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S I D A

THE WOMEN'S DIMENSION IN DEVELOPMENT ASSISTANCE

SIDA's PLAN OF ACTION

SIDA, Swedish International Development Authority
Office of Women in Development

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S I D A

FOREWORD

After discussions with the SIDA Board in April and May of 1985, I have designated the principles for women-oriented development assistance which are to govern SIDA's operations. This Plan of Action which accompanies these guiding principles, describes in detail the situation of women in the developing countries and recommends various ways by which SIDA can improve its aid to women.

Throughout the years SIDA has worked towards integrating women's perspectives in its assistance programmes. It has not been an easy task. Yet SIDA can very well defend its progressive position in an international comparison as our work within the OECD/DAC clearly indicates.

SIDA's divisions, the Council of Swedish Women for Development as well as other interested parties, have contributed to the formulation of this Plan of Action. It is an important policy and strategy document that will guide future efforts to orient development assistance more towards the needs and interests of women.

The Plan of Action calls for measures that will affect the whole of SIDA's sphere of operations. Not all of the measures can be carried out immediately. But within a few years, we expect to have come much closer to the objectives which are set out in this Plan.

Stockholm, May 1985

Anders Forsse
Director General

SIDA's PLAN OF ACTION - THE WOMEN's DIMENSION IN DEVELOPMENT ASSISTANCE

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1 SUMMARY OF SUGGESTED MEASURES

This plan of Action is one step in a continuing effort. It is a first attempt to summarize which consequences for development assistance will ensue from the incorporation of women's needs in that assistance. Other attempts will follow. It is no easy task to integrate the perspective of women's needs in SIDA's work. The lack of basic data on women, or of tested methodology or of reliable target group analyses are just a few of the obstacles to be overcome. Yet, despite these problems, SIDA has come a long way and its foresight in this area has been given recognition in many parts of the world.

General aim

The general aim of this action plan is to make assistance as a whole more women-oriented. This entails integrating women's issues in the different sector programmes and projects as well as recommending special women's projects when circumstances warrant it.

The Plan of Action will be followed up continuously and will be subject to an overall review before 1990, after which time a new Plan will be formulated and adopted.

Target Groups

Primary consideration is given to rural women who are landless or who have cultivation rights to small plots, to women in refugee camps, to urban women in the low-income group and to unemployed women.

Aid Strategies

Two main strategies for women-oriented assistance are described in the Plan. The first has welfare as its focus and is called the "welfare strategy". It is concerned with reaching women and children through social and health-care measures. Priority is given to women in their role as receivers of aid.

The aim of the second strategy is to strengthen the position of women in the economy by raising the value and productivity of their labour through increased access to and control over productive resources and to education. This is called the "strategy for economic independence" and is based on the view of women as producers and active participants in the economy.

The Plan of Action has resulted from the synthesis of the two main strategies. They are not mutually exclusive, but rather complementary strategies for integrating women in development.

Thus, the rationale for assistance is to

- enhance the ability of women to become self-supporting,
- to raise the productivity of their efforts to provide food for their families,
- to give them access to and control over productive resources,
- to open up new opportunities for self-support in the formal and informal sectors,
- to make available decent housing, health care and voluntary family planning based on women's special requirements as child-bearers and as workers in agriculture, forestry and fishery as well as in trade and industry,
- to make child care easier and, finally
- to reduce the amount of time needed for household work.

In the long run, these two strategies, together giving a comprehensive view of women-oriented aid, may also serve to promote equality between men and women.

In sections 7 and 18, this view is developed in more detail.

Objectives

The objectives of SIDA's development cooperation activities are

- that assistance as a whole become more women-oriented,
- that special women's projects be initiated when circumstances warrant them,
- that women's productive work and responsibility for reproduction be facilitated so that women can support themselves, attain economic independence and, in the long run, be accorded equality with men in social, economic, political, religious and cultural respects,
- that assistance in all areas be designed in accordance with the special needs of both men and women and,
- that women on both the donor and the receiver side be given the opportunity to actively participate in and contribute to shaping the broad outlines of aid policy as well as the planning, implementation and evaluation of individual assistance inputs.

The Plan of Action emphasizes that the responsibility for giving women access to and control over economic resources, to education, housing, health care, voluntary family planning as well as the responsibility for development towards a more equitable society rests, first and foremost, with the

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developing countries own governments. Foreign donors can, however, play an important role. Sweden is already active in this respect but could play and even more prominent role.

Sector Strategies

It is suggested that this Plan of Action become a complement to the sector strategies of the different SIDA sector divisions. Sectors which have not yet formulated current strategies should do so with reference to relevant parts of the Plan. By so doing, women-related aspects will become an integral part of SIDA's policy documents at sectoral level, in accordance with the OECD/DAC's Guiding Principles to Aid Agencies for Supporting the Role of Women in Development.

Country Programmes

In principle, assistance to women should be channelled through the country frame, whether such assistance is aimed specifically at women or is integrated within the sector programmes.

In connection with programme negotiations, an appraisal should be made of its relevance to women, both as regards the whole cooperation programme as well as the different sector programmes.

In programme countries where the consideration given women's issues has been unsatisfactory, the needs of women should play a central role in decisions concerning new areas of concentration.

As the situation of women varies from country to country, beginning in 1985 an individual Plan of Action for aid to women will be prepared for each of the programme countries. Each individual Plan will summarize the problems and needs of women, indicate sectors and areas of importance for women and make concrete proposals for integrating women's issues in the relevant sector programmes. In addition, each of the Plans should propose one programme that is clearly and unequivocally aimed at satisfying a vital need in women's lives. The programme can be an integrated part of a larger sector programme, an addition to such a programme, or a specific women's project, possibly financed by funds outside of the country frame allocation. The choice of programme and financing depends on local conditions. Cooperation should be established with women's bureaux or appropriate ministries in the programme countries.

Aid to women that is allocated both within and outside of the country frame should be assessed as a whole and not independently of each other.

In countries where it is expedient, direct support to women's organizations is to be expanded to include all organizations that work towards mobilizing the poor of both sexes. A larger share of the country frame allocation could be used for this

Further, there is good reason for discussing a special allocation for support to private organizations in the programme countries.

It should also be possible to give direct support to those women's organizations which are a part of the ruling party / in the country or of the government authorities.

The responsibility for apportioning the direct support to organizations in the programme countries is to be delegated to the local Development Cooperation Offices; they will be allocated an annual budget to have at their disposal.

Experimental Activities and Method Development

In accordance with current agreements, the WID (Women in Development) funds that have been allocated for experimental activities and method development will also be used for neglected and urgent areas of significance for women in the programme countries.

International Cooperation

SIDA shall continue international cooperation, and shall give support to the dissemination of information and to the projects of the international organizations in suitable ways through the WID allocation for experimental activities and method development.

Administration

Improvements in the routines for internal administration are to be made in accordance with the suggestions presented in SIDA's newly adopted guidelines for women-oriented assistance.

Required Resources

In addition to reinforcing the work on women's issues being done at the Development Cooperation Offices as well as making greater use of consultants both at SIDA Headquarters and at the Development Cooperation Offices, it is suggested that the Office of Women in Development receive staff reinforcement in order to follow up the Plan of Action.

Planning, Implementation and Evaluation

Current statistical units and principles of classification are being revised to better fit the purposes of a more highly women-oriented assistance. This entails, among other things, the separate compilation and reporting of statistical data for men and women respectively. Methods which make possible the routine assessment of the effects of aid on the lives of both men and women are being worked out and will be applied also in the preparation of the annual statistics to the OECD/DAC.

With respect to future planning, implementation and evaluation, the following points should also be taken into consideration:

1) Methods and routines for following up and evaluating the effects of development assistance on the lives of men and women are to be an integral part of all assistance activities.

2) The interests of the target groups shall be kept in focus when planning, implementing and evaluating assistance activities.

3) At least one of every three or four delegates in input groups, negotiation teams and sectoral review missions shall be a woman with professional qualifications.

4) The next Plan of Action concerning evaluation activities at SIDA is to include the particular requirements that a more specifically women-oriented assistance entails.

5) In the next edition of SIDA's Project-Programme Follow-Up 1984 with Performance Ratings (slated for publication in January 1986), data on the long-term effects of assistance are to include its impact on women and on what ways the projects reach women.

6) Before the year 1990, a reassessment will be made of Swedish assistance in terms of the recommendations set forth in this Plan of Action.

Information Activities

The Information Division at SIDA is to strengthen its cooperation with those units and institutions which give particular attention to women's issues and assistance. This includes, for example, the Council of Swedish Women for Development (see section 25) whose knowledge and experience of organizational life in Sweden is invaluable in the exchange of ideas and the discussion of policies.

Continuing Education

This Plan of Action is to form the basis of future seminars concerning the integration of women's issues in development cooperation. It is also to be treated in two courses that are currently in progress.

2 INTRODUCTION

Aid to the women who are the center of concern in this Plan of Action is aid to impoverished women. The issue is women, but it is also a matter of urgency for the whole of the society. Experience shows that aid to women affects the rest of the society in ever-widening circles. Women have the main responsibility for the children, but also for the everyday care of men, the aged and the sick. Women's working conditions are so poor, their working days so long and the productivity of their labour so low that every improvement has social and economic significance for the rest of the society. Aid to women is aid to the next generation and therefore one of the most important tasks for a national development cooperation policy.

According to the ILO, women account for two-thirds of all the working hours in the world. The majority of this labour is performed by rural women. They work the land, prepare and store the grain, fetch water and fuel and prepare the meals for the members of the household. Women work, therefore, first and foremost for the direct support and survival of the family. On occasion they may also market any surplus that has been produced, but seldom, if ever, have control over the income.

In many developing countries, up to a third of the rural households have women as head; in southern Africa the figure is considerably higher. Women ensure the day-to-day survival of their families while the men are employed as migrant workers elsewhere, or have abandonded their families altogether. Around 80% of the people living in refugee camps are women. Unemployed, impoverished women in the urban areas live in wretched housing and are often forced into prostitution and a life of degradation. It is against this background that the "feminization of poverty" is being discussed today.

The contribution women make to the society is not reflected in the status accorded them. Women comprise half of humanity but have at their disposal only one-tenth of the world's income and own less than one-hundredth of the world's riches.

3 PURPOSE OF THE PLAN OF ACTION

The idea of supporting women in developing countries through Swedish aid was formulated for the first time in the budget proposal which was approved by Parliament in 1964. After a journey through Africa, Ambassador Inga Thorsson wrote that development was leaving women by the wayside. More than 20 years have passed since she made that observation, yet it is almost as true today. At that time, it was thought possible to help women considerably through inputs directed at specific areas such as education.

In 1972 SIDA made an analysis of the situation of women in developing countries. The lack of knowledge concerning women's opportunities for taking part in the development of society was pointed out. The idea of selected inputs for women was rejected

and it was asserted that the situation of women "could apparently be improved only if the situation of all neglected groups in the society were to improve - groups in which women often were the majority". The importance of "integrating women in the development process" was enthusiastically discussed. And yet, through their production of food and the care they give to others, women are already highly involved in the work of the society. This does not mean, however, that they are automatically included in assistance projects.

