



UNITED NATIONS
GENERAL
ASSEMBLY



Distr.
GENERAL

A/35/82
27 March 1980

ORIGINAL: ENGLISH

Thirty-fifth session
Item 61 (m) of the preliminary list*

DEVELOPMENT AND INTERNATIONAL ECONOMIC CO-OPERATION

Effective mobilization and integration of women in development

Report of the Secretary-General

CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
I. INTRODUCTION	1 - 2	3
II. IMPACT OF POLICIES AIMED AT EFFECTIVE MOBILIZATION AND INTEGRATION OF WOMEN IN THE DEVELOPMENT PROCESS ON THE OVER-ALL DEVELOPMENT OF THEIR COUNTRIES	3 - 40	4
A. Employment in production of primary commodities	4 - 14	4
B. Employment in manufacturing and services	15 - 24	12
C. Education	25 - 33	16
D. Health	34 - 40	19
III. WAYS OF PROMOTING POLICIES AIMED AT EFFECTIVE MOBILIZATION AND INTEGRATION OF WOMEN IN THE DEVELOPMENT PROCESS	41 - 61	23
A. Ways of promoting direct measures immediately concerned with the condition of women	42 - 48	23
1. At the governmental level	42	23
2. At the intergovernmental level	43 - 48	23

* A/35/50.

CONTENTS (continued)

	<u>Paragraphs</u>	<u>Page</u>
B. Ways of promoting adjustments to policies concerned with intermediate processes	49 - 52	27
1. At the governmental level	49 - 50	27
2. At the intergovernmental level	51 - 52	28
C. Ways of promoting adjustments to policies concerned with underlying processes	53 - 58	29
1. At the governmental level	53 - 54	29
2. At the intergovernmental level	55 - 58	30
D. Ways of promoting necessary adjustments of the international economic order	59 - 61	32
IV. CONCLUSION	62 - 65	34
A. Strategies for achieving more effective mobilization and integration of women in the development process	62 - 63	34
B. Effective integration of women within the context of the new international development strategy	64 - 65	34
<u>Annex.</u> Tentative graphical depiction of interdependencies between development processes and the condition of women in developing countries		

I. INTRODUCTION

1. In paragraph 6 of its resolution 33/200 of 29 January 1979, the General Assembly requested the Secretary-General to submit to it at its thirty-fourth session a comprehensive report on effective mobilization and integration of women in development prepared on the basis of development-oriented studies to be undertaken by various United Nations bodies. These studies were to focus on the impact which policies aimed at the effective mobilization and integration of women in the development process had on the over-all development of countries. They were also to focus on ways of promoting such policies. In paragraph 3 of the resolution, the Assembly requested that the studies should be prepared urgently, and in April 1979, the Secretary-General asked that they should be sent to him in sufficient time to allow for submission of his comprehensive report to the Assembly at its thirty-fourth session. However, because of the insufficient number sent, the Secretary-General submitted a short report (A/34/531), rather than a comprehensive report, to the Assembly at that session.

2. Nevertheless, it was decided that a comprehensive report should be prepared in order to bring relevant studies and their findings to the attention of the Preparatory Committee for the New International Development Strategy and the Preparatory Committee for the World Conference of the United Nations for Women: Equality, Development and Peace. Accordingly, in October and November 1979, United Nations bodies were asked to indicate which of their existing studies might serve this purpose and to provide further studies or observations on the matter if possible. By mid-January 1980, 28 bodies within the United Nations system ^{1/} had responded with observations, authorization to use studies previously issued - in almost all cases during 1978 and 1979 - and transmission of new studies and reviews, some in provisional form. In paragraph 3 of resolution 33/200, the General Assembly requested that in preparing this report special emphasis should be given to the developing countries.

^{1/} United Nations (Population Division of the United Nations Secretariat, secretariat of the United Nations Conference on Science and Technology for Development); Economic Commission for Africa; Economic Commission for Europe; Economic and Social Commission for Asia and the Pacific; Economic Commission for Latin America; Economic Commission for Western Asia; United Nations Conference on Trade and Development; United Nations Industrial Development Organization; United Nations Centre for Human Settlements (Habitat); United Nations Centre on Transnational Corporations; United Nations Children's Fund; United Nations Development Programme; United Nations Fund for Population Activities; World Food Programme; United Nations Relief and Works Agency for Palestine Refugees; United Nations University; International Labour Organisation; Food and Agriculture Organization of the United Nations; United Nations Educational, Scientific and Cultural Organization; World Health Organization; World Bank; International Monetary Fund; Universal Postal Union; World Intellectual Property Organization; United Nations Institute for Training and Research; and International Institute for Labour Studies.

II. IMPACT OF POLICIES AIMED AT EFFECTIVE MOBILIZATION AND
INTEGRATION OF WOMEN IN THE DEVELOPMENT PROCESS ON THE
OVER-ALL DEVELOPMENT OF THEIR COUNTRIES

3. In evaluating the impact of policies aimed at effective mobilization and integration of women in development, attention will be focused on the subthemes adopted for the World Conference of the United Nations Decade for Women: Equality, Development and Peace, namely, employment, education and health. Some aspects, such as women's reproductive behaviour, legal status and contribution to social, cultural and political life, will be discussed in relation to these subjects.

A. Employment in production of primary commodities

4. Equality of women with men in access to employment in the production of primary commodities, whether for subsistence consumption or for distribution to other consumers, and equality of conditions in such employment are important with regard to development. Recently completed reviews and studies, undertaken notably by the Food and Agriculture Organization of the United Nations (FAO), the International Labour Organisation (ILO), the Economic Commission for Africa (ECA), and the Economic Commission for Latin America (ECLA) have shown that women produce not only a very high proportion of food for national consumption, but also a significant proportion of other primary commodities. Thus the Programme of Action adopted at the World Conference on Agrarian Reform and Rural Development, held at Rome from 12 to 20 July 1979, stated that:

"the recognition of the vital role of women in socio-economic life in both agricultural and non-agricultural activities, in accordance with the goals of the United Nations Decade for Women, is a prerequisite for successful rural development planning and programme implementation". 2/

5. However, these same reviews and studies have emphasized the unsatisfactory nature of the contribution so made. The benefits accruing to women, both material and in the form of status, are small and inequitable; opportunity costs are high; women's health is seriously impaired; and under-valuation of the contribution continues, contributing to undiminished over-all discrimination and inequality with men.

6. In part as a result of the impetus provided by the International Women's Year and the subsequent declaration of the period from 1976 to 1985 United Nations Decade for Women, in part also as a result of critical assessment of factors in their own areas of competence, and in part, finally, as a result of examination of the experience of many countries with differing social conditions, an increasing

2/ Report of the World Conference on Agrarian Reform and Rural Development, Rome, 12-20 July 1979 (WCARRD/REP), sect. IV, transmitted to the members of the General Assembly by a note by the Secretary-General (A/34/485).

number of Governments substantially revised their approaches to this problem during the period from 1976 to 1979, as did a number of international organizations, notably FAO; 3/ ILO; 4/ and the World Bank 5/ and the regional commissions. 6/

3/ In addition to the special studies which will be referred to separately, a number of comprehensive studies and evaluations were transmitted for use in preparing this section. As part of its preparations for the Conference, FAO commissioned a series of regional studies on women in rural development, including the following: J. Ritchie, "The integration of women in agrarian reform and rural development in the English-speaking countries of the Africa region" (Rome, FAO, 1978); D. Bazin-Tardieu, "Integration des femmes dans la réforme agraire et le développement rural dans les pays africains francophones au sud du Sahara" (Rome, FAO, 1978); J. Ritchie, "General conclusions on the integration of women in agrarian reform and rural development in Africa" (Rome, FAO, 1978); F. Hansell, "Review of conditions affecting the integration of rural women in development in ten countries of FAO's Asia and the Far East and Near East regions" (Rome, FAO, 1977); I. Palmer, "The integration of women in agrarian reform and rural development in Asia and the Far East" (Rome, FAO, 1978); H. Dawood, "Integration of women in rural development in the Near East region" (FAO, Rome, 1978); R. P. Devadas, "The integration of women in agrarian reform and rural development in India and Sri Lanka" (Rome, FAO, 1978). Those in turn were utilized with evaluations of FAO programmes and other studies in the preparation of regional reviews and analyses. Those were used in turn for the preparation of the global review: Global review and evaluation of FAO's programme for the integration of women in agriculture and rural development: first half (1975-1980) of the United Nations Decade for Women and programme and trends for second half of United Nations Decade for Women (1980-1985) (Rome, FAO, July 1979). The following studies of women and rural development were utilized in the preparation of the major background documents for the Conference: "Review and analysis of agrarian reform and rural development in the developing countries since the mid-1960s" (WCARRD/INF.3), pp. 87-96; and "Agrarian reform and rural development: national and international issues for discussion" (WCARRD/3), pp. 9-11. The main findings formed the basis of the Programme of Action adopted at the Conference. These mimeographed documents, issued in both detailed and summary forms for Africa, Asia and the Pacific, Latin America and the Near East by FAO in Rome in July and August 1979, are referred to as "FAO regional and global reviews" in the text of this report and not further foot-noted. The regional reviews and analyses were also submitted to the respective regional preparatory conferences for the Conference, held in the four developing regions in 1979. The global review and analysis was submitted by FAO to the Commission on the Status of Women at its twenty-eighth session as its "Report of FAO on its activities of special interest to women (E/CN.6/628)". In addition, use was made of reports submitted to the Conference by the Governments of Bangladesh, Cuba, Ghana, Guinea, Kenya, Malaysia, Nepal and Senegal, including analyses of problems facing rural women in those countries (see WCARRD Index and Addendum (Rome, FAO, 1979), accession numbers 38113, 38094, 38242, 38063, 38274, 38273 and 38050 respectively). Submissions of the Department of International Economic and Social Affairs, ILO, the World Health Organization, the United Nations Industrial Development Organization, the World Bank and ECA on various aspects of women in rural development for use in preparing background documentation for the Conference were also used (WCARRD/UNS series).

4/ In addition to the numerous observations included in the "Report of ILO on its activities of special interest to women" (E/CN.6/631), submitted to the Commission on the Status of Women at its twenty-eighth session, and its observations submitted pursuant to General Assembly resolution 33/184 on improvement of the status and role of women in education and in the economic and social fields (partly summarized in the Secretary-General's report (A/34/577)), ILO drew attention to the following studies in addition to those special studies referred to subsequently: A. M. Hassan, Growth, employment and equity: a selection of papers presented to the ILO Comprehensive Employment Strategy Mission to the Sudan (1974-1975) (Khartoum, Khartoum University Press, 1977); Report of the Tripartite National Seminar on landless and job opportunities in rural areas, Dacca, 8-10 November 1977 (Dacca, Ministry of Manpower Development, Labour and Social Welfare, 1977); T. S. Epstein, Place of social anthropology in a multidisciplinary approach to the study of women's role and status in less developed countries (Geneva, ILO, 1978); and Conditions of work, vocational training and employment of women (Eleventh Conference of American States Members of the ILO, Medellin, September-October 1979) (Report III) (Geneva, ILO, 1979), pp. 8-14. It also transmitted a sponsored study: E. Croll, Women in rural development: the People's Republic of China (ILO, Geneva, 1979).

5/ The World Bank drew attention to its activities supportive of rural women in the following document: "Recognizing the invisible woman in development: the World Bank's experience" (Washington, World Bank, 1979), pp. 6-9. In addition, the World Bank transmitted for use papers submitted to each of the four regional preparatory conferences for the Conference held during 1979.

