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**MEETINGS WITH MS. EMMA HOOPER,  
COORDINATOR OF THE PROPOSED BFI,  
LONDON, MARCH 25-26, 1993**

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**The Futures Group International  
1050 17th Street NW, Suite 1000  
Washington, DC 20036**

TRIP REPORT

TO: Nelly van den Oever

FROM: Joan M. Wolfe *JM*

SUBJECT: Meetings with Ms. Emma Hooper, Coordinator of the proposed BFI, London, March 25-26, 1993.

*For more information on this initiative see Annex A*

I met with Emma Hooper for several hours on March 25 and 26. In that time we were able to clarify many of the points made in various documents emanating both from Ms. Hooper's office and OECD/DAC on the parameters and objectives of the proposed DAC/WID Bureau Facilitation Initiative (BFI). The meetings reaffirmed my belief, as conveyed in my March 17 Progress Report to you, that the BFI is still evolving and that specific areas of coordination are still undefined and unexplored. Notwithstanding these considerations, Ms Hooper has made tremendous progress in moving the Initiative very close to implementation and she is fully ready for final approval of the BFI during the May meeting scheduled for the DAC/WID Expert Group.

The proposed BFI represents that Group's response to its desire to support UNDAW in its preparation for the Fourth World Conference on Women to be held in Beijing from September 4-15, 1995. The BFI is designed to complement and not duplicate the UN's preparatory efforts. My questions to Ms. Hooper were intended to better define those areas of complement through a better understanding of procedures, content and implementation. Below I have spelled out several of the key questions I asked Ms. Hooper and I have paraphrased her responses. When a sentence or phrase is presented in italics, I am quoting her directly. I have tried to group the questions in the three categories I mentioned above.

QUESTIONS AND RESPONSES

1. How would you describe the status of the initiative at this point in time? Is it still a proposal or do you feel you have enough support to consider it a go?

Ms. Hooper made the point on several occasions that the BFI is still a proposal and would remain so until approved by the DAC/WID Expert Group as a whole, hopefully in May at their annual meeting in Paris. It has been placed on the agenda for that meeting. Ms. Hooper did say, however, that there were several indications that the Group's reaction to the BFI would be positive. Ms. Hooper has been appointed already as Coordinator to the Bureau. Further, there has been no negative commentary received after discussion of the proposal in June 1992 or after the issuance of the minutes of that meeting to all donors. Finally, when the Initiative was discussed informally at the CSW meeting in Vienna with some bilateral Members of the Group, the week of March 15, reaction was positive. For all these reasons, Ms Hooper is very optimistic about acceptance of the BFI. She

did caution me, however, to continue to describe it as a proposal before a full Group vote on it. The official status of the BFI, moreover, is a reason Ms. Hooper cited for her not pursuing more concretely linkages with UNDAW at this point in time.

2. How will OECD/DAC and UNDAW interact in Conference preparation? Exchanges of papers? Scheduling of workshops, meetings in the region? Does the AID WID office work with the State Department to get papers, give guidance to RFFIs on UNDAW activities or will information come from you? If interaction between OECD/DAC and UNDAW is at both levels, to what degree is the RLD responsible for keeping all parties informed?

The flow of paper and channels of communication between Ms. Hooper and UNDAW and the RLDs remain untested as a formal process. Nonetheless, papers are being exchanged and the nascence of a process seems to be occurring. Ms. Hooper indicated she could not "go public" to refine specifics on liaison until the BFI gets the official approval of the whole Expert Group in May. She believes she will continue to "liaise at the headquarters level" and the RLD will liaise at the regional level. This means she thinks she will be responsible for transmittal of critical papers (and undoubtedly verbal communiques) between RLDs and UNDAW's office in Vienna. She sees herself as "tracking worldwide" and stressed repeatedly to me the need for each RLD to keep her informed. Ms. Hooper assumes that she, as Coordinator of the BFI, and each central RLD representative will participate in all UNDAW-sponsored preparatory meetings and that the "convergence" of UN and DAC activities will occur at these sessions. Ms. Hooper described herself as a support system to the RLDs in carrying out their BFI responsibilities: accountability for the Initiative's implementation "rests squarely on the shoulders of the donors who must assume ownership". If an RLD needs help, the "headquarters representative" should call Ms. Hooper, or, she added, a regional focal point could also contact her directly if need be.

I need to interject an important point of clarification here. In her discussions, Ms. Hooper assumed, perhaps unconsciously, that the USG would have a regional RLD; that is, someone in the field "who the RFFIs can talk to on a daily basis" in addition to someone in AID/ Washington to monitor progress more broadly. Ms. Hooper never pressed this organizational arrangement, but was quick to say other donors had gone this route. The Danes have appointed a WID officer in Bangladesh as a regional RLD for South Asia. The Dutch are in the process of hiring four African women in Anglophone Africa to serve in similar capacities. Thus, Ms. Hooper diplomatically described the appointment of "a designated WID focal point in the field" as something the USG might want to consider. Therefore, when Ms. Hooper talked about paper flow and lines of communication, she said things such as, "I will deal mainly at the global level" and "deal only with the regional representative when needed."

Ms. Hooper said that she would issue Status Reports "so everyone knows what's going on"; provide RLD headquarters with position papers and research findings from the other RLDs; provide RLD headquarters with lists of donor personnel and contacts worldwide; and, provide RLD headquarters with data on funding obligations and proposals. She hopes to share this information with UNDAW, also. Naturally, her ability to communicate will require continual RLD input to her.

I concluded from this dialogue that each RLD was primarily and directly responsible for funneling this information into the region and keeping all parties there informed about BFI and UNDAW activities.

3. **FUNDING:** You indicate in your explanatory note that bilateral assistance decisions are "coordinated and funded" through the BFI. What exactly does this mean? Will you be monitoring all assistance, including that directly to UNDAW's Central Fund? Will guidance on funding mechanisms and procedures, if indeed you will be monitoring it for OECD/DAC, be issued to donors?

Ms. Hooper plans on tracking all bilateral (and when possible, multilateral) funding for Conference preparation, including that to the Central Fund. She expects each RLD to provide her with funding data relative to its region. She hopes donors in each region will keep the RLD informed of funding activities and that the RLDs will in turn communicate this information to her. She will then channel the data to the other RLDs. If an RLD receives a request for funding it cannot handle, the RLD is expected to tell Ms. Hooper who will then float the request to other donors as appropriate for consideration. Ms. Hooper views this function as broker very seriously as it enhances optimal use of limited donor resources. For instance, she has received a proposal to support technical assistance in Latin America (and other unspecified regions) by UN volunteers and she plans on circulating the request to all RLDs including Martin Hewitt for handling.

As to specific written guidance on funding procedures, Ms. Hooper was vague. She did say, however, guidance on "the parameters of what kinds of things ought to be funded" was "just coming" at this juncture and she had nothing more concrete she could tell me. She did add that one of the goals of the BFI was to provide technical support to "a wide range of organizations."

4. As follow-up to that question, do you envision NGOs submitting research proposals through the RFFIs to obtain funding either from the RLD or from another donor

Yes, Ms. Hooper expects this to occur. She stated emphatically, however, that funding decisions must rest with the RLD, not with the RFFIs. Each RLD had to work out independently methods to ensure that the RFFIs "did not get too much power in terms of allocating funds directly". There are "no clear cut answers" on how to achieve this, she added, but ensuring a limited, well defined role for the

RFFIs in the area of funding was very critical in Ms. Hooper's opinion. The Suggested Criteria for Selection of RFFIs circulated earlier to all Bureau Members/RLDs may be helpful in this regard.

5. What is your reaction to the four areas of emphasis I would suggest as points of reference to the USG in carrying out its BFI responsibilities in Latin America?

Ms. Hooper saw no problems with the areas of emphasis and reiterated it was really a donor decision. She did indicate, however, that she felt liaison with "national machineries" was more important than donor coordination in the region in terms of implementation of the BFI by RLDs. She has written already to all key donor personnel asking for information on existing local donor coordination groups. Likewise, UNDP has sent out letters to its field offices designating them UNDP focal points of collaboration among the donors. She implied that too great an emphasis on donor coordination alone may duplicate other efforts and do so at the expense of liaison with governments and NGOs.

6. You say that the RFFIs must develop work and financial plans to collaborate, facilitate, support, conduct, assess etc. The inputs are technical assistance, training and research. What precisely are the outputs?

Ms. Hooper said the outputs should be people trained, national reports produced, research implemented and information exchanged. The ultimate outputs should be institutions more sensitive to gender and governments reallocating resources to activities improving the status of women socially, legislatively and economically. Some outputs needed to be achieved quickly, particularly in Latin America, because of the UNDAW preparatory committees schedule; others would not be achieved until after the Conference.

Ms. Hooper took time in this discussion to redefine the make-up of RFFIs. They must be indigenous organizations, she said as the DAC "cannot support an American NGO as a RFFI. The RFFI cannot be a part of government, such as a Womens Bureau. The RFFIs must be excellent facilitators and be "agreeable" with working on the BFI in " a way acceptable to the DAC/WID Expert Group". Ms. Hooper hopes to provide more descriptive information in May.

7. Have any of the other RLDs received individual guidance from you? If so, on a continuing basis? Are we where we should be at this point in time?

Ms. Hooper said that most of the RLDs have identified already their RFFI candidates and their own key personnel in the field to work on a daily basis with the RFFI. She seems to have a more continuous dialogue with them than she does with the USG and, indeed, she received several faxes and telephone calls during the five hours I met with her. Although very diplomatic, Ms. Hooper did display serious

concern with the need for us to get things moving in Latin America, to get "national machineries into action" so they would be prepared sufficiently by September 1994 in Argentina. In general, from her overall presentation, I think she believes correctly that the USG needs to catch-up in its RLD responsibilities and make significant progress in RFFI identification and selection before the Expert Group meeting in May.

#### ADDITIONAL INFORMATION SHARED

1. Ms. Hooper is hoping for OECD/DAC approval of a "Q and A" paper on the proposed BFI shortly. She could not share it with me but referenced it on several occasions. It and a new version of the Explanatory Note could be circulated as early as this week to WID Expert Group members.
2. Ms. Hooper said that Marlene Parenzan has been asked to coordinate the NGO Forum. She has been so far unsuccessful in reaching Ms. Parenzan to discuss the proposed BFI and other matters such as criteria of NGOs who wish to participate in the Forum and Conference, despite several attempts.
3. In June 1992 the CSW offered suggested regional WID priorities to discuss in preparatory meetings. For Latin America, the CSW cited violence against women and political participation for consideration.
4. Although France had agreed to serve with Canada as an RLD in Francophone Africa, the recent change in government there puts the commitment up in the air. Ms. Hooper said she was going to take steps to check on the status of France's role. She has told me now that this has been done and France remains committed.

