

WID/17

STRENGTHENING THE PLANNING AND IMPLEMENTATION
OF NATIONAL WOMEN'S PROGRAMMES IN THE PACIFIC

—
RAS/81/W06

Final report
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INTRODUCTION - PROJECT RAS/81/W06

1. The South Pacific Commission has pleasure in reporting the successful completion of Project RAS/81/W06: Strengthening the Planning and Implementation of Women's National Programmes in the Pacific.
2. The Project, a joint activity of the United Nations Development Programme (UNDP) and the South Pacific Commission (SPC), was the first major activity undertaken by the Pacific Women's Resource Bureau immediately after its establishment in 1982. As was predicted by the 1981 Tahiti Meeting of Pacific Women which had endorsed the Project, it served to facilitate, and greatly contributed to, the Bureau's establishment and recognition in the region.
3. The Project's broad developmental aims and its inclusion of nine countries as well as the Federated States of Micronesia, Northern Mariana Islands, Marshall Islands and Palau provided an outreach for the Bureau which would not otherwise have been possible. It enabled the Project staff and the Bureau to become extremely familiar with the situation of women and programmes of assistance to them in most countries of the SPC area, and allowed co-ordination and collaboration with a wide range of United Nations, bilateral and non-governmental aid agencies working in the interests of women in the Pacific. The Project was greatly strengthened by the decision of the Economic and Social Commission for Asia and the Pacific (ESCAP) to merge its Project on Assistance to Governments in Project Administration with RAS/81/W06. Subsequently, an ESCAP consultant occupied the Senior Project Consultant position. This joint activity has hallmarked the great advantage of co-ordination in development work and has been mutually beneficial for the collaborating agencies. The joint project has been the only regional activity attempting to implement one of the main recommendations of the Regional Plan of Action resulting from the 1980 Follow-Up Meeting for Pacific Women on the World Conference of United Nations Decade for Women. Thus the Project's accomplishments must be considered as the first real steps towards achievement of the Decade's goals, particularly in the areas of establishing national policy and mechanisms for their integration and preparation of women for making the best use of them.
4. The South Pacific Commission is grateful for the Voluntary Fund's generous contribution to this project as well as ESCAP's and UNDP's continuous support. Implementation of the Project in several cases, especially in the Trust Territories of the United States, and the small Micronesian countries, has introduced the United Nations' activities on behalf of the women of the world, and the valuable work of the Voluntary Fund to Pacific Women for the first time; therefore bringing them closer to world events and the international network of women.
5. In the participating countries, project activities have provided many first occasions for women to get to know the processes of decision making and planning in their country and to learn the names of departments and persons in charge of services and resources that the women need. Training workshops and courses, conferences and national meetings, information collection and dissemination events, prompted by project activities, have been more frequently termed an 'eye opener' by more participating women and men than any other terms. Thus the Project's awareness-raising function has been its greatest accomplishment.

Through participating in project activities, women have become aware of their organising needs, the power of group action, their great ability for decision making and participating in the development of their communities, their need for information and knowledge of their country's administrative and political structures and processes, and of the resources in their communities and nations which they could tap. Shortly after or during project activities, women in a number of countries have started to organise themselves nationally and have reached out to other Pacific countries for knowledge and experience. Project staff have drawn on experiences of women in one country to motivate women in other countries and thus provide them with regionally suitable models.

PROJECT ACTIVITIES

6. During the period June 1982 to December 1983 inclusive, the Project was implemented. The activity formulation (preparatory stage of the Project) has taken place in Cook Islands, Federated States of Micronesia, Kiribati, Marshall Islands, Niue, Northern Mariana Islands, Palau, Solomon Islands, Tonga, Tuvalu, Vanuatu, and Western Samoa. Papua New Guinea's participation met with difficulties because of the reorganisation of its Community Services Department, the administrative umbrella for the Women's Affairs Office, following a change of government, and Project staff were not able to visit Tokelau because of transport problems. The implementation stage of the Project took place in Kiribati, Niue, Palau, Solomon Islands, Tuvalu, Vanuatu, and Western Samoa.

7. Technical and financial assistance from the Project, a great deal of work by national women's organisations and resource people, and willingness of participating governments have combined to achieve most of the Project's objectives. Specifically, project activities have had visible impact in two important areas: establishment and/or strengthening of policies and national machineries supportive of the interests of women; and training of women for participation in the identification, planning and implementation of national- and community-level development activities. A detailed account of these accomplishments appears in Appendix A.

ESTABLISHMENT OF POLICY FRAMEWORKS AND NATIONAL MACHINERIES

8. In terms of assisting participating countries with formulation of policy frameworks and establishment of machineries, the Project has been most successful in:

- (a) Niue, which has established a Women's Advisory Committee endorsed by the Parliament, with an annual grant budget and the post of a co-ordinator in the Office of the Secretary to Government, Department of Administration.
- (b) Northern Mariana Islands. A house resolution was adopted by the House of Representatives endorsing the recommendations made during the preparatory visit. Recommendations included the appointment of a liaison officer, establishment of a machinery, utilisation of women's skills and resources, developing links with women in the South Pacific, and the appointment of a task force to follow up and plan national programmes for women and the community of Northern Mariana Islands.

- (c) Solomon Islands, which has now established a National Council of Women with Council branches in seven of the nine provinces. The NCW was set up by an act of Parliament, and an annual grant budget will ensure its continuity beyond a three-year UNFPA-funded project which gives it financial assistance now. The SINCW Secretary-General post is a boost to the Women Interest Office and the work of Women Interest Workers in the Provinces. The organisational chart of SINCW includes a representative of women to the Central Planning Office.
- (d) Tuvalu established the Civil Service post of Women's Development Officer in the Department of Local Government, Prime Minister's Office, following the recommendations of the Project. This officer is already in place and has helped involve the Tuvalu National Council of Women in national decision-making processes. She is also participating in island and national planning and training of women members of Island Councils and women's committees in programme/project planning. Her recent participation in developing a national Primary Health Care Plan is an example.
- (e) Palau has set up a task force to formulate a policy statement and proposals for the establishment of a national representative women's council and strengthening of the Women's Interest Office. The Department of Community Services of the Ministry of Social Services is taking the lead in this movement, but many women leaders from the powerful traditional women's associations and Non-Government Organisations (NGOs) are also involved.

