INTEGRATION OF WOMEN IN DEVELOPMENT:
WHY, WHEN, HOW

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for United Nations Development Programme
integration of women in development

WHY
WHEN
HOW

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The movement for equal rights for women has been underway for a long time and has, by now, resulted in widespread abolition of legal barriers to women's participation in the affairs of modern society. Nevertheless, even where full legal rights exist, the unspoken traditional bias against women tends to persist. Moreover, it tends to become pronounced in the course of development.

In its attempts to deal with this situation, which entails both waste of resources and a great deal of unnecessary human misery, UNDP has become convinced that the problem is so poorly understood that it is often impossible to even begin a discussion of what can be done to involve women more actively and more productively in the development process. The present booklet attempts to explain how and why women's participation in development presents a special problem and to make proposals for how to approach it.

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INTRODUCTION

Development is a dual process. It greatly expands new economic and social activities, and at the same time traditional activities are transformed and their relative importance reduced, so that labour is released for the new activities. The main purpose of all development planning is, or should be, to guide this process of transformation in such a way that efficient use is made of all human resources so that the largest possible number of families obtain an improvement of their level of living.

In all developing countries, women play a major role in traditional activities, such as subsistence food production, food processing, home crafts, market trade and domestic work. Hence, there is much scope for improvement of family incomes by the provision of better skills and better equipment to women, so that they may perform their traditional tasks more efficiently.

However, in the course of economic and social development many activities traditionally performed by women at or in the immediate vicinity of the home are inevitably superseded by the introduction of mass produced goods and modern services. As a
result of these changes women are deprived of many opportunities to earn money incomes and to contribute in kind to the support of the family. It is important, therefore, that economic planning be designed in such a way that the unavoidable decline of female work input in traditional activities does not entail a loss of the benefits that may be derived from new and more productive employment of women, and a consequent reduction of national income. In other words, national plans, as well as international efforts, should aim at making use of these reserves of female labour. Since modern society depends on a market economy, this means that women must be given the opportunities to engage in activities that at least in part generate cash income.

Efforts to increase the economic contribution of women should be viewed not only as a means to make fuller use of all human resources for economic development, but also as a way of improving income distribution. Most of the women in developing countries who attempt to earn a money income are either the extremely poor heads of a household, often with many children, or women married to men in the lowest income bracket who are unable to feed their families without the help of their
wives. Therefore, if national planning is designed with a view to improve women's possibilities for earning an income by productive work, it contributes to a more equal income distribution by helping those who need it most: the poorest families and those women who must support themselves and their children without help from men.

The need to bring women into focus in development planning is recognized in the International Development Strategy for the United Nations Development Decade, which states among the goals and objectives of the Decade that "the full integration of women in the total development effort should be encouraged." If this is to be achieved, development planning must be based on a systematic analysis of the present use of the male and female labour potential, and on the study of ways of making the most efficient use of the labour of both sexes during that transformation of the economy which the plan is designed to accomplish.

It goes without saying that women's integration in development is a gradual process that—in the end—will benefit not only women but the whole society of men, women and children.
PART ONE

WHY—THE NATURE OF THE PROBLEM
"... discrimination against women is incompatible with human dignity and with the welfare of the family and of society, prevents their participation, on equal terms with men, in the political, social, economic and cultural life of their countries and is an obstacle to the full development of the potentialities of women in the service of their countries and of humanity; "... the full and complete development of a country, the welfare of the world, and the cause of peace require the maximum participation of women as well as men in all fields."

(Preamble to the Declaration on the Elimination of Discrimination against Women, 7 November 1967)
THE NATURE OF THE PROBLEM

When looking at women's role in development, the very first thing to notice is that women always make a large contribution to the support of communities based on family production for subsistence.

Women are responsible for the care of small children, the gathering or production of the major share of the food consumed and housekeeping work in general, including the fetching of water and food preparation.

