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EFFECTIVE MOBILIZATION AND  
INTEGRATION OF WOMEN IN  
DEVELOPMENT

Strengthening the work of the United Nations in integrating women  
effectively in economic development programmes and activities

Report of the Secretary-General

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\* A/42/50.

\*\* E/1987/100.

## I. INTRODUCTION

1. The present report is submitted in accordance with Economic and Social Council resolution 1986/65. In that resolution, the Council fully recognized the economic value of women's contribution to overall growth and development, including food and agriculture, and emphasized the vital importance to national economic growth and development of the effective mobilization and integration of women in economic life. It considered that the measures to integrate women effectively in all aspects of development outlined in chapter II of the Nairobi Forward-looking Strategies for the Advancement of Women <sup>1/</sup> had major implications for the work programmes of the United Nations and the specialized agencies, in particular in the economic sector. The Council further noted that in paragraph 338 of the Forward-looking Strategies, it had been requested to play a more forceful and dynamic role in reviewing and co-ordinating all activities of the United Nations system relevant to women's issues. The Council requested the Secretary-General to take a number of specific measures to strengthen the work of the United Nations in integrating women effectively in economic development programmes and activities and to report on the implementation of the resolution to the General Assembly at its forty-second session through the Economic and Social Council.

2. In paragraphs 1 and 2 of the resolution, the Council requested the Secretary-General to propose activities for the implementation of those measures contained in chapter II of the Forward-looking Strategies that relate to United Nations work programmes in specific economic fields for review by the competent intergovernmental and expert bodies; to include in his instructions for the preparation of the proposed programme budget for the biennium 1988-1989 a reminder to programme managers in the area of economic development to take the Strategies into account when preparing their proposals and to ensure that the instructions were followed; to take account of the relevant policy orientations and goals of the Strategies in the preparation of the proposed medium-term plan for the period 1990-1995; to prepare an intersectoral analysis of the various United Nations programmes dealing with women with cross-referencing to related work of other organizations of the United Nations system; and to take appropriate steps to implement chapter V of the Strategies on international and regional co-operation.

3. In paragraph 3 of the resolution, the Council requested the Secretary-General to make the necessary arrangements for the effective system-wide implementation of the Strategies in the economic field and to ensure that specific measures were taken to co-ordinate the application of the Strategies at the regional and international levels. Particular account was to be taken of the need to ensure coherence among approaches to the implementation of the Strategies by central, regional and sectoral bodies, to provide to intergovernmental bodies of the economic and social sectors of the United Nations a compilation of United Nations intergovernmental mandates which had specific reference to women, and to harmonize the implementation and monitoring of the Strategies with all other relevant United Nations intergovernmental and international strategies and programmes of action.

4. In paragraph 4 of the resolution, the Secretary-General was requested to include in his comprehensive report on co-ordination to be prepared pursuant to General Assembly resolution 40/177 a review of intersecretariat arrangements for the co-ordination of administrative, operational and programme activities relating to the integration of women in economic development, as well as specific recommendations aimed at enhancing co-ordination in the implementation of the Strategies, having due regard for the need to give priority attention to joint planning and programming, to ensure in-depth consideration of the question at periodic intervals, to develop concrete measures to improve the delivery of technical co-operation activities, and to integrate women in the decision-making and policy-formulating processes of the United Nations system.

5. The present report provides an account of the measures taken. Sections II and III deal with planning and programming for the integration of women in economic development programmes and activities in the United Nations. Section IV deals with the integration of women in the decision-making and policy-formulating process in the United Nations. Section V reviews the mechanisms for the co-ordination of programmes dealing with women in the United Nations system, and section VI deals with a compilation of intergovernmental mandates with specific reference to women.