Strengthening national machineries

9. Project activities aimed at strengthening national machineries have been most helpful to the aforementioned countries of course, but also to countries with established machineries such as Kiribati and Vanuatu. Strengthening has generally taken the form of involving staff of these offices in the assessment of their organisation's aims and objectives, their administrative and substantive capability, their relationship with sectoral and national agencies, and their effectiveness in promoting women's greater participation in development. The staff then have been helped to identify needs based on this assessment, set new objectives and decide on the necessary action. The advisory services thus have provided on-the-spot training for the men and women involved in these organisations and in all cases have led to requests for more training.

NATIONAL TRAINING WORKSHOPS AND COURSES

10. Training activities of the Project were in every instance tailor-made to the needs of the client group and development requirements and stage of participating countries. For example, in countries with clearly expressed decentralisation/localisation policies and plans, content of training emphasised knowledge, information, and skills needed for participation at local level planning rather than at national level. This situation, however, proved to be advantageous to women as their participation in planning and implementation of development projects/programmes at local level was accomplished much faster and had more visible and quicker results than in those countries where national planning processes and offices were the targets.

11. But regardless of differing emphasis, the common denominators in all training activities were women's great need for understanding the political and administrative processes of their country and ways of finding access to its services and resources, and familiarisation with local and national decision-making bodies and participation in them. The recognition of basic needs and their causes, and knowledge of problem-solving methods were other recurring themes of training activities. Skills of identifying, planning and implementing projects and programmes were always presented and practised within this context. As the Project progressed, the emphasis on project formulation for funding by outside agencies diminished; instead, projects and programmes that could be locally supported and use local resources received more attention. This trend is in line with Pacific countries' desire to achieve self-reliance and gradually phase out the dependence on aid.

Participants

12. Although participants of training activities presented a great range of educational backgrounds, age and experience, in terms of the level they could affect, they fell within two groups: those at the community level, such as field personnel, community workers, extension officers, women's associations' representatives, members of local government bodies; and those at higher and middle echelons such as presidents of national councils, directors of women's affairs, secretaries of departments, deputy directors of agencies, and so on.

Training objectives and content

13. Content of training for the first group aimed at enabling women to plan and carry out activities which would help them increase:

- (a) their access to means of satisfying basic needs and services;
- (b) their knowledge and skills in maintaining a healthy life for themselves and their families;
- (c) their participation in decision making in their locality;
- (d) their knowledge and skills in organising and mobilising women for action.^{1/}

14. Training for the second group included knowledge of data collection, issues in development and women's development, policy formulation and decision-making processes; planning and implementation of national programmes.^{2/}

15. Whenever possible, planning processes were taught by actual field study and practice in selected rural, semi-urban and urban communities. In other cases, problems and needs identified by participants were used to formulate realistic programmes and projects that could be implemented after training. The 3 to 5-day national workshops and meetings preceding

^{1/} A prototype is attached as Appendix B.

^{2/} A prototype programme appears in Appendix C.

establishment of national policy and machineries also served a training function, in that participants were assisted to consider the country's whole development picture and to formulate policy statements and terms of reference of these national machineries. In every case, with some assistance from resource persons, women succeeded in developing policy and organisational proposals which passed Parliament's scrutiny without a change and received enthusiastic endorsement. Niue and Solomon Islands are fine examples.

16. The following national workshops and training courses were conducted by project staff and national counterparts between September 1982 and December 1983.

- (a) Kiribati: Training course on planning and participation of women at local and national level decision making.
- (b) Niue: National workshop on the formation of the Women's Advisory Committee, its role and functions and its programme.
- (c) Palau: Mobilisation of women for participation in planning and implementation of community development activities.
- (d) Solomon Islands: National workshop on policy formulation and the establishment of Solomon Islands National Council of Women.
- (e) Tuvalu: National workshop on strengthening the organisation and role of the National Council of Women.
- (f) Vanuatu: National workshop on awareness-raising and project development.
- (g) Western Samoa: Follow-up training on project development and implementation.

17. Altogether, eighteen (18) national counterparts and resource persons, two hundred (200) women and two men have participated in training. An estimated one hundred and eighty-five (185) people were also involved in the one- or two-day meetings that project staff organised during the preparatory evaluation phase of the project.

EVALUATION

18. One of the best aspects of the Project was that finance and technical assistance were readily available and activities formulated with the participating countries could be followed up when and where the country wished and when the women were ready, within the term of the Project. This fact ensured high motivation and peak interest among the women.

19. The Project was also greatly appreciated because there are few projects that reach a large number of women from all walks of life in a country and which are especially designed to help them get to know their country, have a total picture of their status, discuss their needs and problems, and increase the quality and level of their participation. In the past, the type of training and technical services the Project offered have on occasion been available to a few women in leadership positions in regional activities; but women at grassroots and middle levels have mostly received training on narrow subjects such as nutrition, child care,

NOTE

Strengthening the planning and implementation of national women's programmes in the Pacific, UNDP/SPC Project RAS/81/WO6, final report by Pari Soltan-Mohammadi, January 1984, South Pacific Commission, Noumea, New Caledonia.