This Plan of Action is concerned with making assistance on the whole more women-oriented, as well as with integrating women's aspects in all relevant sectors and projects and recommending special women's projects when circumstances warrant it.

This means that the needs of women and the consequences of aid for women must be kept in focus in all of SIDA's aid activities. For each country and for each measure proposed, SIDA must ask itself and seek to answer the following questions:

> What are the specific needs of women in each of the programme countries in question? In what ways can aid contribute to fulfilling these needs and how will it influence women's situation and their opportunities to participate in the development of the society? What does the disregard of women mean for the development of the country in question?

The point of departure is that all development assistance affects not only men but women as well and that an effective aid programme presupposes an analysis of the situation of women, the conditions of their life and their needs. It is this women's perspective which should underlie the whole of the programme cycle - from planning and implementation to follow-up and evaluation.

It is SIDA's intention to undertake a continuous follow-up of this Plan of Action. The entire Plan will be the subject of a review before 1990, after which time a new Plan will be formulated and adopted.

The relationship between production and reproduction is central to an understanding of the position of women in developing countries. Therefore, the main features of this question are outlined first.

4 WORK - CHILDREN

In most of the developing countries, the pre-colonial societies were small in size. The economy was based primarily on self-sufficiency, although a certain amount of supplementary barter took place. Productive and reproductive processes were incorporated within the same social units, not differentiated as they are in modern industrial societies. The integration of production and reproduction co-existed with the segregation of

the sexes, a situation which still exists today. Women have important tasks to perform within both production and reproduction. Family life and working life are not separate spheres. The main part of the work that both men and women perform takes place within the household, although their tasks are different.

Production involves the producing of goods and services which are essential for the immediate support of the family or in the long-run. The concept of reproduction includes not only biological continuation, but also social renewal whereby the social and cultural preconditions for the survival of the group are regenerated.

The main economic activity of impoverished people is to find food for the day. In addition, they struggle to acquire some small surplus. Access to a surplus is essential, as both people and nature need a period of recovery. Unforeseen social, demographic and ecological upheavals interrupt the continuous use of productive resources. To have some margin of safety, a minimum surplus must be available. But the conditions for providing such a surplus vary both within and between the different societies.

Between 70 and 90% of the women in the developing countries live and work in rural areas, mainly with self-subsistent householding. Women make up the majority of the world's food producers. In Africa and Asia they make up 60-80% of the agricultural workforce and in Latin America more than 40%. Modern agricultural or industrial production is usually the men's domain. So-called modernization gives rise to an incorrect view of women's productive contributions. Also, the so-called reproductive sector includes, of necessity, many productive tasks. Not only do women have the responsibility for the children and for social continuity, but they must also produce food and acquire an income in order to support themselves and their children. In addition, they are often responsible for the care of the aged, the ill, and of other adults who are unable to manage on their own.

In estimating a country's total production, the GNP, the value of agricultural products is included but not the time and labour invested by households in converting the raw products to food for consumption nor the time and work required for taking care of the children. A basis for the estimation of the GNP is the division of labour in effect in the West between, on the one hand, agriculture and industry - the only two spheres where production is considered to take place - and, on the other hand, the household which is seen as being a unit of consumption. This division is particularly distorting when applied to the reality of the developing countries.

Raw products from agriculture cannot be regarded as end products by the poor rural households in developing countries. The household is not a unit of consumption in the Western meaning of the word. Agricultural produce must be transformed by the labour of women before it can be eaten. It is this

labour that, above all in the developing countries, is not taken into account when assessing women's contribution to production, and thus not paid for. Equally neglected in the calculations is the time and labour required to fetch wood and water. (See also section 5).

Women's unpaid work can, of course, be seen as being an advantage in a developing society eager to modernize rapidly. Modernization will cost less and the society can avoid paying the whole of the cost for the reproduction of the labour force.

In developing countries women not only work because they have children, but they also have children because they work. Labour-intensive production systems make it difficult, if not impossible, for women without access to child labour to earn their living. The division of labour between the sexes in developing countries lays the burden for the family's survival on the woman. Thus, women's access to land, capital and time as well as the right to decide over their own work are not infrequently vital to the whole group's continued existence. If women lack resources, not only are their own lives impoverished, but social and economic development in general is also affected.

Women's working conditions make it difficult for them to acquire the surplus of resources that is required to overcome crises. When social, demographic or ecological relations are dramatically affected, for example by prolonged drought, the implementation of the productive resources is hampered. Pending disaster becomes reality, for the very reason that there are so few safety margins. This state of vulnerability is increasing, at least in Africa, because in the rural areas it is often the older women who produce the food and maintain the social safety net. Younger women often move to the urban centres. When today's older generation disappears, there is a risk that the current food crisis in Africa will be aggravated even further.

Women recreate and maintain values, attitudes to life and basic patterns of motivation in both their sons and daughters. It is hardly a coincidence that those African societies that have traditionally produced very independent and active women have also produced enterprising and active men. Social-psychological research has shown a clear connection between, on the one hand, the strong position of women as mother and provider and, on the other, various indicators of an innovative and enterprising spirit among the population as a whole.

Women have their own aims for which they strive. Their life strategies are steered by rational considerations based on their own special needs and conditions as well as that of their family. But the initiatives that women take on their own, either individually or collectively, receive little attention from the donor organizations and even less economic support. SIDA sees it to be an important task to break this pattern and takes, therefore, as its starting point for a women-oriented aid the role of women in the survival of the family and in the social and economic development of the country.

5 NEED FOR DATA

If donors are to reach women, then assistance programmes must be based on knowledge of the living conditions in the recipient countries, both on national and local levels. This statement is a truism, and yet acquiring access to and using data on the lives and activities of women in the Third World present real problems.

In the fields of social anthropology, sociology and economic history, interest in the situation of women in developing countries has been increasing during the last decade. The consequences of changes in society for women's work in agriculture and within the so-called reproductive sphere have been studied and a good foundation, with respect to assistance, has been laid.

The flow of documentation and information about women in developing countries does not mean, however, that this knowledge is automatically incorporated in aid activities. Administrators and project personnel have a demanding job and rarely the time to read the amount of material that is available. The same applies to consultants who may have only a day or two for preparation and only a few weeks to carry out their assignments in the country in question.

Ministries, UN organs and evaluation units usually produce readily available statistical information on social and economic conditions in developing countries. GNP per capita, demographic conditions, the extent and composition of agricultural production, the division of labour between the sexes, health and nutrition conditions, educational statistics - all are accounted for. And yet, these statistics do not always yield meaningful information and they do not always reflect actual conditions. Thus they do not provide an adequate basis for defining problems and for planning, following up and evaluating assistance activities that would be attuned to women's special needs.

The explanation is that the methods that are used for data collection at the household level seldom, if ever, allow women to express their own views. Contact with the family is established through the man who is identified as the "head of the household". Thus women's activities, problems and needs are grossly underestimated - if at all touched upon.

Another problem is that the choice of statistical units, classification principles and, not least of all, the definition of central concepts which are currently in use make it difficult to get a clear picture of the lives of women in the Third World or to assess the impact of aid inputs on women. With few exceptions, "farmers" are defined as men. If women are named at all, it is in their capacity as "farmer's wife" or as dependent members of the "farmer's family". This is an attitude that characterizes much of the statistics available and makes their application difficult.

The invisibility of women in the statistics is, therefore, largely a question of definition of concepts: for example, women's labour within the reproductive sphere is not considered as "work" in the accepted meaning in international statistics. This is particularly striking from the perspective of the Third World, if by "work" in women both work only, then the statement that "only 5% of African women work" is incorrect. And it is inconsistent with this definition that the time and labour women spend in preparing and storing sufficient fodder, in fetching wood and water, in taking care of the children and the sick are seldom accounted for in the statistics as "work"; in some instances, women's work within the reproductive sphere is classified as "non-productive labor" or as "housework" and thus cannot be distinguished from social activities such as funerals, feasts, or from leisure time.

If aid is to improve the situation of women and to make correct assessments of the impact on women, then the question of correct information, among other things in the form of separate statistics for men and women, is of central importance. The statistical data in use today is both insufficient and misleading. A priority task for the immediate future will be the revision of current statistical units and classification principles. Among other improvements, it will be necessary to re-define the concept "work" and to develop methods which make it possible, as a matter of routine, to assess the effects of aid on women's lives and working conditions. (See also section 7.)

In conclusion, information about the situation prevailing in developing countries must be based on a combination of quantitative and qualitative data. So-called soft data will be an important complement to revised statistics of the future, as they supply information about social factors and phenomena that are difficult to judge on a quantitative basis only. Access to qualitative data may also make it possible to correct existing distortions in current statistics.

6 AID STRATEGIES

Two main strategies for aid to women in developing countries can be differentiated. The first is called the "welfare strategy" and attempts to reach women through social and health-oriented measures. The second strategy seeks to strengthen the position of women in the economy by increasing the value and productivity of their labour. This is called the "strategy for economic independence".

One of the main objectives of aid to women is, according to official Swedish statements, to promote social and economic equality between men and women. However, this objective has seldom been converted into concrete measures. Considering the position of women in the Third World today, this objective must be seen as having a more long-term significance in the context

of aid. Also, it is highly likely that quality has different meanings in different cultures and that the Western definition is not universally applicable.

6.1 WOMEN AS RECEIVERS

Looking back at the development of aid programmes, it is evident that the welfare strategy has predominated. National and international programmes have been designed to support impoverished women in their roles as mothers and housewives. Inputs have been concentrated to mother and child care, nutrition, health and, to some extent, to family planning. This approach to development aid to women ignores the economic value of women's labour to the community as a whole. Women are perceived as being recipients and not as actors in the economy. Income-generating activities do appear on occasion within the framework of welfare programmes, but they usually build upon women's traditional tasks and seldom yield a profit in spite of the time and labour invested in them.

Throughout the years, donors have shown great interest in welfare programmes. Such programmes are usually technically simple and politically uncontroversial. They do not entail any redistribution of resources and therefore do not threaten well-established groups in the society.

Welfare programmes often have positive effects for women with respect to health, child-care practices, nutrition, household labour and family planning. But they do not attack the real source of women's problems - that is to say, their poverty. Access to health services, advice on child care and help with nutritional problems cannot be fully utilized by people who do not have the time to visit the health station, or land to cultivate or money to buy nutritious food. If the emphasis is placed solely on welfare, the risk is great that such programmes will contribute to isolating women as mothers and will not serve to strenthen their position in the economy.

6.2 WOMEN AS PRODUCERS

The other strategy aims to further women's means of providing for themselves and becoming economically independent by giving them access to and control over productive resources, including education. The supporters of this strategy see women as participants in an economic process and not primarily as receivers of welfare-creating measures.

However, programmes which identify women as active participants in modern economic development are not so easy to implement as are traditional welfare programmes. They are more expensive, require more personnel and take longer to carry out. They demand a certain amount of risk-taking and the will to test new and unconventional methods and approaches. The aim is to contribute to a redistribution of economic resources to the advantage of women. This entails changes in the relationship

between men and women. Social and cultural obstacles to women's economic independence must be identified and disposed of. Changes in the legislation of many countries will be required if this type of programme is to be possible.

