial co-operation in the field of engineering between small and medium industries in India, Philippines, Malaysia, Egypt and Malawi	15-20 viable co-operation agreements from small and medium enterprises in India to their selected developing countries. Report assessing experience gained	US\$ 415,928 2.5 yrs	The project envisages identification missions to the four selected countries and to India to identify potential enterprises for co-operation. The missions should include gender-specific issues and indicators as required in the TOR. The project coordinator should be aware of WID issues; women are represented in light engineering and metal working and the outputs should foresee their participation. The report assessing experience gained should also include an assessment of women's role and conditions of participation in industry.
US/KEN/88/175 Pilot Demonstration Simple Manufacturing Plant to upgrade Jua Kalis + training IO/T/ENG	Engineering Industries	Pilot	To establish a pilot demonstration manufacturing plant. To pave way for selected upgraded Jua Kalis to be able to be effectively capable to occupy empty KIE sheds.	A well functioning pilot plant. 50-75 upgraded existing Jua Kali Kamulcunji groups operational in pilot plant. 80-100 new jobs created. Established subcontracting arrangements. Guidelines on transformation of pilot plant and revolving fund.	US\$ 175,000 3.0 year	Women are mentioned under special considerations, but they are in no way incorporated into the design of the document. Women make up the majority of the employees in the Jua Kalis. In order to upgrade Jua Kalis, there must be an assessment of women's roles and participation. The local UNIDO experts should include women. A socio-economic impact study and gender-specific analysis should be included among the outputs.
US/CFR/88/241 Study and seminar on Development of Rural and Township Industries in Theyian Province. PPD/IPP/REG	Other small + medium scale Industry.	Direct Support	To develop + recommend to the government authorities new policies + strategies for fostering + supporting development of small scale industries in rural township areas.	Report providing an economic analysis and strategy for rural and township industry development including recommendations as to policies and measures for promotion + support of such rural + township industries. A series of analyses of relevant schemes or approaches in support of development of SSI in selected other developing countries.	US\$ 115,000 7 months	Women comprise a significant part of the rural township and cottage industries in China and in other developing countries. Analysis of the economic and social effects included in the report should assess women's role in the sector. In the expert's proposal the development strategy should include gender-specific information. The expert should be briefed on WID concerns.
US/GLO/88/153 Convening of the First Consultation on small and medium scale Industries. Bari, Italy IPC/CONSULT	Other small + medium scale Industry.	Workshop	Conduct consultations on small + medium-scale industries including co-operatives at Bari, Italy. Agree on conclusions and recommendations in promotion for accelerated development of small and medium scale enterprises. Identify topics, projects and technical co-operation strategies.	Report on consultation aiming at improving the situation in the small- and medium-scale industry sector.	US\$ 466,325 1 month	Of the 250 participants a number of women should be represented and the document should mention the importance of WID concerns in the promotion of small and medium scale enterprises. The project will endeavor to identify projects in the sector; gender-specific data should be made available to the participants to guide them in project identification.

