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CONFERENCE BACKGROUND PAPER

WOMEN AND DEVELOPMENT: THE UNICEF PERSPECTIVE

Prepared by the United Nations Children's Fund

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Fundação Cuidar o Futuro

Introduction

1. The advancement of women in developing countries is essential not only because of their right to individual self-fulfilment, but also because of the special relationship between mother and child, and the enormous potential for helping children through the enlightenment and emancipation of women. Women must play a key role if services benefiting children are to be effective; and these services, in turn, can improve conditions of life for women. From the UNICEF point of view International Women's Year is truly every year.
2. UNICEF has long been concerned with assistance to programmes which benefit women in developing countries at first, primarily with the glaring need of health services for pregnant and nursing mothers, later also, with helping women and girls to acquire knowledge and skills for better child rearing and home improvement, food production and nutrition, and with the schooling of girls, which is nearly always at a lower level than that of boys.
3. Then, in order to mobilize more effectively UNICEF's efforts on behalf of women and girls, the UNICEF Executive Board considered, in 1970, an assessment of projects jointly assisted by UNICEF and other United Nations agencies for the education and training of women and girls for family and community life. In the main, programmes in this field were found to be sporadic and of low priority. At the same time, however, the report of this assessment indicated a growing interest in the problems of women, a variety of attempted solutions, a dedication of both staff and volunteers, and an encouraging response from the women and girls reached. The Board considered that the assessment clearly reaffirmed the need for greater attention to this subject.
4. In the next several years, UNICEF's assistance for programmes benefiting women increased in number and variety. Where earlier programmes tended to stress the acquisition of knowledge and skills for better child rearing and home improvement, emphasis was also given to increasing the opportunities of women and girls to enhance their capacity to participate in the life and development of their communities, and to raise their earning capacity through better skills, improved food production, better marketing, home industries, co-operatives, etc.
5. UNICEF is now emphasizing an over-all programme emphasis that aims at providing a "package" of basic services benefiting the child in the interrelated fields of food and nutrition, clean water, health measures, family planning, basic education and supporting services for women. As part of its aid, UNICEF encourages and participates in efforts by Governments of developing countries to assemble data and to analyse the situation of women; to publicize and discuss the data in national seminars and conferences; to include measures for the advancement of women in development planning; and to allocate resources for implementing them. It has elaborated guidelines and supply lists for its aid in order to facilitate the planning, establishment and expansion of services in ways relevant to the needs of developing countries and at recurring costs which they can afford. Special emphasis is placed on services benefiting children and mothers in the more backward and needy areas of countries and in especially disadvantaged groups.

6. Although emphasis in aid is placed on programmes which are part of national development plans, UNICEF also believes it important to help countries test project designs and strategies which may not initially be part of such plans but which have the potential as "growing" points for services that could evolve into national policy. An important element involves education and motivation of both mothers and fathers, and promoting active community participation in the programmes.

7. A number of objectives of International Women's Year are very much in line with the ongoing concerns of UNICEF. While UNICEF believes that it can contribute substantially, in a number of ways, to national actions which the IWY is trying to promote for the integration of women in development, it is clear that the Year is also accelerating UNICEF's own emphases on programmes benefiting women and girls.

8. This paper sets forth some of the main elements now influencing UNICEF's perspective in this process, based upon its field experience and its recognition that with, as yet, only small beginnings made, emphasis needs to be placed on strategies and programmes from which advances can be made.

Priorities in programming

Some basic considerations

9. Many of the recognized social indicators of development concern women and their children. In many developing countries women are likely to have been married at an early age, without their consent, and without their having had a voice in the choice of husband. They are usually unprotected by law and discriminated against by custom, with few if any rights, but with manifold duties. They are likely to have had many children, to have seen many of their children die, and to have run a high risk of death during each pregnancy and child-birth. They are generally illiterate and untrained, and work day-long in primitive and largely unproductive ways, with few facilities and tools. They are likely to exhaust their lives quickly and to die at an age much earlier than their sisters in more developed regions.

10. Where development is in process, where there is a transition from ancient to modern, there is almost always to be found a high percentage of women caught in-between, living in destitution in the peripheral areas of cities, whose husbands cannot earn enough to support the family or who have abandoned it. These women are struggling to bring up their children, to feed and clothe them, in a travesty of city life, beset by all its stresses and exigencies, with access to few of its facilities.

11. These are the women who are most distressed; they comprise the great majority of the women of the world and it is with them primarily that UNICEF is concerned.

12. Women do not live in isolation. They live in families, most intimately with their children, with husbands and male relatives, and with other women - mothers, grandmothers, mothers-in-law. The families in turn, live in communities, which

often have very rigid customs to which the families conform. To be effective, programmes benefiting women must influence this milieu towards change and co-operation, taking into account those relationships, customs, and responsibilities which interact, and with which women's lives are inextricably woven. The problems of women need to be attacked not in fragmentary approaches, but in the setting of the family and the community, in the amalgam of their roles as daughters, wives, mothers, workers, and community members.