Change presupposes re-evaluation - never a painless process. But without change - and legislation is only a first step - the countries of the Third World will remain locked in the vicious circle of poverty.

SIDA's Plan of Action for assistance to women has resulted from the synthesis of the two main strategies. They are not mutually exclusive, but rather complementary strategies for integrating women in development. The rationale for assistance is to enhance the ability of women to become self-supporting, to raise the productivity of their labour, to give them access to productive resources including education and to decent housing, to ease the burdens of child care and to reduce the time expended on household chores. But in addition, health care, voluntary family planning and nutritional aid which meet the specific needs of women are also needed. A strategy based on a comprehensive view of the situation of women may also, in the long run, promote the development of equality between men and women.

6.3 THE OBJECTIVES OF DEVELOPMENT COOPERATION

How does this argument relate to the objectives of Swedish assistance; that is

- resource growth
- economic and social equality
- economic and political independence
- development of democracy in the society?

Although these objectives relate to societies as a whole, they can be concretized by applying them to individuals and households. Thus the first objective means that aid should contribute to raising the productivity of the labour performed by women as well as by men. Since men and women work under different conditions, different measures are required in order to achieve the desired results.

The objective of equality should be interpreted so that Sweden, in its aid programmes, strives to promote not only economic and social equality between rich and poor, but also between men and women. Women are usually neglected in aid programmes. Thus the objective of equality poses a challenge to donors to give careful consideration as to how their inputs affect the situation of women. Aid programmes which worsen the condition of women should be discontinued.

The objective of democracy means that aid activities are to be designed such that both men and women in the donor as well as the recipient countries have the opportunity to participate in the development of society on equal terms. Finally the objective of independence can be interpreted to mean that aid to women should be aimed at reducing their economic vulnerability and dependence.

In summary: SIDA, in its aid programmes, should work towards ensuring

that assistance as a whole becomes more women-oriented,

that special women's projects be initiated when circumstances warrant it,

that women's productive labour and responsibility for reproduction be made easier so that women can provide for themselves and, in the long run, achieve social, political, religious and cultural equality with men,

that assistance in all sectors be designed in accordance with the special needs of both men and women and,

that women in both the donor and the recipient countries be given the opportunity to participate in and contribute to shaping the broad outlines of aid policy as well as the planning, implementation and evaluation of individual assistance inputs.

The responsibility for giving women access to and control over economic resources, to education, to decent housing, to health care and voluntary family planning as well as the responsibility for the development towards a more equitable society rests, first and foremost, with the developing countries' own governments. Foreign donors can play an important role. Sweden is already active in this respect but could play an even more prominent role.

7 SECTOR STRATEGIES

In accordance with the action plan adopted by the UN Women's Conference held in Copenhagen in 1980, inputs within health care, education and labour are of special significance for women. Women's issues should be incorporated in each and every sector.

In the OECD/DAC's Guiding Principles to Aid Agencies for Supporting the Role of Women in Development, it is stated: "Members shall ensure that each and every fundamental strategy for women be supplemented and reinforced at the appropriate sectoral and project levels."

Some of SIDA's strategies indeed apply a women's perspective. SIDA's Health Policy, for example, emphasizes the importance of supporting the development of general health care, particularly in the rural areas, and states that mother and child health

here, including family planning, as well as maternal nourishing nutrition, water and hygiene are areas of special interest to women.

Guidelines for SIDA's inputs with respect to population issues were adopted in November 1984. Here methods and ethical principles were formulated which are to guide future aid in the area of family planning, among others. And although the focus is primarily on women, importance is also given to influencing the attitudes of men with respect to sex roles and the size of the family.

In accordance with the guidelines currently in force for assistance in educational programmes, support to basic education for children and adults is given highest priority. The inputs should favour underprivileged groups in the society, groups to which women belong. Although women are not treated as a separate group within the context of aid to education, attempts are made to assess the impact of different educational inputs on girls and women.

In SIDA's Strategy for Rural Development, it is emphasized that the situation of women should be taken into consideration in problem analyses and project preparations. The point of departure is that women, in comparison with men, in most cases have a heavier work burden, more limited freedom, less education and poorer health and that they clearly play a subservient role in political life.

Those aspects which, according to the Strategy, are of prime importance for the designing of projects are the following:

- educational level and exploitation of the society's educational resources,
- representation in political and other organizations,
- the division of labour and work burdens,
- women's role as producer,
- participation in planning, implementing and following up project activities.

There is no all-encompassing strategy within the industrial sector. There are, however, several policy documents concerning sub-areas. A special plan of action for aid to small-scale industries will be submitted during 1985.

The strategy for the provision of water to rural areas, which has been worked out by the Industry Division at SIDA, states the guiding principles for cooperation within the household water sector for a five-year period up to 1990. Women are an important target group for inputs concerning household water, health education and community sanitation. Their participation, both as individuals and as a group, is given central importance.

8 SOCIAL WELFARE PROGRAMMES

8.1 HEALTH

General

The health sector is traditionally a women's sector within Swedish aid. The programmes are directed primarily at women and children and most of the people working within the sector are women. In the developing countries, women care for 90% of the ill, most of whom never receive medical treatment but are treated in the home.

Chronic malnutrition is the cause of many serious illnesses and handicaps among the people of the developing countries. Severe iron deficiency is a common problem among women and has serious consequences for pregnancy.

Infant mortality is often used as a measurement for comparing health standards in the different countries. In some developing countries, the rate of infant mortality is 20 times greater than that in Sweden. With respect to the number of deaths of women in childbirth, the difference is even more appalling. According to UN sources, in Bangladesh, which is one of the more extreme cases, the number of women who die during delivery are 200 times that in Sweden. Statistics of this kind give a good indication of the general standard of health in the developing countries, but they also clearly show the extremely vulnerable situation of women. It is primarily the combination of pregnancy and childbirth with malnutrition which is detrimental to the health of women. Although the statistics reveal the need, medical care for women is practically non-existent in many places.

Female circumcision can lead to major health problems for women. The custom is a common occurrence in many African societies. Several of Sweden's programme countries are among them, especially Ethiopia, Kenya and Tanzania. Female circumcision can cause infections which, in turn, cause the deaths of many young girls and women. It can also lead to complications during childbirth and is considered to be a cause of infertility in women. Attempts to deal with this custom must be in accordance with the people concerned and be incorporated in the local health care. Support should be given to local and national initiatives that are taken to change the social conditions that sustain this custom. Aid through private organizations for this purpose has proven to be an acceptable approach.

SIDA's Health Policy which was adopted in 1982, has as its main concern to support the recipient country's attempts to build up a primary health care covering the whole country. This is a broad area, including access to food and clean water; prevention and curing of common illnesses, injuries and handicaps; access to basic medicines, family planning, vaccinations and health instruction. The World Health Organization estimates that nearly 80% of all primary health care in the world concerns the care of mother and child.

Aid in the health sector comprises today around 1% of the total Swedish aid. SIDA cooperates with 10 countries within this sector. Aid is also channelled through a number of international organizations: UNICEF, WHO and the International Planned Parenthood Federation, the IPPF. Previously, the largest share of aid funding within the health area was used for local simple health centres in the rural areas. SIDA has also contributed to the construction of staff housing and dormitories with the expressed intention of facilitating women's participation in health care programmes.

An increasing amount of aid goes to the training of medical and health-care personnel at lower and middle levels, mostly for the rural districts. One of the basic ideas in the strategy for primary health care is to use local human resources. In most cases women, traditional village midwives, for example, are given further training and brought into the health care programme. In order to bring about change in the health sector in developing countries, the commitment of the women is essential.

SIDA also gives support to programmes for combating diseases such as malaria, TB, leprosy and sleeping sickness; to vaccination programmes, to programmes for combating diarrhoea and to the rehabilitation of the handicapped. Many of these inputs have special significance for women. Malaria, for example, is an especially dangerous illness for pregnant women. Vaccine against tetanus is also given to pregnant women to prevent the death of the child directly after birth. The number of cases of tetanus among newborn babies can be used as a measurement of how well preventive health care for mothers is working in a country.

Interest in pharmaceutical products is great and rising. Seven of the programme countries receive aid for purchasing and distributing medicines as well as training in their use and, more rarely, for their production. Swedish support is also being given to WHO for its work with the rational use of basic medicines and to HAI (Health Action International) for a report on women and pharmaceuticals. The report will be presented at the UN End of Decade Conference on Women in Nairobi in July, 1985.

Future Women-Oriented Health Aid

Since care of mother and child comprises such a large part of primary health care, SIDA's inputs in this field are especially important for women. However, the work should be carried out with a great deal more awareness of the special needs of women than has hitherto been the case.

The starting point should be women's health needs in connection with their biological and social roles, including their working life. These roles are not limited to motherhood and do not remain static throughout a woman's life. Her needs vary in the different societies depending, among other things, on how demanding her general life situation is. Each measure that is

taken in the field of health care can have repercussions on the division of roles within the society. Power relationships may be altered to the women's disadvantage, for example, if the assistance does not take into account the women's own knowledge concerning fertility and child care. A midwife who has been given elementary training is needed in every village. This is a minimum measure. The midwife is a key person who can combine traditional and modern practices in dealing with childbirth, child care, family planning and other health questions.

Women's health problems cannot be isolated to their reproductive role; traditional mother and child health care alone will not change their situation. Women's arduous labour in the home, in agriculture and forestry, in trade and in industry makes them especially vulnerable when considering the additional burdens motherhood places on them. Primitive cooking methods make women disposed to trachoma. They are easily afflicted by parasites from the animals they tend. They are exposed to insecticides when working in the fields and to malaria-bearing mosquitoes when washing or fishing in the rivers. The lack of sanitary facilities at the market places makes them prone to diarrhoea. The health of women working in industry is quickly undermined by environmental pollution and other health hazards. It is a bleak picture that is presented of the situation of women in the developing countries. But it shows clearly that aid to women within the health sector is a complicated matter and demands a comprehensive perspective.

Therefore, one of the most important tasks for the Health Division at SIDA is to become involved in the assistance activities of the other sectors in a very concrete manner and to constantly raise the question of the health risks for women and means for ensuring their on-the-job protection. Another important task is to work consistently towards affecting the formation of health care in the recipient countries so that it will be more appropriate to women's needs, both as child-bearers and as workers in agriculture, forestry and industry.

The consequence of this line of reasoning is that aspects pertaining to women must already be identified when choosing and planning aid measures. The women's perspective must then be kept up-to-date during all of the phases of the work, and when evaluating the inputs, their effects on women must be consistently assessed.

In the recipient countries, SIDA should strive to facilitate women's participation in health education, especially at higher levels, in administration, in economic considerations and in decision-making. Women must be given the opportunity to influence, more effectively than hitherto, the long-term formation of health and medical care. From the Swedish side, that is with respect to personnel and consultants, more women are involved in the health sector than in other sectors. Yet the situation is hardly satisfactory. In the future, interest in women's issues should be a matter of central concern within the Swedish resource base, both quantitatively and qualitatively. The participation of women and their ability to influence assistance in the health sector is of fundamental importance, both in the long and the short-run.