The men, on the other hand, are in charge of such activities as the supply of game and fish, the periodic clearing of ground for shifting or fallow cultivation, cattle herding and the safety of the community.

The particular problem of women's participation in development thus first begins to appear when family production for subsistence is gradually replaced by specialized production of goods and services. When economic development, by degrees, relieves women of much of their contribution to the support of the family, women are provided with the motivation, but not always with the opportunity, to earn their own income in different ways.

It is usually the men who replace family production by economic activities outside the home long before women begin to do so. This is so despite the fact that food, clothing, fuel and
household goods are now purchased, and water supply and other services in the field of education and care of the sick and aged are supplied as public services, and not only by women's work in the home.

The reason for this occurrence is not exclusively women's continued responsibility to take care of the children, but also social customs.

Unfortunately, it is precisely when only men take the step from family production to specialized production—while women continue to work for the family only—that the problem of women's contribution to the local and national economy becomes acute.

However, it should be noted that in countries with different social customs, women may at an early stage of economic development begin to take part in specialized production of goods and services. In such communities women are mainly small-scale producers and traders on their own account. By contrast, in countries where women only begin to participate in the changing economic life after the country has reached a fairly high degree of development, women are mainly wage and salary earners.

These differences in women's contribution to the main economic activities need to be taken into account in any discussion of how to increase and improve women's contribution to economic and social development.

WOMEN'S ROLE IN RURAL SOCIETIES

As long as agriculture is mainly a subsistence activity, where most or all of the output is consumed by the family which produces it, women are forever found to take a heavy share of agricultural work, either in the peak season or during the whole year. Indeed, in some cases women's input is greater than that of the male members.
To carry this burden of work, the women find it necessary to enlist the help of their daughters. Regrettably, the result is that fewer girls than boys can benefit from attendance at village schools—where such schools exist.

There is yet another factor that tends to increase the work load of women and girls in developing countries.

The high rate of natural increase of population creates the need for a food production step-up through a more intensive use of both uncultivated and cultivated land surrounding the villages. Here, if the increasing output is obtained mainly by more intensive use of already cultivated land, the need for female work may expand more than the need for male labour. This is so because some of the additional operations required in intensive farming, such as weeding and transplanting, are traditionally women's work in many developing countries.

Thus, it is not true, as is often assumed, that agricultural development necessarily leads to the replacement of female labour by male labour.

Under what circumstances then does such a replacement occur?

This happens, for example, in cases where agricultural development takes the form of plough culture replacing long-fallow systems based upon hand labour. This usually limits women's share in agricultural work to harvesting and work on cash crops and animal husbandry.

Another type of agricultural change that may reduce female work input is the use of tractors.

However, and as said above, the intensification of agriculture, both in response to population pressure and as a means of earning cash income, often increases the demand for female labour.
Furthermore, the share of agricultural work done by women is increasing in many countries where urban development creates a widening gap between incomes in urban and rural areas followed by a large migration of male youth from the villages.

Also, in countries where women are very active in agriculture, they usually take care of the sale of agricultural products in village markets. In many countries nearly all trade in such areas is handled by women.

**Women and land reform**

Are the effects of land reform good or bad for women's participation?

If rural development is preceded by or accompanied by land reform, the work and role of women often change for better or for worse. In countries where women are growing their own crops on tribally owned land, they may lose their rights to the produce when private ownership is introduced and men—as family heads—become the owners of the land. When such deterioration occurs in women's role, young women, naturally, become discouraged from participation in agriculture.

However, institutional reforms may also have the effect of improving women's position and encouraging them to make a more intensive work effort in agriculture. This may happen where collectivization of agriculture is introduced and women are paid for their individual work input.

To introduce co-operatives with only men as members, on the other hand, is again to discourage women from participation in agriculture. When women no longer receive the proceeds of their own labour they will most likely cease to cultivate the crop.
Agricultural vocational training

Do women get agricultural training?

Although rural women do a large share of the agricultural work in most countries, very little is done to teach them modern agricultural methods or the use of modern equipment.