13. Women may be discriminated against by law or by default of law. Nevertheless, it is not primarily unequal law or the lack of law that creates the dismal situations in which so many women labour out their lives. Rather, the status of the law usually reflects an attitude of society that pre-dated it, perhaps by centuries. A change of law may take a very long time to permeate the lives of the women most discriminated against. It is important to have a valid legal framework for equal rights, but more fundamental is the need to change the attitudes of society that have placed women in inferior and subservient roles.

14. UNICEF is aware that the delivery of services benefiting children and mothers can be an influence at an early and strategic stage in the process of attitudinal change: the change of women's attitudes toward themselves, their families, and their communities. In the functions of daily life and in the social setting this, in turn, tends to engender change in the attitude of men towards women, of women towards other women, and of children towards each other and their parents. These changes take place most directly at the level at which the women live: in the villages, where attitudes may be most rigid, and in the stressful urban areas where family structures are breaking down, with replacement not yet clear.

15. In UNICEF's experience, what motivates a woman to participate in a programme is the chance to obtain an end she perceives as desirable, particularly if it bears on caring for her children or, in some way, improves her family's standard of living or her own sense of achievement and self-development. Thus better health, better nutrition, education and the opportunity to earn additional income, even miniscule amounts, are powerful motivating factors. For the majority of disadvantaged women, who are poor, illiterate, untrained, living under every kind of hardship and handicap, the first step toward the improvement of their situation evolves within and around the family, and it is often through their children that ideas and action for a better life may be generated.

16. In most societies where girls do not go to school, the mother, who is often young herself, is in charge of her daughters' upbringing and education along with other women in the family. This has its limitations, particularly when services and other training are not available, as is illustrated in the following quotation from a village study made available to UNICEF.

17. "According to tradition, the (village) community entrusts the education of girls to the mother. The training focuses on the role the girls will assume as adults and includes performance of tasks on routine procedures which girls will be expected to perform as wives, mothers, agricultural workers ... The mother participates with a deep sense of responsibility, eagerness, and real interest ...

She is interested in being a good educator because certain rewards accrue to her such as enhanced status in her community and emotional satisfaction ... While the mother is found sufficient by the village community for educating girls, none the less ... she suffers from a major handicap in that role - namely, the education she imparts is greatly limited by her own ignorance, and inability, due to illiteracy and isolation, to gather further information developed on scientific lines. Thus she transmits to her daughter only those traditions, superstitions, and ways of living that she knows, many of which are definitely non-conducive to socio-economic development of the community."

18. The breaking of this cycle is essential to the development of women. It is broken to some degree where more girls are sent to school, but the mother's influence continues very strongly especially when: "education given to girls at the (village) primary school does not train them for their roles in the village community". Until the skills learned by girls at school become relevant to improvement of her home and community life, the restrictive education that girls receive from their mothers will continue to dominate. The education of mothers, and those soon to be mothers, in health, nutrition, child care, and in literacy and numeracy may virtually affect the progression of generations.

19. The desire of mothers to do well for their children is inward-directed in that it is based on emotion and yields benefits within the family. This aspect cannot be underestimated, especially in relation to the mother's own self-image. Where what she has learned gives pleasure and is appreciated by the family, her feelings of accomplishment are strengthening factors for further advancement.

20. On the other hand, the desire of women to earn additional income is outwardly-directed, in that it brings women into contact with forces outside their immediate environment. In this sense it may be a stronger factor motivating a change of attitude in rural women toward others, because it introduces new experience and forces women to adjust to relationships other than the fixed ones of the home. Rural women may at first be reluctant to make such an adjustment, 1/ but they may well be persuaded to it, and later become eager, when it represents the key to obtaining benefits that they themselves perceive as rewarding. The nature of the return itself is often not decisive for the change of attitude. The crucial factor is that women should perceive it, whatever it is, to be an advantage, and be prepared to make the necessary adjustments to attain it.

21. The perception of the women, however, inextricably interwoven as it is with the culture, customs and functions of daily life, may take a form that at least

1/ From a village study supported by UNICEF: "Social and legal discrepancies between men and women in ... (the village) have their consequential effects on the psychology of women. They cause suppression, lack of self-confidence, dependence; and no desire for self-improvement. The women are not capable of thinking independently, taking decisions, or acting as individuals."

to the observer, appears to be unrelated to logic. For example, it may seem to be an obvious advantage for women to learn a new skill, but the women may resist it if, in the context of their daily life, it means exchanging one form of burden for another, thus yielding no benefit. In the early stages, the important thing is that the seed - the idea that change for the better is attainable - has been sown and has taken root and that women begin to think of themselves.

22. Where women are already in a cash economy, in urban slums, or in villages formerly rural which are becoming engulfed by the spread of cities, the income-earning motivation is usually predominant. There are, of course, other motivating factors. Moreover situations may exist in which no seed can be sown until some ground is cleared to receive it, as in regions where the workload of women is so excessive that until it is reduced little else can be accomplished.