MEMORANDUM

TO: Martin Hewitt  
R&D/WID  
*md*

FROM: Mary Durbin, GENESYS

DATE: March 12, 1993

REF: Funding for Joan Wolfe

Per your conversation with Debbie Caro, GENESYS will pay for one month of Joan Wolfe's time plus travel expenses for one trip to London out of our Core Budget.

As you know our Core travel line item is extremely limited, and therefore we are paying for Ms. Wolfe's travel with the understanding that the travel line item will be adjusted to reflect these expenses. As of January 31, 1993, we have a balance of \$120,544 in the Core Consultant line item, however, this balance must cover all Core consultants through the end of the contract. We can absorb the cost of Ms. Wolfe's services at this time, but continued use of these funds may require an adjustment to the Core consultant budget in the future.

If you have any questions, please feel free to contact me.

cc:Nelly Van Den Oever

**Scope Of Work for Consultant on Coordination of preparatory activities in Latin American Region for 1995 World Conference on Women**

**Background:**

Following an OECD/DAC WID Bureau initiative to streamline worldwide activities in preparation of the 1995 World Conference on Women, to be held in Beijing, China, the USAID WID Office has been appointed as the Regional Lead Donor (RLD) to coordinate activities in the Latin American Region. A major part of this work will be carried out under the umbrella of the GENESYS project.

As a first step, a detailed implementation plan will be prepared, with a precise time schedule, for activities in the coming two years. To this end, a Consultant will perform the following tasks:

**Stage I: PLANNING**

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Following the attached "Proposed Regional Guidelines for Conference Preparations for Application by Regional Lead Donors" the Consultant will:

- a. Make an inventory of relevant liaison persons and institutions within the United States;
- b. Make an inventory of regional and country-specific Latin American institutions and key persons -- technical, legal, political, social, community development and others as appropriate -- relevant to WID issues;
- c. Develop a questionnaire for country assessments on current status and future potential of WID activities;
- d. Contact, on a priority basis, the most relevant regional and country-specific institutions and make plans for field visits, using the ODA Caribbean trip report prepared by Dr. Emma Hooper as a guideline;
- e. Coordinate, on a continuous basis, with the DAC/WID Bureau Coordinator for the 1995 Conference on Women, Dr. Emma Hooper;

**Stage II: FIELD VISITS**

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- a. Make field visits on a priority basis, first selecting those countries with organizations that may have the capacity to act as Regional Focal Field Level Institutions (RFFI's);
- b. Visit individual countries as deemed appropriate;

- c. Develop proposals for efficient regional and country-specific coordinating mechanisms. (If appropriate, take first steps towards actually putting regional coordinating mechanisms in place);
- d. Based upon field visits, establish a preliminary network of contact persons and institutions in the Latin American Region and provide a written overview of key WID issues within the respective subregions or countries.

**Stage III: DEVELOPMENT OF DETAILED IMPLEMENTATION PLAN**

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- a. In close collaboration with the USAID WID Office, make a detailed implementation plan, including a precise calendar of events, for the coming two years leading up to the World Conference on Women.

Time period of Consultant's Assignment: February 22 - June 25, 1993

Deliverables:

1. Report of Stage I, due: March 19, 1993
2. Report of first part of Stage II, due: April 16, 1993
3. Report of second part of Stage II, due: May 21, 1993
4. Final draft of implementation plan, due: June 25, 1993

## INTRODUCTION AND TERMS OF REFERENCE

The United Nations Decade for Women ended in July 1985 with the United Nations Third World Conference on Women held in Nairobi, Kenya. One forum of the Conference was convened for non-governmental organizations (NGOs), the other for Member States of the United Nations. At the Conference, the Member States approved a document called The Forward-Looking Strategies for the Advancement of Women and, by doing so, made a commitment to advance the status of women in economic, social, cultural and legal development by the year 2000. The Forward-Looking Strategies provide a blue print of actions, indeed over three hundred and seventy, by which governments can achieve such advancement.

The United Nations Fourth World Conference on Women will be held in September, 1995, in Beijing, China. The purpose of the Conference is to allow governments and NGOs to discuss progress made since 1985 in implementing the Forward-Looking Strategies; to delineate next steps for continued progress; and to share "lessons learned" over the past ten years on critical women's issues, focusing (as the Nairobi Conference did) on peace, equality and development.

The Organization for Economic Development and Cooperation/Development Assistance Committee's (OECD/DAC) Expert Group on Women in Development has adopted an Initiative to support preparation for the Conference by governments, NGOs and other key personnel in developing countries. The OECD Initiative is meant to complement not duplicate official UN preparatory activities.

The OECD Initiative aims to support preparations for 1995 by ensuring that optimal and equitable use is made of the scarce available financial, technical and institutional resources. Implementation follows a simple common model to be used worldwide, with appropriate intra-regional variation. The model envisions one regional lead donor ("RLD") taking a major coordination role in a particular area of the developing world. The United States government has agreed to act as RLD for conference preparatory activities in Latin America. The model further envisions the RLD working directly with a number of regional focal field-level institutions ("RFFIs") in the field. The RFFIs are "hands on" non-governmental organizations (NGOs), assisting by facilitating workshops and symposia; monitoring funding requests to support Conference preparatory activities; working with governments, other NGOs, WID donor personnel and researchers in promoting a dialogue on WID priority issues; strengthening communication among these groups and individuals; and, finally, by working closely with the Agency for International Development's Office of Women in Development (R@D/WID) on all these issues so that the United States can carry out its OECD responsibilities as RLD for Latin America.

The Futures Group (TFG) was asked by R@D/WID to begin implementation of the OECD Initiative. Specifically, TFG was asked:

1. to identify four or five RFFIs through which Latin American Conference preparations could be coordinated by the RLD;
2. to meet with potential RFFIs, sections of government with WID responsibility and relevant NGOs and researchers to discuss Conference aims and preparations; and,
3. to assess government and NGO needs for financial, technical, and institutional assistance for Conference preparation.

## DEVELOPMENT OF THE QUESTIONNAIRE

In order to assess the status of Conference preparatory activities; to move towards identification of suitable RFFIs; and to begin the process of strengthening coordination and communication between groups and individuals, TFG hired a consultant to design a questionnaire and to visit the Latin American region and conduct a series of interviews. Although the questionnaire was not shared or even visible at any of the meetings held, the questions in it became the primary basis of discussion and reflection. For this reason much review went into its final format and substance, including recommendations from Emma Hooper, OECD's coordinator for the Initiative, and Nelly van den Oever, director of TFG's GENESYS project. By reading it, one quickly understands the kind of information and analyses sought in the field trips. A copy of the questionnaire is attached (Tab A).

## COUNTRIES VISITED

Very early, the R@D/WID Deputy Director decided that five RFFIs would be necessary to help carry out the Initiative: one for Mexico, one for Central America, one for the Andean countries, one for Brazil and one for the Southern Cone. A cable was sent to AID Mission Directors in Latin America by the Acting Administrator of AID's Latin America Bureau explaining the OECD Initiative and asking each Mission Director to respond if he/she were interested in a consultant coming to the field to conduct interviews and pursue implementation of the Initiative. Determination of the number of RFFIs needed and Mission response to the cable led the consultant to visit five Latin American countries between May 25 and July 29 to meet with a variety of organizations and personnel. Specifically, the schedule included:

ARGENTINA, May 25-29, 1993

Ms. Julianna Abella, Project Officer, USAID/Montevideo  
Ms. Dolores Carmen Dominguez, President, Consejo de la Mujer, Buenos Aires  
Municipalidad de la Ciudad  
Sofia Laferrere de Pinedo, Maria Rosa Segura de Martini, Irma Avdjian de Arias Duval  
and Marie Louise Gorleri, Asociacion Concencia  
Liliana Isler, Information Officer, United Nations Information Center

Laura Araceli Langberg, attorney  
Cristina Zurutuza, Coordinadora de Programas, Centro de Estudios de la Mujer (CEM)  
Hon. Virginia Frananillo, Presidenta, Government of Argentina (GOA) Consejo Nacional  
de la Mujer, and Cristina Zuccardi de Flarmarique, Liliana Gurdulich de Correa,  
Lidia Domsic and Marcele Durrieu of the Council  
Ambassador Zelmira Regazzoli, Director, GOA Women's Cabinet and National  
Coordinator for the UN World Conference on Women  
Gloria Bonder, Consejera Presidencial, GOA Ministerio de Cultura y Educacion  
Dra. Salome Hernandez, Director, Lincoln Center (USIS, Buenos Aires)  
Beatriz M. de Ventura, Cultural Attache, Embassy of Canada and Beatriz T. de Anigati,  
Project Director, Embassy of Canada  
Susana Clarisa Voloschin de Simkin, social psychologist  
Mabel Bianco, Presidenta, Fundacion para Estudio E Investigacion de la Mujer (FEIM)

CHILE, May 31, 1993

Maria Elena Ovalle de Vigneaux, Presidenta, FINAM, Filial Chilena de Women's World  
Banking, New York  
Raquel Olea, Directora, Casa de la Mujer La Morada  
Ximena Charnes, General Coordinator and Teresa Rodriguez, Program Coordinator, Isis  
International

COSTA RICA, June 10-11, 1993

Leslie C. Hunter, Director, Women's Program, Instituto Centroamericano de  
Adminstracion de Empresas (INCAE)  
Marta Trejos Montero, Directora Ejecutiva, Centro Femenista de Informacion y Accion  
(CEFEMINA)  
Maria Eugenia Penon de Cotter, Executive Director, Fundacion Arias Para La Paz y El  
Progreso Humano  
Freda Martin, Director, Peace Corps/ Costa Rica  
Karin Verbakin, Women and Development, Royal Netherlands Embassy

BOLIVIA, June 22-25, 1993

Garber Davidson, Deputy Mission Director, and Eugene Zepesy, Director, Office of  
Development Programs, USAID/Bolivia  
Sonia Montano Virreira, Directora, Programa de la Mujer, Government of Bolivia (GOB)  
Organismo Nacional del Menor, Mujer y Familia (ONAMFA)  
Manuel E. Contreras, Ph.D., Director Ejecutivo, GOB's Unidad de Analisis de Politicas  
Sociales (UDAPSO), Ministerio de Planeamiento y Coordinacion  
Diana Urioste, Centro de Promocion de la Mujer Gregoria Apaza and Coordinadora de  
le Mujer  
Maria Isabel Caero, Directora, and Ximena Machicao, Centro Informatico y Desarrolla de  
le Mujer (CIDEM)

Susanna Loveday Rance, consultant, Comité de Defensa de los Derechos Reproductivos  
Maritza Jimenez Bullain, Directora, Fundación an Gabriel  
Ana Rochkovski, First Secretary, WID, Misión de Cooperación Técnica Holandesa, Royal  
Netherlands Embassy

## STATUS OF PREPARATIONS IN COUNTRIES VISITED

Following are summaries of information received from the myriad of meetings listed above. In addition, information and/or recommendations resulting from discussions held in Washington, D.C. prior to field visits are included where appropriate. The summaries are not meant to be exhaustive and careful attention should be given to the various brochures and pamphlets collected during the field visits. These written materials provide a wealth of additional information on government and non-government programs, elaborating in greater detail many of the points made during the meetings.