## II. INCORPORATION OF ACTIVITIES RELATED TO WOMEN IN THE PROPOSED PROGRAMME BUDGET FOR THE BIENNIUM 1988-1989

6. As requested in resolution 1986/65, the Secretary-General, in his instructions to programme managers for the preparation of the proposed programme budget for 1988-1989, directed them to take fully into account the Forward-looking Strategies in the preparation of their proposals. The Programme Planning and Budgeting Board, on behalf of the Secretary-General, requested that all detailed analytical notes prepared for its review of individual budget sections indicate the extent to which activities concerning the advancement of women were incorporated in the proposals. This factor was used by the Board in considering priorities and resource allocations within individual budget sections. Moreover, the Office for Programme Planning, Budgeting, Monitoring and Evaluation has identified all relevant activities for the advancement of women in order to facilitate analysis and reporting on the implementation of these activities.

7. The normal review of substantive programme proposals has been conducted by the specialized intergovernmental bodies, such as the Statistical Commission, the Population Commission and the Commission for Social Development. In addition, a special review was made by the Commission on the Status of Women, which had before it a presentation of programme proposals relating to the advancement of women, as at December 1986. The Commission adopted resolution 3, 2/ in which it provided guidance to the Secretariat on the 1988-1989 work programme regarding women and development. In that resolution the Commission recommended that the Secretary-General, in preparing his proposals, ensure that the programmes of the regional commissions contained activities related to women; that work be undertaken in the areas of development issues and policies, food and agriculture, energy, environment, international trade, international protection of refugees, natural

resources, transnational corporations, and transport and communications; that activities related to women be identified where not apparent in output citations; and that the approved medium-term plan for the period 1984-1989 be implemented fully.

8. The Commission resolution was communicated to the programme managers concerned, so that they could take it into account in preparing their final programme budget proposals. Accordingly, programme managers have identified activities relevant to women, and, wherever necessary, added explanatory text where output citations do not fully reflect the nature of the work.

9. As a result of this process, the number of subprogrammes containing work related to women has increased from 34 in the 1986-1987 biennium to 40 in the 1988-1989 proposals out of a total of 320 subprogrammes in the economic and social sectors. The number of major programmes that include activities related to women and development has increased from 7 to 13 out of a total of 16 in these sectors.

10. All of the five regional commissions have activities related to women, and there has been an expansion of these activities. In the Economic Commission for Africa and the Economic and Social Commission for Western Asia, for example, specific activities relating to women and development have been formulated in almost all programme areas, including social development, food and agriculture, development issues and policies, environment, human settlements, industrial development, natural resources, energy, population, statistics, transport and communications, and international trade and development.

### III. INCORPORATION OF THE FORWARD-LOOKING STRATEGIES IN THE PROPOSED MEDIUM-TERM PLAN FOR THE PERIOD 1990-1995

11. Pursuant to Council resolution 1985/46, the United Nations has taken the lead in formulating a proposed system-wide medium-term plan for women and development, which is before the Council at its present session (E/1987/52). The system-wide plan is intended to provide a framework for integrating women's issues in development activities in a variety of areas, including economic development. Within the United Nations, all organizational units involved in development were asked to contribute to the definition of strategies, and their contributions have been incorporated in the plan. The units were informed that their contributions should reflect their real intended commitment to these areas, which would subsequently be reflected in individual medium-term plan proposals.

12. In the mean time, intergovernmental bodies of the United Nations have been providing substantive guidance to the Secretariat on the priorities and orientation of the United Nations medium-term plan for the period 1990-1995 in their respective areas. At its session in January 1987, the Commission on the Status of Women adopted resolution 4 on the integration of women in economic and social development programmes and preparation of the United Nations medium-term plan for the period 1990-1995. 3/ In the resolution, the Commission recommended, inter alia, that the implementation of the Forward-looking Strategies, and the status of women in

general, should be identified as a global priority in the introduction to the plan; that linkages among the objectives of the United Nations Decade for Women should be maintained in the plan; that a specific subprogramme on monitoring and review and appraisal of the Forward-looking Strategies should be included; and that activities related to the advancement of women should be included in the major programmes on development issues and policies, energy, environment, food and agriculture, human settlements, international assistance to refugees, international trade, natural resources, population, social development and humanitarian affairs, statistics, transnational corporations, and transport and communications, at the regional and global levels, as appropriate.