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Future Family Planning Aid to Women

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statement on population issues which was adopted in November 1984. The connection between family planning and other measures to improve the health, first and foremost, of women is also underlined. No primary health care can be complete without family planning.

Family planning methods must also be adapted as far as possible to the culture in question. Furthermore, SIDA must consistently disassociate itself from every form of coercion within the area of family planning. All attempts to promote sterilization - through misleading information, through incentives to patients and personnel or through sanctions - as being the only suitable form of birth control must be rejected. Such programmes should not receive Swedish support. There must be a balanced choice of contraceptive methods and the emphasis should not lie on final measures such as sterilization.

It is self-evident from an ethical point of view that it is the users themselves who must choose the method they prefer. In order to make this choice possible, the advantages and disadvantages of the various methods available must be presented lucidly and must be made readily accessible.

The guiding principles for SIDA's work with family planning from the point of view of women can be summarized in the following points:

- Assistance activities should be directed towards changing the life conditions that motivate people to have many children.
- Family planning programmes should help men and women to choose when they want to have children.
- In its family planning programmes SIDA must give more serious consideration to the sexual vulnerability of adolescents and work towards improving their situation.
- SIDA should also work towards making birth control information and sexual counselling available through the schools.
- Another important aid activity is to work towards involving men in family planning.
- The principle of free choice in family planning must not be subject to compromise.

8.3 NUTRITION

General

It is estimated that around 600 million people in the Third World today have a diet that is insufficient to meet their daily requirements for calories and nutrients. The majority are not starving in the clinical sense, but suffer from varying degrees of malnutrition and are therefore very vulnerable. In many countries, improper nourishment or undernourishment as the

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an analysis of which groups in the society are the most vulnerable and of the connection between malnutrition and the on-going modernization of the developing countries. The latter aspect includes, for example, the changing roles of women in production and reproduction.

By tradition, agricultural advice has been primarily of a technical nature and has usually been aimed at men. The linkage between production and consumption, that is, nutrition, has often been neglected as has been women's role as agricultural producers. Appropriate technology to facilitate women's work in growing and processing foodstuffs has seldom been emphasized. With alternative methods and with keeping the needs of women in focus, development cooperation in the agricultural sector can do much to improve the overall nutritional situation.

Even energy questions, especially with respect to fuelwood, are related to nutrition. In the village forestry programmes, more consideration must be given to the needs of women and measures taken to ensure that they benefit from the supply of wood available.

There is a clear connection between the literacy and education of mothers and the nutrition of their children. These are just some examples of how nutrition questions cut through the different sectors and they underline the fact that aid to women can indeed affect the future health and nutritional situation of the people in the Third World.

9. DEVELOPMENT OF HUMAN RESOURCES

General

Women and children are still at a disadvantage where education is concerned. There are few places in the world where women receive as much education as men. It is difficult for girls to complete their schooling. They are forced to carry out tasks in the home and look after younger brothers and sisters. Also, parents often consider the education of their daughters to be a poor investment.

Throughout the whole of the Third World, women must be seen as being a neglected group in this respect, from the level of basic education and upwards.

However, in Botswana and Lesotho the situation is somewhat different, especially with respect to the primary and lower levels of secondary education where girls are in the majority (46 - 54% in Botswana). At university level, however, there are twice as many men as women. This is the general pattern - the higher up in the educational system, the fewer the women. When women do get the opportunity to continue their studies after primary school, this usually leads to typically women's professions, in the Western sense of the term, such as primary school teachers, home economics teachers, secretaries, nurses, midwives and so on. The picture is the same throughout the world.

two-thirds of the world's illiterates are women. Certainly more women can read and write than previously, but at the same time the number of illiterate women is growing. The explanation lies in the fact that today there are 500 million more women in the world than just a few decades ago. At the same time, because of the on-going modernization of African societies, traditional forms for transferring knowledge from one generation to another are becoming more and more uncommon. A case in point is the sexual instruction of young girls which was formally carried out by the older women in the village when the girls were initiated into the world of the adults.

The education of its women and girls is one of the most sensible investments a country can make to further its development. Studies show that the better women are educated, the smaller is the risk that their children will die in infancy. Also, the children of educated mothers do better at school, especially when the fathers are also educated, and the chances of the daughters completing their schooling are also greater. Educated women marry later, are more likely to practise family planning and have fewer children. Increased production rates are also related to education, as a numer of studies show. The crucial role of women in agriculture makes it essential that educational opportunities become open to them.

About 10% of the Swedish aid budget in 1984/85 went to state educational programmes in 16 of SIDA's 18 programme countries. Priority is given to supporting basic education, adult education and professional training as well as the training of teachers. In countries such as Tanzania, Botswana and Ethiopia, Swedish aid to education has contributed to increasing the proportion of girls and women in school.

Future Women-Oriented Aid for Development of Human Resources

The guiding principle for SIDA's work within the education sector is that priority must be given to basic education as a prerequisite for economic, social and cultural development. The concept "basic education" is defined differently in different countries. SIDA gives it a broad interpretation. Thus it includes the education of both children and adults with special attention being given to the most neglected groups in the society. In both cases it concerns broad national programmes. At the primary level, the question of selective enrollment hardly arises. Inputs here are directed at achieving equality of opportunity by coming to terms with the obstacles to schooling for girls and women. Some of the obstacles are to be found within the schools, others within the surrounding society. It is difficult to formulate solutions in general terms. A first step would be to analyze the causes of the problems and to discuss them during the preparation of the inputs. Another way to influence the situation is through teacher training. The teachers' attitudes to and treatment of girls and boys is important for their school results and choice of subjects. The opportunities that SIDA has to take up these issues in connection with teacher training should be exploited.

Literacy programmes are another way to reach women. More women than men take part in literacy courses. For many it is a way to make up, at least to some degree, for the educational opportunities they never had.

Professional training, vocational training and advisory services are other important areas. It is not unusual that girls are prevented from attending professional training institutions because there are no dormitories for women. Girls who become - or are made - pregnant are almost always expelled from school. Measures must be taken in the projects supported by Sweden to circumvent such drawbacks for women.

Training programmes within the modern industrial sector and administration often reflect values that are prevalent in our own society. Typical women's professions in the more developed countries become typical women's professions in the less developed countries. Such biases must be counteracted when planning projects in which SIDA is to cooperate.

Important forms of discrimination to be on the watch for are: discriminatory attitudes in the literature and teaching aids that are employed at all levels in the educational system; traditional division into male/female with respect to the choice of subjects, in the structuring of courses and in admission procedures. The clear tendency in many countries for girls to leave school prematurely must be given particular attention and dealt with forcefully.

10 CULTURE AND THE MASS MEDIA

One of the reasons why the role of women in development has been underrated, both by the developing countries themselves as well as by donor countries, is that so little has been done to awaken public opinion. Or to put it the other way, it is only by making the public aware of the efforts made by women that the changes suggested in this Plan of Action can be carried out. This fact affects the whole of the debate concerning development questions, whether it is men or women presenting the case. But in this area, as in all others, special efforts must be made if the voice of women is to be heard. Giving women the right to have their say is a simple question of justice and equality. But it is also a prerequisite to affecting public opinion.

Public opinion is formed through the mass media. Cultural manifestations of different kinds - theatre, film, dance, art, handicrafts, exhibitions and so on - are equally important. In fact, and this is true in both the more and the less developed countries, women have always expressed their thoughts and feelings through what is usually called women's culture.

In the modest assistance programmes which Sweden has been carrying out in the past few years in the area of mass media, there are some examples of efforts being made for women. From 1982 to 1984 SIDA supported communication activities among the Latin American countries through the institution, the ILET,

situated first in Mexico and now in Chile. Half of this support has concerned a subproject, the purpose of which is to give voice to women in the Latin American media. This part of the project has been very successful and SIDA is currently trying to extend aid to the ILET's Women's Unit during 1985 as well. Another mass media project is the attempt to establish a connection between the Inter Press Service (IPS), which is the Third World's news agency, and the various people's movements and organizations in both the industrialized and the developing countries. In this effort, which is at its height, women's organizations play a central role.

Although SIDA's cultural support is modest, it does include efforts made on the behalf of women. On the initiative of the Office of Women in Development at SIDA Headquarters, a short-story competition for English-speaking women writers in Africa was held on the occasion of the UN Conference on Women in Nairobi in July 1985. The best entries have been published in an anthology. Furthermore, assistance has been given to a painter and author from Tanzania to enable her to give an exhibition of her experiences as a women, first in Denmark, then during the spring of this year in Tanzania and next year at the Culture Centre in Stockholm.

An activity of a different nature is the support SIDA is giving to establishing collaboration between the Swedish School of Fine Art, Crafts and Design and a corresponding school that is being built in Luanda in Angola. In this project, the teaching of weaving has come to play an increasingly important role. Three women students from Luanda received training at the School of Weaving run by the Friends of Textile Art Association in Stockholm during the summer of 1984. In February 1985, two Swedish teachers from the school visited Luanda, taking with them looms that were presented to the institution where the three Angolans are now teaching. The Angolan women's organization helped to carry out this part of the project.

These and similar activities will continue to receive support from SIDA.

11 WOMEN, LAND AND FOOD PRODUCTION

General

Between 70 and 90% of women in the developing countries live and work in the rural areas. The majority of the world's food producers are women; yet they are hardly even included in the efforts to develop the rural areas.

Developments in agriculture, including new forms of organization, production techniques and crops, have only marginally affected the overall situation of women. Women are generally excluded when land is being distributed, they have little access to credit, training or further education and they seldom are members of agricultural co-operatives. The one-sided concentration on men in the reorganization of agricultural

production has led to a division within the family farming unit into a self-sufficient sector to meet the family's own needs and a sector that is oriented towards production for marketing.

Women have the responsibility for and the control over the self-sufficiency sector, but do not have the right to own the land. Work within this sector, which was previously shared by both the men and the women, is now performed almost solely by the women. Where more a surplus could be produced, present yields are often hardly sufficient to fulfil the family's own needs. The men concentrate their efforts almost entirely to the production of cash crops and women have little access to this produce or to the income it brings, although they too have often invested much hard labour in its production. Almost all of the modernization that has taken place within the agricultural sector has been directed towards cash-crop production. The introduction of ox-drawn ploughs and tractors has improved the working conditions of men. However, there has been no corresponding technological improvements with respect to weeding and harvesting, tasks which are traditionally delegated to women. They use the same simple hand tools they have always used.

Thus women are responsible for most of the food production of the developing countries, but this fact is seldom in evidence in the official statistics or expressed in national economic terms.

The plots of land owned by the individual families are often too small to easily accommodate both food-crop and cash-crop production. When the latter is given priority the family's own food consumption is jeopardized. The family's income from the sale of the crops are reinvested in production in the form of technical aids, artificial fertilizers or insecticides, or it goes to pay for the children's schooling. Much of the income also goes to the men's private consumption. Thus increased production does not always mean a better life for women.

Through the distribution and privatization of land, many people in rural areas have become landless. Among them is a large group of women who are alone in providing for their families. Studies of the population structure in the rural areas show that a higher percentage of women than men belong to the very poorest category. Some of the landless and their families are absorbed as cheap labour on the estates. The women in agricultural communities of Africa and Asia who have lost the right to cultivation of the land by these measures have been deprived of their most important means for providing for themselves and their children.