In nearly all countries, agricultural training at low, middle and high levels is given to men only. This, of course, produces exclusively male instructors— instructors who, in turn, address themselves to the male farmers, overlooking and disregarding women, even in cases where the wives, daughters and hired female labour are doing the work.

Why don't women get agricultural training?

The lack of training of women in agriculture in countries where agricultural training is offered to men is derived from the general belief—shared by most agricultural experts—that agriculture with female labour is backward and that female labour should if possible be replaced by male labour when agriculture is modernized. Accordingly, training of rural women is nearly always limited to training in home economics of one type or another.

Why should women get agricultural training?

Since women do work in agriculture, sometimes even increasing their share of total farm work, it is important to train them, especially in countries where they account for a very large share of the labour force.

The failure to teach modern farming methods to women has several unfortunate effects.

It prevents agricultural productivity and rural incomes
from rising as fast as would be possible if members of both sexes were taught improved farming methods.

Moreover, it creates a growing gap in the earning power of men and women, which makes women's effort in farming seem hardly worthwhile.

It follows that when the training of male labour results in an improvement of family incomes, the women in the farm families may be inclined to give up farm work altogether.

This, in turn, reduces the rate of growth of agricultural production and rural incomes.

**Migration and unemployment**

How do slow agricultural growth and low incomes affect rural migration and urban unemployment?

If the rural incomes are increasing only slowly, the capacity for levying taxes in rural areas is small. The ultimate consequence of this is that the rural areas can afford neither to introduce modern educational services nor health and other social services. Neither can they possibly finance the necessary investments in roads and other rural infrastructure by their own means.

Thus, a wide gap is created between facilities in the towns and in the rural areas. As a result the rural areas continue to be remote from all the basic comforts that town and city dwellers take for granted, such as clean water, electricity, recreational diversions—and even toilet facilities.

It is this widening gap not only between facilities of all kinds, but also between incomes in towns and rural areas, that induces the youth of both sexes to leave the villages to look for employment in the cities.
Since this great rural exodus is caused mainly by the very large differences between urban and rural incomes, it most certainly can be reduced if steps are taken to increase women's contribution to family incomes in rural areas.

By creating better training facilities for women, and thus allowing them to earn a good income from modern farming or in rural processing industries and rural services, women will be able to contribute more to rural incomes. In this case not only more girls, but also more boys may be inclined to stay on in the rural areas. Instead of swelling the ranks of the unemployed in the towns they could help both to produce more food and to undertake the necessary investment work in agriculture proper and in infrastructure.

WOMEN'S ROLE IN URBAN SOCIETIES

The transition from primitive subsistence living to industrially based production, involves a continually increasing specialization of functions.

The first step from family production for own use to industrial development is taken when some families begin to produce certain goods for sale. This production will usually begin on the premises where the family is living, but sooner or later it will move to special premises.

In countries at an early stage of development, there are usually large numbers of workshops and small industries located in family dwellings. By contrast, in countries at more advanced stages of development even enterprises employing only the owner and perhaps a few workers are located in special premises.

The location of the enterprise is important for the rate of participation of women in the production or other activity going on in the enterprise. This is so since women can easily
combine the care of children and domestic duties with work in small enterprises located in the family dwelling. Therefore, rates of female participation are always high in home industries in developing countries.

**Female industries**

The non-agricultural activities which women engage in are usually cooking and weaving, as well as other tasks which were female chores in family production when the country was still at the stage of subsistence economy.

In family production, there is always a sharp division of labour between the sexes; but why is this division of labour perpetuated when family production is replaced by production in home industry workshops? Even in mechanized large-scale industries, where we usually find a much higher proportion of women in food processing and textile industries than in other industries?

First, it should be noted that a sharp division of labour between the sexes is a rational and labour-saving device in a self-sufficient community. This kind of community needs many different types of goods and services, such as many varieties of food; equipment for providing, transporting and preparing the food; weapons for defense; clothing; shelter; ceremonial services; care of infants and the sick; and so on. Persons of each sex therefore teach the young of the same sex to perform male or female tasks, respectively.