13. Assuming that the system-wide medium-term plan is adopted by the Council at its present session, it will constitute a mandate for the United Nations in the area of women and development and will accordingly have to be taken into account in preparing the proposed medium-term plan of the United Nations. Programme managers will be advised that the approved plan will have to be taken into account in the formulation of their detailed proposals. Conformity with the system-wide plan will be one of the factors used by the Office for Programme Planning, Budgeting, Monitoring and Evaluation in preparing for the review of plans and proposals by the Programme Planning and Budgeting Board. The system-wide medium-term plan will be made available to all relevant intergovernmental bodies dealing with development issues when they review the proposed United Nations medium-term plan.

14. As requested, an intersectoral analysis will be prepared to accompany the medium-term plan when it is formally reviewed by the Committee for Programme and Co-ordination and the Economic and Social Council. A draft of the intersectoral analysis will be made available to the Commission on the Status of Women when it considers the Secretary-General's medium-term plan proposals relating to women at its thirty-second session, in 1988.

#### IV. INTEGRATION OF WOMEN IN DECISION-MAKING AND POLICY FORMULATION

15. In paragraph 4 (d) of resolution 1986/65, the Secretary-General was requested to include in his comprehensive report on co-ordination specific recommendations aimed at enhancing co-ordination in the implementation of the Forward-looking Strategies, having due regard for the need to integrate women in the decision-making and policy-formulating processes of the United Nations system. The issue of the appointment and promotion of women to decision-making and policy formulation posts in the United Nations system has received considerable attention both at the intergovernmental level and within the secretariats. Targets have been set by organizations to increase the number of women at decision-making levels.

16. In his address to United Nations staff at Headquarters on International Women's Day 1987, the Secretary-General, referring to the system-wide medium-term plan for women and development, stated:

"The approach taken in the medium-term plan places the advancement of women at centre stage where it belongs. In this plan for the first time, programme activities for the advancement of women are not described as separate activities, requiring separate funding and separate organizational structures. Rather, they are dealt with as core activities that should be part and parcel of virtually all development programmes within the United Nations system. ... This fundamental change in approach will have important implications for the staffing of our Organization. The participation of women in management and in the decision-making process is one of the goals of the plan. The United Nations cannot present itself to the world as a principal advocate of women's advancement, or claim to be a source of advice and inspiration in this area, if women are not visibly involved in these activities, at high levels of responsibility."

In the same address, the Secretary-General also referred to the appointment of two women at the Under-Secretary-General level and the promotion of two others to the Director level. He added that special guidelines that favoured the rapid advancement of qualified women had been issued to the appointment and promotion bodies.

17. At the meeting of the Joint Consultative Group on Policy (comprising the United Nations Children's Fund (UNICEF), the United Nations Development Programme (UNDP), the United Nations Fund for Population Activities (UNFPA) and the World Food Programme (WFP)), the Administrator of UNDP noted that much still had to be achieved with regard to the hiring of women, especially at the country level, at which only 6 out of 114 representatives were women. Some progress, however, had been made since he had recently given instructions that 50 per cent of new Professional entrants must be women. In addition, several important staffing decisions had been taken that would facilitate women's integration in mainstream development activities and programmes. First, a new Division for Women in Development had been established at headquarters to provide additional technical support. Second, in each field office there would be one national and one international officer responsible for strengthening women-and-development activities. Third, there would also be two women-and-development staff members at headquarters in all major programming and operational departments. Both in the field and at headquarters, the women-and-development officers would play a key role in facilitating women's integration and monitoring the degree of which principles and priorities were adhered to in all types of programmes.

18. In 1986 the United Nations Fund for Population Activities established a Special Unit for Women and Youth to ensure that the role and status of women in the programmes and projects it funds are given increased attention. To integrate women's interests in all population activities, the Fund has recognized that the needs and concerns of women must be adequately taken into account and their participation in all phases of projects and their access to project benefits must be ensured (DP/1987/38, para. 13).