At present SIDA is financing programmes for integrated rural development in Ethiopia, Mocambique, Zambia, Sri Lanka and Bangladesh. The ARDU project, the Arsi Rural Development Unit, (formerly CADU) in Ethiopia was already underway in 1966 and support to Zambia's rural areas was begun in 1964 and, in 1978, took the form of sector support. Support to the agricultural sector in Mocambique, the so-called MONAP programme, is a Nordic project administered by SIDA. Only a small part of the

resources of these programmes are of direct benefit to women. The allegedly indirect positive effects for women have in reality proven to be exaggerated. This assessment has been made by the International Rural Development Centre at the Swedish University of Agricultural Sciences which was commissioned by SIDA's Agriculture Division to monitor aspects concerning women in six programme countries - Ethiopia, Kenya, Zambia, Bangladesh, India and Sri Lanka.

Future Women-Oriented Agricultural Aid

SIDA's Strategy for Rural Development gives priority to support to the growing of basic crops for home consumption. Even more emphasis must be given to this area, especially with respect to women farmers. The socio-economic situation of the target groups and the specific needs of men and women respectively must be analyzed and taken into account when planning support to rural development. During the implementation stage the projects must be monitored so that the needs of the target groups, not least of all those of women, are kept in focus the whole time. Collected data should clearly account for the effects of the inputs and their significance for men and women separately. One way of safe-guarding women's interests is to involve them in the planning, implementation and follow-up of aid measures. This is, however, often difficult. The target groups, especially women, are seldom organized locally. An important component in rural development must therefore be to come into contact with those groups and organizations which do work with and for the people in the target groups. Another aspect is to contribute to the establishing of national organizations and institutions for this purpose. Here it is important to engage women who have suitable qualifications.

Today there is already a great demand for women with such qualifications as relevant professional knowledge, experience of aid and an understanding of the special conditions and needs of women in the developing countries.

The more comprehensive are the development activities and the more women are involved in them, the greater will be the demand for qualified women. In order to arrive at a balance between male and female aid personnel, women should be given special opportunities to obtain the necessary qualifications. The current programmes which give women this opportunity are the so-called Minor Research Tasks (MRT), trainee posts and associate expert posts within the UN.

Against the background described above, the areas in which the needs and interests of women should be taken into account in the SIDA-supported programmes are the following:

- advice and training in improved agricultural methods,
- control over new technology,
- participation in decision-making processes and in primary organizations, and
- access to credit.

The growing number of landless farmers, not least of all in Asia, demands inputs that are directed at union organizing and education. Alternative job opportunities must be created within the formal and the informal sectors. Landless women who have the responsibility of providing for their families require special resources. It is therefore recommended that measures be taken that have particular relevance for women. It may be necessary to reserve special resources for this purpose.

12 FORESTRY AND SOIL CONSERVATION

General

It is estimated that 90% of the yearly production of forestry products in the developing countries is used as fuel. Deforestation has become a worldwide problem, blatantly so in some countries. For many if not for most of the people in the developing countries, this crisis entails a daily struggle to find sufficient wood to prepare the family meal.

The crisis concerns not only energy sources. Forests and vegetation also prevent erosion. Today disaster follows upon disaster within the same geographical areas. During the dry period there is serious drought, during the rainy period devastating floods. Rapid deforestation in ajoining mountain areas often explains this course of events. In the long-run, access to ground water can also be negatively affected by deforestation.

It goes without saying that people are also seriously affected. It becomes more and more difficult for women to carry out many of their most important tasks such as fetching water and wood in sufficient amounts within a reasonable length of time. In many countries the fuelwood crisis is a cause of malnutrition or undernourishment as a warm diet becomes replaced by cold or insufficiently cooked food.

The lack of wood is related to nutritional problems in still another way. Cow dung, which is needed for fertilizer, is being used more and more as a substitute for fuelwood. Thus the agricultural yields become smaller and smaller, which in turn forces the people to convert even more forest land into farming acres, sometimes in places where the land is not suitable, such as on steep slopes. A vicious circle is put into motion resulting in increased erosion and impoverishment of the soil.

During the last decade a new concept has been introduced. Village forestry is the collective term for the activities which aim at making the villages self-sufficient in fuelwood by mobilizing the population in the programmes. Another aim is to prevent further erosion and impoverishment of the soil. One feature is raising cattle in cattle-sheds and cultivating trees and grass as fodder. Private and state tree planting projects are becoming more and more common. Women are becoming involved in these projects, which is important to the outcomes and may even give them a small income.

household technique which demand less fuel is also a natural component of village forestry programmes. Such measures should be included in the ordinary village forestry programmes, if they are not already, then special funds should be reserved for this purpose.

Follow-up and evaluation are important instruments for acquiring knowledge in this area, and they should be concerned with assessing the degree of participation of women.

In addition to its large-scale forestry programmes, SIDA should also support local initiatives taken by women, not least of all in order to study their effectiveness and gather new experience.

13 FISHERY

General

The world over, but especially in the developing countries, fishing is by tradition a male occupation. Fishing is considered to be too strenuous for women. Their participation is usually limited to processing the catch and attending to its distribution, and in some of the developing countries, Ghana for example, women completely dominate these functions. Women act as agents, buying and distributing the fish to local markets in the coastal regions. The traditional methods of fish processing are salting, drying and smoking. Most of these activities occur on a small scale. As the market undergoes development and commercialization, the role and influence of women are affected.

Fish farming is becoming more widespread in several countries. It has a long tradition, especially in Asia, and offers women the opportunity to participate in the whole chain of production; especially in the case of small-scale fish farming that can be combined with the women's other household chores and care of the children. At larger installations employing more than one person, it is frequently men who are offered the jobs. Other traditional women's activities are collecting shellfish and catching spawn for planting.

How much women participate in fishing activities varies from country to country, depending on their general life situation. In many countries fishing families have low status and belong to the poorest groups in the society. Often they own no land of their own. In this context the situation of women is especially difficult.

Future Women-Oriented Support to the Fishery Sector

Future attempts to involve women in fishing presuppose that the technical level and the planning of inputs are adapted to the needs and situation of women in the fishing families. Small-scale inputs are desirable. Besides improving the catch, the projects should also include fish processing and distribution as well as the making and repairing of fishing

equipment - all areas in which women are traditionally active. Credit agencies should also be linked to these activities. Also, agencies that encourage women to work in groups and to start co-operatives could help to strengthen the economic and social position of women in the society. Finally, the inputs should be attuned to the needs of the whole family. This women would have a greater chance to participate in the decision making process. Examples from Sri Lanka show that repayment of the credits on the part of the fishermen improved when women participated in the projects.

Fish farming that is carried out on a small scale and makes use of simple technology should make it possible for women, not only to participate in, but also to assume the responsibility for the whole project.

14 INCOME-GENERATING PROJECTS

So-called income-generating projects are a means for integrating women in the informal economy, but also for repairing some of the damage that has been done to women through earlier programmes. Such projects are based on the assumption that it is both desirable and necessary for women to earn their own incomes. Previously, almost the only income-generating activity that was available to women was handicrafts. Today the variety of activities is greater. By the term "income-generating" is usually meant "all projects that are self-supporting where the benefits or profits, in this case, go to women either through the sale of goods or services or through wages in the form of cash, food or the yields from agriculture". The term is seldom used to refer to similar projects directed towards men.

The development of the rural areas has at the same time robbed women of many of the traditional sources of income. They are no longer always self-sufficient with respect to food and other daily needs. The expansion of the money economy even to the rural areas creates a need for cash, especially in families where the woman is the sole head of household. The need for money is also the prime reason why women become involved in income-generating activities.

Income-generating projects can help women to achieve greater economic independence, i.e. become less dependent on their husband or other wage-earning relative. Such projects can help to improve women's status and contribute to rural development. But such projects can also mean continued economic stagnation and the increase of the women's workload without any noticeable economic returns.

If women are to benefit by income-generating activities, certain prerequisites must be fulfilled. Access to training opportunities and credit resources, adaptation of the projects to local market conditions and requirements, and the right to retain control over the income and the means to dispose of it are some of them. That women can be relieved of some of the burdens of home and child care is another.

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SIDA supports income-generating projects indirectly through its rural development programmes, but also directly through its support to women's groups and organizations. Among the chief recipients of such assistance are the women's groups in Kenya and other places in Africa and organizations in India such as SEWA in Ahmedabad, the Working Women's Forum in Madras and Lakshmi Ashram in Kausani, Himalaya.

19 JOB OPPORTUNITIES IN INDUSTRY

The flight of men from the rural areas to the towns and urban centres means, as already stated, that women are left behind as the only provider for the family. But more and more young women are also leaving the villages. Without education, their chances of finding an adequate job in the towns are very small. At best women can hope for employment as household help. When all other ways are closed to them, prostitution may be the only means of subsistence.

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In Botswana women are also active participants in the water committees. Many women take part in the village committee and have some influence on the planning of the installations. In some of the villages women have been trained to service and maintain the pumps.

But in general, although it is women in the programme countries who fetch water for the family's daily needs, few are given any opportunity to take part in the planning, operation and maintenance of the water programmes.

Future Women-Oriented Aid to the Water Sector

SIDA's water strategy places great emphasis on the inclusion of rural women in the decision-making process concerning water and sanitation projects and their implementation. Women are the most important target group.

Yet it is difficult to reach women. They are poorly represented in administration, in village councils, in water committees and at important meetings where decisions are made. If women are to be able to take part in the responsibility for maintaining the water installations, they must also take part in the planning and decision-making stages. But they are often prevented from doing so by men.

The water strategy emphasizes health training and information on hygiene and sanitation, areas in which women are a natural target group. Instruction should, therefore, be more directly aimed at women than what is the case today. An improved access to water makes the cultivation of vegetables a potential source of income for women. Instruction in vegetable cultivation and other activities closely connected with household water should therefore be a valuable complement to the water programmes.

Children are another important target group since it is they who are usually afflicted by diseases from contaminated water. Information on hygiene and the handling of water should be included in primary health care and introduced into the curriculum of the primary schools, but also of higher education. Whenever possible SIDA is attempting to influence the situation so that some form of health and hygiene training is incorporated into the water programmes.

SIDA strives towards reaching women and women's groups and to exploit every opportunity to make women aware of their own role where questions of health, hygiene and water are concerned. The water programmes should provide training for women in the maintenance of water installations. Men must learn to accept women as decision makers and as the ones who are in charge where water is concerned. In order to ensure this grassroots' participation, the water installations should be as technically simple as possible.

In order to achieve these ends, it is SIDA's intention to make better use of the expertise that is available in such areas as sociology, social anthropology and pedagogy. Women consultants and advisers should also be recruited to undertake studies and to participate in the preparation of water projects.

16.2 ENERGY

General

Most energy projects, for example the construction of power stations, are designed to serve urban centres and industry. They often have little effect on the lives of the poor. However, the prohibitive costs of such large-scale projects are beginning to make alternative sources of energy much more interesting. Examples are small power stations and village forestry projects. This increasing interest in the energy needs of local communities has particular relevance for women. (See also section 12.)