6/ Regional Commissions prepared a number of general reviews and evaluations for regional preparatory conferences for the Conference based in part upon information supplied by governments. The following will be referred to in the text as regional commission reviews without further foot-notes: "Progress and obstacles in achieving the minimum objectives of the World and Africa Plan of Action" (E/CN.14/ATRCW/79/W.D.1); "Women in Latin America: the situation as regards the implementation of the Regional Plan of Action" (E/CEPAL/CRM/R.1/2); "Report of the group of government experts to appraise the implementation of the Regional Plan of Action for the Integration of Women into the Economic and Social Development of Latin America, Quito, Ecuador, 8-10 March 1979" (E/CEPAL/1071); "Review and appraisal of progress made and obstacles encountered at the national level in Asia and the Pacific in attaining the minimum objectives set forth in paragraph 46 of the World Plan of Action and objectives of the Asian Plan of Action (PSA/RPWCDW/2); and "Recent changes and trends in the situation of women in the ECWA region" (E/ECWA/SDHAS/CONF.4/3). This paper was transmitted by ECWA for internal use and has not been quoted. It is currently under revision by ECWA. Moreover, reports of the regional preparatory conferences include many relevant points. The following will be referred to in the text as regional preparatory conference reports and not otherwise foot-noted: "Second Regional Conference on the Integration of Women in Development, Lusaka, Zambia, 3-7 December 1979: Draft report" (E/CN.14/ATRCW/79/L.1); "Regional Preparatory Meeting for the World Conference of the United Nations Decade for Women, Damascus, 10-13 December 1979: Draft final report" (E/ECWA/SDHS/CONF.4/L.1); "Second Regional Conference on the Integration

/...

7. The measures now considered most effective have been listed exhaustively in recent reviews and reports, and only the most important and most widespread need be identified here:

(a) The crucial importance of increasing labour productivity, while reducing total time allocation, is recognized within the growing priority attached to diffusion of "appropriate" or "intermediate" technologies, particularly with respect to ensuring the participation of women producers in associated research and development and in carrying out extension programmes.

(b) Improved access to systems of marketing, financing and banking is also considered essential.

(c) Access to land and water by means of more appropriate types of agrarian reform is stressed.

(d) Although assuming different forms in varied societal conditions, the value of collective organization, with movement outward from the family unit to the community, is emphasized.

8. The impact of direct measures for women upon national development in terms of primary commodity production - and rural development in general - may be measured in three ways: (a) evaluation of resultant over-all changes in women's productivity, (b) evaluation of changes in conditions of employment and (c) evaluation of those changes in the sector as a whole which may be ascribed to women's measures. With regard to programmes themselves, a major difficulty lies in the fact that most are of so recent implementation that their degree of success cannot yet be measured. FAO has acknowledged that, because of their recency and the small proportion of women so far involved, total impact has been limited. ^{7/} With regard to evaluation of changes in women's productivity, there are major problems. Women's contribution is usually seriously undervalued or overlooked completely, and information systems are inadequate. The regional commissions, FAO and ILO are undertaking studies and pilot programmes to improve the

(continued)

of Women into the Economic and Social Development of Latin America, Macuto, Venezuela, 12-16 November 1979: Draft report (E/CEPAL/CRM.2/L.6); and "Draft report of the Regional Preparatory Conference for the World Conference of the United Nations Decade for Women, New Delhi, India, 5-9 November 1979".

^{7/} See WCARRD/INF.3, pp. 90-91, 95-96. Thus, the regional review and analysis for Latin America noted that the promotion of a systematic programme has been marginal, and the global review stated that it must also be admitted that FAO has failed to consider or seriously plan for the creation of female employment in agriculture, fishing and forestry and related industry.

/...

situation. 8/ Nevertheless, it is believed that women's productivity, status and conditions have deteriorated in most regions. Thus, ILO reported that women were a particularly vulnerable group, largely bypassed by developmental efforts, whose position has tended to deteriorate as a result of modernization. FAO concluded that "the over-all net effect of the worsening situation of the rural population has been to further marginalize rural women" (WCARRD/INF.3, p. (i), 1, 87).

9. In appraising the reasons for this limited impact, it is useful to distinguish between the nature of direct measures themselves and the factors inherent in societal structure and processes. For the former, a primary reason is the recency of policy formulation and implementation. International programmes have evolved from very tentative beginnings to a state of early maturity only within the last decade, and notably within the last five years. 9/ With notable exceptions, the majority of Governments of countries with developing market economies show a similar recency in their formulation of comprehensive policies concerning women and rural development, although many are now undertaking appropriate measures and establishing necessary institutional arrangements (A/34/577, paras. 38-41). Consequently, given current momentum it can be expected that a measurable impact will have been achieved by the end of the United Nations Decade for Women in 1985. However, major problems will not have been overcome by these means alone. This is because direct measures cannot prevail against a number of very powerful underlying processes which negate rural women's attempts to contribute to primary production. Indeed, those processes appear to be deepening the severity of the conditions of rural women more rapidly than the benefits of direct measures can improve them.

10. Recent United Nations studies have pointed out the multiple ways in which distortions in rural development have had particularly negative impact on women. They emphasize the position that the problems facing more effective integration of women in development can be understood only within a macro-economic and over-all societal context. 10/ National development strategies have neglected production

8/ Such studies include the following: E/CEPAL/L/206; WCARRD/INF.3, p. 91; ILO/W.7/1978; "Report of ILO ..." (E/CN.6/631); Conditions of work ..., pp. 5-7; and I. Palmer and U. von Buchwald, Monitoring changes in the conditions of women - a critical review of possible approaches (Geneva, United Nations Research Institute for Social Development, 1979).

9/ See the following: "Progress report of the FAO Inter-divisional Working Group on Women in Development (April 1976 - July 1979)" (Rome, FAO, 1979); Report of FAO ...; Report of ILO ...; "Origin and growth of the African Research and Training Centre for Women of the Economic Commission for Africa" (E/CN.14/ATRCW/77/BD.7); E/CEPAL/CRM/R.1/2, p. 33; PSA/RPWCDW/2, pp. 23-47; and "Report on the activities of the Economic Commission for Western Asia in the field of the integration of women in development in Western Asia" (E/ECWA/SDHS/CONF.4/4).

10/ In addition to the FAO regional and global reviews and to the regional commissions reviews, the following studies may be cited: I. Ahmed, "Technological change and the condition of rural women: a preliminary assessment" (WEP 2-22/WP 39)

of those primary commodities required to meet the basic needs of the population, notably food-stuffs. This situation - like the general depression of rural areas and non-metropolitan regions, and the limited expansion of local urban centres - has been particularly harmful for women producers, resulting in non-subsistence employment and over-all consumer demand. 11/ The choice of capital-intensive technology, combined with bias against women as managers of basic units of production and as recipients and agents of technological change, has severely constrained even simple improvements in production technology used by women. This has been reinforced by the over-all bias against effective education and training of women in technology and management appropriate to primary commodity production. 12/

(continued)

(Geneva, International Labour Office, 1978); I. Palmer and U. von Buchwald, op. cit., pp. 6-12; "The New International Economic Order: What roles for women?" (E/CN.14/ATRCW/77/WD3) (Addis Ababa, ECA, 1977), pp. 8-14; M. Carr, "Appropriate technology for African women" (ECA/SDD/ATRCW/VTGEN/78) (Addis Ababa, ECA, 1978), pp. 22-32; WCARRD/INF.3, pp. 3-4, 89-90; "Report of the workshop on the impact of agricultural modernization on the participation of rural women, Mexico City, October 1978" (E/CEPAL/VP/M/196); "Report of the Secretary-General on the effective mobilization of women in development" (A/33/238); I. Palmer, "The role of women in agrarian reform and rural development", Land reform, land settlement and co-operatives (Rome), No. 1, 1979, pp. 57-70; and Z. Tadesse, "Women and technological development in agriculture: an overview of the problems in developing countries" (Science and Technology Working Paper No. 9, UNITAR), pp. 3-13.

11/ The State of Food and Agriculture 1977 (Rome, FAO, 1978), pp. 2-9; "Women in the food production, food handling and nutrition, with special emphasis on Africa" (Final report to the Protein-Calorie Group of the United Nations system).

12/ D. H. Mitchnik, "Improving ways of skill acquisition of women for rural employment in some African countries" (WEP 2-18/WP 15) (Geneva, ILO, 1977); "Women, technology and the development process" (ILO/W.3/1978); M. Carr, op. cit., pp. 21-32; "The role of women in the utilization of science and technology for development" (Addis Ababa, ECA, 1978); "Appropriate technology for developing countries and the need of rural women" (ESA/ST/AC.7/CRP.3/Add.3); "Report of the round-table discussion on participation of women and their emancipation through the application of science and technology to development" (A/CONF.81/BP/ESCAP); J. Bisilliat, The role of women in the onchocerciasis programme area: the family as the basis of integrated socio-economic development (Rome, FAO, 1978); A.M. Jeay, Rapport préliminaire sur le rôle des femmes dans la préparation et la commercialisation du poisson au Mali (Rome, FAO, 1977); O. Akerele, "Women and the fishing industry in Liberia: measures of women's participation" (ATRCW/SDD/RES/79/04) (Addis Ababa, ECA, 1979).

11. Emphasis upon capital-intensive technology, combined with organization in large-scale production for major urban markets or for export, has had direct and indirect negative impact on women. Employment opportunities for men - particularly for unskilled workers - have been depressed, strengthening existing culturally based prejudice against employment of women. However, labour-intensive elements of the capital-intensive production processes may be reserved for women, but under poor conditions and only temporarily. So seriously is this impact viewed that the Programme of Action adopted at the Conference on Agrarian Reform called for Governments to consider taking the following action:

"evaluate and take steps to minimize the possible negative effects on women's employment and income arising from changes in traditional economic patterns and the introduction of new technology". 13/

12. Culturally determined undervaluation of women's roles and needs in rural production and the dominance of increased "productivity" in the modern sector as the major objective in rural development strategies have resulted either in limited improvement or in actual deterioration of women's position regarding access to land and water, even within land reform programmes (WCARRD/INF.3, pp. 4-5, 88). 14/ Insufficient priority given to the provision of credit and banking arrangements for the non-capital intensive sector and bias against women as heads of production units severely constrain women's entry into non-subsistence production and increased productivity, and have left women vulnerable to exploitation by middle-men and commodity speculators. 15/ Similar factors have restricted effective and equal participation by women in co-operatives. 16/

13/ Report of the World Conference on Agrarian Reform ..., sect. IV, D (iv).

14/ The FAO regional review for Latin America noted that between 60 and 80 per cent of the rural population of countries in the region were either without land or owned insufficient land to support a family of four. Given the severe over-all cultural bias against women in the region, access by poor rural women to land was likely to be very limited. ECA reported the undertaking of comprehensive studies of the relationship between women and land reform in Ethiopia.

15/ R. Aziz, The role of women in banking and rural credit (Rome, FAO, 1977).

16/ N. Savoye, "Women's co-operative participation and fight against rural poverty" (SYM/78/04); "Rapport du Séminaire sur la femme et les coopératives, Yaoundé, République Unie du Cameroun, novembre 1977" (ECA/SDD/ATRCW/CAM/78). A study on the role of co-operatives and local organizations in mobilizing women's efforts for development is being prepared in the Centre for Social Development and Humanitarian Affairs of the Department of International Economic and Social Affairs.