Since at least one of the partners in any marriage must know how to perform all the various tasks needed for subsistence in the community to which they belong, there must be precisely the same division of labour between the sexes within an endogamous group.

On the other hand, the division of labour between the sexes may be quite different in exogamous groups living with-
in the same region. Therefore the customary division of labour is considered an important part of the cultural heritage of each group. It serves to distinguish one cultural group from the other.

This explains why the custom becomes so ingrained that it is perpetuated even when production becomes specialized and the rational basis for it disappears.

Male industries

We now know that female tasks within subsistence production are likely to become home industries manned by women. In this way flexible hours can be kept and the production combined with child care and other domestic duties.

The tasks which were traditionally done by men as long as the families lived in a subsistence economy, on the other hand, are more likely to become full-time occupations in special premises.

By contrast to home industries, most larger industries and other modern enterprises in special premises are employing a predominantly male labour force. Why is this so?

To begin with, an important part of the answer is found in the demands put on working women. To fulfill their reproductive role women must or prefer to stay within or in the immediate vicinity of the home. As a consequence, industrial development tends to deprive women of their traditional position as economic producers, and production in larger enterprises tends to become a male function.

Furthermore, women in most developing countries are less qualified than men for modern sector employment—particularly clerical and modern trade employment—because of much higher rates of illiteracy among women than among men.
Moreover, men are often given preference in employment over women in countries with urban unemployment.

Also, in some countries, employers try to avoid employing women because the protective legislation for female workers raises the cost of employing female labour. Besides, many men do not want their daughters and wives to work together with, and be supervised by, men who do not belong to their own family. Women themselves also often hesitate to accept wage-paying or salaried work in “male” industries for the same reason.

Means to improve women's incomes

Women who are active in independent trading and production on a small scale in many of the developing countries, have few, if any, alternative means of earning an income. This is because—as just explained—women are not recruited for industry and other wage-earning jobs. Thus, typical feminine business activities become overfilled, and average incomes are low and declining.

How can the productivity and earnings of women in overfilled, feminine branches of small-scale trade and other businesses be improved?

One way is to help some of the business women to set up business in less traditional branches which are less overfilled.

Another way is to help the women in small-scale business get a wider market for their products.

A third way is to help some of the women change over from independent business to wage-paying or salaried work in modern enterprises. Thus, more room would be left for those women who remain in small-scale, traditional business.

The necessity to help women in traditional small business
enterprises is urgent. Therefore, careful consideration must be given to which of these measures should be applied—taking into account the special circumstances and over-all economic situation in the countries where the women live. This becomes even more important when in the process of development more and more larger enterprises are created. These enterprises, unfortunately, have a tendency to take the market away from the small ventures—by means of which the women earn their living.

Since men who work in small businesses more easily can obtain employment in the new modern enterprises, the position of the women is more difficult.

WOMEN'S ROLE AT DIFFERENT STAGES OF DEVELOPMENT—THE PERSISTENCE OF TRADITIONS AND ATTITUDES

In the previous sections we have dealt with women's role in rural and urban societies and touched upon some of the special problems encountered by women in the process of development.

At different stages of development these problems assume widely different forms. The severity of the problem may also vary in a highly significant degree. However, in most cases, legal discrimination is no longer the chief obstacle to improvement in women's participation in economic and social development. Rather, the main obstacles, which tend to reinforce each other, are:

a) traditional attitudes concerning women's role in the labour market and in society at large, and

b) unemployment combined with the belief in women's role in the labour market as marginal—that is, women should be "first out and last in"—in case of insufficient demand for labour.
Partly because of these attitudes, the education of women and the creation of vocational training facilities for women have been neglected. Moreover, neither parents nor girls have been motivated to make full use of existing facilities.