The introduction of energy-saving stoves and other equipment and techniques are important means for reducing the amount of time and labour women must expend doing household chores as well as reducing the amount of fuel that is consumed. However, many stove projects have been started without first having made a basic needs analysis. Thus many projects are characterized by the lack of insight into the cultural, social and psychological factors that interact in this context.

In order to gather experience about these problems, SIDA is currently conducting a stove project in India in close collaboration with the women's organizations there.

Future Women-Oriented Aid to the Energy Sector

Bio-energy forms such as wood, charcoal and agricultural waste - just about the only forms of energy in rural homes - are rapidly becoming scarce. Solutions to the fuel crisis lie, first and foremost, in village forestry and stove projects. The use of new and renewable sources of energy could also become an important factor. It should be possible to utilize these energy sources in order to facilitate the pumping of water and the grinding of grain and maize. This would have a favourable effect on women's work burden. Such projects should be integrated with the forestry and rural development programmes. (See also sections 11 and 12.)

16.3 LABOUR-SAVING TECHNOLOGY

It is generally true that technical assistance has not been given with a view towards improving the lives of women. The work that women do in the informal sector of the economy and in subsistence households has seldom been the focus for technical aid programmes. Rather such programmes have had the types of work that are performed by men as their starting point and women have therefore had little access to the raw materials, technology, training, credits and so on that technical aid programmes make available. Indeed, projects with the aim of

rationalisation men's labour often lead to an increase in women's work burden without at the same time increasing their income. Cash-crop production is a case in point. Furthermore, the introduction of new technology has in many instances led to women losing their sources of income.

In an attempt to reduce women's daily labour, appropriate technology is being introduced. In theory, if not yet in practice, appropriate technology is to build upon local initiative and make use of locally available materials, experience and ability.

The UN, voluntary organisations, governments and national aid agencies have shown great interest in recent years in appropriate technology. But the question remains: Appropriate for whom?

In the terms it has hitherto taken, appropriate technology alludes primarily to men. The technology has been developed in the industrialised countries; in practice, it makes little use of local initiative and does not always utilise local resources. Few women are brought into the work. Thus, when introducing stoves warmed by solar energy, one neglected the fact that, in Africa, food is usually prepared before sunrise and after sunset. Furthermore, it is generally the case that the technical devices are too expensive for the people in the villages.

Appropriate technology is important for women. But to be really appropriate for their needs and conditions of daily life, women must be included in all phases of the planning and decision=making process preceding the introduction of labour=saving tools for the household. Before decisions are made on programmes within this area, it would be well to ask the following questions:

= Who is introducing the technology?

= Who is benefits from it?

= Who controls it?

= Who maintains it?

= And finally, who pays for it?

10.4 CREDITS

The extension of credit to women on their own terms is a fairly new phenomenon.

It is difficult for poor and illiterate women to borrow money from a bank. They have seldom any security to give, and often must first obtain their husband's consent. They have difficulties in filling out the necessary forms and cannot count on getting help from the bank's personnel. Although it is usually a question of small loans, the administration involved is still fairly complex for illiterate people and they may have difficulty in understanding the correct procedures, for example

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17 **HOUSING**

The housing conditions for most of the poor people in the urban areas are a threat to their health, and the housing situation for the working poor urban population are even more appalling. Many health problems are aggravated through crowded living conditions and bad sanitation. It is the women and children who suffer most.

In the past few governments of urban planners have sufficient attention to the situation of the urban poor, since were seen as being a temporary problem caused by the lack of inexpensive housing and by unrestricted land speculation.

the having been the time: sometimes women, indeed, find it. trouble to the last point, women are many institutes. In ancient, when time was of the those attained by women are paid hard:

In many countries credits are a better form of transacting that building health: They contribute to the development of the individual's mental capacity and initiative in seeking solution to problems, whereas estimation health may enhance capacity and the expectation that others will note the's problem; Credits also contribute to stability in terms of certainability and capacity to acting market conditions. Income-generating projects planned through health and with humanitarian aims may amply increase "protective" activities. When finally confronted with the real conditions of the market, many such projects collapse:

Because of women's pressing need for credit and the difficulties they have in obtaining bank loans, several programmes and institutions have been created for this purpose: Swaran Supports credit projects and so-called "revolving funds" for women through the Women's World Banking organization, private institutions (primarily in India), through the Voluntary Fund for the Women's Decade and through other in Africa. SIDA is planning to support the so-called Grameen Bank in Bangladesh through which impoverished and landless men and women can receive loans to start small enterprises and income=generating activities.

The closer one comes to the grassroots level, the more important it is to extend credit to men and women separately. Otherwise, men tend to take over projects initiated by women and determine how eventual profits will be used. In the introductory stage of a credit project, advice and training should be made available to women.

Income=generating projects and small enterprises for poor women in the rural areas, in the city slums and in the refugee camps, initiated and expanded through credits, and adapted to women's needs and everyday reality can make it possible for women to enter into the money economy in earnest. But it takes planning every step of the way. Credit schemes for women is an area where SIDA's support should be increased considerably.

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In the past few governments or urban planners gave sufficient attention to the situation of the urban poor. Slums were seen as being a temporary problem caused by the lack of inexpensive housing and by unrestricted land speculation.

Today, governments are more aware of the problem's complexity. Slums are not a transitory phenomenon, rather they are spreading at an alarming rate. Urbanization is occurring at a rapid rate and the slum population even more rapidly. In many urban centres throughout the Third World, 50 - 70% of the population lives in so-called shanty towns. The prognosis is that in 15 years time, about 44% of the total population of the Third World countries will live in urban centres and towns, and that most of these people will be without adequate shelter and infrastructure. Every day more than 50 000 people die from malnutrition and diseases, to a large extent because of inadequate shelter, water supply and sanitation.

Against this background the UN's General Assembly has proclaimed 1987 as the "International Year of Shelter for the Homeless". It is estimated that by then a quarter of the world's population will be living in unhealthy and incapacitating housing.

One aim of this Year is to urge governments in the developing countries to do all in their power to provide decent housing for their citizens by the year 2000. Another aim is to encourage donor countries to support these efforts through aid programmes. Sweden expects to contribute to these inputs.

Unhealthy living conditions are not only a problem for women, even if it is women and children who are affected most. Inadequate housing that gives little protection against wind and rain, insects and vermin makes it almost impossible for people to maintain their jobs and support themselves.

The government of the developing countries must guarantee security of tenure rights in those areas inhabited by the poor and do all in their power to provide clean water and sanitation facilities. The physical labour of building necessary facilities can be carried out through organized co-operatives and other collective efforts. What is required is access to inexpensive local building materials as well as on-site supervision. The results of experiments in the successive improvement of housing have been good. Women's groups and organizations have an important role to play here. This is natural considering that it is women who are most directly affected by inadequate housing, trying to raise their children under miserable living conditions.

A major concentration of effort on a comprehensive human settlement programme would generate jobs in both the formal and the informal sectors of the economy, in the construction work itself as well as in the production of materials and the provision of related services. A comprehensive building effort is a strategic stage in a country's overall economic development.

A future concentration on the housing sector can therefore be an important part of SIDA's activities, not the least of all within the framework for women-oriented assistance.

In addition to promotion of basic health and nutrition SIDA should also monitor other programs concerning women in the aid projects. Continuing information is now needed. Women should be considered as that time when both mothers and fathers and as the sicker health risks for women; different motivation for the organization and handling of food are having quite by different organization in many parts of the world. In order to be a viable solution, the women must also be an income-generating that even the poorest people will be able to produce some. SIDA is currently financing a project in Mai-Dhin in Vietnam to provide midwife and work saving stoves.

Another area needing support is the providing of building facilities both in the home and in the local community that would give women the possibility to engage in income generating activities individually or as a co-operation in both the formal and the informal sectors of the economy.

The provision of day care and child health care facilities in the housing areas would benefit not only women, but also the country as a whole, allowing women to participate more fully in production.

18 RECRUITMENT PROBLEMS

Women make up the majority of SIDA's most important target group - the poorest people in the developing countries. A facilitating factor, perhaps even a prerequisite, in reaching this target group through aid is the presence of women among the aid workers.

A number of attempts have been made in recent years to increase the number of women aid workers and experts. In particular, the Swedish University of Agricultural Sciences has been given this task by SIDA within the framework of its rural development programmes. Among its activities in this and was the carrying out of a comprehensive survey among women who were considered likely to have an interest in aid work. Replies were received from about 400 women. Their fields of work lie mainly within rural development including nutrition, medical care, child welfare and hygiene. In the future, technically trained women in many other aid areas will also be needed.

The survey revealed great interest and motivation among women for aid work. Yet very few had applied for advertised posts, demanding, perhaps, on their own family situation.

Mention has already been made in the Plan of Action of some of the measures that have been taken for involving women in aid work. One example is research projects at under-graduate and graduate levels, the so-called MRT-assignments. The UN's system of associate expert posts can also be an introduction to aid work. Within the Swedish quota, 25% of these posts have so far been filled by women. Other practical steps must be taken if the proportion of women in aid work is to be increased. One obstacle for women may be the age limit for applicants to these posts. It is our experience in Sweden that women complete their

education considerably later than men. Thus many women find themselves outside of a recruitment system which directs its attention towards younger, well-educated people. To act for the removal of the age limit for the associate expert posts is one step SIDA must take in order to facilitate the participation of women in aid work.

In general, the same regulations apply for recruitment as for the rest of the Swedish labour market. Posts must be advertised and the merits of the applicants assessed irrespective of sex. However, if the applicants have otherwise equal merits and qualifications, preference is to be given to the sex which is underrepresented. Also, special efforts should be made, through both formal and informal channels, to encourage women to apply for posts where their sex would be an advantage in aid work. Thus the principle of positive gender discrimination may have to be applied in some instances.

19 AID TO WOMEN IN PROGRAMME COUNTRIES

19.1 COUNTRY PROGRAMMES

In accordance with a decision by the Swedish Parliament, efforts for improving the situation of women in developing countries are to be financed mainly through the allocations to the country programmes. Most governments in the developing countries, however, do not share this priority and are rarely prepared to discuss how consideration can be given to women's needs within the framework of the country programme. And since, in accordance with the country programme principle, it is the priorities of the recipient countries themselves which determine how the funds are to be used, aid to women within the country programme framework is relatively insignificant.

Aid through the country programme allocations often involves aid to sectors. The most important sectors have been described above. As is apparent from these descriptions, the special needs of women are seldom taken into account when planning programmes. Hitherto it has therefore been necessary to channel aid to women through special women's programmes in order to compensate somewhat for this lack. Should a more determined effort to ensure that women's interests and needs are satisfied within the framework of the country programmes be successful, the need for specifically women's projects and programmes would be greatly reduced. This will take some years however, and in the meantime women's programmes fill an important function. Therefore, SIDA has supported and, to some extent, will continue to support women's bureaux and their activities in Kenya, Lesotho and Sri Lanka as well as the Ministry for Women in Zimbabwe within the overall country programme allocation. The Bureaux and Ministries have the responsibility for policy and coordination in this area. Their task is to monitor women's interests and to representent them within the government. In general they are the only official organs having collected data

on the conditions of women in their countries, they are the obvious source of information for foreign, bi-lateral donors who give support to women's activities in their aid programmes. But their status is usually low and their resources insignificant. The function they fill is important and should be supported. A number of these bureaux also initiate income-generating activities for women.