13. The slow and sometimes even stagnant pace of development in rural areas has led to out-migration of men, thus increasing women's responsibilities as heads of households for providing the basic necessities for family's subsistence. 17/ To supplement low family income, particularly where the bases of subsistence are removed by land appropriation or environmental deterioration, women themselves are forced to seek low paid local work or emigrate to urban areas, with resultant additional burdens upon remaining women family members. These circumstances, combined with the demands of many children, continued responsibility for most household services and inadequate infrastructure and services, have resulted in an increased burden of work. 18/

14. In summary, the current unsatisfactory condition of rural women and their consequent ineffective production of primary commodities appears to have results from the nature of their integration in the development process. Only with substantial modification of underlying processes is the situation likely to be improved. Studies of the experience of those countries which have done this changed underlying processes are therefore particularly illuminating, although not necessarily applicable in their totality to other developing countries. The Chinese experience argues for comprehensive women's policies, including direct supportive measures for women, integrated within an over-all development strategy specifically designed to establish a positive context for effective contribution by women to production. 19/

17/ D. Orlansky and S. Dubrovsky, "The effects of rural-urban migration on women's role and status in Latin America" (Reports and papers in the social sciences, No. 41) (Paris, UNESCO, 1978); J. du Guerny, "Migration and rural development: selected topics for teaching and research" (FAO Economic and Social Development Paper, No. 3) (Rome, FAO, 1978).

18/ See the following reports: ILO/W.3/1978; Cynthia Hewitt de Alcántara, "Modernization and the changing life changes of women in low-income rural families" (E/CEPAL/L.197); and "Contributions to the diagnoses and promotion of the integration of women into the development of Latin America and the Caribbean" (E/CEPAL/CRM.2/L.3), chaps. III and IV.

19/ The ILO-sponsored study of women and rural development in China identified a number of measures positively affecting the processes which constitute the immediate context of women's productive activities. Production schedules emphasized self-reliant local satisfaction of basic needs. Self-induced innovative increments from an indigenous technological base were strongly supported, and results widely diffused. Urban-rural terms of trade were adjusted favourably to the latter. Measures were taken to stimulate secondary and tertiary activities, including major improvements of infrastructure, which absorbed much male labour, but generally without its removal from local communities. Together with increased demand within primary commodity production - including new "side-line" activities - these created many employment openings for women. Such measures created a positive context within which direct measures had much greater chances of success.

B. Employment in manufacturing and services

15. Equality of women with men in access to employment in all branches of secondary and tertiary sectors of the economy and equality of conditions of employment have been, as stated, recognized as fundamental objectives of development in themselves. Moreover, the contribution of half the working age population, effectively deployed in activities fully utilizing their physical and mental capacities, permits production of manufactured goods and provision of services, which are the means to attain most objectives of development.

16. This state is very far from achievement in most developing countries. Employment of women is in most cases limited to a few occupations in which conditions of work are generally unsatisfactory. However, the majority of Governments are improving services to workers, among them: technical and vocational training, co-operatives, entrepreneurial activities, real legal equality, support for women having family responsibilities, and social security provisions (A/34/577, paras. 39-41). Measures are being directed toward villages, small urban centres, the urban informal sectors, and the organized urban sectors in both manufacturing and service provision. Some Governments have established special institutions, for example the Indian Small Industries Development Organization. 20/

17. United Nations organizations have been active in supporting government efforts. The Preparatory Meeting on the Role of Women in Industrialization in Developing Countries, held in 1978, identified measures designed to strengthen women's contribution and drew up guidelines to the United Nations Industrial Development Organization (UNIDO). 21/ That organization is now focusing its attention on the impact of the industrial redeployment process on the role and situation of women. 22/ A preliminary study is being undertaken on the nature, extent and implications of women's participation in the industrial production processes which have been redeployed. Studies of selected industrial sectors were to be made, the first concerning the food processing industry.

18. Programmes undertaken by ILO include the following areas: establishment of standards; protection from dangerous, unhealthy and immoral work, through its International Programme for the Improvement of Working Conditions and Environment; data collection, monitoring and research; and technical assistance. The programmes aim at improvement of vocational and technical training and at ensuring that

20/ D. Jain, N. Singh, A. Bhैया, "Role of rural women in community life - case study: India" (PSA/EGM/DWCRA/3).

21/ "Report" (ID/WG.282/23), and D. Gaudart, "The role of women in industrialization in developing countries" (ID/WG.284/5).

22/ "Redeployment of industries from developed to developing countries: note by the secretariat of UNIDO" (ID/CONF.4/9), pp. 20-21.

conditions of work are satisfactory and that women benefit from maternity and social security provisions. 23/ Following a symposium on women and decision-making held in 1975, the International Institute of Labour Studies held a symposium in 1978 on women and industrial relations, which was limited to industrialized countries. It is hoped to organize a similar symposium concerning developing countries.

19. The FAO global and regional reviews have indicated growing support for income-generating activities in forestry and fisheries as well as processing of agricultural products. The Programme of Action adopted by the Conference on Agrarian Reform was established on the principle that location of industries in the rural areas would provide necessary and mutually reinforcing links between agriculture and industrial development. It recognized the vital role of women in non-agricultural as well as agricultural activities. 24/ In addition to the work of the United Nations Educational, Scientific and Cultural Organization (UNESCO) in education and training, research has been undertaken or sponsored in various relevant aspects, notably rural to urban migration. 25/ The World Intellectual Property Organization and the Universal Postal Union have supported increased training and employment for women in their special fields of competency. The World Health Organization (WHO) is supporting rapid expansion of women's employment in health services. The ECA has suggested a comprehensive approach to a type of industrialization in which women might participate without detriment (E/CN.14/ATRCW/77/WD.3, pp. 36-37). The workshop of the Asian and Pacific Centre for Women and Development on the subject of technical co-operation among developing countries, held in 1978, commissioned papers on women in industry. 26/ A report of the inter-country project jointly sponsored by the Economic and Social Commission for Asia and the Pacific (ESCAP) and FAO for the promotion and training of rural women in income-raising group activities discussed various projects designed to assist women. 27/

23/ See the following reports: "Report of ILO ...," (E/CN.6/6.31); and ILO/W.8/1979.

24/ Report of the World Conference on Agrarian Reform and Rural Development, pp. 3, 10, 11, 14, 43.

25/ D. Orlansky and S. Dubrovsky, *op. cit.*

26/ See A. Tcheknavorian-Asenbauer, "Women's integration on industry"; and V. Thesanguan, "The position of women and their contribution to the food processing industry in Thailand" (Bangkok, ESCAP, 1978).

27/ "Learning from rural women: village level success cases of rural women's group income-raising activities" (Bangkok, ESCAP, 1979). ESCAP plans a substantial programme of studies of young women in manufacturing and service sectors; women in both formal and non-formal sectors; and the impact of specific industrial development projects on women in Fiji, India, Papua New Guinea and Tuvalu.

20. No comprehensive evaluation of the impact of recent measures is available. However, it appears that progress to date is relatively limited. In Latin America statistical analyses have revealed that during early periods of industrialization participation rates of women decline, as small scale industries and local services are put out of business by capital-intensive and metropolitan located units. Later as a mass market develops increase in participation occurs, with women employed in expanded manufacturing, such as textiles, and in a wide range of services (E/CAPALIL/206, p. 9). This does not suggest, however, that qualitative improvement will thereby be achieved. Statistical measurement of the participation of women in secondary and tertiary sectors presents severe problems. However, the percentage of women employed in administration and management is revealing. In only 10 of 40 developing countries for which information is available were proportions of women in administration greater than 15 per cent of all employed. Furthermore, women aged 15 to 59 employed in predominantly urban occupations counted less than 20 per cent in 23 of 37 developing countries surveyed, and in none did they count over 50 per cent. 28/

21. Appraisal of the causes of relatively limited impact shows that direct measures have not yet been given sufficient priority. A recent survey of government measures showed considerable activity, but these consisted of unco-ordinated measures affecting very small numbers of women, with insufficient attention given to the need for simultaneous adjustment of the largely negative societal environment (A/34/577, paras. 38-41). According to ECA reports, very little attention has been paid to measures designed to stimulate manufacturing in villages and small towns. As stated in an ILO report, Indian women workers had remained largely outside the domain of various training schemes, which catered mostly for trades which had become less attractive and offered them fewer employment opportunities. The formulation and implementation of programmes for women in the urban informal sector appears to be particularly difficult. 29/ In China, on the other hand, women have increasingly entered into full- and part-time employment in "sideline" manufacturing and in provision of a substantially expanded range of local services. 30/

22. Programmes in many United Nations organizations are of comparatively recent origin and of still limited scope, and no vigorous interagency strategy has been established for employment of women in urban secondary and tertiary areas analogous to that concerning rural primary production, which was established

28/ Yearbook of Labour Statistics 1977 and 1978 (Geneva, ILO, 1977 and 1978); Demographic Yearbook 1975, 1976 and 1978 (United Nations publication: Sales Nos. E/F.76.XIII.1, E/F.77.XIII.1 and E/F.78.XIII.1); and estimates of the Population Division of the United Nations Secretariat. Included in the predominant urban occupations are categories 0-5 and 7-9 of the International Labour Organisation's classification.

29/ See E/CN.14/ATRCW/77/WD.3; and I. Palmer and U. von Buchwald, op. cit., p. 25.

30/ See E. Croll, op. cit.; and A/34/577, paras. 47-49. Provisional results of a case study of the experience of the Democratic Republic of Korea undertaken by the Branch for the Advancement of Women in the Centre for Social Development and Humanitarian Affairs showed that a substantial transformation had been achieved, with high levels of female participation in secondary and

under the leading role of FAO. Thus, although acknowledging the significance for women of its programmes in urban development, employment and income-generating activities, the World Bank noted that it was not yet possible to scrutinize their impact. 31/

23. According to ILO, the role of women in industry in developing countries could not be set apart from the concerns of the new international economic order. Sectoral programmes and legislation were noted as being insufficient to achieve equality and likely to succeed only in the context of broader strategies, in many cases involving national economic restructuring. 32/ Trends in the world distribution of industry have mixed implications for women's employment. In a UNIDO report, it was noted that the labour force in industries within export processing zones and in those involved in international sub-contracting was predominantly female, in the age group 15 to 25 and in low-skill jobs (ID/CONF.4/9, p. 21). ILO points out that efforts to increase the share of developing countries in world industrial production will inevitably have a considerable impact on women's employment opportunities and conditions of work and life, and that there has been widespread unease that such an increase might be less beneficial to women than to men. 33/

24. Choosing the appropriate industrialization strategy is one of the greatest relevance for achievement of women's effective participation in national development. Strategies will differ among countries, given their different conditions. At early and intermediate levels of industrialization, opportunities for women appear most promising in conditions of substantial local and subregional autonomy, with concentration upon satisfying local needs for basic goods and services using intermediate technology. In circumstances of locally self-reliant diversification and expansion of manufacturing and service provision, numerous opportunities will occur for women to enter more remunerative work and to combine part-time work with household and family responsibilities.

(continued)

tertiary activities in both rural and urban areas under generally equal conditions with men. However, over-all societal conditions had been particularly favourable.

31/ "Recognizing the 'invisible' women in development: ...," pp. 1-2.

32/ See "Women in industry in developing countries" (ILO/W.6/1978) and A/34/577, para. 44.

33/ "Industrialisation and social progress" (ILO contribution to UNIDO Progress Report on the Implementation of the Lima Declaration and Plan of Action: An Interim Report) quoted in "Report of ILO ...".

/...

C. Education

25. Education of women is a basic objective of development and a means to achieving other objectives. According to a UNESCO report the equality of educational opportunity for girls and women is a fundamental precondition for the improvement of the status of women in all domains. 34/ The contribution of education to women's self-fulfilment, as well as to improved health, reproductive behaviour, employment and socio-political status, is well established. Also widely acknowledged is the contribution which women with an increased educational status are able to make to the health, well-being and educational advancement of their children, to the management of family and community affairs, and to the national economy.

26. All Governments provide theoretically non-discriminatory education at first and second levels. Moreover, many of them, acknowledging discrimination and inequality in practice, have attempted special compensating measures (A/34/577, paras. 11-16).