Please note that owing to a pagination error, page 6 is blank. The text from page 5 (paragraph 19) continues on page 7.

income-generation, etc. The fact that active and concerned women from all levels were brought into the identification of their needs and the learning that would enable them to take charge of the planning and implementation of programmes beneficial to them was seen as a unique opportunity and a tremendously rewarding experience. Every national workshop, training course and meeting, without exception, generated unprecedented enthusiasm among women for involvement, and motivated them to learn about their country's development objectives, programmes and potentialities. After the activities, women always felt better equipped for improving the quality of their lives, for understanding their rights and responsibilities and for changing the status of women for the better.

20. Participating governments were generally receptive and supported the Project. If the women were organised enough and came up with recommendations, and policy and programme proposals, governments responded quickly. If some sectors or departments were not able to change as quickly as demanded by women, at least the Project has generated enough awareness, confidence and movement among them that they are determined to bring about the changes in the future.

21. In terms of achieving the expected outputs as described in the original Project document, we can say with confidence that the Project achieved 'strengthened capacity within ... some sectoral ministries and special women's programmes and organisations to ensure that the basic needs of women are appropriately accounted for ...'^{3/} It also achieved greater co-ordination of governmental and non-governmental programmes promoting women's welfare and involvement in development at the national and community levels.^{4/}

22. The only area in which the Project had less impact was in affecting central planning offices and national planning processes. The reasons for this situation and the strategy that was adopted in order to maximise the Project's benefits are described in the next section of this report. Our experiences with this project point some interesting directions for future strategies. We hope they will be considered seriously.

23. This Project was formulated expressly in response to the top recommendation of the Pacific Plan of Action for the Second Half of the United Nations Decade for Women (1981-1985), which called for women's involvement at all stages in the drafting of national development plans and planning processes.^{5/}

24. The recommendation reiterated similar sentiments expressed at the Copenhagen Mid-Decade Conference, and in various forms, in other regional and international forums. The recommendation has occurred again and again because assessment of actions taken by governments to integrate women in development shows that 'any measures for women isolated from the major priorities, strategies and sectors of development cannot result in any substantial progress toward attaining the goals of the Decade.'^{6/}

^{3/} and ^{4/} RAS/81/W06 Project document, Part II E. Outputs, p.5.

^{5/} Report of the Sub-Regional Follow-up Meeting for Pacific Women on the World Conference of the United Nations Decade for Women, I National Action, National Strategies, Suva, Fiji, November 1980.

^{6/} Report of the World Conference of the United Nations Decade for Women: Equality, Development and Peace, Para. 30, p.11, Copenhagen, July 1980.

25. Implementation of this recommendation, however, has posed the most difficulties for agencies and groups assisting women. It is in this area also that this Project has experienced obstacles. The difficulties were due to: (i) factors inherent in the nature of centralised planning and administrative processes; (ii) long-standing attitudes toward and perception of the purposes of women's projects, and (iii) the stage of involvement in national affairs that women have reached in participating countries.

26. Although there is an attempt here to separate these factors for the purpose of understanding them, in reality they are inter-related, and the presence of one set of conditions aggravates the rest.

27. To understand the difficulties one must remember, first, the character of planning processes and development planning in this region. With few exceptions, planning takes place in a small unit, dominated by one or two economists, and in a large number of countries in the Pacific region by expatriates. These planners may be technically proficient, but their training is of foreign origin, and their concept of planning has little to do with participation of people in decision making in general. The decision making and policy formulation are dominated by the wishes of a small group in power, the process is influenced by powerful interest groups, more often than not, unaware of, or indifferent to, a consideration of women as participants in planning, policies, and national strategies. Not only women, but the ordinary male citizen is also only a number in the work force and the drive to implement the plans. Secondly, a realistic look at the levels of decision making, and the sex composition of people who occupy them, would show that women can hardly have much influence on policy and planning decisions, as the majority occupy lower echelons and are mere workers. Inequality of access to training, education and employment, and also traditions, have limited the number of trained women who could participate in planning.

28. These two situations would make it seem that reform of national planning processes is just as important or even more important for implementation of the recommendation than the training and placing of a few women in the highest decision-making and planning levels. A decentralised, balanced view of planning, giving local units, and therefore more people with diverse backgrounds and experiences, a chance to participate in the expression of needs, formulation of goals, and implementation of plans, would naturally facilitate the participation of women in the national development processes at all levels, much easier than the training and recruitment of a few females to central planning offices. Women must understand that under the present structures and processes of planning and with the situation of women as it is, in most countries of the region, implementation of their full-fledged demands for participation at all phases of planning is very difficult if not impossible to respond to by governments.

29. Government officials, and especially planners, generally face the recommendations of Women's Conferences with incomprehension or lip-service to the idea but helplessness in action. Upgrading of women's status in health, education, employment, welfare, etc. are clean-cut areas for legislation and action by planners and politicians. They can be omniscient and condescending, but they still can do it; women do not have to be part of these decisions, it can be done for them. But, participation in planning? This is seen as such a complicated and long-term task that governments have consistently relegated it to the realm of oblivion or, at most, accorded it a one-line mention in five-year development plans.

30. Another set of difficulties arises from attitudes of women themselves. The vast majority do not see themselves in the active role of decision makers and planners in any other sphere than the home and family. Sometimes, women, prompted by prevailing social norms and encouraged by male perceptions of their feminine role, interpret attempts to involve them in public and national affairs as unfeminine, and as contributing to family deterioration, neglect of children, and encouragement of women to seek employment outside the home at the cost of alienating the menfolk. They are taught to believe that their participation would mean replacing men or competing with them in the tight job market. Men echo the same attitudes. It is more acceptable and comfortable to confine women's programmes to the so-called feminine tasks and to the provision of traditional welfare services.