It is also because of the traditional attitudes to women’s work and unemployment that most development plans have failed to take advantage of the opportunities for making better use of female labour as a means of speeding up economic and social development.

Unfortunately, this kind of attitudinal and traditional bias has attracted relatively little attention. However, with the removal of formal, legal barriers to women’s participation in development, the picture is slowly changing, and the importance of the traditional attitudes is becoming better understood.

Many now realize that the prejudices against female participation in development reflect effective adaptations to past conditions of life, which now are operating out of functional context.

The preservation of attitudes like these inevitably entails a waste of human resources and often imposes undue hardship on those involved.

Consequently, it is most important that widespread national educational drives and information campaigns aimed at changing negative traditional attitudes of men and women are undertaken, and that greater use is made of the mass media for this purpose.

A special strategy for better integration of women in national development must be found for each country—related both to the stage of development reached by that country and to the special cultural, social and economic factors existing in that country.
PART TWO

WHEN—A MATTER OF ECONOMICS AND EDUCATION
“There is a close relationship between the status of women and the state of economic development in any given country. So long as countries regard women as chattels, their development will be slow and painful.”

(Paul G. Hoffman
former Administrator,
United Nations Development Programme)
A MATTER OF ECONOMICS AND EDUCATION

To integrate women in the development process is of vital importance for the chances of economic success. Not only does the over-all development effort suffer if the potentials of the female labour force are neglected, but women, children and family life as a whole are subjected to unnecessary strain and stress.

Since the productive use of human resources, male and female, is the key factor in development, much more attention should be given to the role women play—and the role women could be playing—in development.

The full integration of women in development will take place only when the human resources that women represent are no longer wasted; when health and other social services are applied to the integration question; and when education, training and employment of women take place.

POPULATION AND HEALTH

Since social, economic and demographic factors are so
closely interrelated, a change in one or more invariably involves all of them.

Thus, alterations in the pattern in which women have been prevented from efficient participation in the development process involves, among other things, changes in certain crucial demographic variables. These are age at marriage, age at birth of first child, spacing of children and total number of children.

To enable women to determine—in relation to work and family values—when and how often to bear children is a decisive factor in such changes.

A large number of traditional societies had, and actively used, ways and means of spacing the birth of children. However, in transition to modern social organization much of this knowledge has been lost. Or it is, for one reason or another, no longer applicable. Consequently, there is a need to revive concern for these matters and find new and more appropriate methods.

Without this kind of assistance the health of mothers and children inevitably suffers. Apart from the disadvantage to themselves, this will have far-reaching and long-term effects on the general quality of human resources. This fact applies regardless of whether the over-all situation is one of strong pressure of population on resources or an insufficient population base for development.

Thus, health and other social services to be effective should be integrated into the total development programme.

In this respect it is essential to build a foundation already in primary school education.

While the fundamental objective of these services is social and economic development, they naturally also have a significant impact on fertility and on population growth.
LITERACY AND EDUCATION

It is true that traditional agriculture, crafts and market trade can be performed by illiterate persons. It is also true that many industrial workers in developing countries are illiterate. However, illiteracy is a serious handicap—if not an absolute barrier—to participation in the modernization of traditional activities.

To be employed in the modern trade and service sector one needs to be literate.

Consequently, the fact that illiteracy rates are nearly always higher among women than among men is a major factor limiting women's contribution to economic and social development. The failure to educate and train girls and women equally with men limits women's roles and makes them inadequately trained for those employment opportunities that may be available.

It is also important for development that equal access of girls and boys to education at all levels is ensured. Likewise, parents should be encouraged to permit girls to continue their education beyond the primary level.

At the same time special efforts must be devoted to reducing the school drop-out rate among girls. Also, there should be an integrated approach to education and training, emphasizing needed community skills.