Maternal and child health

23. In their early adulthood, when they are more open to new concepts than in later years, women are occupied with pregnancy, birth, and the care of young children; and the first services to which women gain access are usually connected with these concerns.

24. Maternal and child health programmes, aided by UNICEF in the first instance as a response to basic health needs, in many cases are expanding as a means, also, to provide a gamut of services for improving family life. The positive experience of receiving health care through maternal and child health services has often led to acceptance and willingness on the part of women to participate in programmes of a broader scope. In one African country, for example, the programme at first provided only rudimentary services; it now includes nutrition education, sanitation, home economics and family planning. Day-care centres have been added, and provision for water supplies in special rural development areas have been included. Programmes such as these not only benefit women, but also young girls who will become mothers in a few years.

25. Despite the efforts made over many years, less than 15 per cent of the rural population in developing countries have had access to health services. A major new approach in the delivery of health services to fill unmet basic needs, currently being promoted by WHO and UNICEF, encourages active community involvement in health improvement activities and the use of "community" or "primary health workers" recruited from among the villages or slum dwellers and trained for task-oriented frontline curative, protective and promotive functions. This should bring health services to countless mothers and children who now have virtually none, and open up opportunities for direct participation by women in activities which immediately benefit them and their families.

Literacy

26. Among the indirect measures that can be taken to raise the status of women in the eyes of their families and communities the teaching of literacy is one of the

most practical actions that can be taken. In many developing countries, the percentage of female illiteracy quite frequently reaches more than 70 per cent of the female population, and sometimes more than 90 per cent. The effect on women of being illiterate may go beyond the factual impediments, into the realm of women's personal estimation of their own value, giving them a feeling of inferiority which is a psychologically binding trap. Literacy may thus be a key as well as a channel to the advancement of women.

27. A proportion of women are motivated to become literate, to gain greater status, skills and knowledge because of their desire to improve the family's standard of living and their own child-rearing skills. Mothers are sometimes motivated to learn to read as their older children bring school books into the home. Motivation is also increased by literacy classes which have recreational as well as educational values.

28. Literacy training is a service many people want and are ready to contribute to, but it requires organization by a governmental or a non-governmental agency, or by a combination of both. Since literacy skills are more easily retained if they are used in one's job or daily living, training for women and girls should have a content relating to consumer information, housekeeping, health and nutrition education and child-rearing, food production and craft learning as well as literary material for their own enjoyment.

29. UNICEF has begun to give increased attention to aiding programme elements which include the teaching of literacy to women and adolescent girls related to the needs of the household and family. An example of how literacy can be a component, among others, is provided in a pilot project currently assisted in one country which has the following elements: (a) a service for the more effective delivery of mother and child health care; (b) supplementary feeding to bridge the most critical nutritional gaps in the diets of pregnant women, nursing mothers, and young children, using local foods as far as possible; and (c) functional literacy classes connected with childbirth, lactation, and child health.

Formal and non-formal education

30. Improving and extending education for girls on the primary level, and promoting the use of schools for health and nutrition education, and for instruction for parents on child-raising, are important aspects of UNICEF's ongoing aid for education programmes. In this connexion, assistance has been provided for basic teacher training, the use of multimedia aids as an approach to in-service teacher training, and revised curricula to include such subjects as food production, home economics and crafts. Such programmes when adequately supported have the effect of drawing in the entire family to the education centre. By offering practical instruction parents are introduced to the school, and their children while receiving a basic education also receive instruction in subjects directly related to family needs. Such programming tends to offset feelings of inadequacy and alienation of parents and children that may occur when only some members of the family are educated.

31. A programme, for example, that combines some of these elements has been taking place in one Asian country. In response to the critical food shortage, agriculture became a compulsory subject in the primary teacher training institutions based on a teacher's textbook prepared and produced with UNICEF assistance. Seed kits were distributed to some 16,000 primary schools, and the resulting school gardens are proving to be successful both as a source of food and for purposes of introducing new varieties of seeds and improved cultivation techniques. Demonstration and training in farming has received enthusiastic response and participation, particularly from women.

32. Complementing formal education, and as part of over-all national efforts to renovate and reform education, UNICEF provides aid for non-formal education, which includes the functional literacy training described above, as well as providing mothers and out-of-school girls opportunities to acquire new knowledge and skills in informal settings through women's clubs, community centres and various self-help activities.

33. In carrying out these activities, women's organizations are playing an increasingly important role as educators, motivators, and trainers of leaders. In some countries, women's organizations have been given consultative status with planning commissions or ministries.

34. Where these organizations are active, the role they play in all these fields of UNICEF assistance can be inestimably valuable. In one UNICEF field office, for example, a representative of a national women's organization was provided with an office to facilitate efforts to provide information or development needs to women's groups. The service laid the basis for a concerted effort to influence the Government to adopt programming responsive to the needs of women.