19. On the other hand, there is a school of thought that maintains that in order to ensure that the role of women in development becomes integral to the design and

execution of development programmes, what is required is a cadre of committed staff, male or female. In this connection, UNICEF in its report to the Executive Board on the implementation strategy for UNICEF policy on women in development (E/ICEF/1987/L.1), states

"15. The presence of focal points for women's programmes in the field has not generally been effective without committed representatives. The selection of staff assigned to the women's post, and their rank within the office structure has not contributed effectively in mobilizing serious attention in country programme formulation around the needs and concerns of girls and women in development."

UNICEF has therefore decided to phase out these focal points and concentrate on training and sensitizing all staff dealing with programming and execution of projects.

17. While the number of women in decision-making posts is still very small compared with that of men, efforts are being made by the United Nations to place qualified women in policy-formulation positions. This should lead to increased participation by women in the Administrative Committee on Co-ordination and its subsidiary bodies.

#### V. CO-ORDINATION

21. Pursuant to paragraph 4 of resolution 1986/65, the Secretary-General has included in his comprehensive report on co-ordination (A/42/232-E/1987/68) a review of intersecretariat arrangements for the co-ordination of administrative, operational and programme activities relating to the integration of women in economic development. That report describes the various mechanisms in place for the co-ordination of programmes dealing with women and development in the United Nations system. In addition, the administrative measures for the preparation of the programme budget and the medium-term plan described above have been taken to implement the Forward-looking Strategies in a co-ordinated fashion within the United Nations Secretariat.

22. The Administrative Committee on Co-ordination, the principal intersecretariat body responsible for inter-agency co-ordination, has established the Consultative Committee on Substantive Questions to carry out ongoing co-ordination functions in respect of programme and operational activities. This Consultative Committee consists of two branches. The Consultative Committee on Substantive Questions (Programme Matters) has been concerned with women and development for some time. It oversees ad hoc inter-agency meetings on women and has itself discussed such matters as cross-organizational review of medium-term plans on women and development submitted to the Council in 1985 (E/1985/45) and the proposed system-wide plan for women and development, which it adopted on behalf of the Administrative Committee. Its policy is that women and development should be on the agenda of all relevant subsidiary bodies of the Administrative Committee, such as the task forces on rural development and on science and technology for

development. Within its field of competence, each subsidiary body has examined programmes relating to women and development. Ad hoc inter-agency meetings on women have been convened, particularly in conjunction with the meetings of the Commission on the Status of Women, to promote coherence in the implementation of programmes. The ad hoc inter-agency meeting held in January 1987 considered the question of the implementation of the Forward-looking Strategies in relation to the programmes of the United Nations system. The Consultative Committee on Substantive Questions (Programme Matters) will continue to play a role in monitoring the implementation of the system-wide plan as well as in overseeing the work of the ad hoc meetings on women.

23. The Consultative Committee on Substantive Questions (Operational Activities) will be responsible for the implementation of those parts of the system-wide plan that are concerned with operational activities. At its session in April 1987, the Committee held preliminary discussions on how to implement the plan once it has been adopted by the Economic and Social Council.

24. In his communication to the resident co-ordinators in connection with his annual report on operational activities, the Director-General for Development and International Economic Co-operation stressed the importance of undertaking operational activities to promote the status of women in development. The resident co-ordinators have been requested to indicate the extent to which national development programmes and technical assistance projects support and promote the role of women in development. They were asked to report whether, in country programming, issues relating to women were examined right from the planning stage and whether Governments were seeking the assistance of the United Nations system, to ensure that the role of women in development was taken into account in national development plans. The outcome of this review may be found in the Director-General's annual report on operational activities for development for 1987. Suffice it to say that at present most country programmes are not adequately designed to ensure that issues related to women are examined at the planning stage. This may be due to the fact that most of the country-programming exercises were initiated several years ago, at a time when Governments and international organizations had not yet fully integrated the examination of issues related to women in their planning procedures. The United Nations system is aware of this shortcoming and the organizations concerned have recently instituted procedures to correct it. The procedures include the designation of a competent officer to review project proposals with a view to identifying those components that should involve women's participation.