### 1. ARGENTINA, May 25-29, 1993

#### (a) government

The Government of Argentina under President Carlos Saul Menem has given high priority to women's issues as it moves vigorously to implement an economic liberalization program and open its economy to world markets. The Government has both a Women's Cabinet, headed by Ambassador Regazzoli, and a Women's Council for Women's Public Policies, chaired by Virginia Frananillo. The Council was created in March 1991 and reports directly to the President of the Republic. The Council is made up of members holding positions in almost all the national government departments; their work on the Council is in addition to their other government responsibilities. The Council is not provided funding and relies solely on persuading key personnel in the various departments to reach formal accords with the Council to address women's issues in their respective agendas. Señora Frenonilla believes that "strengthening on the national level...is the key to paving the road" and the Council therefore spends considerable time refining and presenting technical proposals to government entities. The Council takes credit for the Government's recent proposed amendments to the country's employment act containing strict new regulations for the inclusion of women in the labor force. The National Program for Women's Equal Opportunities in Education, in the GOA's Department of Culture and Education, resulted from coordination and consensus-building between that Department, the National Institute of Public Administration and the Council. Directed by Gloria Bonder, the National Program is the first gender equity educational program in the country. Through a series of seminars and workshops, the Program reaches out to all the provinces promoting non-sexist training for teachers; research on specific local educational needs of women; and the active participation of students, parents and teachers in opening up opportunities for women in education. Recent symposia have included WID experts from other Latin American countries and Señora Bonder currently is influencing educational planning in several other countries.

In addition to pressing government departments to incorporate gender considerations in their policies, the Council has a widespread public dissemination

campaign on specific issues such as AIDS and teenage pregnancy . The Council believes it is highly successful in reaching out and working with NGOs and women's groups to promote a strong feminist movement in Argentina.

The Women's Cabinet, organizationally much more powerful in the Government, was created as the "political arm" of the Council. Its main goal is to build public support among women for the President's economic program. The head of the Cabinet has been given Ambassadorial rank and has been named the National Coordinator for government preparation for the Beijing Conference.

Both Council and Cabinet members were highly enthusiastic about the OECD Initiative. Indeed, the Cabinet members vehemently requested that a waiver be sought so that the Cabinet could act as the RFFI for the Southern Cone. Without doubt, the GOA's involvement, especially of people like Señora Bonder, is critical to successful implementation of the OECD Initiative and in getting groups throughout the Southern Cone to work together on Conference preparatory activities.

The Women's Bureau of the Government of Buenos Aires struggles to support a technically sound public dissemination program on violence in the family and a twenty-four hour place of refuge for battered women. Its Director, Dolores Carmen Dominguez, stated that the center had received over 30,000 calls in three years. With no funding and very little power, the Women's Bureau is making efforts to increase its visibility and better focus its mission.

#### (b) NGOs

A meeting was held with the senior board of Asociacion Conciencia, comprised of its President and three Vice Presidents. A preliminary meeting with one of its Vice Presidents had been held previously in Washington so the organization was familiar already with the OECD Initiative. Conciencia Argentina was founded in 1982 with the goal of transforming what they describe as "a passive populace" into a "modern, responsible citizenry, educated in the principles of democracy". Conciencia's initial efforts were directed toward training courses in democracy, many of which are still carried out. Courses examine the three branches of government at the national level as well as the functioning of municipal governments. Citizen participation is strongly advocated. Conciencia also organizes workshops and seminars to focus on important national issues. In its overall promotion of democracy, Conciencia has always stressed the role women play in transmitting values and the critical contribution of NGOs to the educational process. Most of Conciencia's members are women and women are their main target group. It is highly regarded by AID personnel in the field and in Washington and receives funding for some of its projects from AID. In addition, Linda Poole, the Executive Secretary of CIM at the OAS recommended Conciencia as a potential RFFI. Conciencia very much wants to be named RFFI for the Southern Cone. In terms of criteria, its sophisticated understanding of group dynamics and mass media activism are its strength; its lack of a technical understanding of key WID issues, its biggest weakness.

A meeting was also held with Señora Christina Zurutuza, Vice President of another solid and highly respected NGO, Centro de Estudios de la Mujer (CEM). Founded in 1979, CEM was one of the first NGOs in Argentina formed solely to improve the conditions of women socially and economically. It began as a training ground for professional women but became involved increasingly in conscious-raising among grassroots

women's groups on such subjects as non-sexist education, legal rights, and sex education. Because working through small groups was "too slow, with not much action", according to Señora Zurutuza, CEM began to target and train municipal government officials, particularly teachers, psychologists, social workers and lawyers who work directly with women and children in various social programs. She believes this "multiplier approach" has been extremely successful. CEM continues this approach and one of its four major goals remains institutional capacity-building. CEM enjoys a strong research agenda, also, with studies on subjects as diverse as abortion and women in communications. It also offers a post graduate course on women's studies at the University of Buenos Aires. CEM's President, Gloria Bonder, now has an influential government position (see above), resulting in a close relationship between the two groups. CEM expressed real interest in becoming a RFFI, but acknowledged that it would have to hire additional staff and retain a certain amount of flexibility to incorporate additional responsibilities into an already heavy workload and agenda.

A brief exchange, at the recommendation of Canadian Embassy staff, was held with Mabel Bianco, the Director of the Foundation for Studies and Research on Women (FEIM). Founded in 1989, FEIM is a well known NGO working broadly with government and other NGOs on women's issues such as discrimination, human rights, elderly women, and women's participation in the labor force. FEIM's agenda includes research, training, "campaigns" and dissemination of educational materials. Señora Bianco is highly respected by everybody interviewed, and her group has received funding from the Panamerican Health Organization, World Health Organization, and UNIFEM among others. Señora Bianco is very enthusiastic about the Initiative and wants FEIM actively involved, although perhaps not as RFFI because of the demands of such a role.

Another NGO which was mentioned frequently with high regard is Fundacion Mujeres en Igualdad, directed by Zita C. Montes de Oca. Created only in 1990, the Fundacion furthers women's equality nationwide, working hard to alleviate discrimination against women through legal changes and seminars and training geared towards making women aware of their political rights and responsibilities.

Finally, two umbrella NGO organizations were identified which could play major communication roles in coordination of Conference preparatory activities. Marguerite Berger, Director of Women and Development at the Inter-American Development Bank, strongly recommended contact with a consortium of NGOs called GADIS which could easily reach a wide range of key groups and personnel throughout the Southern Cone. Secondly, after the field trip, a fax was received from Ana Falu of Centro de Intercambio y Servicios (CISCSA). In her fax, Señora Falu described the activities of the Plenario De Mujeres, an NGO coalition which gathers regularly "to promote public policies, push on parliamentary activism, and pursue on training programs directed to civil servants" on women's issues. Señora Falu says that the Plenario has strong regional and international links to a variety of NGOs working on gender and she is hopeful the organization can be actively recruited for Conference preparatory activities.

(c) donors and USG organizations

A meeting was held with Beatriz Ventura and Beatriz Anigati of the Embassy of Canada. Mrs. Ventura said that the formation of women's groups in Argentina began during the Peronist regime in the 1940s and that the Peronists and Socialists continue to be the hardest working promoters of women's participation in and benefit from

development. She pointed out that many attorneys have been actively engaged, both alone, in legal associations, and in consortia with NGOs, in pressing for changes in laws impacting negatively on women. Such an approach she thought was much stronger in Argentina now than efforts at outreach to grassroots organizations in the provinces. Mrs. Ventura said she knows of no formal or informal coordination among donors to discuss WID issues although she acknowledged that getting together was a good idea. She cautioned that the selected RFFI had to have the respect of all groups, particularly government. She recommended Fundacion Mujeres en Igualdad (see above) as "a new, young, and enthusiastic" NGO with "the right structure" and added that its Director, Señora Montes de Oca, was called on frequently by the GOA for advise. The Canadians have co-funded several WID activities with the GOA, including a "Law and Gender Discrimination" seminar last year which brought technical experts together to discuss human rights and resulted in two publications. Mrs. Ventura believes that Conciencia, while not focusing specifically on women's issues, would be a good selection as RFFI because of its regional network and respectability. Finally, she warned that the RFFI would have to make "a real democratic gesture" to reach out beyond the middle class to include grassroots women's groups in preparing for the Conference.

Another meeting was held with Liliana Isler, an Information Officer at the United Nations Information Center. Mrs. Isler knew nothing about the Conference but ensured me she would follow up to see if either UNDP or UNIFEM was engaged. She thought not and was pleased to convey written materials to them explaining the OECD Initiative.

A meeting also was held with the Director of USIS, Mrs. Salome Hernandez. Mrs. Hernandez was not aware of UN plans for a World Conference on Women, but is eager to promote awareness of it and the OECD Initiative. She indicated that the NGO community in Argentina was fraught with jealousies and competition and said that Conciencia had some serious constraints. She said Conciencia would be "going outside their charter" to focus on women's issues if selected as a RFFI but, considering the alternative women's organizations and their weaknesses, Conciencia would be a good choice.

(d.) researchers

A meeting was held with a sociologist, Sylvia Chetjar, at the recommendation of Mrs. Ventura of the Embassy of Canada. Señora Chetjar works in a small organization of five women on issues of violence. The group pulls together professionals to discuss how local institutions can respond appropriately to an array of situations of physical abuse. She describes herself as a feminist who is trying to create a national anti-violence movement among women by organizing roundtable discussions at which government officials, NGOs and researchers "can begin to think together about what happens to women in Argentina". Señora Chetjar will complete her latest research publication, "Policies and Strategies for Dealing with Violence" next month. She is very interested in furthering dialogue on the issue through the OECD Initiative.

A meeting also was held with Susana Clarisa Voloschin de Simkin, who describes herself as a social psychologist specializing in maternal-infantile programs. Her interest is in comparative analyses of maternal and child health problems in several countries. Señora Voloschin's primary focus is teenage pregnancy and she has been hired by the national Department of Health to provide counselling to pregnant girls 15-16 years old. Señora

Voloschin is beginning to disseminate information on AIDS, but no funds have been provided for it by the government yet and she finds herself alone in the effort. She believes that Conference preparatory activities could help build public awareness about AIDS, especially outside of Buenos Aires. She also believes a study on the inter-relationship of teenage health and self-esteem and discussion of it as a priority issue for girls would be highly productive.

SOME RELEVANT BACKGROUND INFORMATION ON THE ORGANIZATIONS VISITED IN ARGENTINA IS AT TAB B. More materials are available.