27. National efforts are being supported by substantial international programmes undertaken by UNESCO itself, by the World Bank 35/ and by many other agencies. The regional reviews of FAO have described its programmes. The Programme of Action adopted at the Conference on agrarian reform recommended that Governments consider action to further women's formal and non-formal education. 36/ ILO has been concerned primarily with vocational and technical training. 37/ The United Nations

34/ "Report on UNESCO Programmes and activities concerning women" (UNESCO, Paris, 1979), p. 16, and "Report of UNESCO on its activities of special interest to women" (E/CN.6/632). This brought up to date the detailed information contained in the report of UNESCO on its activities of special interest to women submitted to the Commission on the Status of Women at its twenty-seventh session (E/CN.6/615). The former was prepared for the regional preparatory meetings for the World Conference of the United Nations Decade for Women. In preparing this section, report of the Director-General to the General Conference of UNESCO at its twentieth session, Paris, 1978, "UNESCO's contribution towards improving the status of women" (20 C/17) and observations transmitted to the Secretary-General by UNESCO pursuant to General Assembly resolution 33/184 on women in education and in the economic and social fields were used.

35/ "Recognizing the invisible woman in development: ...," pp. 2-6.

36/ Report of the World Conference on Agrarian Reform ..., sect. IV.D. (i) (iii).

37/ "Report of the ILO ...," (E/CN.6/631); A/34/577; ILO/W.5/1979, pp. 8-9; G. Standing, "Education and female participation in the labour force" International Labour Review (Geneva), vol. 114, No. 3 (November-December 1976); "Education for Development" (5th African Regional Conference, Abidjan, 1977) (Report III) (Geneva, ILO, 1977); Ghana: National vocational training programme; project findings and recommendations (Geneva, ILO, 1978); Income-generating skills for women in Asia (Geneva, ILO, 1978); and Conditions of work, vocational training and employment of women, op. cit., part two.

Children's Fund (UNICEF) has long provided support for girls education, and WHO for education and training in health. The United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), jointly with UNESCO, undertakes education and training for girls and women among Palestine refugees. 38/ Among the regional commissions, ECA, through its African Training and Research Centre for Women, has developed significant programmes of technical and vocational training, notably in primary production. 39/ Each of the regional commissions reviews and the reports and draft programmes for the second half of the United Nations Decade for Women adopted at those meetings stress the importance of a broader approach to education for girls and women.

28. The impact of direct measures is only partly suggested by quantitative indicators of enrolment. In 1978, the age-specific enrolment ratios for girls aged 6 to 11 were still less than 40 per cent in 30 of 96 developing countries for which information was available. For girls aged 12 to 17 years, ratios were lower than 40 per cent in 55 of 95 countries. The ratio of girls in technical and vocational training programmes out of all girls enrolled at the second level (excluding teacher training) was higher than 20 per cent in only 9 of 82 countries. In only 7 of 93 countries were ratios of girls and young women aged 18 to 23 enrolled in such programmes higher than 20 per cent. With regard to women enrolled at the third level in natural sciences, engineering and agriculture only in 17 of 77 countries were ratios above 20 per cent of all enrolled. More limited information concerning literacy levels indicated that, of the 46 developing countries in which information was collected at some time during the period 1970 and 1977, in only 13 were more than half of women aged over 15 literate. 40/

29. In many countries recent progress has been substantial. Future trends assumed by UNESCO suggest attainment of relatively high levels of enrolment at first level during the next decade, but still unsatisfactory proportions at second and third levels and in scientific and technological subjects. 41/ This suggests that constraints upon future progress are considered likely to be very strong. Because of high rates of population growth in many countries, some Governments estimate that, although measures will reach higher proportions of women, the absolute numbers of those illiterate or with inadequate educational status will continue to increase. The qualitative situation is equally unacceptable, although more difficult to measure. Quality of teaching is low, curricula inappropriate, attendance insufficient, drop-out rates high, proportions continuing to second and third levels small and choice of technical and scientific programmes insufficient.

38/ See the following reports: Benchmarks in education (Vienna, UNRWA, 1979); Statistical Yearbook 1977-1978 (Vienna, UNRWA-UNESCO, 1979); Ramallah Women's Training Centre (Vienna, UNRWA, 1979).

39/ See "Course of action programmes and activities: African Training and Research Centre for Women: Biennial Report 1977/78" (ARCC/ATRCW01/09).

40/ Statistical Yearbook 1977 (Paris, UNESCO, 1978), table 1.4, pp. 52-69; table 3.2, pp. 128-176; table 4.5, pp. 252-313. A more detailed summary is provided in the report of the Secretary-General (A/34/577), paras. 6-8.

41/ Trends and projections of enrolment by level of education and by age (Paris, UNESCO, 1977), table VII, pp. 72-81.

30. In a UNESCO report the point was raised that it may be difficult to specify the impact which that organization's programmes exert on a given section of the population within integrated communities where the principle of non-discrimination is fully respected. However, preparation of impact statements for each of its programmes has begun. It has concluded that:

"although it is certainly early to assess the impact of the organization's programmes on women at an international level, it is however felt that the studies, seminars and training courses, feature services and publications have helped to contribute to the increased awareness of the important role played by women in society and to further knowledge about the nature of the obstacles encountered by women to improve the present situation". 42/

31. Measurement of the over-all impact of women's improved educational status upon national development has not been widely attempted, although it is generally assumed that any educational improvement is beneficial. The causes of the still unacceptable situation are generally known, although further research is required in specific societal contexts in order to know the precise mechanisms whereby contributing factors affect the situation. With regard to direct measures, it may be noted that many Governments have only very recently given them high priority. Provision of equipment, personnel and supplies requires time; time is also necessary for girls to receive the prior basic education before their arrival at higher levels; planning and administrative arrangements have often to be revised. Although many of these problems will be lessened in time, this prospective is compensated by the fact that many future generations will be substantially larger.

32. Many Governments have recognized that an adjustment in over-all development strategy, particularly as this applies to rural areas, is a prerequisite for reducing the various negative contextual problems (A/34/577, paras. 11-17). The approach of UNESCO has similarly evolved on the basis of evaluation since 1967-1968 of a long-term programme which was launched to facilitate access of women to education and to scientific and technical careers and to study socio-economic obstacles to such access. The General Conference of UNESCO at its nineteenth session concluded that "efforts to promote the contribution of women to the process of development can only succeed if women's concerns are integrated with other programmes" and that "the contribution of women to the development process in all countries, like the planning and implementation of the development process itself, requires a unified interdisciplinary approach. 43/ The Director-General noted that:

"a more dynamic approach has been adopted in regard to the objective concerning the status of women and the participation of women in development. There is greater regard for the changes brought about as much by socio-economic developments as by the militant activities of women themselves. The new analysis carried out also highlights certain dangers which may be attached to development activities if sufficient attention is not paid to the position of women; it must be ensured that development strategies are not based on preconceived models, in which women have no place ..." 44/

42/ "Report of UNESCO ...," (E/CN.6/632), para. 100.

43/ "Report of UNESCO ...," (E/CN.6/632), para. 89.

44/ "Report on UNESCO programmes ...," p. 1.

33. In order to clarify further the nature of the relationships between advancement of girls' and women's educational status, the current condition of women and the societal environment, UNESCO has elaborated a substantial research programme. 45/ Thus significant progress has been achieved for the majority of women in some countries and for some women in other countries. Realization of the complexity of factors affecting the condition of women and hence of women's propensity to participate effectively in education and of the importance of taking into account broad intermediate and underlying processes suggests that in the coming decade further real progress will be made.

D. Health

34. The assurance of good health is a fundamental right of all individuals and a basic objective of development. Moreover, with its enjoyment girls and women are able to benefit fully from education, to engage in reproduction with least danger to their own and their children's health and well-being, and to contribute effectively to the economic, social, cultural and political activities of family, community and nation. However, such objectives are very far from being achieved.

35. In order to attain more rapid progress the last half decade has seen a substantial shift in emphasis in approaches to the resolution of the health problems of girls and women in developing countries, notably in adoption of the concept of primary health care, which in the Declaration of Alma Ata was stated to be "the key to attaining ... by all peoples of the world by the year 2000 of a level

45/ Means of defining strategies regarding education, vocational training and employment were studied in five countries (Argentina, Ivory Coast, Lebanon, Sierra Leone and Sri Lanka); see "Report on the relationship between educational opportunities and employment opportunities for women" (ED-74/WS/56). The following four country reports were published separately: Argentina (ED-74/WS/3); the Ivory Coast (ED-74/WS/13); Sierra Leone (ED-74/WS/14); Sri Lanka (ED-74/WS/2). During 1977-1979 a series of case studies was undertaken in five countries (Egypt, Hungary, India, Nigeria and Trinidad and Tobago) with a view to promotion of equality in employment opportunities for working mothers and improvement of the quality of education given to their young children; see "Comparative report on the role of working mothers in early childhood education in five countries" (ED-78/WS/71). The following country case studies were published separately: Egypt, 1977 (ED-77/WS/152); Hungary, 1976 (ED-77/WS/35); Trinidad and Tobago, 1977 (ED-78/WS/4); Nigeria, 1977 (ED-78/WS/3); India, 1977 (ED-77/WS/49). Studies in seven countries on the differences between programmes and teaching standards for girls and boys in secondary schools and teacher training colleges were undertaken during 1977-1980; see ED-78/WS/112, 115, 116, 127 and 131; ED-79/WS/3. Studies of experience concerning the problem of early drop-out were begun in 1977. During 1980, the UNESCO national commissions of four developing countries will prepare studies endeavouring to identify and remove obstacles to access of women to education and training in technical and scientific fields. A substantial programme of exchange of information and experience by means of publications, seminars, consultative panels and study grants has been undertaken. In September 1976, an expert meeting on educational and vocational guidance for girls and women was held: see "Final Report" (ED/76/CONF.636/5).

of health that will permit them to lead a socially and economically productive life." 46/ Primary health care is a comprehensive approach, involving almost all aspects of community life.

36. The World Health Organization (WHO) is translating these policies into programmes whose over-all objective is to improve family health care, in particular maternal and child health care and family planning, as part of comprehensive health services with emphasis on the primary health care approach. Health education is considered particularly relevant to women in view of their central family position and their traditional role in health work. A radical change in health manpower development, including increased numbers of women in planning and administration of the health sector, is considered necessary. Provision of a safe water supply, the need for sustained educational programmes for mothers concerning hygienic use of water and attention to prevention of malnutrition in pregnant and lactating women by promotion of breast-feeding are emphasized. 47/ The activities of other United Nations organizations in this field are closely co-ordinated with those of WHO: UNICEF, 48/ ILO, 49/ the World Bank, 50/ UNRWA, 51/ and the regional commissions 52/ are undertaking wide-ranging programmes of research, training and technical assistance. FAO has emphasized that the general level of health cannot be raised within the narrow technical context of medicine, and it calls for actions within a broad socio-economic framework (WCAARD/INF.3, pp. 7-9).

46/ Report of the International Conference on Primary Health Care, Alma Ata, USSR, 6-12 September 1978 (E/ICEF/L.1387), annex, sect. V, p. 15.

47/ Report of WHO on its activities of special interest to women (E/CN.6/629), pp. 5-6. Further details are provided in a paper prepared for WHO as a contribution to assessment by UNDP of the effectiveness of recent years' efforts to increase rural women's participation in development and transmitted for use in preparing this report: M. Bekele, Rural women in health and development (Geneva, WHO, 1979).

48/ See E/ICEF/L.1386; E/ICEF/L.1387 and Add.1; and K. C. Gautam, "Advocacy for the integration of women in development: a guide for UNICEF programme officers" (UNICEF Knowledge Network on Women, Paper No. 1) (New York, UNICEF, 1979).

49/ See Employment of women with family responsibilities (Geneva, ILO, 1978); and Report of ILO ..., (E/CN.6/6...).