25. The issue of joint planning and programming has been addressed by the United Nations on different occasions in connection with women and development. In the Secretary-General's report on co-ordination (A/42/232-E/1987/68), measures taken by the Joint Consultative Group on Policy are discussed. An interorganizational top management seminar on women and development organized by the Group was held on 18 and 19 December 1986. There was strong enthusiasm among the participants for joint efforts among the members of the Group. One of the recommendations of the seminar was the establishment of a working group whose activities would include developing a monitoring and evaluation system to generate data on the performance



of departments and field offices as a basis for establishing accountability; constructing check-lists of questions to be asked at various stages of the programme cycle to assess the extent to which consideration has been given to the incorporation of women in mainstream development; in programme formulation, implementation and evaluation; identifying the points at which to modify or reorient project delivery so as to ensure that services and resources reach women; and setting up a mechanism for the more systematic exchange of project experiences, the sharing of research results and the evaluation of training materials among the four members of the Group.

26. Other arrangements between organizations dealing with issues of common interest have also been made. For example, in February 1987 the World Bank, UNFPA and the World Health Organization (WHO) co-sponsored the Safe Motherhood Conference, held at Nairobi. At that Conference the Bank announced that it would help establish a Safe Motherhood Fund, under the management of WHO, to support operational research for the development of country programmes and projects in maternal health. Through its advisory, lending and research efforts, the Bank would place far more emphasis on the role of women in development. As is generally the case most inter-agency arrangements in this area are informal.

#### VI. COMPILATION OF UNITED NATIONS INTERGOVERNMENTAL MANDATES THAT HAVE SPECIFIC REFERENCE TO WOMEN

27. In response to paragraph 3 (b) of resolution 1986/65, in which the Council, inter alia, expressed the need for intergovernmental bodies of the economic and social sectors of the United Nations to be provided with a compilation of United Nations intergovernmental mandates that have specific reference to women, the Secretary-General has established, in the first instance, a data base of resolutions and decisions adopted by the Economic and Social Council, the General Assembly and the three world conferences on women. This constitutes a first step for the Secretariat to put forward a comprehensive compilation of United Nations intergovernmental mandates on women.

28. As illustrated in table 1, a total of 509 resolutions and decisions on the status of women were adopted by the General Assembly and the Economic and Social Council from 1946 to 1986. The number increased significantly during the United Nations Decade for Women, 1976-1985. Indeed, it was especially during that period that subsidiary bodies of the Assembly and the Council, as well as other intergovernmental bodies of the United Nations system, began to adopt resolutions that had specific reference to women. This trend was furthered by the three United Nations world conferences on women, especially in the respective documents they adopted: the World Plan of Action for the Implementation of the Objectives of the International Women's Year, 4/ the Programme of Action for the Second Half of the United Nations Decade for Women 5/ and the Nairobi Forward-looking Strategies for the Advancement of Women.

Table 1. Resolutions and decisions on the status of women adopted by the General Assembly and the Economic and Social Council, 1946-1986

Organ	1946-1955	1956-1965	1966-1975	1976-1985	1986	Total
General Assembly	12	13	30	111	7	173
Economic and Social Council	78	61	68	107	22	336
Total	90	74	98	218	29	509

29. Table 2 shows the resolutions and decisions on the status of women adopted by the Assembly and the Council, classified by issue areas. During the Decade, equality and development were dealt with in 45 resolutions each; international and regional co-operation and the world conferences were dealt with in 35 resolutions each; the Commission on the Status of Women and the International Research and Training Institute for the Advancement of Women (INSTRAW) were dealt with in 25 resolutions each; and peace was dealt with in 23 resolutions. If the numerous resolutions on the status of women adopted by other intergovernmental bodies of the United Nations and its voluntary programmes and specialized agencies during the Decade were added, the number of resolutions dealing with the issue of development (and the subtheme of the Decade - employment, health and education) would be even larger. This reveals the primary concerns of Member States regarding women and development issues.