## 2. CHILE, May 31, 1993

### (a) government

A meeting was set up with Regina Rodriguez, Jefa Departamento Relaciones Internacionales, Servicio Nacional de la Mujer (SERNAM), but, unfortunately, Señora Rodriguez forgot the meeting and she could not be reached. This was most disappointing because it was clear that SERNAM is responsible for the Government of Chile's (GOC) progress report on implementing the Forward-Looking Strategies. Materials were left at her office explaining the OECD Initiative and a request was made that Señora Rodriguez call to reschedule the meeting for later that day. To date, no contact has been made despite several attempts by the consultant.

### (b) NGOs

A meeting was held with Maria Elena Ovalle de Vigneaux, President of Filial Chilena Women's World Banking (FINAM). A woman with a solid background in banking, Señora Ovalle admitted she had no idea how many Chilean women needed help in obtaining credit and entrepreneurial support until she began working with FINAM. Señora Ovalle believes FINAM is successful because of its positive projection of women and its promotion of options for women. She says FINAM has allowed women to participate more fully in all aspects of society with a greater sense of self worth. Señora Ovalle stresses that women who think of themselves as victims are bound to fail: "There are women who are poor but don't think of themselves as poor women", she remarked. FINAM sponsored its second Women Entrepreneurs Seminar in May, 1993, inviting thousands of women from all over Chile to participate. Señora Ovalle said the seminar attracted women of all ages and received a tremendous amount of publicity, an indication of how popular FINAM has become. Candidates for office from all major political parties spoke at the seminar, enunciating specific ways in which they would help women if elected; thus, "we have it on tape", said Señora Ovalle. Four workshops were held at the seminar, one on how to plan an enterprise; one on open markets and internationalization; one on social security for the professional woman; and, one on the integration of work and family responsibilities. The seminar's content reflects both the audience and goals of FINAM. The weakness of FINAM, according to Señora Ovalle, is lack of a formal structure and its need for more personnel to carry out its mission. Señora Ovalle is not paid for her work at FINAM but believes her successor should be. The inherent weakness of any NGO, she

contended, is its failure to become self-sufficient because it relies too heavily on volunteers. Senora Ovalle believes this is the path FINAM is taking and, consequently, she is very worried about its future. If FINAM continues this way while at the same time raising the expectations of Chilean women through publicity and outreach, she warns, there will be "a backlash".

A discussion with AID/Chile personnel confirmed many of Señora Ovalle's beliefs and underscored other concerns about FINAM. Although highly respected, FINAM may be too overloaded now to take on any added responsibilities related to the OECD Initiative.

A meeting was also held with Raquel Olea, Director of La Morada. A highly respected NGO, La Morada was created in 1983 to fight discrimination against women and to confront the oppression of women by the then existing military dictatorship. Since that time, La Morada has continued its program of "making women agents of their own destiny" according to Señora Olea. La Morada works in the areas of health, education, communications and community organization and has its own radio station, RADIO TIERRA. Señora Olea very much wants direct involvement of La Morada in the OECD Initiative and has sent a fax to Washington making a case for its selection as RFFI. The fax is attached at Tab C.

At the suggestion of Linda Poole, Executive Secretary, CIM/OAS, contact was made with Adriana Santa Cruz, Director of FEMPRESS. FEMPRESS produces a monthly newsletter which is distributed widely throughout Latin America. Founded in 1981, FEMPRESS prints articles by leading experts and activists in the WID field ranging from politics to malnutrition. Although Señora Cruz was very interested in the OECD Initiative, she believes that other NGOs "would fit in workshops and the preparation of government documents more nicely". Nonetheless, it would certainly be appropriate to submit articles on Conference preparatory activities to FEMPRESS for publication.

Finally, a meeting was held with Ximena Charnes and Teresa Rodriguez of Isis International. Created in 1974, Isis provides a global communication channel for information sharing (through a quarterly magazine and a book series) and networking (through coordination of the Latin American and Caribbean Women's Health Network) for over 50,000 women and groups in 150 countries. Isis' main goal in communicating is to promote women's empowerment and full participation in development. Its Santiago office maintains over 7000 publications for public use and an up-to-date database listing women's organizations and publications worldwide. Materials maintained cover primary health care, rural development, environment, informal education, legal rights, credit, community organization, tourism and prostitution, violence against women, women workers, migrant women, refugees, among other issues. Such a wealth of documentation could be very useful in data collecting and in defining key issues to discuss at the Conference. In addition, Isis sponsors workshops and training and provides support to SERNAM. In a follow-up fax, Señoras Charnes and Rodriguez indicated Isis was very interested in direct participation in the OECD Initiative (a surprise to the consultant as they had not expressed any real interest during the meeting) but said they needed additional information on what levels of support would be forthcoming, given the "magnitude of the activities and the human and materials resources that will be required", before discussing the proposal with the Isis Directive Council.

### 3. COSTA RICA, June 10-11, 1993

#### (a) NGOs

A meeting was held with Maria Eugenia Penon de Cotter, Executive Director of Fundacion Arias Para La Paz y l Progreso Humano (Arias Foundation). The Arias Foundation was established in 1988 by Dr. Oscar Arias Sanchez with funds he received with the Nobel Peace Prize. Its mission is "to build just a peaceful societies in Central America". The Foundation has three separate Centers. One is the Center for Human Progress, which promotes equal opportunities for all sectors of the Central American population. It focuses on opportunities for women by calling for laws against discrimination against women, by promoting the participation of women in leadership positions, and by pressing for public policies "which regard women expressly as beneficiaries of public resources". The second Center is the Center for Peace and Reconciliation which develops processes for peaceful resolution of conflicts and promotes public awareness of the effectiveness of such processes in democratic societies. The third Center, The Center for Philanthropy, promotes a "socially transforming" philanthropy by strengthening communication and collaboration between NGOs so that "donors and beneficiaries are both contributors, sharing responsibilities, duties and rights in a spirit of solidarity, justice, reciprocity and commitment to social change". With the support of a governing board of directors representing the academic, business, and philanthropic communities, Señora Penon oversees the smooth functioning of all three Centers, although each has its own Director and operates independently of each other.

Señora Penon was well informed about the Conference and expressed grave concern over the registration of NGOs. As an active participant of the Women's Environment and Development Organization (WEDO) which has protested formally about the potential exclusion of many NGOs, she spoke at length about the issue, eliciting any support she could for the protest. Señora Penon said that Arias was very engaged presently in building linkages between NGOs so they work together more often. The greatest weakness of NGOs, she stated, was that they do not impact on policy formulation because they stay at the same level...discussing the usual things". Señora Penon pointed out that the Government of Costa Rica (GOCR) currently has very weak relations with NGOs. She also pointed out that the GOCR certainly was not on good terms with the Foundation created by former President Arias, particularly the Center for Human Progress, which has been very vocal in denouncing the Government's programs for women. For instance, the Center faults the GOCR's policy on day care centers as exploitive of women and children. Señora Penon added that the Foundation's relationship with other Central American governments was very strong. She was very encouraged by the OECD Initiative although somewhat leery of AID 's involvement saying, "AID has done harm to authentic growth, women and other social efforts". Señora Penon would like to see Arias involved in the Initiative, while admitting that, given the present government, it was not in the best position to help. She spoke also of the desire to collaborate more fully on gender strategic planning as Arias was developing a methodology for institutions to use to integrate gender considerations in projects and programs.

Señora Penon continued that Arias would bring strength to the RFFI position because of its network and respectability throughout Central America; its technical understanding of women's issues: its ease in regional communication through newsletters and publications; and its ability "to negotiate without opposing". She also stated that Arias would have many friends in government after the elections next February. And, finally, she noted that all NGOs in Costa Rica were highly politically charged and that, if chosen as RFFI, Arias would have to work with all of them whatever their political persuasion.

Señora Penon commented on the makeup of several NGOs and provided the consultant with a binder listing all NGOs in Central America dealing with women's issues and describing their primary functions and focus. Arias is in the process of computerizing its database and Señora Penon quickly agreed to provide it to AID to help implement the OECD Initiative.

After some dialogue, Señora Penon said she would give serious thought to the consideration of the Center for Philanthropy playing a direct role in the Initiative, with consultative support from the more political Center for Human Progress. Such a relationship she agreed would minimize tensions between the government and NGOs in working together.

A meeting was held also with Marta Trejos Montero, Executive Director of Centro Femenista de Informacion y Accion (CEFEMINA). Founded in 1980, CEFEMINA seeks to improve the lives of disadvantaged women by working at the community level. It is recognized for its strong grassroots network built up through the years and its past close comraderie with radical leftist groups. CEFEMINA has changed its politics, according to Señora Penon of Arias, but still is suspect with many groups. On the other hand, it is acclaimed for its self-help housing construction, having supervised the construction of approximately 5000 dwellings designed and built by women. CEFEMINA's agenda also includes community health projects, domestic violence prevention and small enterprise development. Currently, it is conducting courses and training programs in these areas so that CEFEMINA's efforts can be duplicated.

Señora Trejos would very much like to have CEFEMINA selected as RFFI and her candidacy is strongly endorsed by Leslie Hunter, Director of the Women's Program at the Instituto Centroamericano de Administracion de Empresas (INCAE). INCAE was also approached as a potential RFFI at the recommendation of Janet Ballantyne, Mission Director, USAID/Nicaragua. INCAE's Women's Program is highly regarded, particularly its management training for female NGO directors. Because the Program is being reorganized, however, and Ms. Hunter is being promoted to Executive Assistant and Advisor on Women's Issues to the Office of the Rector, INCAE senior staff do not seek a direct role in the Initiative.

(b) donors and USG organizations

A brief exchange was made with Karin Verbakin, Women and Development, Royal Netherlands Embassy, whose time was limited because of a computer training course she was attending. Ms. Verbakin appreciated being briefed on the Initiative and wishes to continue to collaborate on its implementation.

Contact was also made with Pascale Turcotte, Officer with Responsibility for WID, Embassy of Canada, who also wants to collaborate. Unfortunately, Mr Turcotte was in Ottawa at the time of the consultant's visit to Costa Rica.

A discussion was held with Freda Martin, Director, Peace Corps/Costa Rica. Ms.

Martin commented negatively on several NGOs, labeling them all to political for selection as RFFI. She commented that the Costa Rican NGOs community was fraught with jealousies and competition.

(c) researchers

A meeting was set up by USAID/Costa Rica with Mirta Gonzalez, Director of the Programa Interdisciplinario de Estudios de Genero at the University of Costa Rica. Senora Gonzalez is coordinating the participation of Costa Rican women in a seminar to discuss preparations for the Conference. Unfortunately, USAID provided the wrong address for the meeting and it had to be canceled.