PROJECT NO/ TITLE	SECTOR	PRIMARY FUNCTION	IMMEDIATE OBJECTIVE(S)	OUTPUT(S)	AMOUNT/ DURATION	HOW WOMEN COULD HAVE BEEN INTEGRATED
SI/RAL/89/801 High level Advice in the establishment of a Furniture Technology Centre at MARA IO/IIS/INRB	Agro (furniture)	Direct Support	To advise MARA in finalizing the list of equipment/machinery and the training programmes for the MARA furniture Technology Centre to be established at Kampong Bata.	Report: equipment/machinery specifications; training needs for small scale furniture manufactures; proposed training programmes for trainees at the centre; proposed programmes for the centre's trainers; recommendations and suggestions for the future operations of the centre	US\$ 10,000 1 month	The expert in furniture production technology's TOR should require that women are included as participants in the training programmes for trainers and trainees at the Centre. Gender-specific information on the manufacturing sector should be included in the final report. The background section of the document should detail the composition of the target population to be employed by the Centre and who are potential employees, specifically women.
SI/MAR/90/901 Immediate Assistance in the field of Production Management in the CMT Enterprise of the EPZ Sector IO/IIS/INFR	Management	Direct Support	To assist the ESC in installing a sound production Management structure for medium scale enterprises to design guidelines in the operation of quality improvement and new production methods and to train production personnel.	Manual on the organization of the production floor; production planning and control charts, trained and well conversant production manager.	US\$ 43,000 4 months	The background and justification section's description of Export Processing Zone's should include gender-specific information as women are largely involved in the sector and frequently exploited. New production capacities have contributed to the displacement of many women employees. The rescue plan mentioned for the Cut, make, trim enterprises should be further elaborated to determine if corrective measures include incentives especially for women employed in the sector or who have been laid off. The project envisages training of personnel. The number of women trained should be mentioned in the output section.
SI/BOT/90/801 Assistance to Fira Ya Diatla Afrique Co. in Marketing and Evaluation of its Expansion Programme IO/T/AGRO	Agro Industries	Direct Support	To enable FYD to develop a realistic export marketing plan for its products; to evaluate the planned expansion programme and make appropriate recommendations.	A marketing plan for export markets in France, Italy, U.K and U.S.A. A report containing an assessment of the country's envisaged expansion programme and appropriate recommendations.	US\$ 33,000 2 months	The document's justification section mentions that women are the main employees of the plant. In the expert's report containing an assessment of the company's expansion programme the assessment should define the training requirements for women employees and should take into consideration their particular needs, which are often distinct from their male counterparts. This requirement should be included in the TOR of the expert. The background section should detail gender disaggregated socio economic basic data.
US/RAS/90/039 Opportunity Studies for small and medium scale Agro Industries in the Mekong Area IO/OS/FEAS	Feasibility	Direct Support	To analyse the technical possibility and economic/financial viability of establishing 7 to 12 small and medium scale agro industries in Lao PDR and N.E Region of Thailand. To enable a potential investor to take a decision on investing in specific investment projects in the agro-industry subsector and to enable Mekong Committee to give advice to the 2 governments.	7 to 12 opportunity studies.	US\$ 196,000 8 months	In the justification for the project more information should be included on socio economic basic data. This would help determine the initial economic/financial viability of establishing agro-industries in the area. Women comprise a large sector of the agricultural economy labour force and should be specifically mentioned in the target beneficiary section. Legal constraints inhibiting the promotion of small and medium scale agro-industries (eg. access to credit, tax policies, etc) should be noted in the opportunity studies so the Mekong Committee can advise the governments on alternative pricing/lending schemes.

PROJECT NO/ TITLE	SECTOR	PRIMARY FUNCTION	IMMEDIATE OBJECTIVE(S)	OUTPUT(S)	AMOUNT/ DURATION	HOW WOMEN COULD HAVE BEEN INTEGRATED
XP/RAS/88/111 Round table meeting on Investment Promotion and the role of the Private sector in Dev. Countries of Asia and the Pacific region. IPP/REG	Other small + medium scale Industry.	Direct Support Round Table Meeting	<ol style="list-style-type: none"> 1. To contribute to design and development of measures for industrial investment policies. 2. To facilitate co-ordination among region's developing countries of investment policies. 3. To identify areas and suggest measures/institutional reforms conducive to favorable environment for co-operation with foreign partners 4. To advise on ways of monitoring international investment flows 5. To identify critical needs for advisory services and technical assistance. 	<ol style="list-style-type: none"> 1. Report on Investment Promotion and role of private sector in Dev. countries of Asia + Pacific region. 2. Research study comparing Investment promotion policies. 3. Draft principles for inclusion in industrial cooperation arrangements. 4. Formulated proposals for technical assistance. 	US\$ 32,000 1 year	Women comprise large sector of small and medium scale industry employment. The consultant should be aware of the WID concerns and of barriers/constraints to women's participation specifically with regard to his/her examination of incentive packages for the promotion of domestic private sector. The consultant's proposal for technical assistance should identify the present role of women in the targeted sector's employment: the potential for expanding women's role and propose credit/financing schemes. Attention should be given to women entrepreneurs in the consultant's evaluation of training facilities. Women industry representatives should be invited, as well as women policy makers, from the 12 developing countries to the round table meeting.
US/MAL/89/025 Programme for the identification, formulation and promotion of industrial investment projects in Malaysia ICT/II/PIF	Other small- and medium-scale industry	Direct support	To assist Malaysian Industrial Development Authority in identification and promotion of up to 50 investment projects for small- and medium scale industries development in various fields/sectors of industry, by holding of investment projects promotion forum and other activities.	Programme for identification, formulation and promotion of industrial investment projects for Malaysia through forum. <ol style="list-style-type: none"> 1. Portfolio of 50 project profiles 2. Document on industrial development review for Malaysia 3. Identification of foreign technical investment partners through UNIDO's IPS + INPRIS systems 4. Create international awareness of investment conditions + project opportunities in Malaysia 5. Letters of intent and agreements prepared for the forum 6. Skill development at MIDA and computer system developed/installed at MIDA. 	US\$ 142,000 18 months	Women are heavily concentrated in export sectors in manufacturing textiles and electronic assembly in Malaysia. The preparation of UNIDO project profiles and the identification of investment programmes/projects should identify simultaneously business opportunities in the manufacturing sector for women. These specifications should be listed in the project's activities section. The draft document for an industrial development review should incorporate socio-economic assessments and gender-specific information. The Investment Promotion officers attached to MIDA should be briefed on WID concerns. The promotional meetings and round table discussions planned should involve women representatives from industry and should include in their agendas issues of concern to women in industrialization. The forum, too, should incorporate women and women's issues.