50/ "Recognizing the invisible woman in development: ...", pp. 14-22.

51/ Annual report of the Director of Health, 1978 (Vienna, UNRWA, 1979), pp. xv, 6-8; see also "Report of the Secretary-General on health needs of Palestine refugee children" (A/33/181).

52/ See "Applied nutrition rural prototype in a Philippine village, a case study on rural women's role in community life" (PSA/EGM/DWORA/1) (Bangkok, ESCAP, 1978) and "Manual on child development, family life and nutrition" (Addis Ababa, ECA/ATRCW and FAO, 1978).

37. It was because previous measures had been so unsatisfactory that revised strategies were developed. Their implementation has been too recent among most countries with developing market economies for impact to be identifiable, although in countries with developing centrally planned economies, where this approach had been used earlier, considerable success has been reported (A/34/577, para. 74). Measurement is in any case very difficult. It is not easy to distinguish among the direct impact of health measures, supportive improvements in the immediate environment, and the effects of over-all development. Indicators of mortality are less useful than health indicators, but are capable of estimation from available demographic information, assessed against well-established theoretical models. Average expectation for women of life at birth was still less than 50 years in 36 of the 102 developing countries for which estimates were possible (A/34/577, para. 58).

38. Recent monitoring of trends concluded that enormous class differentials existed and were mainly responsible for rural-urban differences. In Africa, although information was quite insufficient, optimism was not warranted. In Asia, there was no clear indication of a decline in mortality, and in some countries previous improvements had halted. Mortality among women was actually greater than among men, primarily because of deaths associated with reproduction. In Latin America, a decline in the rate of improvement appeared to have occurred. Trends resulted from the hostile over-all economic environment, rather than deterioration in health services (E/CN.9/XX/CRP.1, pp. 160-246). However, in its report to the Latin American regional conference for the World Conference of the United Nations Decade for Women, the Pan American Sanitary Bureau of the Pan American Health Organization was more optimistic. Thus, although for some women a positive trend may be discerned, it is probable that for the majority of women the trend is at best static and possibly negative; at least there is no evidence of widespread and rapid improvement in women's health, and projections of current trends to the year 2000 show still highly unacceptable levels of mortality in many countries. Moreover, expert opinion considers that the situation remains unsatisfactory: "there is an apparent serious deterioration in the situation of large numbers of women, particularly those in the developing countries and among the lower income groups".^{53/} Nor can it be assumed, even where an improvement in health status is achieved, that this directly benefits national development, for there are restrictions upon effective contribution even by a healthy woman.

39. Following their recent reappraisal, health measures and broad supportive policies are now appropriate to the needs of most women in developing countries. Governments see a major difficulty in their implementation, as this process requires not only a normal expansion of resources, but notably a shift in the whole approach within the health sector, overcoming in some cases institutional inertia. This, in turn, requires considerable political commitment. Many Governments have noted that recent fluctuations in international economic and financial relations worsened their budgetary situation. However, the major constraint upon progress appears to be the strength of negative developmental processes affecting most women and constraining governmental efforts. The 1978 meeting on women and family health concluded that

^{53/} "Report of the meeting on women and family health 27-30 November 1978" (FHE/79.1), p. 4, noted in M. Bekele, *op. cit.*, annex III.

the apparent serious deterioration in the situation of large numbers of women, particularly those in developing countries and among the low income groups, was due "largely to a process of socio-economic marginalization resulting from prevailing modes of development which were not geared to meeting the needs of the least well off" (A/34/577, para. 62). Moreover, women's responsibilities and labour have been increased by male out-migration. An increasing proportion of households are now headed by women. Breakdown of family relationships and resultant stress and fatigue may have caused an increase in violence within households, of which women are frequently the object. In some regions the health hazards involved in various types of female circumcision have been identified and urgent action to suppress such practices has been called for. 54/

40. The broad approach of primary health care strategy is intended to respond to these negative environmental factors, but requires a major shift in over-all development strategies. Thus article III of the Declaration of Alma Ata noted that:

"Economic and social development, based on the new international economic order, is of basic importance to the fullest attainment of health for all and to the reduction of the gap between the health status of the developing and developed countries. The promotion and protection of the health of the people is essential to sustained economic and social development and contributes to a better quality of life and to world peace". 55/

54/ "Report of the Seminar on traditional practices affecting the health of women", Khartoum, Sudan, 10-15 February 1979 (FHE/79.1), pp. 9-10.

55/ See E/ICEF/L.1387, annex, sect. V.

III. WAYS OF PROMOTING POLICIES AIMED AT EFFECTIVE
MOBILIZATION AND INTEGRATION OF WOMEN IN THE
DEVELOPMENT PROCESS

41. This section will respond to the question "what are the ways of promoting policies aimed at the effective mobilization and integration of women in the development process?" It will do so in the light of the implications for further policy formulation which may be identified in the evaluation of the impact of women's policies on national development as set out in section II. Immediate, intermediate and underlying factors will be examined separately, first for national policies and second for the supportive policies of the United Nations system of organizations. Finally, implications for international strategies designed to modify the world economic order will be examined.

A. Ways of promoting direct measures immediately
concerned with the condition of women

1. At the governmental level

42. The studies and reviews summarized in section II have demonstrated that each aspect of the unsatisfactory condition of women is supportive of the other aspects. Consequently, measures directed at certain aspects alone can rarely be entirely successful, as their impact is continuously negated by the effects of the remaining processes. Thus, it is necessary for Governments to adopt a comprehensive set of measures whose implementation needs to be carefully programmed. Governments may have to choose between giving priority either to the least advantaged or to certain key groups from which improvement might diffuse most rapidly. In the latter case, careful programming would be required to ensure the most rapid possible expansion of benefits to all women. Careful analysis of the implications of adopting alternatives among policies will be necessary. A majority of Governments have policies characterized by dispersed and unco-ordinated measures, but a promising trend toward a comprehensive approach is apparent. Undoubtedly the most encouraging aspect has been the establishment and improvement of appropriate institutional arrangements. Time for current measures to realize their potential; further intergovernmental stimulus; political commitment; the full participation of women in all phases of policy formulation and planning: such factors are all necessary.

2. At the intergovernmental level

43. Recent trends in the supportive programmes of international organizations are encouraging. Such organizations as FAO, ILO, WHO and UNESCO show a clear trend toward a more comprehensive and closely co-ordinated approach. Within the context of the identification of a substantial proportion of the population as not benefitting from development and, indeed, suffering from it, they have clearly recognized the fact that women not only constitute the highest proportion of that group but suffer more deeply from the development process. Among the regional commissions, ECA has been among the most active in support of direct measures and improved national institutional arrangements, as well as in setting up supportive

subregional and regional institutions. 56/ In ECLA, activities have also emphasized establishment of such regional institutions. 57/ In ESCAP, the Committee on Social Development endorsed a summary of a Five-Year Regional Action Programme designed to expand its activities greatly. 58/ However, lack of resources has prevented systematic data collection, scientific analysis and the holding of sufficient seminars and symposia. 59/ The Asian and Pacific Centre

56/ See the following reports: "Course of action programmes and activities: African Training and Research Centre for Women: Biennial Report 1977/78" (ARCC/ATRCW01/09); "Report of the Regional Conference on the implementation of national, regional and world plans of action for the integration of women in development (Nouakchott, Mauritania, 27 September-2 October 1977)" (E/CN.14/ECO/128/Rev.1 - ECN.14/ATRCW/77/Rpt. - SOC/150/84), pp. 4-13; "Report of the inaugural session of the Africa regional co-ordinating committee for the integration of women in development (Rabat, 14-17 March 1979)" (E/CN.14/716); "National machinery for the integration of women in development in African countries" (E/CN.14/ATRCW/77/WD.2); "National, subregional and regional machineries for women in development: report and directory" (E/CN.14/ATRCW/79/WD.2).

57/ See the following reports: "Report on the work carried out by the presiding officers of the Regional Conference on the Integration of Women in the economic and social development of Latin America and the Caribbean during their term of office (June 1977 to November 1979)" (E/CEPAL/CRM.2/L.5 - E/CEPAL/MDM/6); "Report of the Group of Government Experts to appraise the implementation of the Regional Plan of Action for the Integration of Women into the Economic and Social Development of Latin America (Quito, 8-10 March 1979)" (E/CEPAL/1071); "Report on activities of the CEPAL secretariat relating to the integration of women in the economic and social development of Latin America and the Caribbean" (E/CEPAL/MDM/3/Rev.2).

58/ See E/ESCAP/SD.2/5 and E/ESCAP/110, paras. 40-46.

59/ However, a meeting of a group of experts on the development of women's organizations in rural areas was held in 1978 in Bangkok, for which the following five case studies were prepared: "Excerpts from the Report ..." (PSA/RPWCDW/1); Philippine Business for Social Progress, "Applied nutrition rural prototype in a Philippine village: a case study on rural women's role in community life" (PSA/EGM/DWORA/2); D. Jain, N. Singh and N. Chari, "Role of rural women in community life: case study: India" (PSA/EGM/DWORA/3); I. Sudjahri and A. Hasjir, "Case study of Indonesia: the role of formal and informal leaders' wives at Serpong" (PSA/EGM/DWORA/4); A. S. Zehra, "Case study on the role of rural women in community development: country case study on Pakistan" (PSA/EGM/DWORA/5). It was working with FAO in an intercountry project for the promotion and training of rural women in income-raising group activities: "Learning from rural women: village-level success cases of rural women's group income-raising activities" (Bangkok, ESCAP/FAO, 1979). A number of research studies in various member States had been completed. Two were transmitted for use in preparation of this report: S. Chitnis, A review of the progress made in India towards the achievement of the objectives of the United Nations Decade for Women and S. Sadli, Mechanisms for promoting integration of women in development in Indonesia.

for Women and Development was established. 60/ In ECWA activities have begun only recently, but already consist of a substantial and varied programme.

44. Funding organizations have similarly called for comprehensive and closely co-ordinated strategies. The President of the World Bank stated that recent years had seen a growing awareness of the need to give explicit attention to the effects of its projects on women. The Bank's concern reflected changes in its lending programmes, which had been focused increasingly on alleviating conditions of absolute poverty. It was important to pay attention early in the project cycle to the local circumstances that encourage or impede the participation of women in development projects. 61/ The World Food Programme considers that the involvement of women in development efforts must follow an integrated and comprehensive approach. 62/ The United Nations Fund for Population Activities (UNFPA) noted that mounting research and programme evidence have shown the interdependencies involved in its field of operations, and thus, programmes in a wide range of sectors were supported. 63/ The Voluntary Fund for the United Nations Decade for Women supports an increasing number of comprehensive projects (see A/34/612). UNICEF is examining all programmes to clarify their impact on the

60/ Asian and Pacific Centre for Women and Development, Progress Report 1977-1979 (Bangkok, APCWD, 1979). The Centre organized a workshop in 1978 on technical co-operation among developing countries and women which produced a declaration on this subject and a statement entitled "Technical co-operation as a strategy towards a new international economic order: the implications for women". A round-table discussion on women, science and technology was held in India (A/CONF.81/BP/ESCAP).

61/ "Recognizing the invisible woman in development: ...", pp. (iii) 1-2, 19-23. The Bank's projects were reviewed at an early stage in their preparation by asking questions which may be taken as generally applicable to all funding operations: How can projects respond to women's needs and make use of their abilities? Can opportunities for women to participate and share in the benefits be found? How can projects overcome potential limitations on women's access to funds and services? What is the current socio-economic role of females in each project? Might a project affect women detrimentally and how can those effects be identified and prevented? Account had to be taken of interdependence between sectors to ensure that the benefits of intervention were fully realized. Co-ordination of efforts was necessary so that unchanged negative conditions did not negate the efforts of single programmes.