PROPOSED DAC/WID BUREAU FACILITATION INITIATIVE

IDENTIFICATION MISSION: CARIBBEAN REGION

December 1992

Dr. Emma Hooper

DAC/WID Bureau Coordinator for the  
1995 Fourth World Conference on Women

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### ANNEXES

1. Draft Terms of Reference for Regional Focal Field-Level Institutions (RFFIs)
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## 1. INTRODUCTION & TERMS OF REFERENCE

One of the primary objectives of the proposed DAC/WID Bureau Facilitation Initiative is to strengthen national and regional capacity to develop appropriate WID strategies in line both with the aims of the 1995 Fourth World Conference on Women and the national priorities of countries within the region. The Bureau of the DAC/WID Expert Group hopes that this effort will lead directly to public expenditure decisions aimed directly at improving women's lives. To this end, the Bureau wishes to support preparations for 1995 and is concerned that optimal, equitable use be made of scarce available financial, technical and institutional resources.

Five of the six Bureau Members, together with Denmark and France, have agreed to act as Regional Lead Donors (RLD) for channelling support to Conference preparations in various geographical regions of the world.<sup>1</sup> It has been suggested by the Chairperson of the DAC/WID Expert Group, that ODA may wish to become the RLD for the Caribbean region.<sup>2</sup> Details of the role of the RLDs are discussed more fully in section 6, below, but to summarise, their task is essentially one of matching and coordinating the technical, financial, institutional and other preparation needs of countries within a region for Conference preparation, with a range of available supportive interventions from a multiplicity of bilateral donors (to be accessed with the assistance of information on types and likely sources of support being provided by the DAC/WID Bureau's Coordinator).

Implementation of this coordination function on the ground in the Caribbean is envisaged as following a common model to that used by the other RLDs, (though which has considerable intra-regional variation as appropriate to the different composition of the various regions of the world). The model adopted by other RLDs is that of working through one or more Regional Focal Field-level Institutions (RFFIs) - existing local organisations able to function as a technical resource to countries within a region, in two distinct ways: (i) to act as a facility for government and NGO personnel from different countries within the region to meet each other, to exchange ideas and different strategies, in an additional forum to the single, regional preparation meetings organised by United Nations Division for the Advancement of Women (UNDAW); and (ii) to provide back-up support to national preparations by the various countries within the region, through running seminars, workshops, and providing training for government and NGO personnel. The importance of implementing the proposed Facilitation Initiative through a local-level institution - i.e. the RFFI - is to avoid an overly "donor-driven" preparation effort; and to actively strengthen institutional capacity in-country, with a longer-lasting effect than simply meeting the needs of the 1995 Conference. The role of an RFFI specifically in the Caribbean region is discussed more

<sup>1</sup>The distribution of RLDs to date is as follows: Sweden - South-East Asia; Denmark - South Asia; Anglophone Africa - Netherlands; Francophone Africa - Canada & France; Latin America - USA. Proposals for acting as RLD came from the various Bureau members themselves, plus Denmark and France as DAC/WID Expert Group members though not sitting on the Bureau.

<sup>2</sup>The definition of the Caribbean region for the purposes of the proposed Facilitation Initiative includes all Caribbean countries, not merely those Anglophone countries which have traditionally been the focus of British development assistance.

fully in section 4, below, and final selection of one or more RFFIs will of course be the responsibility of the RLD concerned.

Under the proposed DAC/WID Bureau Facilitation Initiative, the DAC/WID Bureau Coordinator for the 1995 Conference therefore visited the Caribbean Region in December 1992, accompanied by John Harrison of ODA, (who has submitted a separate report to the British Development Division in Barbados, which appraises the proposed Facilitation Initiative in the light of ODA's potential role as a RLD):

(i) to identify one or more Regional Focal Field-Level Institutions (RFFIs), through which regional conference preparations could be coordinated by the RLD; and to explore the role of ODA as potential RLD for the Caribbean;

(ii) to meet potential RFFIs in Jamaica, Barbados, St. Vincent and Dominica, sections of government with WID responsibility and relevant NGOs, to discuss Conference aims and preparations;

(iii) to assess government and NGO perceptions of need for financial, technical and institutional assistance for conference preparation;

(iv) to identify a range of institution-building initiatives for both government and NGOs; and to develop terms of reference for RFFIs specifically for the Caribbean, but with general applicability for all RFFIs under the proposed Facilitation Initiative;

(v) to move towards identification of a suitable RFFI for the French- and Spanish-speaking Caribbean, which could coordinate via the RLD;

(vi) to develop flexible Regional Guidelines for Conference Preparations to ensure (a) coordinated preparations between bilateral and multilateral donors, government and NGOs; and (b) equitable access to financial, technical and institutional resources, to be applied by RFFIs both in the Caribbean and in other regional covered under the proposed Facilitation Initiative.

## 2. COUNTRIES VISITED

In order to assess the state of Conference preparations; the extent to which there had already been identification of or consensus on key WID issues in each country; and identify potential RFFI(s), meetings were held with a range of government, NGOs and voluntary organisations. Meetings were also held with various multilateral and bilateral donors, to appraise them of the proposed Facilitation Initiative and ODA's potential role as RLD; and to assess the level of any existing donor WID coordination which could be used for the preparation effort.

### 2.1 JAMAICA

#### Status of Preparations:

##### (a) Government:

A National Coordinator has not yet been appointed, though UNDAW's letter

requesting that an appointment be made had been received by the Ministry of Foreign Affairs, though not forwarded to the Women's Bureau.<sup>3</sup> Likely candidates for the position of National Coordinator are thought to be Senator Maxine Henry Wilson, Minister of State in the Prime Minister's Office; and Mrs. Beverly Anderson Manley, consultant Head of the Women's Bureau. The Hon. Portia Simpson, Minister of Labour and Social Affairs, who recently stood for Prime Minister, is likely to be involved in the selection process. In general, however, government was aware of the Conference and saw the importance of preparations being undertaken in conjunction with social and political women's groups, to form a common platform and to restimulate interest in gender issues. As with many of the donors visited (see below), there was no knowledge of the relatively immediate need to get national preparations under way, given UNDAW's scheduled date of September 1994 for the Regional Preparatory Meeting for the Caribbean.<sup>4</sup>

In Jamaica, the Women's Bureau has currently an active consultant Director (the third since 1989), and has the long-term aim of putting a gender focal point in all Ministries. The present emphasis is on gender sensitisation both through influencing policymakers at the highest level, through periodic attendance in Cabinet meetings; and activities such as gender sensitisation training for Counsellors for the Small Enterprise Development Programme; and public education. The Director intends to develop a plan of operations based on the National Policy Statement on Women, following a recent evaluation of it by a local consultant. The Bureau currently enjoys the support of the Prime Minister and has credibility within the NGO and private sectors also, though could benefit from institutional support and strengthening; and its implementation record is directly linked to its financial constraints and lack of professional staff continuity.

(b) NGOs:

Meetings were held with a number of NGOs, including the Women's Centre of Jamaica Foundation; the Organisation of Women in Jamaica (OWOJA); United Way; and Sistren Theatre Collective. The NGOs were aware of the Conference, and in some cases had members who had attended the Nairobi Conference in 1985. Each is discussed briefly in turn below.

The Organisation of Women in Jamaica (OWOJA), an umbrella organisation for women's organisations in Jamaica (including the National Organisation of Women, an affiliate of the Jamaican Labour Party) took the lead in organising an all-island conference in March 1992, attended by most of the NGO sector, and government, which, following joint consultations, identified a number of key WID issues for Jamaica, namely: violence against women; shelter; the economy and the cost of living; health and the environment; education and culture; political empowerment; family life; and WID-oriented legal reform.

Sistren Theatre Collective uses popular theatre as a (primarily rural)

<sup>3</sup>In most of the islands visited, the Women's Bureaux were the last to be informed of UNDAW's request, which in most instances had been lying around in other government departments for some time.

<sup>4</sup>The Regional Meeting is to be held as part of the ECLAC Meetings in Argentina in September 1994.

community development tool at grassroots level throughout the islands; undertakes research on women's living conditions in Jamaica; and runs educational workshops on gender issues within the region. One of its key members is also the Caribbean representative for GROOTS (Grassroots Organisations Operating Together in Sisterhood), which has task forces in seven regions of the world. Institutionally, Sistren's capacity tends to peak and wane, but forms a good channel to grassroots groups, across a range of islands (not only within Jamaica).

United Way of Jamaica is a funding organisation which on-lends resources made available by donor or voluntary organisations, to other NGOs for skills training. 90% of its projects benefit women. It provides project funding only (mainly grants), and does not have member organisations. Its Board is comprised mainly of people from the business and professional communities.

The Women's Centre of Jamaica Foundation runs education centres across the island for teenage mothers unable to complete their school education. In terms of WID orientation, it focuses on women and girls' personal empowerment and the survival of the family.

#### (c) Multilateral and Bilateral Donors

Meetings were held with the British High Commission, CIDA, USAID, UNDP. The bilateral donors were generally aware of the 1995 Conference, though CIDA had received relatively less information about it; and none had really focussed on the immediacy of the national-level preparation required for the regional ECLAC meeting in September 1995. All donors were very receptive to the idea of collaboration via a Regional Lead Donor and one or more RFFI. Indeed, the RLD would be in a good position to generate active donor coordination on WID: (see section 4, below, on ODA's potential role as RLD for the Caribbean region.)

#### Donor Coordination

The Planning Institute of Jamaica has the government mandate to coordinate donor activities, but is inactive. Informal donor coordination meetings are held fairly regularly under UNDP leadership, but have not focussed on WID issues in any form, to date. Unstructured, informal WID meetings do take place among the bilateral donors at the initiative of the various countries involved. CIDA is trying to develop a directory on WID-related activities in the country, which is likely to be available by the end of the first quarter of 1993. A CIDA WID evaluation study has been the focus of two round table discussions with NGOs and donors, the first time such joint meetings had been held.

#### Key WID Issues

The OWOJA All-Island Conference in March 1992 was attended by women from all over the island, and provided a forum for the identification of a number of key WID issues, centring on economic independence, poverty alleviation and legal status. As a result of the Conference, there appeared to be a considerable degree of consensus by a range of institutions and individuals

on what constituted the key WID issues for Jamaica.<sup>5</sup> Discussion with government, NGOs and the private sector led to the identification of the following as key WID issues:

- o women in governance; increased involvement of women in politics;<sup>6</sup>
- o women's lack of empowerment, in the light of a relatively large pool of women, well equipped to be leaders, yet who resist becoming involved because of the poor reputation of the political process and its involvement in violence;
- o the need for quantifiable data to measure progress and develop variables; the complementary use of research;
- o women's role as primary breadwinner in an increasingly violent society; domestic violence;
- o employment, income generation, in a context of high female labour force participation rate yet fixed division of labour; the need for women to move into non-traditional, employment-related areas of training; development of business skills and microenterprise;
- o the effects of structural adjustment on women and children
- o shelter for female-headed households
- o women's role in agricultural production; innovative rural development focussed on female empowerment

#### Likely Need for Assistance with Conference Preparations

In common with other islands visited, the Women's Bureau would benefit from institutional strengthening within itself and in its interaction with the rest of national machinery. At present, a major problem is its relative marginalisation, which is reflected in lack of financial resources, low professional cadres of personnel, though it should be stressed that Jamaica's situation is certainly one of the strongest in comparison to that in the smaller islands; and it currently has a dynamic and competent Head. Perceived needs for WID assistance expressed by government emphasized good quality, policy-linked research on domestic violence, its effects on children and school participation; women as microentrepreneurs, women's role in agricultural production; and the need for academically reputable, gender-disaggregated statistics.