PROJECT NO/ TITLE	SECTOR	PRIMARY FUNCTION	IMMEDIATE OBJECTIVE(S)	OUTPUT(S)	AMOUNT/ DURATION	HOW WOMEN COULD HAVE BEEN INTEGRATED
US/NOV/88/092 Assistance in the establish- ment of a small scale Industry Development-Centre IO/INFR	Other small and medium scale industry	Direct support	To explore possibilities for esta- blishing a centre for the promotion of small-scale industries	Technical report reflecting: 1. Assessment of current status of + small-scale industries including recommendations on the feasibility of the centre. 2. Identification of at least 10 small-scale project opportunities for 5 of which feasibility studies carried out. 3. Advice + guidance to counter- parts issues related to the esta- blishment of a centre.	US\$ 13,000 1 month	The document mentions in the background section that women are largely represented as employees in the industrial sector but no other mention is made. The potential areas identified for development of small scale industries all are areas where women are engaged in manufacturing activities. The identification of projects and the prepared feasibility studies should consequently take women into consideration. The projects should include skills and management training and access to credit facilities for women in their design; women should be involved in the management of the projects. The prefeasibility studies should include gender- specific information and propose support programmes as women will be the target beneficiaries in many cases.
US/MIC/88/131 Assistance in Industrial Estate Development IO/INFR	Other industrial Estate Develop- ment	Direct Support	To enable the state Government of Yap on basis of techno-economic stu- dy to make a decision on the esta- blishment of industrial estate for small + medium size industries pro- motion.	Techno-economic study to provide information on: 1. Action plan for development of industrial estate based on details of planned industrial projects for estate. 2. Proposed institutional frame work. 3. Cost-benefit analysis taking in- to account socio-economic develop- ment impact to the state.	US\$ 33,000 4 months	Handicrafts are the only industry in Yap-but to a limited extent. The potential of the manufacturing sector will depend to a large degree on upgrading skills of the women involved in handicrafts industry. Overall employment increases will also depend on women's ability to learn new trades, their access to credit and to manage- ment training. The industrial estate's action plan should entail projects for women. The cost-benefit analysis should include gen- der-specific details. The proposed institutional framework should encourage credit incentives for women entrepreneurs.
US/INT/89/166 Workshop on Cooperation in the field of small + medium scale Agro-industries, Beijing 24-28 October 1988 AREA/GIPP	AGRO	Workshop	5 day workshop in Beijing to pro- vide African countries with infor- mation on appropriate technologies available in China in small + me- dium scale industries to exchange information between China + African countries on policies adopted in small + medium scale Agro-indus- tries and to discuss proposals for cooperation in project implementa- tion.	Upgraded knowledge of African par- ticipants regarding available ap- propriate technology and equipment in China in the field of Agro-in- dustries. Report on technologies available in China for application in Africa; for specific industrial coop projects to be implemented; and for enhancing the development of policies in support of small + medium scale agro-industries.	US\$ 10,000 1 month (5 days work- shop)	Women constitute large percentage of employment in agricultural sectors in China and in African countries. Knowledge gained on appropriate technology and equipment used in China for applica- tion in Africa in agro-industry should include information on the end-users of the technology: the women. The expert's report should include information on WID concerns and proposed technologies should be adapted which will improve, through time/labour saving techniques, women's work.