Water supply and village-level technology

35. There are, however, some very real problems which limit the ability of women and girls to take advantage of opportunities for training and education. In many rural areas a key to increasing this ability lies in the provision of safe and sufficient water for drinking and household use. Over 85 per cent of the rural population and 30 per cent of the urban population of developing countries do not have access to an adequate supply of safe water. Essential for reducing child illness and even death, nearby safe water in adequate quantity is also a primary labour-saving device for the mother.

36. In UNICEF's programme aid a current objective is not only to provide water supplies but also to combine this with health and sanitation education, and community participation. 2/

2/ An illustration of this is given in a recent UNICEF field report: "In the village, the basic task was to capture a source of water 2-1/2 kilometres away on a hill. To get water for cooking, drinking, or laundry, the women and children had either to go there or transport water on the back of a mule ... The pipelines were installed, and when water was running to the village square where it was planned to install taps and places for washing laundry and watering animals, the village chief then requested that the pipes be continued down to the religious centre where latrines and a shower room for women could be installed. He also said that a school was to be built, which would need safe water too..." /...

37. The provision of village water supplies could be one of the catalytic elements in a widening circle of health-oriented and other co-operative, self-help, community efforts, such as family food production, afforestation for domestic fuel supply, and local support of health and education services. Such efforts could contribute greatly to the delivery of simple preventive health care by giving the community the capacity to maintain a healthy environment for all its members. The importance of this improvement of family life and the situation of women was emphasized at the Conference of Ministers held under UNICEF auspices in Lomé, Togo in 1972. 3/

38. In addition to water supply, other village-level technology is now being aided by UNICEF in order to help improve the level of family nutrition and to reduce the tasks that women perform in agriculture, food storage and preparation, the collection of fuel and water, and the transport of goods to market.

39. Among the approaches now being developed are improved methods of crop drying and storage to reduce losses in quality and quantity, which in some instances run as high as 20 per cent; utilizing solar radiation for heating, cooking food and drying crops and food; designing new equipment for grinding and threshing; and the use of wind and water power for pumping water, grinding cereals and legumes and small-scale production of batteries. Already available are simple hand-operated or foot-powered devices to ease the back-breaking work of planting, weeding and cultivating, and hand-operated machines for the extraction of cooking oil from locally produced seeds.

40. In many places fuel-gathering ranks with carrying water and milling cereals as one of the major time-consuming tasks of women. Now two- and four-wheeled carts are being designed for bringing in fuel as well as carrying goods. At the same time quick-growing bushes to meet fuel needs are being planted adjacent to village areas.

41. Improved simple technology when applied to food preparation also has bearing on applied nutrition programmes. In one country, for example, in the village nutrition centres which are part of a UNICEF-aided programme, small grinding mills for soy beans and grains and noodle-making machines have proved important to the development of the programme. They are welcomed by the housewives of the village, and are now being offered as "prizes" to villages which adopt applied nutrition practices and put them into effect successfully.

42. Simple home improvements are also being encouraged, including the construction of latrines, so necessary to maintain a sanitary home environment, as well as raised fireplaces and windows. Simply raising the level of the cooking hearth by means of sun-baked bricks reduces the amount of stooping by the women, and saves children from burns and scalds.

43. The Centre for Village Technology to be established in connexion with the Pan African Women's Training Centre (see para. 57), and to which UNICEF is contributing, is expected to promote such simple, low cost technologies in rural Africa.

3/ Children, Youth, Women and Development Plans in Central and West Africa
(UNICEF, Abidjan, 1972).

What is needed generally is not only the further development of these technologies but putting them into much wider use as part of government-encouraged services.

Food and nutrition

44. Since women are largely responsible for the family's diet, their participation in food and nutrition programmes is crucial.

45. UNICEF continually seeks ways to promote national food and nutrition policies which include: "applied nutrition" programmes which encourage and help families and communities to produce, store and use foods for better nutrition; the development and the local production, or home preparation, of low-cost weaning foods; nutrition education reaching mothers and fathers through various services such as health centres, extension services, schools and mass media; and bringing nutrition into the curricula of training for staff of various services. Health, education and social welfare programmes also have an important relationship to nutrition since many of them contain elements of direct support for improvement of nutrition.

46. Training of field workers and other nutrition personnel, the majority of whom are women, are an important component of UNICEF-assisted programmes. There are numerous variants in the organization of these programmes. For example, in some countries nutrition education and food preparation and conservation are part of the activities of women's clubs, and they provide a social outlet as well as a means of non-formal education. In some instances, mobile units are provided to organize training for women. One aspect of these activities, poultry keeping, has become popular: as a result, family diets have been improved, and in some cases, a small supplementary income from the sale of eggs has occurred.