62/ "WFP's contribution to the United Nations Decade for Women: Note by the Executive Director" (WFP/CFA.7/8), para. 21.

63/ See "Review of UNFPA assistance to women population and development projects, (1969-March 1979)" (New York, UNFPA, 1979) and "UNFPA manual for needs assessment and programme development", (New York, UNFPA, 1979).

status of women and is examining means of improving its data base for this purpose. 64/

45. Each organization's programme has evolved to overlap increasingly with the concerns and activities of other bodies. In such circumstances close co-ordination is needed in support of a strong and sustained effort at the national level to change sufficiently and simultaneously each of the aspects of the self-sustaining system which constrains women's condition. As part of the continuing effort by the United Nations Development Programme (UNDP) to promote the integration of women in development a substantive joint Agency/UNDP exercise on this subject has been undertaken. A report of the exercise, entitled "Forward-looking assessment of recent years' efforts to increase rural women's participation in development", will be presented to the Governing Council of UNDP and to the Conference. Its general aim is to contribute towards the improvement of the capability of the United Nations system to advise Governments.

46. As part of the exercise, country missions were undertaken to Haiti, Indonesia, Rwanda and the Syrian Arab Republic in 1979, and precise proposals for action were negotiated with the Governments of these countries. The UNDP report will also contain a more general assessment of the United Nations system's technical co-operation activities supportive of integration of women in the development process since adoption of General Assembly resolution 3505 (XXX). This global assessment will be concerned with each of the four main developing regions and with employment, health, education and planning. Analysis of women's conditions in each country to which a mission was sent will serve as case studies for the review of each region. The report will also contain an over-all conceptual framework for examination of some of the reasons for the adverse impact of development on women. A key aim is to review which factors facilitated and which impeded active participation by women in development and to identify what could be done to overcome the latter by means of technical co-operation provided by the United Nations development system. Focus will fall upon the numerous and crucial problems of rural women.

47. In addition to these activities an effort has been made to co-ordinate the work of all organizations within the framework of the United Nations Decade for Women. For specific information, see the report entitled: "A study of the interagency programme for the United Nations Decade for Women: Equality, Development and Peace, 1976-1985" (E/1978/106). Permanent regional interagency

64/ See the following reports: "Preparation of the report to the 1980 Board on the integration of women in the development process and its impact on the well-being of children" (PRO-54); and V. Hazzard, "Building a data base for planning and programming activities for women" (UNICEF Knowledge Network on Women, Paper No. 2) (New York, UNICEF, 1979). The special meeting on children in Latin America and the Caribbean, with particular reference to their situation and development in rural and urban marginal areas held under the auspices of the Executive Board of UNICEF in May 1979, indicates the breadth of the UNICEF approach. Background papers were issued under the reference E/ICEF/LATAM-79/...

working groups have been formed, and in Africa there have been promising moves toward very close integration at the subregional level. 65/ The further strengthening of such interagency co-ordination appears a most promising course of action. Co-ordination at the national level is equally vital.

48. However, in spite of progress achieved, effective activity is at an early stage. For example the FAO review for the conference on agrarian reform stated that:

"In spite of ... mandates and increasing expressions of concern and pressure for reform, the extent of programmes destined to improve rural women's integration in developing countries is still minimal, with no more than twenty countries having programmes reaching the local level" (WCAARD/INF.3, p. 87).

The World Bank and ECLA have noted with concern the still limited level of activity (E/CEPAL/CRM.2/L.5 (E/CEPAL/MDM/6), p. 3). Both technical and funding organizations have followed a generally ad hoc approach, dependent upon government initiative and comprising mainly scattered activities. In order to establish priorities a better understanding is necessary of the relationships among the complex factors affecting the situation. In spite of recent emphasis upon technical co-operation among developing countries, international organizations do not yet appear to have sufficiently supported the study and diffusion of the experience already obtained by some countries.

B. Ways of promoting adjustments to policies concerned with intermediate processes

1. At the governmental level

49. Appraisal of the causes of the insufficient impact of direct measures has revealed that they attempt to ameliorate conditions caused by societal processes which, being beyond their scope, remain unaffected. Among these societal processes, intermediate and underlying types may be distinguished. Almost all intermediate processes, in countries with market economies as in those with centrally planned economies, are currently the object of intervention as part of government policy. Indeed, to a considerable extent they are the result of government policy, past and present, and if not of commission then of omission.

65/ See the following reports: "Report of the first meeting of the United Nations Interagency Working Group on the integration of women in development in Africa" (ECA/ATRCW/IWG/79/BD.1); "Provisional draft summary of on-going and planned projects of United Nations agencies and organizations for the integration of women in development in Africa region" (E/CN.14/ATRCW/WD.3); "Interagency Information Bulletin: Asia and the Pacific Region" (Bangkok), vol. 1, No. 1 (November 1978); "Reports of the inaugural meetings of the subregional committees on the integration of women in development" (ECA/MULPOC/NIAMEY/18; ECA/MULPOC/LUSAKA/114; ECA/MULPOC/YAOUNDE/20; ECA/MULPOC/GISENYI/26).

The action required by Governments, therefore, is to adjust them so that their impact upon women is less negative and more positive. Preliminary evaluation suggests that the net contribution of adjustment to reduce such negative effects might well be greater than the total impact of direct measures, although both types of measure are necessary.

50. Studies suggest that most existing policies concerned with intermediate processes have been formulated without taking into account their impact upon women. In order to correctly formulate, implement and monitor the complex sets of policy adjustments required, substantial policy-oriented research is required, with particular attention to systems analysis of process relationships and policy interactions. Such requirements further emphasize the need for effective institutional arrangements for policy formulation and plan implementation.

2. At the intergovernmental level

51. A number of international organizations have already developed programmes supportive of governmental action in this area, although primarily in regard to increasing consciousness of the issues rather than direct aid to Governments. FAO considers that assistance to strategies for rural women should include attention to causes of discrimination, legal systems, migration, political systems, and equal participation in planning; the United Nations has drawn attention to these factors in a recent report; the United Nations Research Institute for Social Development (UNRISD) has included them in its research; and the World Bank has noted that close significance for women of projects in urban development, agriculture and rural development. 66/ The United Nations Centre for Human Settlements (Habitat) has stressed the crucial role of women in the development of human settlements. In research projects on integration and implementation of human settlements planning, the role of women was considered a vital part of public participation programmes, in accordance with the recommendation of the Conference on Human Settlements. In addition to the direct contribution of women in the provision and maintenance of shelter, infrastructure and services, it was considered necessary to involve women in the planning and decision-making process at all levels. The Centre was preparing a report on women in planning, development and management of human settlements. ILO, FAO and the regional commissions have also pointed to the need for application of appropriate technology or to household services and improved settlements planning. The Population Division of the United Nations Secretariat monitors demographic aspects of the integration of women in development and examines relationships between women's status, changes in fertility and nuptiality and formulation of population policies. 67/ However, research specifically dealing with the condition of women

66/ See the following: WCARRD/INF.3, pp. 9-11; A/34/577, para. 94; I. Palmer and U. von Buchwald, op cit. and "Recognizing the invisible woman in development: ...", pp. 1-2.

67/ See the following reports: "Report on monitoring of population trends" (E/CN.9/XX/CRP.1), chap. II, sect. 9, pp. 390-402; "National experience in the formulation and implementation of population policy, 1958/1960-1976: Cuba" (ST/ESA/SER.R/17); "Mexico" (ST/ESA/SER.R/18); "Panama" (ST/ESA/SER.R/19); "Peru" (ST/ESA/SER.R/20); "Trinidad and Tobago" (ST/ESA/SER.R/21); "Madagascar" (ST/ESA/SER.R/22); "Chad" (ST/ESA/SER.R/23); "Mali" (ST/ESA/SER.R/24);

is to begin only in 1980. Studies of relationships between demographic and societal changes and the condition of women (i.e. as distinct from more specific studies of women's reproductive behaviour) are reported also by ILO, FAO, UNESCO and the World Bank. The importance of internal migration was noted by FAO in its review for the Conference on Agrarian Reform and has been studied by UNESCO 68/ and by ECWA and ECA.

52. In spite of these activities, support for Governments appears so far to have been limited. There have been no attempts to finance positive adjustments or, even less, to support Governments in compensating those aspects adversely affected by adjustments made to intermediate policies. One of the major constraints appears to have been the fact that some intermediate processes lie outside the competence of organizations hitherto most active in women's policies. Moreover, all such processes are intersectoral; therefore, measures designed to adjust them are of multidisciplinary and multiagency concern. Hence considerable interagency co-ordination is necessary. Finally, however, it appears that it is possible to make only limited adjustments to processes which are themselves so dependent upon underlying factors.

C. Ways of promoting adjustments to policies concerned with underlying processes

1. At the governmental level

53. Identification of factors relevant both to the limited impact of direct measures and to intermediate processes and policies has pointed to the dominant role of what may be described as "underlying factors": national and international macro-economic and financial processes, and the associated set of government and intergovernmental policies. This had been recognized by the Declaration of Mexico. 69/

54. In part this results from the fact that the existing situation is already highly differentiated, so that even if there is an equal impact, inequalities remain. But primarily it is because any intervention within a complex system

(continued)

"Oman" (ST/ESA/SER.R/25); "Yemen" (ST/ESA/SER.R/26); "Ghana" (ST/ESA/SER.R/27); "United Republic of Tanzania" (ST/ESA/SER.R/28); "Malaysia" (ST/ESA/SER.R/29); "Guinea" (ST/ESA/SER.R/30); "Thailand" (ST/ESA/SER.R/31); and "Population Policy Compendium" (New York, Population Division of the Department of International Economic and Social Affairs, United Nations Secretariat, and the United Nations Fund for Population Activities, 1979).

68/ See D. Orlansky and S. Dubrovsky, op. cit.

69/ Report of the World Conference of the International Women's Year, Mexico City, 19 June-2 July 1975 (United Nations publication, Sales No. E.76.IV.1), chap. I.

comprising multiple interactions is likely to have an unequal effect - if only because of time lags in impact diffusion. These policies are susceptible to adjustment in order to enhance their positive impact for women and diminish their negative impact. Many recent studies have contributed to a better understanding of the specific relationships and precise mechanisms involved. However, in spite of improved understanding few attempts have been made to adjust macro-economic or financial policies specifically for this purpose - because of the recency of recognition of their importance, the complexity of relationships and the lack of sufficiently precise information, and, primarily, because in many countries both processes and associated policies are largely determined by their relationship to the international economic order.

2. At the intergovernmental level

55. An important function of international organizations is evaluation and analysis of the factors. FAO has described their negative impact upon rural development and consequently upon women, and ILO has summarized the most effective approaches to eliminating poverty of women in a manner which emphasized relationships between underlying and intermediate processes. In order to solve women workers' problems, which were seen as only a part of those of the population as a whole, it would be necessary in many countries to change the social and economic structure. The international community and national planners were considered not yet to have fully understood the fact that any analysis of industrialization, modes of production, rates of economic growth or equitable distribution among nations and within economies must include a recognition of women's contribution and participation, if the development effort is to be viewed in its totality. 70/

56. In contrast the IMF considered that a close relationship could not be established between its area of competence and the effective mobilization and integration of women in development. 71/ It had no activities which specifically

70/ See the following reports: WCARRD/INF.3, pp. ii-iii, 9-11; Follow-up Report of the World Employment Conference (ILO, Sixty-fifth Session, Report VII) (Geneva, ILO, 1979), p. 122; and A/34/577, paras. 43 and 44.