## 2.2 BARBADOS

### Status of Preparations:

#### (a) Government

The mission met with the Head of the Women's Bureau, Marva Alleyne, who was

<sup>5</sup> It was remarked to the mission that both the opposition and government had attended the conference, and were united on WID issues.

<sup>6</sup>As a result of the conference, the Jamaica Women's Caucus was set up to train political aspirants, and may possibly receive support from CIDA. The Women's Bureau in particular would like to see more emphasis on women in high level policy decisionmaking.

aware of the Conference from the 1991 ECLAC meeting. The Cabinet have been informed about the Conference, and have suggested that the National Advisory Council on Women work with the Women's Bureau on preparations. They were due to meet for the first time in this regard shortly after the mission's meeting with the Women's Bureau. The Head of the Bureau is likely to be the National Coordinator. The Bureau is hoping to use the occasion of International Women's Day to identify issues and focus on preparations for the 1995 Conference. The Inter-American Development Bank is providing support to strengthen the Bureau. Mrs. Beverly Manley (Consultant Head of the Jamaican government's Women's Bureau) is assisting with the lateral transfer of a project officer to further this process.

(b) NGOs

Meetings were held with both NGOs and individual WID consultants. Though NGOs such as WAND have long been active in the WID field, in general the NGO sector in Barbados is less vibrant than in Jamaica, but is becoming increasingly concerned with the effects of recession on women and families. A brief description of the NGOs met is given below.

WAND is active in the Eastern Caribbean and Barbados, working mainly with grassroots groups, focussing on the empowerment of women, and advocacy. It also carries out research, and has good links with both government and NGOs. WAND is about to undergo an external evaluation in early 1993, which includes a strategic planning workshop to examine its activities in the context of other programmes. Preparation needs for 1995 will be put on that agenda. However, it may lack coordinating capacity at present. A further assessment of WAND is contained in section 5, below, on Selection Criteria for RFFI(s).

WID Ltd. is an NGO which has, among other activities, carried out a survey of low income women, developed policies for job placement, apprenticeship programme and a loan fund with training in the use of credit; and is currently involved in a Small Enterprise Development Project for USAID. It has collaborated in the past with WAND, and may carry out gender training for them under an ADB project. In an interesting contrast to most other NGOs and activists met, WID Ltd. had not heard of any preparations under way for 1995, but was aware of the Conference.

(c) Multilateral and Bilateral Donors

The mission met with the Economic Adviser of the Delegation of the Commission of the European Communities; USAID; UNICEF and UNDP; and held telephone discussions with CIDA (due to the illness of the CIDA WID representative). As in Jamaica, all the donors were broadly aware of the 1995 Conference, but not of the timetable for the regional meetings, nor of any action regarding the appointment of a National Coordinator by government. All wished to be kept informed of the progress of the proposed Facilitation Initiative, and offered their support in broad terms. However, as noted elsewhere by John Harrison, UNICEF may view the proposed Facilitation Initiative as competing for resources with their own Multi-Island Programme.

The EC was particularly interested in providing financial support for

<sup>1</sup>IADB had funded provision of computers and a desktop publishing programme, but the Bureau lacks staff to use them.

Conference preparations, possibly under its budget line for National Programmes (which covers training); but particularly through the budget line for Decentralised Cooperation, and the Regional budget (which is designated for broad priorities within the CARICOM region, which would of course exclude Cuba or Puerto Rico.) The EC has agreed on five areas of regional concern with CARICOM, which include agriculture, education and social development. It was suggested that for support to the proposed Facilitation Initiative, regional or national WID groups could approach CARICOM via their governments, and CARICOM as an umbrella agency could then approach the EC. This suggestion would fit well with the mission's tentative proposal to explore the use of CARICOM's Women's Desk as an RFFI - see section 5 below. The Economic Adviser also expressed interest in being included on the list of Locally Available Donor WID-Responsible Personnel (compiled by the DAC/WID Bureau Coordinator for the 1995 Conference and to be circulated regionally via the RLDs and ultimately the RFFIs once in place.)

### Donor Coordination

Quarterly coordination meetings are organised by UNDP and held in Barbados following the CDB meetings. Topics have focussed mainly on aspects of country programmes, such as the effects of structural adjustment in the Eastern Caribbean. WID has not featured as a topic to date. However, UNDP expressed an interest in including the preparations for the 1995 Conference as a component of the programme for these meetings.

### Key WID Issues

Though there was less homogeneity in expression of the main WID issues in comparison with Jamaica (which had benefitted from having had a forum to define and articulate such issues), there was none the less broad consensus on the following key issues for WID in Barbados:

- o effects of recession and structural adjustment on women, including reduction in civil service staff, the limited resources of the welfare department
- o employment, income generation
- o women in government, political involvement, empowerment
- o health
- o education, literacy
- o legislation benefitting women

### Likely Need for Assistance with Conference Preparations

The Women's Bureau is under-resourced, though with a capable, professional Head, and has achieved some limited policy goals in legislative reform and improved representation of women on national boards. Institutional support and training to the National Advisory Council on Women (as an umbrella organisation), which forms a natural network for mobilisation of women across the board and which is to participate with government in a national seminar in March 1993 on defining priority issues for WID.

## 2.3 St. VINCENT

### Status of Preparations

#### (a) Government

Meetings were held with Mrs. Francis Gibson, Minister of State for Women's Affairs; Jacinta James, Head of the Women's Bureau (which falls under the Ministry of Education); and Owen Cuffy, Permanent Secretary, Ministry of Housing and Community Development. The Minister and the Women's Bureau had no knowledge of any conference preparations or the appointment of a National Coordinator in response to UNDAW's request. The Minister for Women's Affairs is trying to establish an Inter-Ministerial Committee to deal with the overlap in WID initiatives in all government ministries. The Bureau concentrates on legal and social processes rather than project interventions, being small and under-resourced, in common with all the social sector ministries, where activities are severely constrained by a very low share of resource allocations. This is unlikely to improve in the short term due to fears of loss of the banana trade.

#### (b) NGOs and Community Groups

Meetings were held with Chaddis Stapleton, WID Activist and ex-member of the Rosehall Community Development Project; Erlene Horne, a Community Development Worker from Diamond Village; Nelcia Robinson, National Association for Mass Education (NAME); Maria Burk, WinSave; and Germaine Rose, YWCA. Government/NGO relations are generally good, though the NGO community tends to regard government as unresponsive (despite the helpful efforts of individuals in government departments), lacking interest in education (particularly pre-school and adult education), and not taking NGOs seriously. Government, on the other hand, regards itself as working collaboratively with the NGO sector.

The Rosehall Project has been used as a model for other women's community-based organisations and has focussed on awareness-raising aimed at the integration of women in rural development with Rosehall as a pilot community; the identification of community needs and the development of appropriate solutions.

The National Council of Women is currently weak, but trying to strengthen itself, with the support of the current President (formerly Executive Director of the Red Cross). The NCW could possibly form a base from which to bring in key women from community-level women's groups as a nucleus for a national WID strategy development: (see below), implemented jointly with the Women's Desk.

The National Association for Mass Education (NAME) operated both as an umbrella NGO specialising in adult education at grassroots level, with some 49 NGO members throughout St. Vincent and the Grenadines; and also as the adult education arm of government. It is attempting to promote a more positive image of women and strengthen the gender perspective in adult education at community level. NAME is also involved with the Caribbean Conference of Churches, which is attempting to revive local development aims via local level Christian Councils. The CCC recently held its own conference for the Decade of Churches in Solidarity with Women, in Trinidad in autumn 1992.

The YWCA runs basic home economics and traditional skill training courses for women; and has developed (but not yet implemented) an early school-leavers' education programme. It receives no government or external financial assistance and faces severe financial constraints in its operating costs. WinSave (the Windward Islands Save the Children organisation), runs skills training and literacy programmes for women. It is in need of technical assistance to develop further.

#### Donors

Alexander Ferguson, First Secretary, British High Commission was debriefed on the proposed Facilitation Initiative during the visit to St. Vincent.

#### Key WID Issues

The government saw the key WID issues as:

- o un/underemployment of women;
- o lack of access to credit for smallscale entrepreneurship;
- o training (including gender analysis training for the Women's Department); leadership training; business management, marketing, how to do costings (including time);
- o women's legal rights (awareness raising), the need for amendments to the criminal code; and the availability of legal aid.

Community development and voluntary workers saw the main issues as

- o leadership weakness at grassroots level; (rural) women's lack of self-confidence; men's fear of women's empowerment; rural out-migration; farm communities' distance from supply of agricultural inputs;
- o skill training e.g marketing, accounting; legal information (re. violence against women, equal pay etc.); urban unemployment;
- o shelter

Reflecting the rural/grassroots orientation of their work, particular emphasis was placed by the latter groups on the lack of organisation among women at community level; the "working poor" in the context of the lack of a market for non-banana agricultural products (since minor cash crops are mainly a women's production activity); information on inputs and credit not reaching rural women, particularly in remoter areas, which is compounded by women's lack of (group) organisation; the poor quality of housing, particularly for large households in areas where access to non-agricultural land is limited and outside the banana-growing areas which have experienced a housing boom and which have well organised growers associations; poor social services in a context where women are hardest-hit at times of economic constriction (- some 40% of households in St. Vincent are female-headed and 60% of St. Vincent's population is under 30); lack of access to capital for investment in land; lack of farming skills other than labouring; and lack of support structures such as credit and extension.

#### Likely Need for Assistance with Conference Preparations

Both government and NGOs agreed on the necessity for a national symposium to

further define and prioritise WID issues, identify problems, needs and responses, and recommendations for action-oriented self help, either preceded or followed by district seminars. In addition, the Women's Bureau would need technical assistance to help develop national WID strategies, which should ideally be undertaken jointly with the National Council of Women as an umbrella advocacy group, in order to take advantage of its network which stretches down to grassroots level through affiliated women's groups. However, the NCW's professional capacities would probably also require strengthening through training and consultancy assistance, possibly via CARICOM Women's Desk, may be needed to help communities develop appropriate strategies.

There are a number of events due to take place in the short term, which could be used as forums for discussion leading to conference preparation, apart from the national symposium suggested above. For example, representatives of all NGOs are planning for International Women's Day, which they suggest could be used for initial discussion on national Conference preparations; plans are under way for a Caribbean People's Assembly to be held in Trinidad during 1993; Project Promotion have an ongoing community consultation involving representatives of a range of organisations (community development, women, youth), which will be implemented by the Planning Committee, and which is supposed to lead to national-level consultation as input to the People's Assembly.