47. The broad approach toward nutrition which UNICEF has been trying to promote for some time received endorsement at the World Food Conference last November which recommended (resolution V) the strengthening of basic health- and family-planning services including rural water supplies, nutrition education, applied nutritional research, and particular attention to the role of women in all these activities.

Responsible parenthood and family planning

48. As a major element in family welfare, responsible parenthood is essentially a problem of the advancement of women and better health of children, as is emphasized in the World Population Plan of Action. UNICEF's position is that family-planning services to support responsible parenthood, to be accepted and successful, must be placed in the context of a whole range of activities aimed at improving the health, nutrition and well-being of children already part of the family, as well as the health, the status, and the educational level of women. The validity of this approach received confirmation in the World Population Conference in a number of resolutions, but perhaps most explicitly in resolution XIV on Rural Populations which, *inter alia*, recommends that higher priority be given to the provision of adequate potable water supplies; to local food production for appropriate

nutrition; to the establishment and improvement of essential health services; and the education and training of local personnel.

49. Beyond those activities related to the welfare of the family, however, lie factors intimately related to attitudes of women. Women may want large families in order to have many sons, or as an insurance for old age (these are well-known motivations), but also, it is believed, many of them feel that their only purpose in being is the bearing of many children. Such women need more than contraceptives. They need something that will compensate for high mortality rates, for the need to have sons, and also for the emotional satisfaction and psychological security that a large family affords, not only to the mother but also to its other members. Even university students in developing countries when asked what a large family means are apt to answer "happiness".

50. There is considerable empirical evidence that motivation for voluntary practice of family planning becomes noticeable in women who have been brought into contact with aspects of life not exclusively connected with the family and the home. Such contacts appear to open women's minds to a new and better evaluation of their own capacities, including their capacity to take decisions. Moreover, the fact that such women may find they need time and energy to devote to an occupation that strongly attracts them for reasons significant to themselves (e.g. work that will earn them income) may be to them a more convincing argument in favour of fewer children than any other.

51. The problem of motivational work lies in identifying and developing the right channels and institutions to reach and involve both women and men. Through helping parents to care for their children such services strengthen the motivation towards responsible parenthood. The new primary health services approach described above (para. 25) can provide one such channel.

52. Consideration should be given, not only to step up motivational activities for married couples, but also to broaden a focus on adolescents, who within a few more years will be parents. The reproductive pattern that adolescents will follow will be a significant determinant of the future rate of population growth. A component of the basic principles of responsible parenthood needs more attention in both formal and non-formal education for boys and girls. Moreover, the involvement of young people along these lines could provide an effective stimulus for social change generally.

Day care

53. Day care is a dual-purpose service providing benefits not only for children but also for women, two returns for the same investment. The need for creches and day-care centres is strongly felt by working mothers, those working in the fields as well as those in urban employment.

54. With formal day-care services presently available for only a small percentage of young children, other arrangements have to be made by mothers who do not have the support of the extended family system. A substantial improvement could be

made in these arrangements, for example, by providing "play-centres" run by young women trained on a para-professional basis and involving the participation of mothers and other family members. Simple training could be given to older women who would offer "home" day care. Group care of small children could be arranged in village communities during the harvest season.

55. In developing countries at higher levels of national income, efforts to increase the capacity of formal day-care facilities should seek to use models of organization in which the recurring cost is not above the capacity of the family and community. The objective would be to avoid purely custodial care but use the opportunity to supplement the family, particularly the mother, in fostering the development of the child. Older girls and boys, with some training, could function as helpers and teachers.

56. While day-care programmes aided by UNICEF have been in effect in some countries, they require increased emphasis, particularly along the lines suggested above.

Regional projects

57. Apart from the foregoing programmes covering basic services and training, UNICEF is aiding several regional projects in conjunction with the International Women's Year. In East Asia a regional seminar will focus on analysing obstacles that inhibit women in developing their capabilities, determine approaches to overcome these and identify gaps in knowledge. The results of the seminar will be fed into co-ordinated and complementary country programme activities suggested by the target populations themselves. In Africa UNICEF will provide assistance to the Pan-African Training and Research Centre for Women which has been established by the Economic Commission for Africa. The Centre will undertake a variety of specific training courses and pilot projects in individual countries, including pilot projects in village technology (see para. 43), and, incorporated in the programme will be a Women's Voluntary Task Force, through which African women with special skills will devote some of their time to serving in other countries of Africa, or in less-developed areas of their own countries. In the Eastern Mediterranean region, innovative ideas related to training workers for women's programmes will be encouraged through seminars and training courses and special attention will be given in projects to relating subject-matter to Islamic values. UNICEF will provide assistance to the Centre for Studies of Women in Development at the Islamic Women's College of Al-Ashar University in Cairo for work in curriculum development, publications and seminars.