PROJECT NO/ TITLE	SECTOR	PRIMARY FUNCTION	IMMEDIATE OBJECTIVE(S)	OUTPUT(S)	AMOUNT/ DURATION	HOW WOMEN COULD HAVE BEEN INTEGRATED
US/INT/88/189 Product-Cum Process Develop- ment centre for Domestic Electrical Appliances IO/ENG	Engineering Industries	Prepara- tory As- sistance	To assist in planning a product-cum production Centre for domestic electrical appliances to serve the needs of the manufacturers.	Technical Report with PFF including findings, conclusions, recommenda- tions. A project document for the subject large scale follow-up project in accordance with UNDP/UNIDO guide- lines.	US\$ 18,000 2 months	The UNIDO expert and backstopping officer should be aware of WID concerns and should include women as target beneficiaries in the project document as womens participation in electrical assembly is high. The document should also include training programmes for skills upgrading for women as well as marketing and management training for women participants. Gender-specific data should be included in the proposed project's background and justification section. Women should be surveyed in the manufacturing sector to accurately assess their needs.
US/INT/88/189 and XP/INT/88/088 In-plant-Group Training Pro- gramme in the field of small scale Foundry operations for LDC's and other selected Dev countries, Gebze, Turkey AREA/GIPP	Metallurgical industries	Group/ Direct Training	The acquisition of new technical skills and know how by technical and supervisory Personnel in the metallurgical field through a per- formance and practical oriented training programme. The application of the acquired skills and know-how upon return to their respective countries.	11 trained middle-level managerial/ supervisory and technical personnel with upgraded skills and know-how. Pre-training/post-training reports submitted by participants. Evaluation reports.	US\$ 45,091 5 months	Women participate in the light metal industries in many developing countries. Special consideration should be given to permit a wo- men(s) to participate in the group training. This project is not one which should necessarily include women but it is discussed as a means of illustrating the importance of providing training to women in SMI fields so as to improve their socio-economic status and to overcome attitudinal prejudices which hinder women from entering the work force.
XP/SOM/88/093 Assistance to small scale industries IO/INFR	Other small and medium scale industry	Direct support	To assess existing physical insti- tutional infrastructure for promo- tion of SSI sector and identify the gaps that need to be filled in so as to provide integrated support services for effective growth and development of SSI's in Somalia.	Report detailing physical and in- stitutional infrastructure required for effective growth of SSI sector including inter-alia the setting up of a SSI development organiza- tion outlining its structure, func- tions and financial implications so as to form basis of a further pro- ject for technical assistance for speeding up the growth of the SSI sector.	US\$ 13,500 1.5 months	Effective growth of Somalia's SSI sector will depend on the coun- try's ability to make full use of their human resources. Women are involved in SSI activities and the proposed SSI Development orga- nisation should be directly involved in designing appropriate training, credit and employment strategies for improving the par- ticipation of women in the sector. The UNIDO consultant should be aware of WID concerns in the SSI sector and in his/her identifi- cation of gaps in the institutional infrastructure should propose support services that will directly impact women employed or po- tentially employable in the sector.
UC/AFG/88/251 Preparatory Assistance for the Development of a train- ing Centre for Industrial Managers. IO/OS/FEAS	Other small and medium scale Industries	Prepara- tory As- sistance	To develop concrete proposals for strengthening the national capa- city of the Training Centre for Industrial Managers of the Central Office for Development and Promo- tion of Private Investment.	Technical report and draft project document in UNDP format including recommendations for assistance COOPPI.	US\$ 17,821 3 months	The project endeavors to establish a training centre for indus- trial managers. The manufacturing sector in Afghanistan has a large female representation as its sectors include textiles + food processing. In the draft prodoc the consultant should detail gen- der-specific characteristics of the manufacturing sector. The training programme established should include women participants to ultimately improve the indigenous capacity of the country's manufacturing sector.