## 2.4 DOMINICA

### Status of Preparations

#### (a) Government

As is the case in other smaller Caribbean islands, the Women's Bureau in Dominica suffers from severe under-funding and lack of institutional support within government. However, in Dominica, the Bureau is particularly weak and lacking in direction, with a history of high staff turnover and tokenism. It had no knowledge of the state of preparations for the Conference, but had heard that it was to take place. It would however appear that better use could be made by the Desk of existing donor funding sources to supplement meagre government funds. None the less, lack of institutional and financial support by government (possibly resulting from its lack of confidence in the Bureau) has contributed to a less than pro-active approach. The Bureau had planned to hold national consultations on WID, starting from the district level, but have shelved the idea due to insufficient funds. It is also trying to publish a pamphlet on women's legal rights. The Desk works closely with the National Council of Women (whose President is also currently President of CARIWA), and suggested that they continue to do so for Conference preparations. The Desk felt that WID initiatives in Dominica could greatly benefit from further gender sensitisation of high-level policymakers, but is not at present equipped to do this itself. The present policy of the Ministry of Social Services (under which the Women's Desk falls) is to have project and community level work implemented by NGOs.

Other than staff salary costs, the Bureau's 1992/93 budget was EC\$ 10,000 (£2,000), and is an interesting indicator of the level of government priority for WID.

Despite having a woman Prime Minister, there has been little legislation or legal change benefitting women. There is a Policy Statement on Women, ratified by Parliament in 1989, but not enacted, partly perhaps through lack of mechanisms to do so within the Women's Bureau. However, NGOs had little knowledge of the existence of the Policy. There is also an Inter-Ministerial Committee on Women, though this is said to be weak, and given low priority by the Bureau.

(b) NGOs

The NGO sector in Dominica is much more vibrant than government in terms of WID activity, particularly advocacy. Three NGOs/voluntary organisations were met during the mission: the Catholic Women's Organisation; the Small Projects Assistance Team; and the National Council for Women.

The Catholic Women's Organisation's Social Centre spearheads a strong social services sector and runs a number of community-level projects with wide geographical coverage: (it has some 60 women's groups in the 40 villages of Dominica.) These are mainly aimed at children, but with benefits to women also, through initiatives such as nurseries and pre-school facilities. It also has some women-oriented initiatives such as the Social League (a women's group); and Training for Adolescent Parents. It receives both donor and local (voluntary) funding.

The Small Projects Assistance Team (SPAT) is a development NGO with active gender programmes, mainly in the areas of management and development; and development education. These include income generation through training for women in rural areas in non-traditional skills; political empowerment and decisionmaking; environmental awareness; and women's para-legal training. SPAT has run a gender sensitisation programme for policymakers, with the involvement of the Women's Bureau. It is collaborating with NCW (see below) in adult education provision for women on legal and property rights.

The National Council of Women is well respected, and acts as a focal point for women's issues. The President of the National Council of Women became simultaneously the President of CARIWA in April 1992. The latter covers the English-speaking Caribbean only and meets twice yearly, with the various National Councils of Women as members. However, links with (Francophone) Guadeloupe and (Dutch) St. Maarten are being established. The NCW has run zonal workshops on work ethics (evaluated by CAFRA); and conducted a research study on the status of women in Dominica. The President particularly noted the need for identification of national WID priorities in Dominica, starting with the district level and working upwards.

Key WID Issues

Key WID issues include:

- o lack of documentation and empirical, gender-specific research to enable improved WID policy formulation;
- o unemployment; the need for diversification to non-traditional skills; employment laws; equality of pay; access to credit
- o family life problems (violence against women);
- o health;
- o basic education;

- o awareness of legal rights; discrimination against women; the need to target policymakers

### Likely Need for Assistance with Conference Preparations

A national symposium should be held, linked to district-level grassroots consultations, to identify and prioritise key issues, needs and responses. In addition, technical and institutional support to the Women's Bureau would certainly be required. As in St. Vincent, the NCW should also be involved.

### 3. CONCLUSIONS

3.1 The lack of empirical, gender-disaggregated data on WID is a feature of most of the Caribbean countries, despite work done by both WAND and CAFRA. UNDP has funded a project initiative in this regard in Angtigua; and will implement one in Nevis and St. Kitts due to start 1993, with a focus on women in agriculture, cooperatives and credit. However, unmet need remains.

3.2 Weakness of government WID machineries is also common to all the countries visited, though the level of effectiveness is more less in the smaller, less well-resourced islands, where the lack of dynamism is more evident. For example, in Grenada (which was not visited by the mission) a national symposium held 18 months ago in which clear, planned WID priorities were identified, but there is a lack of capacity for realisation. The RFFI(s) selected for implementation of the proposed Facilitation Initiative would need to assess the capabilities/needs for institutional strengthening of the various National Bureaux. To some extent, the characteristics of the various National women's organisations are a reflection of the weakness of government machineries, tending to be more respected in countries where leadership from a Women's Bureau is lacking. However, most lack a development orientation, and to some extent (in the voluntary sector) their approach to WID reflects dependency/paternalistic tendencies. They could benefit considerably from training.

3.4 Generally, activists and the NGO community were more aware of the 1995 Conference than government or in some cases, the donors - probably due to their networking activities, and/or participation in the 1885 Nairobi Conference.

3.5 The mission served as a useful catalyst for bringing forward the Conference preparation process. In particular, on meeting the mission, all the Bureaux visited immediately tried to establish who had received the UNDAW request, and to press for action as regards the appointment. The donor community, too, responded well to the mission and its aims, frequently requesting to be kept informed as to progress and to receive any information circulated, such as the DAC/WID Bureau Coordinator's List of Local Donor WID-responsible Personnel and National Coordinators; any future local version of the Status Report Updates put out by the Coordinator, etc. This "public relations" task would form part of the tasks of the RFFI(s), once appointed. Selection of the RFFI (discussed further in section 5, below) will need to form a priority for the RLD, once the latter is decided upon.

#### 4. THE ROLE OF THE REGIONAL LEAD DONOR FOR THE CARIBBEAN

##### 4.1 The role of a Regional Lead Donor (RLD) would include:

(i) collating information on Conference preparations within the region, both at national and regional level, among donors (multi- and bilateral), government and NGOs (to be collected via the RFFI);

(ii) determining what types of assistance would be required at the national and the regional level by government and by NGOs (on the basis of information provided by the RFFI and that gathered by the RLD during ongoing assignments);

(iii) in collaboration with the DAC/WID Bureau Coordinator, assessing which donors might be in a position to respond to which needs;

(iv) collaborate with the RFFI and monitor its progress and expenditure in relation to agreed Work and Financial Plans, in relation to the aims of the proposed Facilitation Initiative.

The role of the six Regional Lead Donors (RLDs) world wide will be to collect information on all activities for conference preparation and related funding needs in the countries within the regions for which they are responsible (see below). They will then pass this information to the appropriate Members of the Expert Group, with the assistance of the DAC/WID Bureau Coordinator, with a view to making optimal use of all available bilateral donors' resources. Since some donors are only able to support activities at the national level, others at the regional level, and yet others at both levels, the RLDs will assist in the improved targeting of assistance to "their" region, through providing information about (a) what assistance is required, at what level (national, regional), and (b) which donors might be in a position to provide which type of assistance. (Some donors will be best placed to provide capital equipment; others, technical assistance; and others, financial support). The RLDs will also work with one or more Regional Focal Field-level Institution (RFFIs), which will provide a technical support function for preparations in a given region: (see below).

##### 4.2 The Role of the RFFI(s)

The function of RFFIs as a technical resource will be two-fold: (i) to act as a facility for government and NGO personnel from different countries within the region to meet each other, to exchange ideas and different strategies, in an additional forum to the single, regional preparation meetings organised by UNDAW; and (ii) to provide back-up support to national preparations by the various countries within the region, through running seminars, workshops, and providing training for government and NGO personnel.

Overall bilateral donor assistance (not specific to the RLDs) to Conference preparations is thus envisaged as being provided in three ways: (i) via the ongoing bilateral aid programmes of the respective donors, but coordinated through the proposed co-financed, multi-donor DAC/WID Bureau Facilitation Initiative to ensure the smooth and timely flow of varying types of assistance from a multiplicity of bilateral donors; (ii) via support to an RFFI in the form of technical assistance, capital equipment, running costs etc. to enable it to provide a technical support function to the countries within a region,

similarly coordinated and funded via the proposed DAC/WID Bureau Facilitation Initiative; and (iii) via direct contributions to the UNDAW Central Trust Fund.

#### 4.3 ODA as RLD for the Caribbean

It has been proposed by the Chairperson of the DAC/WID Expert Group that ODA should consider taking on the role of Regional Lead Donor for the Caribbean, in the same way that other Bureau Members have done for other regions. In the Coordinator's view, there would be considerable value in ODA taking on this lead role, and despite constraints on the British Aid Budget, it is hoped that ODA's Development Division in the Caribbean will actively consider this possibility. Taking on the role of Regional Lead Donor would enable ODA to play a leading role in implementing more cohesive WID policies within the region, as well as assisting institution-building through the creation of more competent WID structures within both governments and the NGO/voluntary sector. The mission is concerned that the Development Division feels it may not have sufficient resources to take on this role, but as put forward by Mr. Harrison, the total costs over the next three years (some £500,000) seem relatively modest, particularly since some could perhaps be subsumed in ongoing elements of the British Aid Programme. The assistance of John Harrison (Consultant Social Development Adviser) during the mission in developing a strategy for the region was invaluable and his further involvement would indeed be desirable. The implications in terms of financing and ODA staff time inputs have been discussed in John Harrison's mission report to the Development Division, with the latter calculated at some 15% of a full time Social Development Adviser's post. The financing estimates likely to be required from ODA (as calculated by Mr. Harrison) are also attached here at Annexe 2, for ease of reference.

#### 4.4 Strategy for the French and Spanish-speaking Caribbean

Should ODA take on the role of RLD, given that the United Kingdom has diplomatic relations with countries in both the French and Spanish-speaking Caribbean, (including Cuba), assisting countries within these sub-regions to obtain donor support for Conference preparations should not be difficult provided that:

(i) an appropriate mechanism is devised to access their needs in order to channel the appropriate form of donor support (from donors other than the RLD); and that

(ii) appropriate RFFI(s) are selected which can deal with all linguistic and political groupings of the countries of the region.

In this regard, the DAC/WID Bureau Coordinator will be discussing French government strategy for the Caribbean in relation to the Conference, during a meeting to be held in Paris with the French Ministry for Cooperation and Development on 18th January 1993. Mechanisms for links with the Spanish-speaking Caribbean via a RFFI could be explored with the assistance of both CAFRA and INSTRAW, in the course of John Harrison's previously planned missions in early 1993, should ODA become RLD. The criteria and tasks for a RFFI are discussed in the following section.