TOWARDS AN EFFECTIVE STRATEGY FOR INTEGRATION OF WOMEN

31. These difficulties pose quite a challenge for any activity with the aims and scope of this project. The successful experiences of the Project to overcome the difficulties have been gathered into a practical strategy which stresses: (i) awareness-raising and training of women for participation in local-level planning as a precursor to their gradual move to the higher levels of planning and implementation; (ii) promotion of localisation policies and plans to create favourable conditions for women; and (iii) sensitisation of planners to the issues and methods involved in integration of women.^{7/}

32. Briefly, the elements of the strategy are:

(a) The Pincer Principle

This is a two-way approach, which aims at sensitisation of top planners and decision makers to the issues and methods involved in integration of women, at the same time that it works with grassroots women to enable them to participate in the socio-economic and political life of their communities. In other words, strengthening the ties that must inevitably be built between the decision makers and the people and, in this case, women particularly.

(b) New approaches to planning

Believing that planning cannot be top-down or bottom-up, an approach to planning is adopted which aims at bridging the gap between planners and people by enabling women to be partners in planning at all levels. The process of education implied here, no matter at what level it takes place, combines sensitisation to facts, figures and conditions; awareness building of the causes of situations and conditions; exchange of information; and building of linkages between government agencies and services and women's groups.

This approach assumes that women can be active participants in setting goals, working individually or collectively to achieve the goals, and sharing the benefits of their labour at any level; and that their active participation will benefit the country in general as they will become contributors to development rather than passive and needy recipients of development assistance.

^{7/} The strategy is elaborated in a separate paper prepared for publication in the Voluntary Fund News.

(c) Integrated view of development

Another feature of the methodology is a concept of women's development as an integrative process. The various needs of women are considered in the total context of their life. The economic, social, political and personal aspects of life, the interaction among these, and the effect changes in one aspect will have on other aspects are taken into account as a whole, not as a sum of parts.

(d) Intersectoral outlook

Considering the integrated view of women's development, it follows that a sectoral approach to activities for this purpose will not be suitable. An intersectoral approach has other long-range benefits as well. It promotes (i) understanding of various sectors' potential contribution to the activity, (ii) the necessary co-ordination and collaboration among the sectors which must take place, (iii) the pooling of resources, and (iv) a better possibility for continuation of an activity which at various stages of implementation might need support from different sectors.

(e) Promotion of collaboration among Government, NGOs and local institutions and reliance on local resources

The strategy is aimed at promoting collaboration among government agencies, NGOs and local research and training institutions for implementation of activities for women's development. As much as possible, human and organisation resources of local institutions are utilised and supplemented in order to avoid or shorten the period of reliance on outside expertise and resources. An example of this feature are women's projects in forestry in Thailand which involve Forestry Department, university students, women's village organisations, United Nations agencies, and the Forestry Industry Organisation - an NGO.

33. Within this framework, however, preparation and promotion of women's integration in local and community-level planning has proved to be easier and more effective than attempts to sensitise top planners, whether central or sectoral. The reasons for this state of affairs are obvious but overlooked. These are:

- . Women know the local decision makers and planners and can get their co-operation and sympathy.
- . They speak the same language and neither of them is that technical.
- . Local-level planning is less vulnerable to political shifting and changing of direction.
- . It is a process that enables people to do something for themselves rather than wait for government to do it for them, thus it encourages independent action and self-reliance.
- . Since programmes and projects are initiated by women or at least they have shared in their identification and formulation, they are more committed to these programmes and projects and the learning effect would be more lasting and continuous.

- . If women are involved in local planning they provide identifiable models for other women in the same locality. Few rural and village women would identify with female planners or even highly positioned women in capital and urban centres. At local level, participation of women motivates and encourages others to do so also.
- . At local level, women do not tend to isolate problems and issues for women only, but naturally see them in terms of the community and family. Their proposals for action are less likely to provoke controversy and negative feelings. Many community workers, working in the villages with women on project development, have reported the enthusiasm with which men participate or would like to participate in the process, because they feel something good is going to be done for the village. (This situation has implications for the method and approach to training of women at local level which I will talk about later.)
- . If women are able to initiate actions at local level that solve problems and help the village, the benefits are seen and felt immediately and women get the credit easily. National policies and programmes are too removed, the effects are diluted by the time they reach the grassroots, and if they are not beneficial people are helpless to do anything about them, whereas locally initiated programmes can be controlled by women.
- . Women's participation in economic activities at local level helps to diversify the economic and production base of the country because of the nature of activities they can engage in such as smallholder farming, small cash cropping, live-stock raising, cottage industry, and small-scale manufacturing. Therefore the country is less likely to become dependent on one commodity such as copra, coffee, nickel, etc., which are so subject to the vagaries of the international market.

34. To ensure participation of women at local level requires the building of favourable conditions and implementation of certain policies by government at national level without which people's participation in planning would not be realised.

(a) Favourable conditions and requirements:

- (i) Decentralisation, regionalisation. National policies that allow power sharing and participation of people in decision making at various levels of government and administration.
- (ii) Localisation of planning. National policies that allow participation of people at local level in initiating programmes and projects, actions controlled by people rather than centrally controlled activities.
- (iii) Establishment and strengthening of local-level institutions in support of the above policies, such as village development committees with a mix of government and community representatives or, local government councils elected by people and with a government adviser, clerk or representative. The establishment of these local-level institutions is basic whether they have special places reserved for a woman representative or not.

- (iv) Establishing information exchange and communication channels with all levels of administration.
- (v) Awareness-raising, political education and preparation of women for participation in local institutions and actions.
- (vi) Training of men and women in local-level decision making, planning and management of development activities.
- (vii) Establishing supportive bodies at central planning offices that nurture these fledgling local institutions and initiatives similar, for example, to the Rural Development Committee of Tonga.
- (viii) Budgetary considerations and allocation of resources for local development.
- (ix) Co-ordination among sectors in terms of providing the goods and services required for local development.