PROJECT NO/ TITLE	SECTOR	PRIMARY FUNCTION	IMMEDIATE OBJECTIVE(S)	OUTPUT(S)	AMOUNT/ DURATION	HOW WOMEN COULD HAVE BEEN INTEGRATED
KP/GLO/88/112 Global Preparatory Meeting on small and medium scale Enterprises including Co- operatives, Tallin, USSR. IPCT/CONSULT	Other small and medium scale Industries	Workshop, Seminar	Seminar intended to provide oppor- tunity to discuss between experts and UNIDO secretariat the possible issues in the field of SMEs to be finally selected for presentation at forthcoming consultation.	Report based on meetings/discus- sions assessing major problems con- fronted by SMEs for their develop- ment including important issues for discussion: 1. Institutional aspects, 2. Finan- cing, 3. Marketing.	US\$ 17,821 7 months	A representative from the Unit for the integration of women into Industrial Development should attend Global Meeting. Report should include issues of concern to women in its assessment of the major problems confronted by SME's as women participate significantly in the sector.
SI/IRQ/88/802 Advisory Service for Impro- vement of Common Facilities in Industrial Estates (Tones) ACD/ADP/DPPD	Small and me- dium Industry	Direct Support	To advise the government in plan- ning of new industrial estates with well developed common facilities + to upgrade the existing industrial estates/zones in order to improve the working conditions and common services provided in them and make them an effective tool for organi- zed small industry development.	Comprehensive report reflecting ana- lysis of existing facilities in existing industrialestates/zones with recommendations for their up- grading, including a separate chap- ter on the planning of new indus- trial estates with well developed common facilities.	US\$ 29,150 6 months	Although socio-cultural barriers inhibiting women's participation in industry are more acute/extreme in Islamic countries, women comprise a significant proportion of the small-scale manufacturing sector and their participation should be both encouraged and sup- ported. The SMI development consultant hired to draft the report should be aware of WID concerns; in his/her discussions with small scale industrialists efforts should be made to contact women in- volved in the sector; the corrective measures proposed should ad- dress the legal restraints (lack of credit, etc.) faced by women in particular which limit their participation; and in his/her identification of new sub-sectors for the estate, areas where wo- men could participate should be included.
SI/SOI/89/801 Assistance in the start-up of a small scale Garment Factory PPC/AREA/AP	Small and me- dium scale Industry, Agro based Industries	Direct Support	To assist in the start-up of a small scale garment factory. The first in this sector in the Solo- mon Islands.	3 production lines laid out for the production of t-shirts and shorts/ trousers. 2 persons trained in pattern draf- ting. 26 persons trained in operation of industrial sewing machines. 2 persons trained in planning/con- trol, quality control, costing pro- duction manual.- 2 persons trained in sewing machine maintenance.	US\$ 121,000 6 months	The document mentions that the foreseen labour-force for the fac- tory is comprised mostly of women yet no provisions are made on behalf of women. Since the government is attempting to promote lo- cal manufacturing of garments and the labour-force is made up to a large extent of women it is useful to discuss: 1. barriers which have limited women's access to the manufacturing sector; 2. specific incentives that will encourage their continued parti- cipation at the end of the 6 month project; and 3. to include a soci-economic impact study in the project evalua- tion. The 2 people trained in production planning should be women so as not to continue pattern of relegating women to traditional low skill jobs. 1, 2 and 3 mentioned above should be reflected in the project's activities. This is the first such factory on island; it is an excellent opportunity for the integration of women in this field and as examples for establishment of other manufacturing units comprised of women of the island.

PROJECT NO/ TITLE	SECTOR	PRIMARY FUNCTION	IMMEDIATE OBJECTIVE(S)	OUTPUT(S)	AMOUNT/ DURATION	HOW WOMEN COULD HAVE BEEN INTEGRATED
<p>DC/PAX/90/083 Preparatory Assistance for the promotion and strengthening of small scale Industries in Poppy Growing Areas in Pakistan</p> <p>IO/IIS/INFR</p>	<p>Other small and medium scale Industries; Agro Industries</p>	<p>Preparatory Assistance</p>	<p>To assist the Government of Pakistan in formulating a long-term and current programme for promoting and strengthening development of small scale Industries in Pakistan.</p>	<p>Report detailing magnitude and characteristics of existing small scale industries and relevant financial and promotional institutions in the region and recommendations on long term and current programmes for promoting, expanding and strengthening small scale industries. Project formulation Frameworks documents for a selected number of technical assistance proposals; identification and preparation of industrial investment project questionnaire for a selected number of cases, which will bring about commercial interest to international industrialists.</p>	<p>US\$ 46,000 4 months</p>	<p>The activities envisaged for the project should include discussions with the target population (the men and women presently engaged in small scale industry activities) to accurately assess the effectiveness of existing government and local policies. The report presenting the strategy for developing the sector should have gender specific information and should specifically target and make special provisions for women entrepreneurs. Training programmes specified in the PFP's should have components and stated percentages for women. The team of experts should be aware of WID concerns and these concerns, should be explained in their TOR's.</p>

IV. Conclusions and Recommendations

A. Summary of the Project Breakdown

Twelve of UNIDO's small- and medium-scale industry projects discussed in the previous section have a primary function of direct support. In addition, there is one pilot project, three preparatory assistance projects, three projects whose function is a workshop or seminar, one project providing group training, and one project designed for a round table meeting. Only four of the projects discussed have a budget over \$150,000 and fourteen of the projects have budgets less than \$50,000; the three remaining have budgets which fall within \$50,000 and \$150,000.

B. What Type of Technical Assistance Does UNIDO Provide in the Small- and Medium-Scale Industry Sector?

Typically, whether the project's primary function is direct support or one of the other functions listed above, UNIDO is requested to provide technical assistance in order to assess existing physical and institutional infrastructure for the promotion of the small and medium industry sector of a country; to create a mechanism for promoting industrial co-operation between developing countries for the exchange of ideas and know-how in the sector; to identify investment projects for small-and medium-scale

industries; to advise governments in planning industrial estates or to identify training needs for the upgrading or expansion of a small- or medium-scale industry.

The outputs of UNIDO's small- and medium-scale projects reviewed, almost without exception, include a technical report detailing the experience gained, the required institutional framework for the promotion of the sector, the investment potential/climate in the developing country, the type of training programmes which will be necessary given the transfer of technology, and/or a portfolio of project profiles or formulation frameworks for the sector.