58. In Latin America and the Caribbean, preparation for IWY began in the fall of 1974 when a regional seminar of UNICEF was held to plan new projects and programmes on a regional and country level that would incorporate components for women. One result of this seminar is a study containing an analysis of the situation of women in development throughout Latin America and the Caribbean with emphasis on the position of young women and specific ideas for a more active and intensive participation of women in social development. Later this year a regional seminar on the subject of the participation of women in social development will be held

under UNICEF auspices with participation by Government ministers and field officers, representatives of international agencies and non-governmental organizations.

59. These programmes will continue well beyond International Women's Year and it is anticipated that the information gained and the results of the projects in the various countries will lead to the development of new models for further action, especially on behalf of disadvantaged rural and urban women.

The capacity and opportunity to develop

60. The obvious way in which to give women the capacity to develop is to impart training, a subject in which UNICEF is deeply involved.

61. About one third of UNICEF's programme aid goes for the training of personnel engaged in services benefiting children and mothers in all levels - planning, directing, teaching, professional, auxiliary, part-time and volunteer. In 1975 some 216,000 such personnel - mostly women - will receive training with UNICEF stipends and many more will receive training in institutions and centres equipped by UNICEF. The training schemes aided by UNICEF are giving young women in many countries a new outlook for a career in a socially useful occupation. Moreover, the attitudes and approaches which the young women learn in their training will inevitably carry over into their personal and family life.

62. Training is a key element in the health, nutrition and education programmes which have been discussed above. The paragraphs below discuss training as a means of offering women and girls knowledge, attitudes and skills and a sense of achievement through self-betterment and improved family and community living.

63. The scope of such training programmes for women is great, including consumer choices and home management, domestic arts, agricultural training and handicrafts as well as nutrition and child-rearing. These subjects are integral parts of programmes for women and girls as they continue to care for and be responsible for their children. However, increased emphasis is being placed upon training women to help develop whatever skills may be appropriate for income-producing activities. It is important that these skills be commensurate with those being given to men and boys in the technical improvements that are being introduced in agriculture, small industries and small businesses.

64. Training programmes, if well planned, can be a means of attacking a number of women's problems in a co-ordinated manner. Once a place has been provided where women can be brought together (a women's centre, a school, a health unit, some other existing premises), the occasion can be used to give several kinds of lessons. Women in an MCH centre can be given lessons in hygiene, child care and nutrition while they are awaiting their turn. Women gathered together to learn sewing or knitting can also be given the same kinds of lessons.

65. The need for training in basic skills is still the most urgent requirement, but the established pattern of training programmes has in-built limitations and may, in effect, tend to reinforce traditional roles. What appears to be needed is less

of the traditional women's programmes where women are inclined to be viewed as an isolated element and where, by the same token, men are excluded from learning opportunities for improving family well-being. Greater access for women to so-called "men's" programmes should be provided taking into account the more realistic role of many women in the economic life of their communities, particularly agriculture.

66. More attention needs to be given to the selection of subjects for training. For example, to knit, sew or embroider for the needs of the family or of the immediate community are not usually considered economically productive exercises, either for the producers or for those who teach them these skills, since these needs must clearly be limited. On the other hand, to train women to knit, sew, or embroider for income-earning purposes requires: (a) good training to ensure the production of salable goods of uniform quality; (b) a continuous supply of raw materials to the producers; (c) ensuring a market; and (d) arranging to transport the goods to market. 3/

67. Many UNICEF representatives have recently commented on the need for better follow-up of handicrafts training. Conversely, the need for better selection of types of handicraft training may also be indicated. Better returns may be ensured if handicrafts are taught which suit existing demand and for which raw materials are readily available, preferably at the sites of production. Not to be underestimated in this respect is the opportunity provided for the non-sewers or knitters, for example, to buy clothing at reasonable rates.

68. In agriculture many kinds of training and extension services for women can be developed, both to improve the quality of life, including nutrition, and to earn income. Rural women are major producers and preparers of food, and in many regions they are in the market places in far greater numbers than men, dominating the sale, purchase, or barter of food. Any reduction in the often wasteful and unnecessary labour that rural women do, any improvement in their product, contributes not only to their own development, and improvement of the family, but also to rural development as a whole. From one point of view, "the integration of women in development" is a euphemism: rural women everywhere are already very much integrated in development, in the sense of their contribution to food production. To help them obtain a greater return for their work, is also to help national development, and this should be fully taken into account in national development plans.

3/ In one country where great attention is paid to the quality and design of goods produced and where disposal by sale has been organized, there is evidence that a programme of this nature can become self-supporting, that women other than those directly involved will seek of their own volition to participate or to create a production pool of their own, and moreover that beneficial changes can occur for women who significantly increase their earning power.

Approaches to planning of programmes benefiting women

69. There are nuances in the tenor of actions on behalf of women, ranging on the one extreme from a charity-oriented view which can accomplish little but the creation of small pockets of dependencies, to, on the other extreme, various views which hold that because women have so long been wronged, their rights should be restored forthwith, as though by fiat.