(b) Overcoming difficulties

Pacific countries have to grapple with tremendous hurdles in creating these favourable conditions. These are:

- . geographic position of the islands, far flung over great expanses of ocean;
- . transport and communication difficulties;
- . policies and programmes that keep most amenities in the capital;
- . lack of finance and manpower to remove the difficulties and implement the policy;
- . unpreparedness of people to take matters into their own hands;
- . concentration of powerful groups at the centre working in their own self-interest.

We have also found that among Pacific countries with similar problems, preparation of people for genuine participation and provision of necessary infrastructure and resources for local development have made the real difference between progress or stagnation.

35. Identification of these helping and hindering factors has made the role of leading women's organisations and Central Planning Offices in the strategy quite clear.

(a) The role of Central Planning Offices

The role of a Central Planning Office could be summarised into:

- . research, appraisal of the situation, identification of needs and development potential of localities (profile for planning purposes);
- . dissemination of this information to the local people;
- . education and training of the members of local institutions;
- . assurance of harmony and consistency between national and local aims and programmes;
- . support and inclusion of national policies and programmes that distribute the resources for development throughout the country.

(b) The role of women's organisations

The leading women's organisations and their field workers can support the strategy by:

- . working closely with local councils, committees, etc.;
- . becoming familiar with decentralisation acts/plans/policies and mechanisms;
- . promoting local women's participation through training and consciousness-raising;
- . training women in planning and administration of community projects;
- . building on women's organising abilities for collective action in support of local-level initiatives.

(c) Content of training

- . Relating socio-economic and political organisation of the locality to the national picture, so that people are aware of their position vis-à-vis the national decision makers;
- . The structure, functions, power and decision-making limits of the local institutions, be they traditional or newly established, so that people know what they can do and what they should expect from their representatives;
- . Clarification of the resources at the disposal of the local institutions and the channels of disbursement;
- . Recognition of fundamental problems, causes and not symptoms, basic needs and priority setting;
- . Identification and generation of resources from the locality or from the people;
- . Information gathering and communication skills;
- . Planning and implementation skills.

RECOMMENDATIONS

36. Project experiences, both its successes and difficulties, have thrown up quite a number of issues which should be looked at seriously in the formulation of any future strategies/activities for promotion of women's development in the Pacific. The women's wisdom in the sharing of their experiences has contributed to the identification of these issues. The more obvious of these are:

- (a) Far too many women's development activities have only included, or have even aimed at, a handful of women in leadership positions. It is time to broaden these activities to reach many more women in the isolated islands and villages of the Pacific and begin to build a corps of aware and knowledgeable women at grassroots.

- (b) Participation of women in national planning processes is inevitably tied to reform of these processes to include people at different levels of administration and government. Promotion of decentralisation/localisation policies is more helpful to women in the long run than trying to crack a very centralised and tightly controlled planning structure to include women.
- (c) Concentration on programmes in the interest of women without consideration of the country's development problems and needs is ineffective. Development aid for women must also contribute to development of infrastructure and basic services in the country.
- (d) Thus far, in projects of this nature, too much emphasis has been put on developing programmes and projects to satisfy work programmes of international agencies and use up the aid money, without consideration of the participating countries absorptive capacity or the dangers of their growing dependence on money from outside. Projects have been written and funded without prior consultation with women's groups or governments and practically forced on the country and the women. Many times the country and the women's priorities and needs do not match funding agency priorities or the priorities of international women's movements, but they are forced to accept the project because they need the financial and technical resources. Like global politics, the international market or the future of mankind, trends in international aid for women are set and influenced by the first world and their applicability to many Pacific countries' situation is doubtful. The United Nations and other assistance agencies must ensure participation of women in the decision making at project formulation stage of their own agencies first before requiring it of governments.
- (e) Some solution to the present problems of women's focal point offices in the government structures must be found. These offices usually have the least administrative capability than any other; are vulnerable to shifts of policy, changes of bosses and change of government; their functions and lines of responsibility are not well defined or understood; they are by-passed by central and sectoral planners and administrators and have no lobby. In some countries such as Niue and Solomon Islands where these offices have been established by an act of parliament with a guaranteed annual grant from the national budget, there is hope for better continuity and support. Women and women's organisations must understand how important it is for them to organise themselves into a strong lobby in support of the office that is representing them.
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COUNTRIES WHERE PHASE I, PREPARATORY ACTIVITIES HAVE TAKEN PLACE

APPENDIX A

COUNTRY	SITUATION AT THE TIME OF EVALUATION (START OF THE PROJECT)	IDENTIFIED ACTIVITIES	PLANS FOR PHASE II IMPLEMENTATION
Cook Islands	<ul style="list-style-type: none"> - Women's affairs comes under Min. of Internal Affairs and its most outstanding work is management of a Handicraft Centre which provides outlets for women's crafts. - Numerous women's organisations but no national presence in planning and implementation of projects. 	<ul style="list-style-type: none"> - Decision to hold a workshop for purposes of assessing the resources and talents among women; need for organisation of a co-ordinating committee; extent and levels of their participation in Island Councils and national planning, and training needs. 	<ul style="list-style-type: none"> - The national workshop has been delayed due to elections and change of government and is scheduled for early 1984.
Federated States of Micronesia	<ul style="list-style-type: none"> - Needs identified at 1978 Conference: jobs, income-generating activities, education, legal rights. - Nothing had been done in response. - Abolition of women's interest office. - Need for trained women to initiate action. 	<ul style="list-style-type: none"> - Request by government and women to assist with training of women representatives from the four States in planning and implementation of projects in response to identified needs. 	<ul style="list-style-type: none"> - The training course is scheduled for February 1984.
Marshall Islands	<ul style="list-style-type: none"> - Active, well co-ordinated and on-going women's national programmes, especially as a result of the work of Secretary of Social Services. 	<ul style="list-style-type: none"> - Request for financial and technical assistance from the project for a national development workshop. 	<ul style="list-style-type: none"> - The national workshop emphasising women's political and developmental role is scheduled for early 1984.
Northern Mariana Islands	<ul style="list-style-type: none"> - No focal point agency for women in or outside government. - Extensive participation in private and public sectors and a large corps of trained, qualified women. 	<ul style="list-style-type: none"> - Recommendations made included appointment of liaison officer, establishment of national machinery, appointment of a task-force to draw up a plan for follow-up activities and request assistance needed. 	<ul style="list-style-type: none"> - Liaison officers have been appointed. Recommendations have been adopted by the House of Legislature. No follow-up activities have been requested.