30. The attention of the Assembly and the Council is drawn to a related study on the work programme of the Commission on the Status of Women during the period 1946-1986 (E/CN.6/1987/3), which traces the origin and growth of the Commission's long-term programme of work for the advancement of women during this period and proposes guidelines for a long-term programme of work to the year 2000. The Commission considered the study at its 1987 session and adopted a long-term programme of work, which was subsequently approved by the Council in resolution 1987/24.

31. The Secretary-General would appreciate the views of the Assembly and the Council on the completion of the compilation of mandates.

Table 2. Resolutions and decisions on the status of women adopted by the General Assembly and the Economic and Social Council, 1976-1986, classified by issue

Issue	1976-1980		1981-1985		1976-1985		1986									
	Assembly Number	Council Number	Assembly Number	Council Number	Assembly Number	Council Number	Assembly Number	Council Number								
<u>Equality</u>	11	15	14	15	10	19	25	15	20	17	45	16	3	27	4	17
<u>Development</u>	9	12	9	15	8	15	28	17	17	15	45	16	1	9	4	17
<u>Peace</u>	7	10	3	5	8	5	15	9	8	7	23	8	2	18	6	25
<u>Areas of special concern</u>	3	4	1	2	3	11	6	4	12	10	18	6	1	9	5	21
Elderly women	0	0	0	0	2	2	0	0	2	2	2	1	0	0	1	1
Young women	0	0	0	0	1	1	0	0	1	1	1	*	0	0	0	0
Abused women (domestic violence)	0	0	0	0	1	2	1	1	2	2	3	1	0	0	3	3
Prostitution	1	1	2	3	3	3	3	3	4	4	7	3	0	0	0	0
Detained women	0	0	0	0	2	2	0	0	2	2	2	1	0	0	0	0
Refugees	2	0	0	0	1	1	2	2	1	1	3	1	1	1	1	1
<u>International and regional Co-operation</u>	11	15	8	13	13	14	24	14	11	10	35	12	0	0	0	0
<u>Other</u>	31	42	24	39	28	30	59	35	34	30	93	33	3	27	3	13
Programme for the Decade (implementation, review and appraisal)	4	4	4	3	2	2	7	6	6	6	13	5	-	-	-	-
Implementation of the Forward-looking Strategies	-	-	-	-	-	-	-	-	-	-	-	-	2	2	2	2
World conferences	14	13	5	3	3	19	19	16	16	16	35	12	0	0	0	0
INSTRAW	7	5	8	8	5	15	15	10	10	10	25	9	0	0	1	1
Voluntary Fund/UNIFEM	6	2	2	12	0	18	18	2	2	2	20	7	1	1	0	0
<u>Commission on the Status of Women</u>	2	3	6	10	10	11	12	7	13	11	25	9	1	9	2	8
Report	0	0	4	0	3	3	0	0	7	7	7	3	0	0	0	0
Other	2	2	2	10	4	12	12	6	6	6	18	6	1	1	2	2
<u>Total</u>	74	61	61	95	54	115	169	115	115	107	284	111	11	24	24	24
	(57)	(54)	(54)	(59)	(53)	(107)	(111)	(107)	(107)	(107)	(218)	(7)	(7)	(7)	(7)	(72)

Notes: Some resolutions and decisions deal with more than one issue. Therefore, the totals exceed the actual number of resolutions and decisions adopted. The actual numbers are shown in parentheses below the totals. The percentages are calculated on the basis of the totals and not the actual numbers.

A hyphen (-) indicates that the item is not applicable. An asterisk (\*) indicates an amount less than 1 per cent.

Notes

1/ Report of the World Conference to Review and Appraise the Achievements of the United Nations Decade for Women: Equality, Development and Peace, Nairobi, 25-26 July 1985 (United Nations publication, Sales No. E.85.IV.10), chap. I, sect. A.

2/ Official Records of the Economic and Social Council, 1987, Supplement No. 2 (E/1987/15), chap. I, sect. C.

3/ Ibid.

4/ 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. II, sect. A.

5/ Report of the World Conference of the United Nations Decade for Women: Equality, Development and Peace, Copenhagen, 14 to 30 July 1980 (United Nations publication, Sales No. E.80.IV.3 and corrigendum), chap. I, sect. A.

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