19.2 EXPERIMENTAL ACTIVITIES AND METHOD DEVELOPMENT

The Fund for Experimental Activities and Method Development has supported the activities of a number of international organizations that are engaged in women's issues. (See section 21.) This support is to be continued. But this specific WID allocation, at present about SEK 8 million per year, will be directed more particularly towards urgent and neglected areas of importance to women in the developing countries.

SIDA is working towards the integration of women's issues in its sector support to such areas as health care, education, rural development and energy. To achieve this goal, sectoral support must be supplemented by specific WID funds for Experimental Activities and Method Development where the intent is to promote women's access to and control over productive resources. Three areas are specially important in this respect: credit extension, the build up of a professional cadre and support to the work of the women's bureaux, women's ministries and women's organizations. The importance of these areas for women has been emphasized in the draft proposal for future strategies that will be decided upon by the UN End of Decade Conference on Women in Nairobi in the summer of 1985.

SIDA is supporting programmes for building up a professional cadre among civil servants in Africa as well as giving support to women project leaders.

The extension of credits will help to promote women's economic independence. Since it is difficult for women to obtain credit through normal channels, special credit institutes for female small-scale entrepreneurs are becoming established. For example, the Women's World Banking has branches in several of SIDA's recipient countries. It is suggested that some of them receive support for their guarantee funds.

Women in the developing countries need people to speak on their behalf in ministry circles. Women's bureaux, ministries and organizations affiliated with the ruling party could fill this function, but have not yet found the right form for making their influence felt. In some cases, SIDA has reduced or no longer gives support to their activities. It is likely however, that they will receive support for their research and experimental activities and that an analysis of their overall importance will be made.

Finally, in order to get at the deep-rooted reasons for the problems of women in the developing countries, a small sum has been set aside for a study on the relationship between production and reproduction in the Third World.

19.3 DIRECT SUPPORT TO WOMEN'S ORGANIZATIONS IN PROGRAMME COUNTRIES

Sweden decided in 1979 to give support directly to women's organizations in the developing countries from the allocation to private organizations. The reason for this was the difficulty in reaching women through the country programme allocation. The arrangement was thought to be only temporary, to be discontinued when aid to women through country programme allocations came into force.

According to the principles regulating this kind of support, it is to be given, as a rule, only to private women's organizations in the programme countries. At present Sweden is supporting 11 projects run by women's organizations in these countries.

Aid to this type of project is still rather insignificant, despite the fact that energetic and earnest appeals from women's organizations in both the industrialized and the developing countries have not been lacking.

Certain difficulties have been incorporated in the regulations:

First, in socialist countries where the women's organization is closely linked to the government, such organizations have difficulty in obtaining direct support since they are not considered to be private.

Secondly, direct support to women's organizations does not include support to large-scale building projects.

Thirdly, personnel resources for administering women's projects in programme countries are very small, both at SIDA headquarters and at the Development Cooperation Offices. Only one DCO has a special administrator for women's questions.

19.4 SUGGESTED MEASURES

1. The main principle should be that aid which is directed towards women should be given within the framework of the country programme allocation, whether the aid be designed specifically for women or integrated in sector programmes.

2. In connection with programme negotiations with the recipient countries, the relevance of the whole of the country programme as well of the different sectors to the needs of women should be appraised.

3. In programme countries where the needs of women have been hitherto neglected in aid programmes, this question should be decisive when planning new areas of concentration. The action plans for each country, which are described below, should be the starting point.

4. To underline the importance of women's issues in aid programmes, women with special qualifications should be included in negotiation delegations. As a further means of exerting pressure, the delegations should request advance

information as to the policy of the recipient country concerning women and which measures it is prepared to take to improve the situation of women.

5. As the situation of women varies from country to country in the Third World, individual plans of action for each programme country are currently being worked out. The responsibility for this task lies with the Development Cooperation Office in each country, which works in close cooperation with the Area Division and the Sector Divisions concerned. The Office of Women in Development at SIDA headquarters has the responsibility for coordinating the work and compiling the reports.

   If necessary, consultants on short-term contracts can be engaged. The country reports presented in the book, The Peripheral Centre, Swedish Assistance to Africa in Relation to Women. An Assessment, can serve as a starting point with respect to Africa. These reports were written during 1984-85 as a preparation for the UN End of Decade Conference on Women in Nairobi in the summer of 1985 and have been compiled by the Office of Women in Development.

   The plans of action for each country should summarize women's problems and needs, indicate sectors and areas of importance for women and make concrete suggestions as to how these aspects could be integrated in relevant sector programmes. In addition, the action plans should outline one programme that is clearly and unequivocally aimed at satisfying a vital need in women's lives. The programme could be an integrated part of a larger sector programme, an addition to such a programme, or a specific women's project, financed perhaps with funds outside of the framework of the country programme allocation. The choice of programme and financing depends on local conditions. Cooperation should be established with the women's bureaux or ministries for women in the programme countries in order to carry out this specific programme.

6. Aid to women that is extended within as well as outside of the framework of the country programme allocation should be assessed together and not independently of one another.

7. Where feasible, direct support to women's organizations should be expanded to include all organizations which seek to mobilize and support the poor of both sexes. A larger share of the country programme allocation should be used for this purpose. There is also good reason for discussing a special allocation of funds for supporting private organizations in the programme countries.

8. It should be possible to support building projects of interest for women.

9. It should also be possible to give direct support to women's organizations that are affiliated with the ruling party or government authorities of the programme country.

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9. It should also be possible to give direct support to women's organizations that are affiliated with the ruling party or government authorities of the programme country.

10: The responsibility for monitoring the direct support to organizations in the programme countries is to be delegated to the local development cooperation offices. They will be allocated an annual budget to have at their disposal.

11: With funds from the allocation for experimental activities and national development budget be used also for activities of interest for women in the programme countries.

9A AID THROUGH PRIVATE SWEDISH ORGANIZATIONS

The allocation of funds to Swedish non governmental organizations for their aid activities has increased in recent years. This is because these organizations have been effective in reaching poor people in the developing countries, their operations enjoy credibility which they are able to get especially independently of the authorities in the developing countries. It is often easier for private aid organizations to spread information about their programmes than it is for government development assistance authorities.

9A.1 WOMEN'S ORGANIZATIONS

In 1979 Swedish women's organizations were engaged in three women's projects. Ten years later the number had increased to ten, distributed throughout the various programme countries. The National Federation of Social Democratic Women in Sweden was the first to begin projects in the developing countries and has had the most comprehensive programme. Today they support, among other things, the women's section of the ZANU party in Zimbabwe. Other organizations which run projects are the Human Vision Association/Home and Community, which supports the training of midwives in the Sudan as part of a programme to eradicate female circumcision; the Association of Swedish Farmer Women which supports an education project in Botswana; the Union of Cooperative Consumer Guilds which supports, among other things, a women's education project in Sri Lanka; the Federation of Swedish Leftist Women which contributes equipment to a sewing co-operative in Angola and to eight health clinics in Vietnam; the Swedish Federation of Liberal Women which supports education projects in Sweden, South Africa and a feminist project in India. And finally, at different stages the Moderate Women's Association, the Skeptinistes, the Association of Professional Women as well as breast-feeding organizations have supported aid projects for women.

During the period 1982/83 to 1983/84, SIDA allocated about SEK 5 million to aid projects through Swedish women's organizations. The involvement of the Swedish women's movement in the cause of the women in developing countries has played a decisive role in calling attention to their problems and needs. Through their projects their organizations have given concrete expression to solidarity among women. Many women have been brought up in these activities and have been able to make active contributions. The periodic surveys of Swedish public opinion

show that women are much more positive to foreign aid than men are. But despite this positive climate, there is not likely to be any marked increase in projects supported by women's organizations since their administrative resources are already greatly strained.

20.2 CHURCH ORGANIZATIONS

Of the more than 1800 Swedish missionaries working in around 70 countries, two-thirds of them are women. Most of the missionaries work within health care, social welfare and education. Their activities are largely supported through the contributions made by congregation members. In 1982 nearly SEK 261 million was channelled through the various mission organizations. Of this amount, SEK 161 million consisted of voluntary gifts from the members of the different churches, the majority of whom are women.

A guiding principle of the church organizations is that their aid projects should benefit both men and women. However, many inputs do have women as their target group. Examples are projects within mother and child care, training of young girls at schools of home economics, social centres for single mothers, co-operatives for sewing or for other types of production, and so on. The Christian view of humanity confirming the equal value of all people can be a driving force towards raising women's self-confidence and, in the long-run, may contribute to changing the situation of women in the Third World.

20.3 SWEDISH CO-OPERATIVE MOVEMENT

Aid given by the Swedish co-operative movement to co-operatives in the developing countries is channelled through the Swedish Co-operative Centre (SCC). Projects are financed partly by the Centre's own subscription drives and partly through grants from SIDA. The budget for 1984/85 is about SEK 55 million and is divided up among 15 projects in various countries.

The SCC runs special women's programmes in cooperation with the International Co-operative Alliance through its regional offices for southern Asia and for eastern and southern Africa as well as in cooperation with the national co-operative organizations in the developing countries themselves. An example is a women's project in Sri Lanka concerning the running of co-operatives, consumer questions and nutrition.

The concentration of the SCC on the poorer groups in the society, especially in rural areas, means that women are a large part of the target group. Co-operative projects that are aimed specifically at women tend to be isolated efforts with little developmental effect. Therefore, co-operative assistance to women is being extended more and more in the form of efforts at integrating women in the whole of co-operative activity. The women's role as food producers is central to the attempts of the co-operatives to increase food production and to improve

both the distribution of food to the consumer and of developmental inputs and credits to the cultivators.

20.4 TRADE UNIONS

The Swedish Confederation of Trade Unions (LO) and the Central Organization of Salaried Employees (TCO) have a framework agreement with SIDA to provide education in trade union questions for the developing countries. The recipients of this aid are union organizations in Africa, Asia and Latin America. During 1984, 140 projects were in operation in not less than 40 countries. For the year 1984/85, the total budget is estimated to be about SEK 45 million. The projects are undertaken mainly in collaboration with the International Confederation of Free Trade Unions and with the national trade union organizations in the developing countries. On exception, the projects may be bi-lateral.

The primary aim of the trade union assistance projects is to provide union organizations in the Third World with the knowledge and experience they require in order to function effectively and democratically as organizations for self-help and solidarity. To achieve this aim, the participation of women is vital.

Within this framework there are already projects which are directly aimed at women. In South Africa there is a union training project for domestic helpers; in 27 countries in Africa there are projects for women teachers; and in Zambia women plantation workers and small-holders are being given union education.

21 INTERNATIONAL COOPERATION

Many international organizations include assistance to women in their programmes. Examples are the UN's professional organs as well as long-established women's organizations such as the Young Women's Christian Association (YWCA), the Associated Country Women of the World, the International Alliance of Women and the International Council of Women.