Education and employment

Women's integration in rural development concerns first of all the education and training of women and girls in improved methods of farming. As long as both formal educational programmes and extension services in agriculture fail to include women—as they usually do—women will not only
remain ignorant and incapable of applying new and more productive techniques of cultivation, but they will become a hindrance to progress. Without the necessary knowledge women, understandably, will actively and inevitably resist the adoption of ways and means they can neither comprehend nor handle.

Besides farming, it is of equal importance to incorporate other practical subjects into primary school education for both sexes, such as the fundamentals of hygiene and nutrition, basic accounting and simple organizational methods.

Similarly, it seems highly desirable to teach certain crafts and skills that may assist in the diversification of the rural economy.

**Training for urban jobs**

In all countries, economic development goes together with improved levels of education and training. This kind of upgrading of the labour force during the process of economic development is likely to be a threat to female participation. This is so only because women may be lagging in the process of upgrading of qualifications, but also because men, who fail to find employment in the jobs they had expected to be qualified for, will demand to be given employment in preference to women with similar or even better levels of training than themselves.

Naturally, this attitude is a serious deterrent to female labour participation in countries with rapid expansion of primary and secondary education where requirements for employment in offices and other middle-level posts are increasing.

If growing unemployment among young men with some, but not sufficiently good, education is going to bar the way to
employment for better-educated women, part of the gains to be reaped from the improvement of education will be wasted. Educated women’s labour productivity will approach zero if they are prevented from getting employment in the modern sector and prefer to stay at home as housewives rather than accept low-graded, low-wage jobs.

To avoid such a situation, it is desirable that women should be trained for a variety of occupations and not only in office skills. Care should be taken to avoid the acceptance of alien sex roles in training and employment. International experts may, unintentionally, be transferring their own culture patterns to other countries when helping to develop new occupations and new training systems.

Countries at early stages of development should stay away from unnecessary rigidity in sex roles within their expanding modern occupations and their new systems of vocational training. This is so because it is such a difficult and necessarily slow process to change an already established sex pattern of training and employment.

The double link between the educational and the labour market structures also has to be considered. While parents tend to have their boys or girls educated and trained for the types of jobs for which male or female labour is in demand, employers look for persons of the sex which is usually given the education and training relevant to the types of jobs they have to offer.

It is not enough, therefore, to establish an educational guidance system in order to induce parents to give a less traditional type of education and training to their daughters. But rather it is necessary to start reforms of the educational and labour market recruitment systems simultaneously. With proper timing it can then be ensured that girls or boys who have been advised to adopt a special type of training will obtain suitable jobs when such training is finished.
POLICY FOR FEMALE PARTICIPATION

To have legal right—as well as access—to the available means for self-improvement and societal improvement is to be integrated into the development effort. In this respect opportunities for both wage-employment and the generation of income through self-employment or family-employment are important.

Development will be slowed down unless there is greater participation by women in all areas and at all levels of employment. Government departments and other appropriate bodies should therefore establish policies and targets for the employment of women in the public as well as in the private sectors.

If the plans and programmes designed to increase women’s participation in development are going to get the desired response then women must also participate in their formulation and in their execution.

At present, this is only exceptionally, or in very limited degree, the case. Accordingly, there is an urgent need to increase women’s role in all areas of development planning and implementation at all levels of administration—locally, regionally, nationally and internationally. The role of non-governmental organizations in these efforts can be very important and deserves greater recognition and support.
PART THREE

HOW—PROPOSALS FOR ACTION
“I shall ride the storm
Tame the waves
Slay the sharks.
I shall drive away the enemy
to save our people.
I shan’t be content
with the customary fate of women:
to bow their heads as concubines”
(Peasant woman, 300 A.D.
Translated from Vietnamese by Carsten and Ola Palmaer)
The problem of women's participation in development covers the whole economic and social spectrum. Thus, to handle it in an orderly and efficient manner there is a need to consider priorities. Additionally, one has to be fully aware of the complexity and long-term nature of the problem.