C. How and Why to Integrate Women in UNIDO's Technical Assistance Projects in the Small- and Medium-Scale Industry Sector

Given the fact that UNIDO is most often requested to lend expertise to developing countries in the form of policy advice in the small- and medium-scale industry sector those involved in project identification and formulation at the Organization are in an excellent position to promote the status and the participation of women. Women are major actors in the informal production and small- and medium-scale manufacturing sectors of developing countries' economies. In order to increase and to improve women's productivity and returns from informal and small-scale

industry sector activities, women need access to credit, technology, support programmes, business associations, vocational and managerial training, and marketing assistance.

It is not enough merely to mention that women participate in a manufacturing sector in the background section of a project document or to acknowledge their participation through mention in the special consideration section. Women are an integral part of the small scale industry sector and the growth of the sector, hence the economy of the developing country, will depend on the country's ability to make full use of its human resources.

The background and justification section of a project document in the small- and medium-scale industry sector instead should refer to the specific situation of women and should justify their participation. This is especially relevant if assistance is targeted by the project in a sector in which women are predominantly represented (e.g. textile/garment, food processing, handicrafts, electric assembly, plastics); if the sector is important for women (e.g. labour-saving machinery for rural agro-industries); or if it is a sector that women could easily participate given educational characteristics and/or socio-cultural acceptability.

The background and justification section should also include socio-economic basic data for both men and women on: population, education, employment; legal restrictions inhibiting the sector's growth (this is especially relevant for women's participation as

it deals with policies on property rights, contracts, and credits); and the institutional framework should include national or non-governmental women's organizations among other government institutions which will be active in the project.

The project's immediate objectives should include the integration of women and the corresponding outputs and activities need to provide measurable indicators (e.g. number of women participants trained, etc.) to ensure that women are specifically addressed. Inputs need to consider that the outputs and activities for women are financially covered in the project's budget. If the document itself does not lend itself to such a detailed description, then the document's output(s) - the report or project formulation frameworks (PFF), etc. - should contain this type of information.

To ensure that women and issues of concern to women are included in the project's output(s), the listed activities required for the technical report must specify that this information is crucial to the overall assessment of the small- and medium-scale industry sector. In addition, if the terms of reference for project personnel included that the expert be aware of women in development issues many of the barriers and constraints to women's participation in the projects planned for the sector would be accounted for.

D. Checklist: Questions to be Asked at the Time of Project Formulation

One way to improve the level of participation of women in UNIDO's projects planned for the small- and medium-scale industry sector is to encourage those involved in project formulation and appraisal to consult a checklist of questions, asked at the time of the project's identification and answered during the project's formulation. Examples of such questions might include:

I. Background and Justification

Does this section include:

- An assessment of women's role in the description of the (sub)sector concerned?
- Basic socio-economic data disaggregated by gender for the (sub)sector, e.g. employment (total employment rate, main sectors, female participation), wage levels, unemployment, occupational patterns, skills; education (gender specific literacy rate, enrollment in schools, drop out rates) and vocational training (type of institutes and vocations in which women are accepted and/or participating)?
- General and (sub)sector-relevant national policies on Women in Development (WID) issues?
- A description of the institutional framework for WID and/or a listing of women's organizations and NGOs active in coordinating development activities for the advancement of women within the country?
- A description of the specific barriers faced by women to entering small- and medium-scale industrial enterprises, e.g. legal restrictions: access to credits, titles to land/property, membership in business organizations, etc.?

Does it explain:

- How the project will contribute to the solution of the particular problems faced by women identified?

- How women will benefit from the project and how the project will reach these women beneficiaries?

Project Objective

If the project objective is to:

- Establish or strengthen a permanent national organization, or part of one, to perform specific tasks then have women been included in the proposed institutional building strategy?
- Analyze a specific situation and prepare a detailed report then has information been included on women's role and participation in the analysis?
- Train a specific number of personnel in a specific subject then have women been targeted for the proposed training?
- Develop or adapt products and/or production technology then have the end users of the technology, the women, been taken into consideration in the proposed development /adaptation?

Project Outputs

Institution Building: if the capacity is to be created do the outputs specify:

- If women will benefit from the different services to be provided?
- If women are to be the end-users or clients for whom the services are meant?

Direct Support:

- Do the outputs clearly define the role of women, their specific problems, and their corresponding assistance needs?

Training:

- Is it stated how many women will be trained, up to which level, and in what subject?

Project Activities

Do the steps to be taken by the project staff to produce the intended output(s) include women or make provisions for women?