Sweden's support to the UN Children's Fund, UNICEF, deserves special mention. Sweden is one of the largest donors to the Fund and has great influence on its policy, including women's questions. The attitude to women's issues has changed. Women are no longer considered only as mothers, but also as individuals whose participation in the society and in the economy are of vital importance. Sweden and UNICEF also collaborate on concrete programmes in various developing countries.

In recent years new international and regional organizations have been established. Examples are the International Research and Training Institute for the Advancement of Woman (INSTRAW), the Voluntary Fund for the United Nation's Decade for Women, the International Women's Tribune Centre, the Women's International Information and Communication Service (ISIS), Women's World Banking and the Association of African Women for

Research and Development (AAWORD). With the exception of INSTRAW, all of these organizations receive Swedish support for women's projects, among other means, through funds from the Research and Method Development programme. Contributions by Sweden are also made to projects run by the International Planned Parenthood Association (IPPF) and the World Council of Churches (WCC). Finally, through the Swedish Foreign Office, contributions are made to the UN's Fund for the Women's Decade.

The assistance activities of the long-established organizations were mostly aimed at home economics and welfare. Many of them are now working towards re-defining their aims and activites. Thus emphasis is now being given to health care that includes family planning, to education and, most of all, to income-generating activities, credit programmes, marketing projects, women-oriented research as well as establishing a network for seminar and conference activities.

International activity with respect to women gives legitimacy, stimulation and stability to the striving of women to improve their own life conditions. In countries where women are especially neglected, this support is of vital significance.

Cooperation across nations means that Sweden can establish contacts and exchange information and experiences. Many Swedish women have acquired valuable knowledge about the life conditions of women in the developing countries and insight into the work of international organizations.

Other forms of international cooperation which should also be mentioned in this context is that among the bi-lateral donor organizations within the framework of OECD/DAC as well as the development cooperation among the Nordic countries.

The Future Direction of Aid Cooperation

International cooperation is intensifying as the date of the UN End of Decade Conference on Women approaches. Through its funds for Research and Method Development, SIDA is giving support to the official UN conference as well as to the NGO conference, both of which are taking place in Nairobi in July 1985.

22 PLANNING, IMPLEMENTATION AND EVALUATION

In 1982 SIDA's Director General called for the assessment of 12 major assistance projects with respect to their affects on the situation of women. In his decision, he stated that: "The preparation of inputs directed at a certain part of the population (so-called target groups) should include an assessment of the expected effects for women based on an analysis of the problems and, as far as possible, an estimation of how many women are affected and to what extent."

In the specifications accompanying the decision, questions were raised concerning target groups, special administrative routines, the extent of women's participation in planning, implementation and follow-up, the affect the programmes have on

women's task of providing for themselves and their families, the standard of living of women, and finally what measures, if any, had been taken to make it possible to assess the effects of inputs on the welfare of women and children.

The Sector Divisions made appreciable attempts to answer these questions and some reports were presented. Yet the lack of adequate target group analyses as well as the lack of documented up-to-date information on the conditions of women, not least in the form of sex differentiated statistics, have made the task very difficult.

That these difficulties are not unique to SIDA is illustrated by the evaluation that was made concerning the significance of the CADU project for women. The method handbook summarizes the problems in the following way: "CADU was defined from the beginning as being an integrated rural project. The target group was first designated as 'the local population', later as 'the poorest peasants'. In practice this came to mean men.

At the start of the project there was no information on the division of labour between men and women nor of the decision-making processes in the household. Women's role in agriculture was thereby underestimated. Those parts of the project that were planned with women specifically in mind and which could have accorded them economic advantages (e.g. gardening and training in new agricultural techniques) were never implemented.

Instead of being an 'integrated' project, CADU became a project where virtually all information and training was directed towards men. Eventually a home economics sub-project was designed for women. This was not linked, however, to the overall aims of the CADU project."

In order to come to terms with this type of problem, goal and problem analyses must be supplemented by an in-depth analysis of the target group before the input is made. Without this type of analysis, the effects of the project for the target group cannot be assessed and followed up. As the economic and social conditions of men and women differ in so many respects, especially among the poor groups in the society, separate analyses for men and women must be undertaken. These analyses should include aspects concerning access to and control over productive resources, the division of labour and power between the sexes, the provision of the family's needs, the time required for different tasks and organizations to which members of the target group belong. (See also section 5.) The needs and requirements of the target group must be defined in the same manner as the target group members themselves define them. Women must be given the opportunity to speak on their own behalf, separately from men. In societies that are strictly divided along sexual lines, most projects will require a special women's component if women are to receive any benefit at all from them.

the women for whom the project is intended should also have the opportunity to influence the project. At village level women are often loosely organized in groups. Attempts should be made to identify these spontaneous groups and engage their leaders in the project. This is not always so easy and to circumvent the power relations that may be in force in the village requires some degree of skill on the part of the project leadership, whether they be local people or Swedish aid workers.

People with relevant professional skills and experience of aid to women should be included in the teams which prepare, follow up and evaluate the projects. Care must be taken during implementation to ensure that women share in the benefits of the project and that their situation is not otherwise unfavourable affected. It may be better to use a larger share of the project's resources for continuous follow-ups rather than for final evaluation. In the final evaluation itself, the effects of the project should be analysed for women as well as for men.

With respect to future planning, implementation and evaluation, the following points should also be taken into consideration:

1. Current statistical units and principles of classification are to be revised to better fit the demands of a more specifically women-oriented assistance. This entails the separate compilation and reporting of statistical data for men and women respectively. Methods which make possible the routine assessment of the effects of aid on the lives of men and women are to be worked out and also applied in the preparation of the annual statistics to the OECD/DAC. (See also section 5.)

2. Methods and routines for following up and evaluating the effects of development assistance on the lives of men and women are to be an integral part of all assistance activities.

3. The interests of the target groups are to be kept in focus when planning, implementing and evaluating assistance activities. The following questions must be answered:
   - Who is the target group?
   - Who are the direct and the indirect recipients?
   - How is the target group affected by the project or inputs?
   - What are the positive and the negative effects?

   These questions should be written into the directives for the work of input groups and sectoral review missions.

4. An effective Swedish development assistance requires the efforts of both men and women. A minimum ambition is that at least one professionally qualified woman shall be included for every three or four persons chosen to participate in input groups, negotiation teams and sectoral review missions.

5. The next Plan of Action concerning evaluation activities at SIDA is to include the particular requirements that a more specifically women-oriented assistance entails.

6. In the next edition of SIDA's Project-Programme Follow-Up with Performance Ratings (slated for publication in January 1986), data on the long-term effects of assistance are to include its impact on women and in what ways the projects reach women.

7. Before the year 1990, a reassessment will be made of Swedish assistance in terms of the recommendations set forth in this Plan of Action.

23 INFORMATION ACTIVITIES

SIDA has a mandate from the Swedish government to work towards deepening the awareness and the interest of the people concerning the circumstances and conditions that are of importance in the development of the Third-World countries.

Using this flexible wording as a starting point, SIDA has formed an information policy in which aspects concerning women and aid are integrated. Specifically, this means that descriptions of the conditions of women in the Third-World countries are included in SIDA's informational output as a matter of course.

This does not rule out, of course, special informational outputs concentrating wholly on women's issues.

In order to make use of existing knowledge, the Information Division at SIDA will augment its cooperation with those units and institutions which give particular attention to women's issues in assistance. This includes the Office of Women in Development and the Council of Swedish Women for Development, whose knowledge and experience of organizational life in Sweden is invaluable in the exchange of ideas and the discussion of policies.

24 ADMINISTRATION

Despite the national and international demands for increased support to women in the developing countries, administrative capacity for the integration of women in aid programmes has not developed accordingly.

Aid to women is a neglected area. Efforts to reach the poorest groups in the society who have few resources, are given little attention and generally lie outside of the framework of the larger projects place great demands on administrative capacity. If the effects of aid are to be anything more than marginal, if this Plan of Action is to be anything more than theory, then there must be a clear division of responsibility at SIDA headquarters and there must be an adequate allocation of funds to this area.

25 COUNCIL OF SWEDISH WOMEN FOR DEVELOPMENT

As a step in its efforts to integrate women's interests in development cooperation programmes, SIDA established in September 1982 the Council of Swedish Women for Development. The Council acts as an advisory body to SIDA and keeps the member organizations informed about the conditions of women in the developing countries and about development cooperation programmes. In 1983 the Council made a trip to Bangladesh and India and in 1984 to Ethiopia, Kenya and Zimbabwe. Reports from these visits containing recommendations have been submitted to SIDA's Board. The Council has also taken part in discussions concerning this Plan of Action.

Eleven Swedish organizations are represented on the Council, among them the country's leading women's organizations, church organizations and trade unions. The Council's secretary receives payment for her services from a special allocation and is connected with the Office for Women in Development.

26 REPORTING

The work being done to integrate women's aspects in aid programmes is reported to the OECD/DAC each year by the The Aid Reviews. In the autumn of 1983, the member states made a commitment to undertake a review of how the guiding principles of the OECD/DAC regarding to aid to women, and which they adopted, had been implemented. These reviews were to be finished in time for presentation at the Conference on Women in Nairobi in 1985. Such a review was made by the Office of Women in Development at the beginning of 1985 and a second review will be made in 1987.

Regarding internal reporting, it is recommended that in its twice yearly reports to SIDA headquarters, the Development Cooperation Offices should provide a continuous follow-up of how women's aspects are being integrated in the aid programmes.

The Offices also have the task of formulating individual plans of action for the countries concerned, the first of which is to be submitted to SIDA headquarters during the autumn of 1985. The plans should extend over a period up to 1990 and be subjected to continuous evaluation.

27 CONTINUING EDUCATION FOR SIDA PERSONNEL

This Plan of Action is to form the basis of future seminars concerning the integration of women's issues in development cooperation. These seminars are expected to result in the formulation of new ideas and measures which will contribute to SIDA's work towards a more specifically women-oriented development cooperation.

The contents of the Plan of Action will also be integrated into two current internal courses, i.e. method training and socio-economic assessments in aid work. Women's issues are already a subject for discussion in these courses but must be treated more profoundly and comprehensively than hitherto, expecially with respect to problem analysis and target group analysis.

9A FINAL COMMENTS

Sexual violence, the physical abuse of women and prostitution have not been treated in this Plan of Action. Violence towards women is just as widespread in the developing countries as in other parts of the world and is a major contributing factor to the degradation of women. This question, however, lies outside of the framework of this Plan of Action. Circumcision has been discussed, however, since it is a custom which occurs only in the developing countries, more specifically in Africa.

As stated in the introduction, this Plan of Action is only one step in a continuing effort. It will be subject to evaluation before the year 1990, after which a new Plan of Action will be formulated. It is not possible at this time to foresee what it will then contain.

The current Plan of Action does give some idea of the conditions of misery and poverty under which many women are living and of what foreign aid donors can do to alleviate them.

A new action plan will perhaps present a picture of poverty as it relates to both men and women - a comprehensive picture. If this picture is to be explicit, then the impoverished lives of the men living on the fringes of their societies must be brought into focus. About this, we know far too little today.