71/ It drew attention to the Fund's Articles of Agreement, and in particular to article 1 on the Purposes of the Fund, which guided its policies and decisions. These purposes included promoting international monetary co-operation; facilitating expansion and balanced growth of international trade; promoting exchange stability; assisting in establishment of a multilateral system of payments in respect of current transactions; giving confidence to members by making the general resources of the Fund temporarily available to them; and, accordingly, shortening the duration and lessening the degree of disequilibrium in the international balance of payments of members. The purpose of facilitating the expansion and balanced growth of international trade was specifically intended "to contribute thereby to the promotion and maintenance of high levels of employment and real income and to the development of the productive resources of all members as primary objectives of economic policy". (IMF Survey: Supplement to the Fund (September 1979), p. 1).

addressed questions relating to the status of women in education and in the economic and social fields, because its responsibilities in these fields did not allow for activities directed at particular population groups within member countries. 72/ Apart from its growing interest in the impact on women of technological transformation, the United Nations Conference on Trade and Development (UNCTAD) has not yet given systematic attention to the implications of either the existing nature of international trade or of its own proposals for change within a new international economic order. 73/ UNIDO has only recently begun to take into consideration the implications for women of industrialization in developing countries (ID/CONF.4/9, pp. 20-21). The United Nations Centre on Transnational Corporations has made no comprehensive study of the impact of transnational corporations upon the condition of women in developing countries, although a number of studies have suggested its particular relevance. 74/

57. The United Nations, the United Nations Institute for Training and Research (UNITAR) 75/ ILO and the United Nations Research Institute for Social Development

72/ Notwithstanding its position, the Fund drew attention to comments on the relationship between international finance and women made in November 1979 by the Fund's historian. She had pointed out that inflation and measures designed to control it, including tight money and high interest rates and curtailment of budgetary expenditures, had widespread implications for the economic welfare of women, even more so than for men, as did recession, "stagflation", unemployment, indebtedness and excessive exchange rate fluctuations. They had effects on real standards of living, prices of essential commodities, wages and salaries in nominal and real terms, job opportunities, hours and conditions of work and on the possibility of conflicts between economic and financial development and the social and cultural milieu. (These points summarize a draft provided by the IMF of an article to appear in the January 1980 issue of IMF Staff News. The Fund pointed out that the historian, Dr. M. G. de Vries, was alone responsible for these views.)

73/ See the following reports: "Restructuring the international economic framework: Report by the Secretary-General of UNCTAD to the fifth session of the Conference, May 1979" (TD/221), paras. 29-43; "Comprehensive measures required to expand and diversify the export trade of developing countries in manufactures and semi-manufactures" (TD/230); "Towards the technological transformation of the developing countries" (TD/238); "Outline for a substantial new programme of action for the 1980s for the least developed countries" (TD/240); "Specific action related to the particular needs and problems of land-locked developing countries: issues for consideration" (TD/241); "Specific action related to the particular needs and problems of island developing countries: issues for consideration" (TD/242).

74/ See the following reports: "Transnational corporations and the pharmaceutical industry: introduction and findings" (E/C.10/53 and Corr.1); "Transnational corporations in advertising: Report of the secretariat" (E/C.10/54), para. 40; "Social, political and legal impacts of transnational corporations - some issues" (E/C.10/55), paras. 13, 16-17.

75/ Z. Tadesse, op. cit.; M. Srinivasan, The impact of science and technology and the role of women in science in Mexico (Science and Technology Working Series, No. 10) (New York, UNITAR, 1979).

have undertaken research the better to clarify these relationships and identify appropriate strategies. Within the United Nations University an Interprogramme Advisory Panel on Aspects of Gender and Age met for the first time in November 1979 and was engaged in defining its role and initial work.

58. Of considerable importance has been the significant success in bringing the importance of these matters to the attention of intergovernmental bodies and conferences, notably the World Conference on Agrarian Reform and Rural Development. In preparation for the United Nations Conference on Science and Technology for Development, ESCAP, ECA and various departments of the United Nations submitted observations and studies, but this aspect was not a central theme of the Conference. Nevertheless, the Conference adopted a resolution entitled "Women, science and technology" which recommended that all bodies of the United Nations system related to science and technology should continually review the impact of their programmes and activities on women and promote the full participation of women in the planning and implementation of their programmes. 76/ A report prepared for the fifth session of UNCTAD noted, in an examination of national level constraints to a comprehensive programme for technological transformation, that "too little attention is given to raising the technological intensity in certain sectors (e.g. agriculture) and specific groups of the working population (e.g. women workers), so far bypassed by technological advance". It added that action should ensure that such groups were given high priority "and are fully integrated in the mainstream of the development process" (TD/238, paras. 111 and 123 (vi)). This document does not examine over-all implications of technological transformation for women. However, pursuant to resolution 112 (V) of UNCTAD at its fifth session, a study of these questions was to be undertaken during 1980. 77/

D. Ways of promoting necessary adjustments of the international economic order

59. The relevance of the international economic order for women was recognized in the Declaration of Mexico. 78/ However, no comprehensive examination of these matters has been brought to the attention of the Secretary-General for the purpose of preparing the present report. The most specific view is that of ILO, which stated that the conclusion of the 1979 Follow-up Report of the World Employment Conference, namely that without a favourable international framework elimination

76/ See Report of the United Nations Conference on Science and Technology for Development, Vienna, 20-31 August 1979 (United Nations publication, Sales No. E.79.I.21 and corrigenda), chap. VI, sect. A.

77/ For details of the attention given to women at the Conference on Agrarian Reform, the Primary Health Care Conference, the Conference on Science and Technology for Development and the Conference on Technical Co-operation among Developing Countries, see the report of the Secretary-General on women in development and international conferences (E/CN.5/624).

78/ Report of the World Conference of the International Women's Year, ..., part one, chap. I.

of poverty might have to be postponed to an intolerably later date, 79/ was relevant to the problem of elimination of poverty among women. Sectoral programmes and legislation were not sufficient to achieve equality and were likely to succeed only in the context of broader strategies, in many cases involving national economic restructuring. In turn these cases required substantial change in the international economic order.

60. In its basic review and evaluation prepared for the Conference on Agrarian Reform, FAO noted that, while trade, aid and private foreign investment had added substantially to agricultural production and export earnings, they had contributed to problems of agrarian reform, and rural dualism and poverty (WCAARD/INF.3, p. iii). A United Nations report concluded that in most developing countries integration of the society into the international economic order had caused or had strongly contributed to a number of internal processes which had, in turn, exercised a negative impact upon women's role and status in society and hence their level of equality with men.

61. Among the regional commissions, ECA has clearly identified the establishment of an appropriate new international economic order as a prerequisite to improved conditions of women (E/CN.14/ATRCW/77/WD.3). According to IMF, a close relationship could not be established between its area of competence and the effective mobilization and integration of women in development. 80/ However, macro-economic and financial policies at the international, as at the national level, appear likely to have some differentiating impact, with particularly severe effects for women. Thus, international monetary, trade, aid and technology policies will not themselves automatically have an undifferentiated or even beneficial impact, but will do so only with careful incorporation of specific elements designed to have such an effect. Thus it is not enough merely to identify the implications of the current international economic order for women's mobilization and integration in development, nor even to call for the establishment of a new order. Rather it is necessary to proceed further and identify that type of international economic order most beneficial to women.

79/ Follow-up Report of the World Employment Conference, p. 122.

80/ However, the historian of the IMF, in an unofficial statement of views to which the Fund drew attention, noted that the following aspects of the international economic order had widespread and negative implications for women: excessive fluctuations in exchange rates; high costs and shortages of energy; expansion of international banking; external indebtedness, notably of oil-importing countries; rapid expansion of exports by newly industrialized countries and the reaction of greater protectionism among developed countries. The need to focus on the implications for women of international monetary and financial questions had recently become prominent. In an interdependent world economy women had a vital interest in the means by which current pervasive international monetary and economic problems were resolved. "IMF Staff News", January 1980.

IV. CONCLUSION

A. Strategies for achieving more effective mobilization and integration of women in the development process

62. The previous section has demonstrated that, in order to resolve the problems faced by women in most developing countries, it is necessary to carry out a comprehensive set of measures designed simultaneously to improve the immediate condition of women, to adjust policies concerned with what have been termed "intermediate" processes, to adjust underlying national macro-economic and financial policies, and, finally, to bring about a new international economic order specifically designed to enhance the effective contribution of women to development. Such a comprehensive set of measures and adjustments constitutes a national "women's policy".

63. During the first half of the United Nations Decade for Women considerable progress has been made. Not only have direct measures been carried out, but several wider achievements deserve notice. Firstly, during the last decade, global consciousness has been raised significantly of the extent to which the condition of women is unacceptable in absolute terms, inequitable relative to the position of men and retarding the entire process of development. Moreover, an expanding number of studies have identified the causes of the situation. A significant momentum has been established, and adoption of national, regional, sectoral and global plans assures its future. Of equal importance are the shifts of emphasis which have occurred. However, the notable progress made in certain aspects and for the minority of women has been off-set by the continuing impact of negative societal processes leading to a deterioration in conditions for the majority of women in developing countries.

B. Effective integration of women within the context of the new international development strategy

64. The foregoing analysis has demonstrated that development of women should not be viewed only in terms of social development but as an essential component in every dimension of development. The adoption of effective measures designed to improve women's commitment to the labour force, their education or training and their access to credit and finance is thus important with regard to the achievement of the objectives of the new international development strategy.

65. There is, furthermore, a need for assessing development strategies and measures in terms of their contribution to the mobilization of women. These assessments should be undertaken in the priority areas of the programme of the new international economic order aimed at facilitating the early attainment of the objectives of the new international economic order, i.e. the over-all goal of the new international development strategy, through mobilization of all available human resources. This would imply placing stronger emphasis than hitherto on the role of women in such areas as food production, both for domestic

consumption and export; processing of primary commodities and promotion of industrialization in developing countries; transfer of technology; and energy. Since all of these processes are closely linked, it would be necessary to adopt an interdisciplinary and comprehensive approach to research and planning for enhancing the participation of women in development within the context of the new international development strategy. To this end, it will be necessary for the United Nations system of organizations to aim at further co-ordination and integration of its efforts directed towards the full mobilization and integration of women in development.

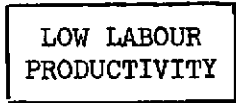
ANNEX

Tentative graphical depiction of inter-dependencies
between development processes and the condition of
women in developing countries

1. The observations provided by the 28 bodies within the United Nations system in response to requests for information and the studies and reviews which they authorized for use in this report showed that full attention should be given to the entire complex of inter-dependencies which exist between a wide range of development processes and the condition of women. This material made possible identification of direct relationships between many aspects of women's condition and a number of development processes. In addition, it permitted identification of entire sequences of indirect relationships between various groups of development factors and aspects of women's condition. Attention was drawn to the many examples of feed-back processes and self-sustaining subsystems within the entire set of inter-dependencies.
2. It was considered useful to depict these inter-dependencies in graphical form as a supplement to the textual descriptions contained in the report. Not only may this serve to identify relationships more succinctly than would be the case in a textual description, but it allows further exploration by the reader of the possible ways - some of which may not be immediately obvious - in which women's condition might be affected by, and in turn might affect, the process of national and international development.
3. However, it must be strongly emphasized that, although based firmly upon the findings of the studies and reviews made available by the bodies concerned, this graphical presentation is considered an initial and tentative attempt to depict the complex of inter-dependencies. It is included only in the hope that it will stimulate further and more rigorous examination of the relationships suggested. Provided that the concerned legislative bodies endorse the utility of this approach, the Department of International Economic and Social Affairs hopes that its continued work in this area will contribute to an improved understanding of this important component of the development problem, and therefore to adoption of appropriate policies.