To place the problem within a larger, more comprehensive conceptual framework, it is necessary to review existing and planned projects for the integration of women. This should be done with a view to assuring that women's capabilities and needs are more fully taken into account.

On the whole, a deliberate large-scale effort is needed to enable women everywhere to make a more productive and less exhausting contribution to development. The forms and instruments of such participation may—as previously stressed—vary from country to country, reflecting the cultural setting in question.

LEGISLATIVE AND ADMINISTRATIVE MEASURES

Many of the handicaps to a better contribution by women to development must be overcome by intensified national efforts in which, among others, governments would participate. This is especially true where these handicaps are rooted in traditional attitudes.

The passage of laws, the enactment of administrative measures, and the enforcement of these, can open up opportunities and responsibilities for women in the economic, social, political and cultural life of their countries. Through them, governments can guide and institutionalize changes in attitudes towards the role of women. This can enable women to achieve equal rights with men.
Thus, where such legislation does not exist it should be introduced, and where the legislation does exist the extent of its implementation should be investigated.

Also, public information campaigns and efforts by voluntary organizations should make sure that women as well as men have a full understanding of their legal and civil rights, and that they are aware of measures they can take to enforce these rights.

In recent years, the awareness that women constitute a large part of the untapped potential of human resources has resulted in a number of technical assistance projects. These have been aimed at increasing girls' and women's access to educational, vocational and employment opportunities.

In channelling assistance affecting the position of women in developing countries, the United Nations Development Programme (UNDP) country programming procedures in technical co-operation should be fully utilized by governments and international organizations.

Research, data collection and analysis

Despite a relative abundance of some varieties of demographic, economic and social data, the indicators which would explain the situation of women are not readily available. These indicators can be developed, however, once the need for them is understood.

It is difficult, but not impossible, to measure the extent of women’s present involvement in economic activities, and the positive and negative impacts of modernization and development efforts on their work-loads and their lives.

Moreover, the various factors which may facilitate or constrain the provision of wider opportunities for women and the establishment of population policies are not adequately
studied. Such data are, consequently, needed as a basis for action programmes, for the evaluation of interrelationships, and for assessing the effectiveness of programmes.

NEED FOR CO-ORDINATED LONG-TERM PROGRAMMES

If the main obstacle to improved participation of women is to be found in old traditions and attitudes, isolated and unco-ordinated measures will have limited success. Instead long-term co-ordinated programmes that will attack the problem from several angles simultaneously are necessary. Such programmes must have the right timing between measures of different kinds, and be well adapted to the particular conditions in the country concerned.

Furthermore, and as stressed before, an unquestionable need exists for increased educational and training opportunities for girls and women. In some developing countries provision must be made for equal access to educational opportunities—in theory and practice.

There is also a need for provision and enforcement of compulsory education, as well as vocational education for women and the necessary counselling and guidance designed to enable women to take their rightful place in society.

Literacy drives and adult education and training in agriculture, cottage and small-scale industries and handicrafts must also be encouraged.

Rural programmes

It was mentioned earlier that much is to be gained in many developing countries by improving the skills of women who are working in agriculture. If the establishment of training facilities for women in agriculture and related fields is part of a comprehensive programme of rural modernization and land reform, it is most likely to have the desired effect.
Conversely, in many countries, programmes of rural modernization and land reform are more likely to be successful if they contain projects designed to improve the productivity and motivation of both men and women in rural areas.

Rural programmes may emphasize the improvement of women's contribution to agriculture proper, to processing, or to rural services—or to all three fields together. But it is important to provide training facilities as well as design the programmes in such a way that both women and men become motivated to raise their productivity. They may then also be motivated to devote a share of their increasing incomes to improvement of the economic and social infrastructure of the locality where they are living.

Rural programmes in small communities have the advantage that the effect on local living standards of programme efforts to train and fully utilize the entire male and female labour force is clearly visible to the members of the community.

This is the basic idea behind community development programmes. However, when it comes to women, training efforts have suffered from the weakness of being focused exclusively on women's domestic responsibilities. Meanwhile nothing has been done to improve their earning power or to integrate them in the efforts to modernize the rural economy.