SUMMARY OF PROJECT ACTIVITIES, RESULTS AND RECOMMENDATIONS FOR FOLLOW-UP

COUNTRY	SITUATION AT THE TIME OF EVALUATION (START OF PROJECT)	CHANGES AND DEVELOPMENT AS A RESULT OF PROJECT ACTIVITIES	NEEDED FOLLOW-UP
Kiribati	<ul style="list-style-type: none"> - Transfer of women's interest workers from Min. of Health to Home Affairs, no definite plans for their in-service training, or placement. - Kiribati Women's Federation (AMAK) had just changed from an association of Home-makers clubs to a national non-governmental organisation; its role unknown to other women; its community workers (CWs) unable to work with any other associations than Home-makers clubs. - All CWs needed clarification of roles and skills of planning and implementation of activities. - No systematic planning of programmes. - No inputs by AMAK in national planning. 	<ul style="list-style-type: none"> - Training of four counterparts. - All CWs received refresher training in project identification, planning and administration, developed integrated work plans along with council members and representatives of women. - Training course provided AMAK opportunity to explain itself to women and be recognised as an organisation for all Kiribati women. - More harmony and understanding among women's organisations and acceptance of AMAK as a national organisation. - Closer co-ordination and working relationship between government departments and AMAK in national programmes/projects, especially at Home Affairs & Health Ministries. 	<ul style="list-style-type: none"> - Evaluation of CWs and Island Dev. groups' progress with their six months plans, identification of needs and training. - Continue support for placement of CWs in the islands and preparation of women to participate in Island Councils. - Training of some top-notch women & moving them to higher echelons of planning. Their participation in national committees such as the nutrition council is a grand start.
Niue	<ul style="list-style-type: none"> - Existence of many women's organisations; no direction or harmony among them. - Post of a women's interest officer in government vacant and inoperative. - Felt need for a national co-ordinating body. 	<ul style="list-style-type: none"> - Establishment of the Women's Advisory Committee representing all villages and major organisations. - Definition of goals and strategies and a plan of action for WAC. - Revival of the post of women's programmes co-ordinator at the Secretary to Government's Office. - Grant to WAC for its work. - Two national-level projects. 	<ul style="list-style-type: none"> - Training to WAC members & co-ordination in their roles, especially appraisal of project/programme proposals and monitoring & evaluation of development activities. - Assistance with formulation & implementation of integrated national programmes.

COUNTRY	SITUATION AT THE TIME OF EVALUATION (START OF THE PROJECT)	CHANGES AND DEVELOPMENT AS A RESULT OF PROJECT ACTIVITIES	NEEDED FOLLOW-UP
Palau	<ul style="list-style-type: none"> - No focal point national organisation. - Weak & ineffective Women's Interest Office at the Dept. of State; talk of moving this office to Social Services Department. - Conflict among women leaders and Women's Interest Office. - Traditional women's groups from the islands did not have much access to goods & services or development programmes concentrated in Koror. 	<ul style="list-style-type: none"> - Needs identified) for each State. Priorities set) - Awareness of disparities and conflicts among women leaders which prevent groups from taking advantage of development aid. - Women's groups at state level seeking help with implementation of projects directly; motivated to do work and not wait for WIO. - Training of representatives from 11 states. - Formation of national steering committee. 	<ul style="list-style-type: none"> - Reaching women at state (island) level and working with them directly. - Reshaping & strengthening the Women's Interest Office in the Dept. of State. - Assist with organising at national level and support of the steering committee to prepare policy and programme proposals for submission to parliament.
Solomon Islands	<ul style="list-style-type: none"> - Implementation of plans to establish NCW bogged down by disharmony & lack of interest among women leaders. - Women Interest Section unable to implement UNFPA national project supposed to assist with the above. - Shortage of qualified women to take responsibility for implementation of development activities. 	<ul style="list-style-type: none"> - Development of policy statement and constitution for NCW ratification at national conferences, submission to government and approval. - Drawing up of plans for establishing district and provincial councils. 	<ul style="list-style-type: none"> - Evaluation of the situation & assistance with setting up of provincial councils. - Recruitment of Project secretary. - Revising and rephrasing of the UNFPA Project to suit present requirements of the Women's Interest Section.
Tonga	<ul style="list-style-type: none"> - Existence of many strong and well-organised NGOs. - Women's needs survey and rural development committee. - Co-ordination and collaboration between government & NGOs at community level & for implementation of projects for women. - Existence of an informal working group at Central Planning to advise government on women's programmes. - Felt need for closer contact with planning and decision-making levels & co-ordination among various groups. 	<ul style="list-style-type: none"> - Technical assistance to CPO and the committee on definition of functions of the committee and job description of the co-ordinator. - Proposal to establish co-ordinator at CPO and offer of training. 	<ul style="list-style-type: none"> - Support of proposed measures and training of co-ordinator.