E. Lessons Learned from the Study

This study proves that a significant proportion of UNIDO's existing projects in the small- and medium-scale industry sector could have a more positive impact on the integration of women if the questions of concern to women were taken systematically into account during project formulation.

In general, it may be said that an assessment of the social and cultural context is not taken into account in UNIDO's projects formulated for the small- and medium-scale industry sector. This criticism is pertinent even for projects whose primary function is direct support and which have budgets under \$50,000. The outputs for small-scale direct support projects are usually technical reports which will provide policy advice for further development of the sector. A prerequisite for such a report should be an analysis of the social and cultural environment which ultimately will be impacted by the development of the sector. Such an analysis would logically include relevant data and information on women. An understanding of the nature of the target population will help to ensure the long-term sustainability of UNIDO's technical assistance in the industrial area and will help to foster the integration of women into project's planned for the sector.

In recognition of the Organization's mandates and the significant role women play in developing countries' small- and medium sale industry sectors the Project Review Committee should enforce that issues of concern to women are taken into consideration when appraising documents. If women are not integrated into the document's immediate objectives, outputs, or activities then the backstopping officer should justify why this is so at the time of the PRC review.

The Unit for the Integration of Women into Industrial Development has designed Guidelines on how to systematically integrate women into projects designed for the small- and medium industry sector as well as briefing materials for selected country programming and project formulation missions. These materials include guidelines for project design, statistics on the rural small industrial enterprise sector, and country/sector information on the role of women in the sector. Beginning in October 1990, the Unit will be conducting a series of workshops for UNIDO staff involved in project identification and formulation on the importance of integrating women into projects designed for the small- and medium-scale industry sector and on how to use the prepared materials.

The workshops provide an excellent opportunity for staff at UNIDO involved in project identification, formulation and appraisal to learn how and why to integrate women into projects designed for the sector. If UNIDO is to meet the requirements of its mandates for the integration of women and is to increase at all levels the number and proportion of women engaged in industry in developing countries, then those responsible for

project identification and formulation must learn how to systematically incorporate women into UNIDO's technical assistance projects.

Attitudinal and socio-cultural barriers restricting women from realizing their full potential are difficult to overcome. However, if women and issues of concern to women are considered in the identification and diagnosis of a development problem and specific support structures are designed in the project to combat the problems faced by women entrepreneurs then women will be in a position to contribute effectively to their country's industrialization process. Their contribution will generate income and help to alleviate unemployment conditions and with time will be regarded as indispensable to developing countries' economic growth.

ANNEXList of all Projects Reviewed

- 1) UT/INT/88/162, US/INT/88/162 Enterprise-to-Enterprise Cooperation for Transfer of Technology and Technical Assistance to Small and medium Industries in the Engineering Sector (light engineering and metal working)
- 2) US/KEN/88/175 Pilot Demonstration Simple Manufacturing Plant to Upgrade Jua Kalis and Training
- 3) US/CPR/88/241 Study Seminar on Development of Rural and Township Industries in Zhejian Province
- 4) US/GLO/88/153 Convening of the First Consultation on Small and Medium Scale Enterprises Including Cooperatives, Bari, Italy, 9.13.10.89
- 5) XP/RAS/88/111 Round Table Meeting on Investment Promotion and the Role of the Private Sector in Developing Countries of Asia and the Pacific Region
- 6) US/MAL/89/025 Programme for the Identification, Formulation and Promotion of Industrial Investment Projects in Malaysia
- 7) XP/BDI/88/044 TCDC Brundi/Romania - Study Tour for the Manufacture of Umbrellas and Raincoats
- 8) XP/GLO/88/052 Participation of Two Persons from LDCs at the World Conference on Microenterprises, 6-9 june 1988, Washington, D.C.,USA
- 9) UF/MDV/88/092 Assistance in the Establishment of a Small-Scale Industry Development Center
- 10) UD/MIC/88/131 Assistance in Industrial Estate Development
- 11) US/INT/88/166 Workshop on Cooperation in the Field of Small- and Medium-Scale Agro-Industries, Beijing, 24-28 October 1988
- 12) UC/IND/88/197 Product-cum-Process Development Centre for Domestic Electrical Appliances
- 13) UT/INT/88/189, XP/INT/88/088 In-Plant Group Training Programme in the Field of Small-Scale Foundry Operations for LDCs and Other Selected Developing Countries, Gebeze, Turkey
- 14) XP/SOM/88/093 Assistance to the Small-Scale Industry Sector
- 15) UF/TUR/88/226 Assistance to Istanbul Chamber of Commerce