70. In its approach toward programme planning UNICEF follows one fundamental tenet: (1) that a realistic starting point is the status quo - in the case of actions benefiting women, this necessarily entails finding strategic starting points from which improvements are likely to be possible. Equalitarian aims, legitimate and justified as they are, are not primary concerns of these women at this juncture. As a start, programme planning should relate to bettering the woman's chances and those of her family for survival and improvement, involving her in the process to the greatest extent possible.

71. Basic to any programme is the need to collect and assemble pertinent data. UNICEF can provide assistance to Governments in their efforts to obtain information on the problems of women in their everyday life as it may affect programmes in fields of concern to UNICEF. National and regional conferences and seminars have been supported, and the data resulting from these undertakings have served as a basis for the formulation of or expansion of existing programmes, as well as adding to the volume of analytical data of information on women, which at this stage is largely descriptive and needs deepening in order to serve as a basis for new action which is likely to yield good results.

Consultation with target population and community participation

72. It is understood that in planning programmes it is essential that the target population be consulted, and in their execution that there be the widest possible participation by the community.

73. For example, a group of villages, in consultation with the village council (all men) produced general agreement that a centre at which the women could learn to sew and knit would be beneficial, these occupations being considered by the men as respectable and desirable for their wives and daughters. Once the centre was established and the women gathered together for their sewing and knitting lessons, it became an easy matter to introduce other lessons on such subjects as child care and nutrition. In turn, these lessons led to general village discussion about the installation of a well, both to provide a source of clean water and to save the women long walks that they were taking daily to fetch water for the households from far-away sources. The men approved of the plan and even offered to dig the well. The women, by this time much encouraged because of their new competencies, and pleased with the approval of their husbands, came forward with the first spontaneous suggestion that they had made: Could several pumps be provided for the well instead of only one? Thus, several women could pump water at the same time, and water pumping could become a social occasion.

74. Generally, it has been UNICEF's experience that community participation is not readily acquired, but rather has to be provoked and encouraged by prior, and sometimes lengthy, processes involving consultation and learning what is acceptable and relevant to the members of the community. Studies of the reasons why participatory approaches in rural areas failed, have noted that planners, who are generally removed from the area in question, may not grasp the needs, wants and expectations of the affected population. In the case of urban populations, participation is probably easier to achieve since the people are likely to be already aware, better able to organize themselves and to recognize and formulate objectives.

Scope, financial and staffing constraints

75. In view of the severity of women's problems and the great numbers of women affected in the developing world, it may seem paradoxical to discuss planning for comparatively small groups of women benefiting from UNICEF-assisted projects. Such discussion does not, of course, overlook the magnitude of the problems, nor does it deny the desirability of reaching as many women as possible, as quickly as possible.

76. However, any plan to achieve change, including attitudinal change, involves the delivery of some kind of service, be it the establishment of a women's centre or club, the assignment of staff, even an occasional visit by an extension agent. In the experience of UNICEF, major constraints to planning such measures on a large scale are: virtually universal stringency in national budgets, and everywhere acute shortages of trained female personnel, and even of appropriate curricula for training. Realism in considering available resources and projecting time schedules in accord with them may mean comparatively slow growth, but may be more conducive to ultimate success. Moreover, small successful programmes which have a potential for multiplication should lead to the generation of more funds and resources.

77. The planning concept of attacking women's problems in their ensemble is widely applied by UNICEF in its existing programmes benefiting women and children. Where special measures favouring women are considered, their introduction may be facilitated where new technologies are being used, and their implementation is likely to be less encumbered when whole populations are being introduced to a new way of life, e.g. through the availability of electric power, or greater access to markets through new roads.

78. Concerned as UNICEF is with the needs of children and family, there are basic limitations in its assistance efforts for women and girls. In this respect also, other members of the United Nations family have specific roles to play, and where interests converge there are possibilities for effective partnerships. Thus UNICEF co-operates in programme preparation, execution and evaluation of projects whenever possible and practical with the United Nations Department of Economic and Social Affairs and such agencies as the United Nations Development Programme, International Labour Organisation, the Food and Agriculture Organization of the United Nations, The United Nations Educational, Scientific and Cultural Organization and the World Health organization. At the same time UNICEF encourages the participation of voluntary organizations, recognizing and welcoming their ability to innovate on site, and arouse public attention to various needs as well as for providing innumerable volunteers for many projects in the field.

The communications media

79. There is great scope for the communications media in supporting projects benefiting and influencing people in favour of change. The natural resistance on the part of many people to change is one constraint on development that can be affected by successful communication with the individual in the developing country at the village level. The importance of radio in a society with a high degree of illiteracy cannot be overstated. The word or the song is everything. Word of mouth - whether it is person to person or face-to-face contact through media singers or the impersonal touch of the radio is still the best means of reaching people in the villages. Television is also reaching more and more people and here the opportunities for delivering educational, information and even motivational messages are almost unlimited.