COUNTRY	SITUATION AT THE TIME OF EVALUATION (START OF PROJECT)	CHANGES AND DEVELOPMENT AS A RESULT OF PROJECT ACTIVITIES	NEEDED FOLLOW-UP
Tuvalu	<ul style="list-style-type: none"> - Existence of strong women's committees in the Islands. - Lack of communication & understanding between these & Tuvalu National Council of Women. - No participation by TNCW in planning and implementation of programmes/projects at national level. - Poor liaison with government. - Government wish to involve women at national level. 	<ul style="list-style-type: none"> - Establishment of the post of Women's Dev. Officer in the Prime Minister's Office; recruitment & training of WDO. - National workshop for developing better relations between island committees & TNCW and formulating strategies for increasing its effectiveness. - Participation of WDO and NCW in national planning. - Increased number of women in Island Government Councils. 	<ul style="list-style-type: none"> - Ensuring that WDO participates on behalf of women in planning, monitoring of programmes/projects. - Training TNCW members in leadership roles and decision making. - Supporting and facilitating linkages and communication between Funafuti and the islands. - Training of women in the Island Government Councils.
Vanuatu	<ul style="list-style-type: none"> - Vanuatu National Council of Women was seeking help with organising of a national conference, hiring full-time secretary, setting up an office and familiarisation of women with its role. - Women Affairs staff needed training in planning & implementation of programmes at community level. - Decentralisation and emergence of women members of local Government Councils made training and awareness-raising of these women top priority. - Training of pre-school teachers needed. 	<ul style="list-style-type: none"> - Training of two resource persons who have formulated & implemented national & district-level projects & organised training courses for women in community development planning. - Training of Women's Affairs staff, local Government Council members & potential candidates in awareness-raising & project planning and implementation. - Training workshop for pre-school teachers and formation of national pre-school association. 	<ul style="list-style-type: none"> - Assistance with developing work programme for VNCW based on plan of action if required. - Continue support of resource persons. - Continue with awareness-raising and training of women to take up decision-making roles at all levels.
Western Samoa	<ul style="list-style-type: none"> - Request for training course on project development as a follow-up of the ESCAP course on Project Administration. 	<ul style="list-style-type: none"> - Training course co-ordinated and completed by Women's Advisory Committee and assistance from Min. of Economic Planning. 	None at this time.

PROTOTYPE SYLLABUSTRAINING COURSE ON PROJECT ADMINISTRATIONWeek I: Formulation of a National Plan of ActionDay 1

8.30 - 9.00	Opening ceremony
9.00 - 9.15	Refreshments
9.15 - 10.00	Introductions, explanation of the course plan, objectives and expected outcomes.
10.00 - 12.00	Country's planning machinery, procedures, cycles, developmental goals and strategies.
12.00 - 1.30	Lunch
1.30 - 3.00	Development issues and strategies and their consequences on socio-economic status of women. Why women have to be concerned with development policies and programmes. How women can contribute to and benefit from integration in development planning processes.
3.00 - 3.15	Coffee
3.15 - 4.15	The use of data and information in planning determination of base-line data and criteria for measuring women's status.

Day 2

8.30 - 10.00	Evaluation of the <u>Country Status Report</u> in the light of the country's development objectives and strategies.
10.15 - 12.00	Identification of discrepancies between stated policies and actual practices or measures.
1.30 - 3.00	Report on critical needs, problems and areas for action.
3.15 - 4.15	Comparison with the Regional Plan of Action for Pacific Women.

Day 3

8.30 - 10.00	Presentation on the utility of a framework for action (programmes/projects). What is a National Plan of Action for Integration of Women?
10.15 - 12.00	Synthesis of information, priority setting and adoption of a time frame; recommendations for action (policy, legislation, organisational arrangements, programmes, etc.).
1.30 - 3.15	Continue group work.
3.15 - 4.15	Report on group work.

Day 4

- 8.30 - 10.00 Discussion and debate, formulation of strategies to facilitate plan implementation.
- 10.15 - 12.00 Presentation and adoption of the plan.
- 1.30 - 3.00 Introduction to new approaches to planning: principles and practicalities.
- 3.15 - 4.15 Issues and problems involved in women's participation in planning.

Day 5

- 8.30 - 10.00 Field study rationale and methodology.
- 10.15 - 12.00 Group planning for the field study.
- 1.30 - 3.00 Group exercise on methods of participatory need identification: interviewing and investigation skills.
- 3.15 - 4.15 Continued.

WEEK II: Field Study: Participatory Project IdentificationDay 1 Field Study.Day 2 Field Study.Day 3

- Morning Field Study.
- 1.30 - 3.00 Synthesis and analysis of data.
- 3.15 - 4.15 Group work.

Day 4

- 8.30 - 10.00 Presentation on problem identification
 , priority setting
 . action planning
- 10.15 - 12.00 Group work.
- 1.30 - 3.00 Preparation of the Community Plan,
- 3.15 - 4.15 Report.

Day 5

- 8.30 - 12.00 Presentation of plans to the communities.
 Discussion and feedback.
- 1.30 - 4.15 Listing and discussion of constraints on the plans and the role of various social agents such as the church, the matais, the women's committees, etc.

Week III: Project Development and Administration ProcessesDay 1

- 8.30 - 10.00 Project planning sequence.
Formulation of objectives.
Determination of targets.
Resource requirements.
Phasing.
Activity planning.
- 10.00 - 12.00 Group work, application of planning sequence to identified community needs and priorities.
- 1.30 - 3.00 Identification of principal implementors.
Resource identification.
Resource generation.
- 3.15 - 4.15 Group work.

Day 2

- 8.30 - 10.00 Mobilisation and organisation of women.
Specification of linkages with other levels and actions/strategies necessary at each level.
- 10.15 - 12.00 Group work.
- 1.30 - 3.00 Feasibility and appraisal.
- 3.15 - 4.00 Scheduling, monitoring, evaluation of projects.

Day 3

Free for participation in the National Handicraft Show in Samoa.
Continuation of work on monitoring and evaluation in Fiji.

Day 4

- 8.30 - 9.30 Project formulation and proposal writing.
Project formats, etc.

Day 5

Presentation, course evaluation, closing ceremony.