for Organization of their Industrial Estates

- 16) UC/LIR/88/254 Establishment of a Metalworking Common Service Facility in Liberia
- 17) UC/AFG/88/251 Preparatory Assistance for the Development of a Training Centre for Industrial Managers
- 18) XP/GLO/88/112 Global Preparatory Meeting on Small- and Medium-Scale Co-operatives, Tallin, USSR
- 19) SI/IRQ/88/802 Advisory Service for Improvement of Common Facilities in industrial Estates (Zones)
- 20) SI/IRQ/88/801 Advisory Service for Introduction of Systematic Technical Assistance to the Small-Scale Industries from the FICCI (Federation of Iraqi Chambers of Commerce and Industries)
- 21) US/IND/89/087 Study on the Economic Use of Aluminum in Small-Scale Industries
- 22) UF/PAR/89/120 Assistance in Spare Parts Production
- 23) UF/CPR/89/141 Assistance to the Institute of Science and Technical Information of China and to the China International Economic Information Centre
- 24) US/INT/89/131, UT/INT/89/131 IPGTP in the Field of Design and Manufacture of Medium and Small-Size Agriculture Machinery and Implements, China (1989 programme: 24 July - 31 October; 1990 programme 4 April - 19 July)
- 25) SI/KIR/89/801 Assistance to the Garments Factory
- 26) UC/RAB/89/203 Study of the Downstream Industries in the Petrochemicals - GCC Member States
- 27) SI/SOI/89/801 Assistance in the Start-up of a Small Garment Factory
- 28) UC/INT/89/215, UT/INT/89/215 Small-Scale Foundry Industry Seminar for Senior Policy and Decision-Making and management Personnel from LDCs and Selected African Countries, Turkey (programme 3-17 November 1989)
- 29) US/INT/89/211 Enterprise-to-Enterprise Cooperation Between Small and Medium Industries (SMI) in Three Countries and SMI in Italy in Several Industrial Sectors (Phase III)
- 30) XP/POR/89/079 Fellowship in the Field of Energy Management in Small- and Medium-Scale Industries
- 31) SI/MAL/89/801 High Level Advice in the Establishment of a Future Technology Centre at MARA

- 32) UC/IND/89/278 Assistance to the SMI Sector
- 33) SI/MAR/90/801 Immediate Assistance in the Field of Production Management in the CMT Enterprises of the EPZ Sector
- 34) SI/BOT/90/801 Assistance to Tiro Diatla Afrique Co. in Marketing and Evaluation of its Expansion programme
- 35) US/RAS/90/039 Opportunity Studies for Small- and Medium-Scale Agro-Industries in the mekong Area
- 36) UC/PAK/90/083 Preparatory Assistance for the Promoting and Strengthening of Small-Scale Industries in Poppy Growing Areas of Pakistan
- 37) XP/INT/88/058 Group Training Programme in the Field of Small Industry Consultancy for Least Developed Countries
- 38) US/GUI/88/167 Assistance a la mise en place de Services Industriels a la Chambre de commerce, d' Industrie et d' Agriculture
- 39) SI/BOL/88/801 Promotion of National Micro- and Small-Scale Industries
- 40) UC/PRC/88/259 Assistance aux secteurs des aliments de sevrage et de la miellerie en vue de la creation de deux petites unites
- 41) US/TOG/89/075 assistance pour la modernisation et extension des activites de la societe industrielle et commerciale de papiers (SICOPA)
- 42) US/INT/89/103 Enterprise-to Enterprise Co-operation Between Small and Medium Industries (SMI) in Four Countries and SMI in Italy in Several Industrial Sectors
- 43) SI/ZAI/89/803 Lancement d'unites de fabrication et montage de briques de terre stabilisee
- 44) US/TUR/89/198 High Level Advisory Assistance for Strengthening the Subcontracting Exchange Centre at the Istanbul Chamber of Commerce
- 45) XP/TOG/90/069 Assistance a l'ACM - Atelier de constructions metalliques - Atakpame
- *46) UC/PER/90/054 Asistencia a la organizacion del Parque Industrial de Villa El Salvador (Fase Complementaria)
- *47) XA/RAF/88/663 Creation au sein du CIGE (Centre Ivoirien de Gestion des Entreprises) d'unite d'intervention et de formation des femmes-entrepreneurs de l'Afrique de l'Ouest francophone dans le domaine de la gestion, de la direction des petites et moyennes entreprises (PME)

*48) UC/IVC/89/199 Assistance au Ministère de la Promotion de la femme pour la définition d'un plan d'intégration de la femme au développement industriel

* The last three projects listed have the Integration of Women in Industrial Development as an industrial area. These were the only three projects in the data base which incorporated women into the design of a project for the small-and medium-scale industry sector.