Admittedly, there is a continuing need to pay special attention to women's role as mothers and home-makers, though care must be taken not to make this area society's exclusive concern for women. A determined effort is needed to ease the burden of women's routine chores in the home. This will enable them to contribute to the welfare of society at large as well, and may release their daughters from a significant part of their duties in the household, allowing them instead to attend school.
Action, consequently, is needed to improve the design and availability of the various facilities, tools and implements women use in their work around the house. This should include innovative ideas for the preparation, preservation and sale of food, including processed foods.

As is increasingly recognized by governments and agencies of technical co-operation, high priority should be given to the convenient and sanitary supply of water.

Small-scale business programmes

Many community development programmes include programmes to improve home industries, crafts and other small rural and urban businesses. Regrettably, many such a programme ends with the female participants discovering that there is no market for the products they have been taught and encouraged to produce. This could be due to the fact that, for example, links to a market have not yet been provided or developed, or because national or export markets for that type of product are too limited to absorb the expanding production.

Thus it is necessary to create marketing links and credit facilities simultaneously with the establishment of training facilities. Furthermore, training and production must be adapted to modern requirements. At the same time channeling resources into expanding the output of products which do not serve a real need should be avoided. A pertinent example in this category is products that can be sold only in the rapidly satisfied market for tourist curiosities.

However, experiences in more industrialized countries have shown that there is likely to be little real progress where such a pattern is followed. The female educated elite remains an isolated group, while other women continue to be un-
trained and suitable only for unskilled jobs or traditional activities.

To obtain integration of women in development, it is, therefore, necessary to give high priority to the usually neglected problem of providing skills to unskilled women.

Communication and mass media

Mass media play an important role in influencing thinking and shaping opinion. Consequently they may provide vital assistance in the integration of women in development.

Additionally, the large numbers of government officials and opinion leaders who are part of the development effort are of crucial importance in any communications programme. Effective communication will therefore benefit from close collaboration between mass media and the development communicators at the group and interpersonal level.
CONCLUSION

Human beings are the most important resource—in fact the central resource—for development. Human beings are, at the same time, both the agents and the beneficiaries of economic and social development. The quality of the societies they develop will be determined by the extent to which they themselves are involved in the process of change.

Fifty percent of the human resources available for development are women. And yet the majority of these have been largely excluded from development in most countries of the world. Although this exclusion can be explained there is no longer any excuse for the absence of remedial measures. Their effect may be gradual or rapid but it is imperative that the problem be faced squarely. Otherwise, not only women, but families, communities, nations, and the world will suffer.
Checklist for the Participation of Women in Development Projects

The following is presented to assist government planners and implementors in assuring that the potential contribution of women to development processes does, in practice, materialize.

1) How will the project affect the pattern of living of women and women’s incomes?

2) If women’s lives or status are going to be affected adversely, what provision is made to help correct this?

3) Are women included in the project planning team?

4) If the project involves local participation, are women being encouraged to become involved?

5) Are women being included when project goals, procedures and explanations are given to the local citizenry?

6) Are evaluations being made of the effectiveness of the participation of women in projects? If especially good, or bad, are assessments being made of the causes?
7) Are opportunities for training being made available to women? If they are not taking advantage of these, have the causes been examined? Are steps taken to correct these?

8) Is consideration being given, in involving women at project levels, of the various roles of women? Women as family members and mothers? Women as agricultural producers? Women as traders and marketers? Women as community leaders? Women as educators, as purveyors of local traditions?

9) Are women included on the project executing team as a means to involve local women in project activities?

10) Does project evaluation include an examination of the effects of the project on local women? Are these beneficial or detrimental to women? If detrimental, are the causes being determined? What actions are planned to counter-balance harmful effects to women?

11) Do project reports include a section on the participation of women; on effects of the project on the advancement of women?