80. For a number of years, UNICEF has been involved in the use of programme support communications (PSC) in order to ensure more effective implementation of programmes. Many of these PSC operations have involved projects of direct benefit to women in the countries concerned. The media used to deliver the various messages are numerous and in the case of PSC have ranged from songs recorded by well-known local singers, through the gamut of simple communication aids such as flannelgraphs, and "chalk and talk sessions", to film and television presentations. Sometimes messages are delivered by traditional media as puppet shows, folk songs - even as slogans on dress fabrics. Perhaps the most effective aids, considering the cost factor, are slide sets prepared with synchronous commentaries, and, of course, radio programmes, especially the serial type featuring well-known broadcast personalities, whose weekly experiences recorded in situation comedy or drama can provide a most effective way of delivering messages with a high degree of credibility. Such UNICEF initiated programmes are currently aired in several countries.

81. Basically the question of accepting change means using whatever are the most effective means of persuasion or motivation. One of the most useful allies in this work are the change agents themselves - the field workers who live in the villages or go from village to village, the health visitors, the agricultural instructors, the community development people and the educational experts - they all have their roles to play, and it is necessary that when they do play these roles, they not only know best how to use communication aids but also play them in harmony, or with proper co-ordination so that one does not give advice which contradicts the other.

82. When dealing with the sensitive and delicate matter of motivation or persuasion, messages with this subject in mind should be designed and delivered by local people. Ideally, PSC should be a support service provided by government facilities and personnel. Non-governmental organizations and local volunteer leadership can help carry out the PSC work at the grass-root level. Such organizations can also facilitate experimentation with new methods. Where necessary, UNICEF or other communications consultants can provide advice and training.

Evaluation, assessment, monitoring, feed-back

83. Much has been written about the need for these elements to be considered at the

time of planning and not as an afterthought in the course of implementation. A good plan will identify benchmarks as part of its own content, and will build in methods and procedures for assessment. In some education programmes assisted by UNICEF periodic seminars of supervisors and programme staff are held to assess, not only the results of the programme, but also the continuing validity of the benchmarks originally identified. In a new UNICEF-assisted programme in Asia, assessment of pilot projects under-way will be a constant element. Since the projects have originated from the target groups themselves, in this case, disadvantaged rural and urban women, their involvement will be a prime indication of the kinds of problems and needs faced by similar groups throughout the country. The assessment should provide a basis for remedial actions which may effectively be taken.

84. When evaluating any programme it is essential to note whether there has been any real improvement in the level of living of the recipients as shown by certain indicators: e.g. housing, kind of lighting, water sources, etc. Of paramount importance is whether there has been an impact on children and family health and happiness, and whether there has been any changes that would affect future participation in programmes.

Conclusion

85. That the advancement of women is essential - not only for their own well-being but also for the welfare of their children and families - had long been assumed; that they are now being viewed as participants and prospective partners in development presents a new dimension and requires greater and more systematic attention in programme emphasis.

86. The initiative taken by the United Nations General Assembly in proclaiming International Women's Year has coincided with, and helped accelerate UNICEF's efforts to examine, sharpen the focus and enhance its aid to ongoing basic services in developing countries, as well as to help them develop infrastructures and viable programmes on which to build reforms. This examination is leading to a searching for new answers to meet fundamental needs affecting the health, nutrition, education and welfare of women and their children as a prerequisite and complement to the development process, rather than as a byproduct of it.

87. The assumption expressed in this paper is that before a woman can effectively take part in development she must first acquire not only the capacity but also the opportunity and the will to participate. Motivation for change is a critical element for the success of any programme related to the improvement of the situation of women in developing areas. Equally important is the understanding that an effective response will only be generated when the programme relates to the values and needs of the community it serves, and that this response will be sustained in proportion to the degree of participation by the target population in the planning and carrying out of programmes, and does so in ways which will encourage further progress once the fundamental needs have been covered. Important elements for this are literacy and lightening of women's burden.

88. The perspective of this presentation rests in the underlying human principle that entitles each woman to equal opportunity, equal rights and obligations towards herself as an individual, towards her children as a parent, and towards her society as a citizen. Though much is being done by Governments with the help of international agencies and non-governmental organizations, the needs of women and children in the developing world are far from being met, and will continue to increase unless a greater effort is made to offset the imbalance created by poverty, poor health and lack of training and skills.

89. Up to the present, not many national development budgets have set aside funds specifically for women's advance, and little funds have been available in national budgets for recurring costs. The preparations and declarations of intent for International Women's Year give promise of a considerable increase in the allocation of national funds and resources for the advancement of women.

90. However, the responsibility is also international and multinational. It cannot effectively be shifted only onto the countries that need or wish to adopt means to advance women, especially in view of the current world economic situation. There is a need also to mobilize massive international and bilateral action to provide a new infusion of assistance for this purpose.

91. For its part, UNICEF, along with others, will continue with energy and commitment to try and serve the women and children to which it gives utmost priority: the most disadvantaged.

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