PROTOTYPE PROGRAMME

APPENDIX C

WEEK I

Dates	Session one 8.30-10.00	Session two 10.30-12.30	Session three 1.30-3.00	Session four 3.15-4.30	Responsibility
Mon.	Background and objectives. Overview of workshop programme. Expectations.	Role and functions of a community worker.	Community worker's image and her relationship with the community.	Community worker and women's organisations (responsibilities and expectations)	Pari, Kairabu Ane, representatives of women.
Tues.	Local Government structure. Island dev. policies & programmes. Decentralisation.	Presentation of district profiles. Identification of assets & problems.	Govt. priorities for island development; relevance to women & implications for community workers.	Continued.	Local Government officials. District community workers.
Wed.	Services and resources available especially from:	Agriculture Fisheries	Health Education	Lines of decision making in co-ordination & provision of these services to the community.	Extension workers of relevant departments.
Thurs.	Development priorities:	Medical and non-medical facts about methods of family planning.	Field visit to clinic or hospital.	Impressions, feeding and reactions of participants (discussion at field site).	Health personnel.
Fri.	Socio-cultural aspects of family planning: beliefs and traditions related to child-bearing in Kiribati.	How these beliefs and practices may help or hinder family planning programmes.	Awareness-building and educating the community: role of women's groups and community workers.	- Continued Evaluation of first week.	Participants and trainers.

WEEK II

Dates	Session one 8.30-10.00	Session two 10.30-12.30	Session three 1.30-3.00	Session four 3.15-4.30	Responsibility
Mon.	Family planning services available to the community.	Role of community workers in helping the health personnel.	Participants' understanding of family planning. (a short opening)	Self-rating evaluation and discussion.	Health personnel and participants.
Tues.	Development priorities: health education, community and family health.	Mothers and children.	Environment and home.	Problems in health education.	Public health nurse, sanitation personnel and participants.
Wed.	Dev. priorities: income-raising and economic activities for women.	Traditional and non-traditional.	Needed assistance: training, capital, marketing facilities.	Field visit to some successful businesses started by women.	Resource people.
Thurs.	Involvement of women in problem solving. Introduction to planning projects and activities.	Reasons for and methods of planning with women's participation.	Issues and problems in women's participation (group discussion).	Reporting and field study briefing.	Pari, trainers and other extension workers.
Fri.	Field study briefing and planning for the work.	Continued.	Visit to the field sites (villages and urban area); acquaintance with community leaders.	Explanation of the field study purpose to women's leaders.	Participants, trainers and community workers.

WEEK III

Dates	Session one 8.30-10.00	Session two 10.30-12.30	Session three 1.30-3.00	Session four 3.15-4.30	Responsibility
Mon.	Field study				Trainers.
Tues.	Field study				Trainers.
Wed.	Synthesis of study results and tabulation of data.		Analysis of data and identification of needs and problems. Priority setting.		Trainers.
Thurs.	Group reports and discussion.				Trainers.
Fri.	Presentation of study results to village leaders and women.	Discussion and modification of findings.	Resource identification for planning resource generation within the community. Assistance from other sources.		Trainers.

WEEK IV

Date	Session one	Session two	Session three	Session four	Responsibility
Mon.	Projects/activities process planning.	Group work on putting field study results into project proposals.	Formulating objectives; identifying beneficiary groups and participants, resource requirements, phasing.	Drawing up activity plans.	
Tues.	Budgeting.		Monitoring and evaluation.		
Wed.	Administering and managing a project or activity. Personnel recruitment. Supervision.	Scheduling and managing funds.			
Thur.	Writing up the whole activity or project.				
Fri.	Presentation of projects.			Evaluation.	

APPENDIX DDRAFT WORKSHOP PROGRAMMESunday, 5 September

Evening: Opening
Introduction of participants.

Monday, 6 September

Morning: Awareness-raising in:

- (a) position of women in Vanuatu
- (b) background of women's groups and movements
- (c) importance of women's participation in decision making and implementation
- (d) national women's programmes.

Afternoon:

- (e) the functions of the national government
- (f) the functions of local governments
- (g) the functions of government departments and services
- (h) where do women's programmes come in?

Tuesday, 7 September

Morning: Awareness-raising in the new roles of women in Vanuatu's situation today as mothers, farmers, labourers and citizens:

- (a) in a village
- (b) on the island
- (c) in the local government
- (d) in the municipal council
- (e) in the national parliament
- (f) in the nation.

Afternoon: Awareness-raising in networking between the village, local government, national parliament, women's groups, church council, chiefs council, etc.

(By N.C.W.

Grace Molisa and Lesline M.)

Wednesday, 8 September

Morning: Description of the field work in preparation for project development.

(Helen and Margaret)

- The method of project planning with participation of women. (Hilda and Pari)

Wednesday, 8 September (cont.)

Afternoon: Project development process.

- Application of the process to identified needs and problems.

(Hilda, Pari, Helen, Margaret)

Thursday, 9 September

- Morning:
- (a) Programming a project
 - (b) Writing and work programme
 - (c) Budgeting
 - (d) Scheduling
 - (e) Monitoring
 - (f) Evaluation.

(Hilda and Pari)

Afternoon: Group work on project development.

(Hilda, Pari, Helen, Margaret)

Community mobilisation in support of a project.

(Helen, Rolenas and John Leo)

Friday, 10 September

Morning: Funding and generating resources for a project.

Funding agency
representatives

(Pari, Hilda)

Afternoon: Project writing.

(Pari, Hilda)

Group work on the projects,

(Pari, Hilda, Helen, Margaret)

Saturday, 11 September

Morning: Presentation of projects, appraisal.

(All participants)

Lunch: Closing ceremony.

APPENDIX ESUMMARY OF EXPENDITURE TO 31/3/84

	<u>CFP (00's)</u>
Senior Project Consultant	7,750
Women's Programme Consultant	12,969
Travel	36,137
Group Training	44,981
Reporting Costs	35
Sundry Expenses	720
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Total Expenditure	102,592