ANNOTATION

Development processes and factors and aspects of women's condition



One-way relationship between processes, factors or aspects of women's condition



Mutual relationship between processes, factors or aspects of women's condition



Boundary between principal components of the set of inter-dependencies (Figure 3)



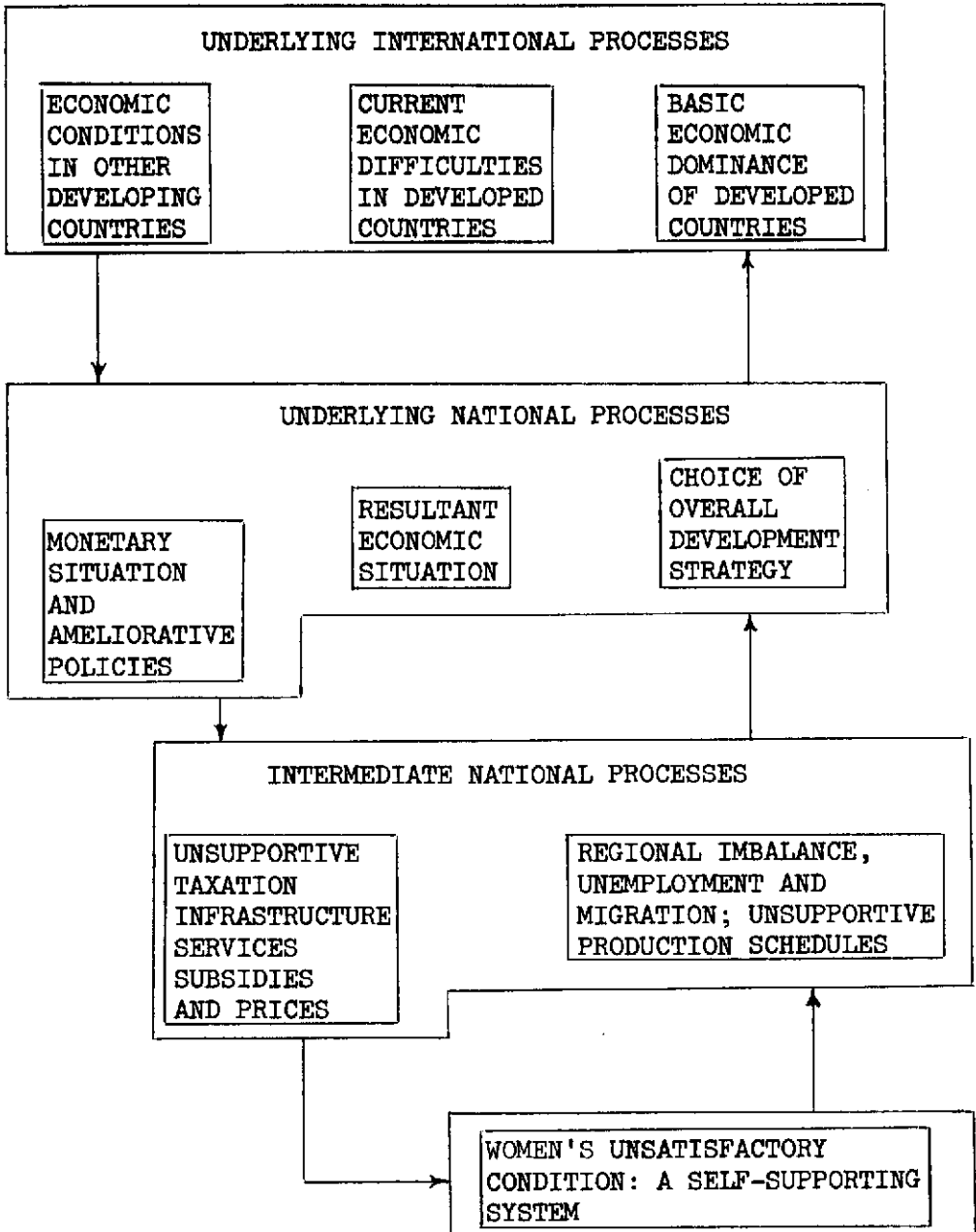


Figure 1 Principal components of the set of inter-dependencies between development processes and the condition of women in developing countries

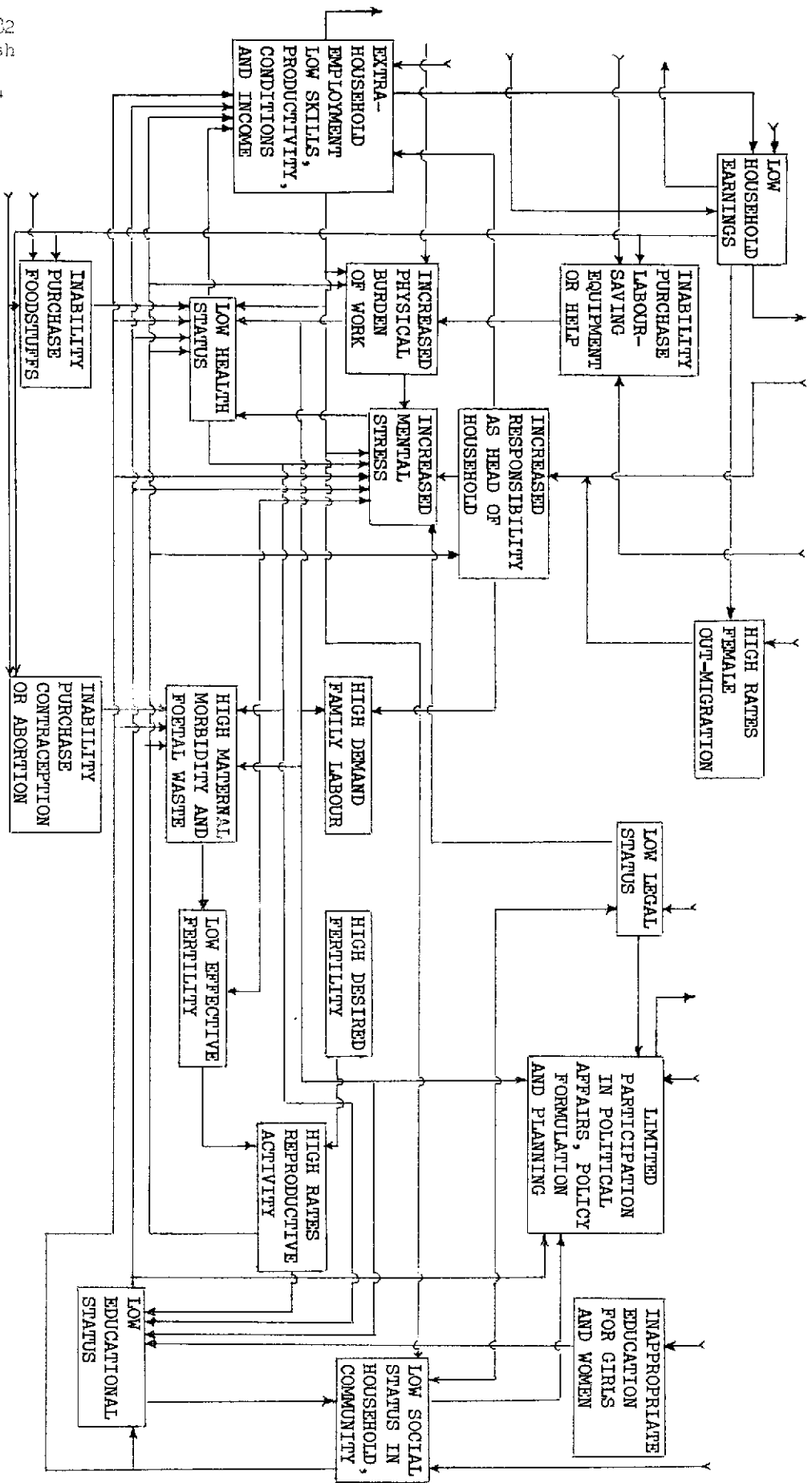


Figure 2 Relationships among different aspects of women's condition: a self-sustaining system

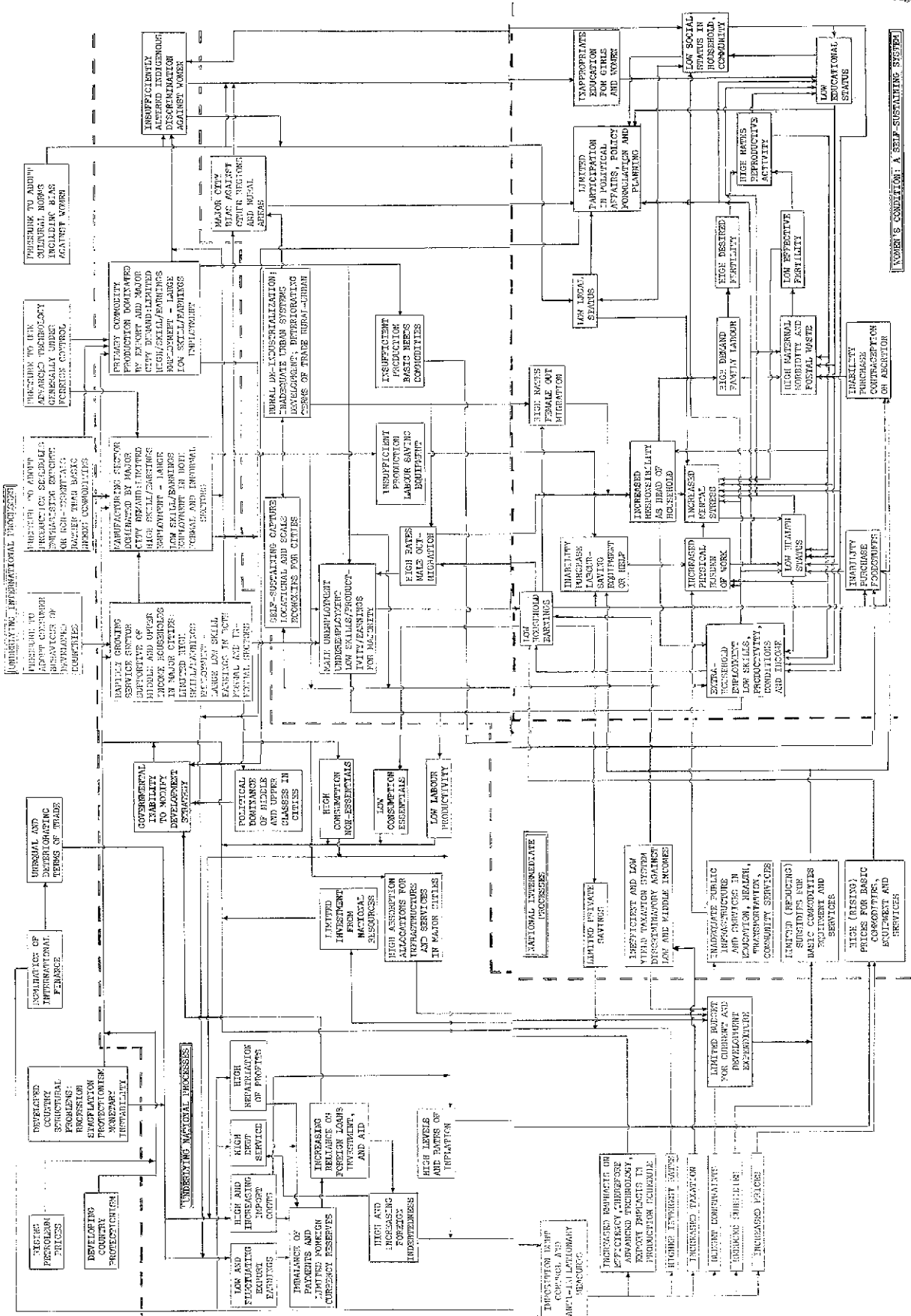


Figure 3. Principal relationships between development processes and the condition of women in developing countries