## 5. Selection Criteria for and the Role of Regional Focal Field-Level Institutions (RFFIs)

### 5.1 General criteria for the selection of possible RFFIs include:

- their WID orientation
- their ability to deal with both government and NGOs
- institutional capability to collaborate with the proposed RLD
- possession of relatively good existing communications infrastructure and the ability to deal with a large number of countries within the region (which includes the English-, French-, and Spanish-speaking Caribbean)
- commitment to the idea of the proposed Facilitation Initiative
- possession of a light coordinating structure which would facilitate the voices of women from a range of institutions (private and public sector), and stratas (grass-roots through to professional), to be heard in the preparation process

5.2 Selection of RFFI(s) for the Caribbean will form a priority task for the RLD. No final selection was made during the mission, since (a) ODA had not yet accepted the role of RLD; (b) the mission could not visit all countries within the region where potential RFFIs were located; and (c) it is the RLD's responsibility, not that of the Coordinator, to select an institution which will suit both the needs of the proposed Facilitation Initiative and its own working structure. The mission did however identify a number of possible candidates, some stronger than others, as explained below; and it tentatively concludes that a "team" approach might be an appropriate solution, drawing on the specific capabilities of individuals/institutions according to the type of support needed, under an umbrella RFFI, possibly CARICOM Women's Desk. Under this structure, institutions able to deal with the French and Spanish Caribbean could liaise with the RLD via the RFFI.

#### (a) The Women's Studies Department, University of the West Indies, Jamaica

The Department was aware of the Conference, and has the advantage of possessing a regional communications network via a teleconferencing facility and operates a distance teaching programme. It reports directly to the Pro-Vice Chancellor for WID Studies, and has close contacts with both government and NGOs. However, though relatively strong academically, and able to draw on human resources within the University, as a Department it is still in its formative stage, and could benefit from institutional strengthening. The Department has been considering carrying out an assessment of progress in relation to the Nairobi 1985 Forward-Looking Strategies, but lack financial resources. It has recently submitted a proposal to UNIFEM for funding, to strengthen the Women's Bureau through training. Human resources within the Department itself are limited, but they call on consultants both from within and outside the University to undertake research and other assignments. The Department has undertaken training courses out of Barbados for the Caribbean region (funded by the Commonwealth Fund for Technical Cooperation), which provided a Certificate in Gender Studies and aimed at sensitising NGOs and government with the issue of gender and how to avoid discrimination. WID programmes within the University are taught by a range of Faculty staff who used to be with the Women's Studies Department; consultants for research programmes are usually drawn from the Institute of Social and Economic Research, the Educational Research Council, and so on. The Department could

well become a nucleus of WID activity, not just academically but in practical terms.

(b) CARICOM Women's Desk, Guyana, the head of which is Sonia Harris. CARICOM is already thinking of organising preliminary meetings for Conference preparation, in advance of the ECLAC regional meeting. It is likely that the National Organisations of Women from the various countries of the region will be taken as representative of the NGO sector. It is an appealing for the English speaking Caribbean (- its mandate includes the Bahamas), due to government linkages. It is recommended that the RLD take this possibility further. It is likely, however, that CARICOM will require supplementary staff (consultant/s) for the proposed Facilitation Initiative, though this applies equally to all other possible RFFIs as well.

(c) The Women and Development Unit (WAND) of the University of the West Indies forms the WID outreach arm of the University of the West Indies, the academic and research sides of which are covered by the Department of Women's studies, with whom WAND has some collaborative links, but which basically run separate programmes. It operates at a regional level, has good outreach capacity and regional experience, but has perhaps been over-used and has been overly identified with individuals. Furthermore, it only covers the Eastern Caribbean. It works frequently with other activist organisations e.g. SPAT in Dominica, but not usually with the rural or voluntary organisations, including the National Councils of Women. In the event, it was made clear to the mission that WAND saw it's role as regards the Initiative as being essentially supportive, in providing expertise to RFFI(s) and assisting with research, rather than being the RFFI itself.

(d) CAFRA - the Caribbean Association of Feminist Research and Action, is an NGO with its Secretariate in Trinidad, and national coordinators in various islands, including offices in Jamaica, and Barbados. It is an activist organisation, which works with both individuals and groups. It has worked with Women's Bureaux in various islands including St. Lucia; and have carried out national surveys on the status of women in Grenada and St. Lucia. They have also worked in the Dominican Republic and have links with the non-English-speaking Caribbean. CAFRA has the capacity to deal with both the French and Spanish Caribbean, particularly if they collaborate with e.g. WAND. However, its perspectives differ considerably from those of governments on issues such as structural adjustment, Free Trade Zones and other socio-economic issues, which might impinge on their effectiveness as an RFFI.

(e) CARIWA - the Caribbean Women's Association, is institutionally weak, though being reactivated; however, it only covers English-speaking Caribbean.

Even though it was apparently approached by the NCW of Dominica for assistance with establishing a documentation centre and how to use popular theatre methods for WID purposes.

## ANNEX 1

### Draft Terms of Reference for Regional Focal Field-Level Institutions (RFFIs)

One of the roles of the Regional Focal Field-Level Institution(s) - RFFIs - will be to act as a facility for government and NGO personnel from different countries to meet to exchange ideas and strategies to lead to (a) the identification of national priorities for WID; and (b) the development of a regional strategy to be discussed at the Regional Preparation meetings. A second role will be to provide back-up support to national preparations through workshops, seminars and where appropriate, training, for government and NGO personnel; and a third could be to assist in donor collaboration for conference preparation through an active "public relations"/communications effort on the status of preparations both at national and regional levels. The designated Regional Preparation Meeting for the Caribbean has been scheduled by the United Nations Division for the Advancement of Women to take place during the ECLAC meetings in Argentina in September 1994. This implies that national preparations should effectively be completed by spring 1994, in order to proceed to the Regional Meeting in a timely fashion.

In the Caribbean, the RFFI will thus be required to collaborate closely on the following tasks with the Regional Lead Donor (RLD), to whom they would report regularly, as agreed, on progress and expenditure:

1. Together with national organisations/national Women's Bureaux, assist with the identification of national priorities and preparation needs through a series of national symposia involving both government and the NGO community;
2. Assess the capabilities/needs for institutional strengthening of the various National Bureaux;
3. Service national machineries with regard to preparation of policies and strategies related to the aims of the 1995 Conference, which, it is hoped, would advocate the adoption of such strategies and policies both prior to and after the Conference, as well as to public expenditure decisions.
4. (a) Provide gender planning training, and management training, as needed, to both government and non-government personnel; (b) liaise with designated national coordinators for the Conference, other research and social action organisations and groups as sources of expertise; (c) within the region, draw on the expertise of individuals and organisations with demonstrated WID capacity, to support and strengthen the preparation effort at national and regional level, and the respective national machineries involved.
5. Liaise with any existing donor coordination mechanisms; disseminate information on the progress of regional conference preparations, including to local donor WID-responsible personnel (bilateral and multilateral), as agreed with the Regional Lead Donor.
6. To ensure equitable access to financial, technical and institutional resources, it is recommended that RFFI(s) develop a Work Plan and a Financial Plan for their specific region; and establish objective criteria for eligibility for funding, technical or other assistance. Where possible, national level activities as outlined in such Plans should be funded directly via existing donor financing mechanisms.

ANNEX 2

Estimated Financing Required from RLD

John Harrison

ANNEX 2ESTIMATES

£

A	UK Bilateral aid Eastern Caribbean		
	£15,000/country x 7	105,000	
	Jamaica	25,000	
	Guyana	20,000	
	Belize	<u>15,000</u>	
	<u>Regional Non-Programme Countries</u>	165,000	165,000
	Trinidad	25,000	
	Bahamas	15,000	
	Cayman Islands	<u>7,500</u>	
		47,500	47,500
	<u>Remaining UK Dependencies</u>		
	TCI, BVI, Montserrat, Anguilla (7,500 x 4)	<u>30,000</u>	30,000
	Administrative Costs/TA/Training of RFFIs	<u>100,000</u>	100,000
		302,500	302,500
	Contingencies 10%	<u>30,250</u>	<u>30,250</u>
		372,750	372,750

This money would be required in FY 1993-94 in order to meet UNDAW/ECLAC schedules for planning meetings. A smaller amount would be needed in FY 1994-95 to consolidate initiatives commenced under the preparatory process. This is tentatively estimated at 50% of the above estimate for a total of £559,125.

B FUNDING REQUIRED FROM OTHER SOURCES

£

Dutch Territories	75,000
French Territories	100,000
Cuba	150,000
Dominican Republic	100,000
Haiti	100,000
RFFIs	<u>100,000</u>
	625,000

These estimates are based on population and estimated levels of activity. Again 50% of the above would be needed in FY 1994-95. These estimates do not include conference attendance. It is assumed that UNDAW and UNIFEM will take responsibility for this from trust funds. Responsibility for obtaining funds for the second group of countries would be shared between the lead-donor, RFFI's and DAC/WID coordinator.

ANNEX 3

Proposed Regional Guidelines for Conference Preparations  
for Application by Regional Lead Donors

10

Proposed Regional Guidelines for Conference Preparations  
for Application by Regional Lead Donors

1. General criteria for the selection of Regional Focal Field-level Institutions (RFFIs) will include:

- their WID orientation;
- their ability to deal with both government and NGOs;
- availability of institutional capability to collaborate with the Regional Lead Donor (RLD);
- possession of relatively good existing communications infrastructure and the ability to deal with all countries within the region;
- commitment to the idea of the proposed Facilitation Initiative;
- possession of a light coordinating structure which would facilitate the voices of women from a range of institutions (private and public sector), and stratas (grass-roots through to professional), to be heard in the preparation process

2. Tasks to be performed by RFFIs will involve:

- (i) close collaboration with the RLD
- (ii) regular reporting on progress and expenditure

To ensure equitable access to financial, technical and institutional resources, it is recommended that RFFI(s) develop a Work Plan and a Financial Plan for their specific region; and establish objective criteria for eligibility for funding, technical or other assistance. These criteria should be discussed fully with the RLD. Where possible, national level activities as outlined in such Plans should be funded directly via existing donor financing mechanisms.

Depending on the geographical context, the state of WID and the state of preparations for the 1995 Conference, RFFIs are additionally likely to perform the following tasks:

(a) assist with the identification of national priorities and preparation needs, together with national organisations/Women's Bureaux, where necessary through a series of national and/or local level symposia, involving both government and the NGO community;

(b) assess the capabilities and needs for institutional strengthening of the various national Women's Bureaux (or equivalent);

(c) service national machineries with regard to preparation of policies and strategies related to the aims of the 1995 Conference, which, it is hoped, would advocate the adoption of such strategies and policies both prior to and after the Conference, as well as to public expenditure decisions;

(d) provide gender planning training, and management training, as needed, to both government and non-government personnel, either directly or through

hiring in appropriate (local) expertise (see below);

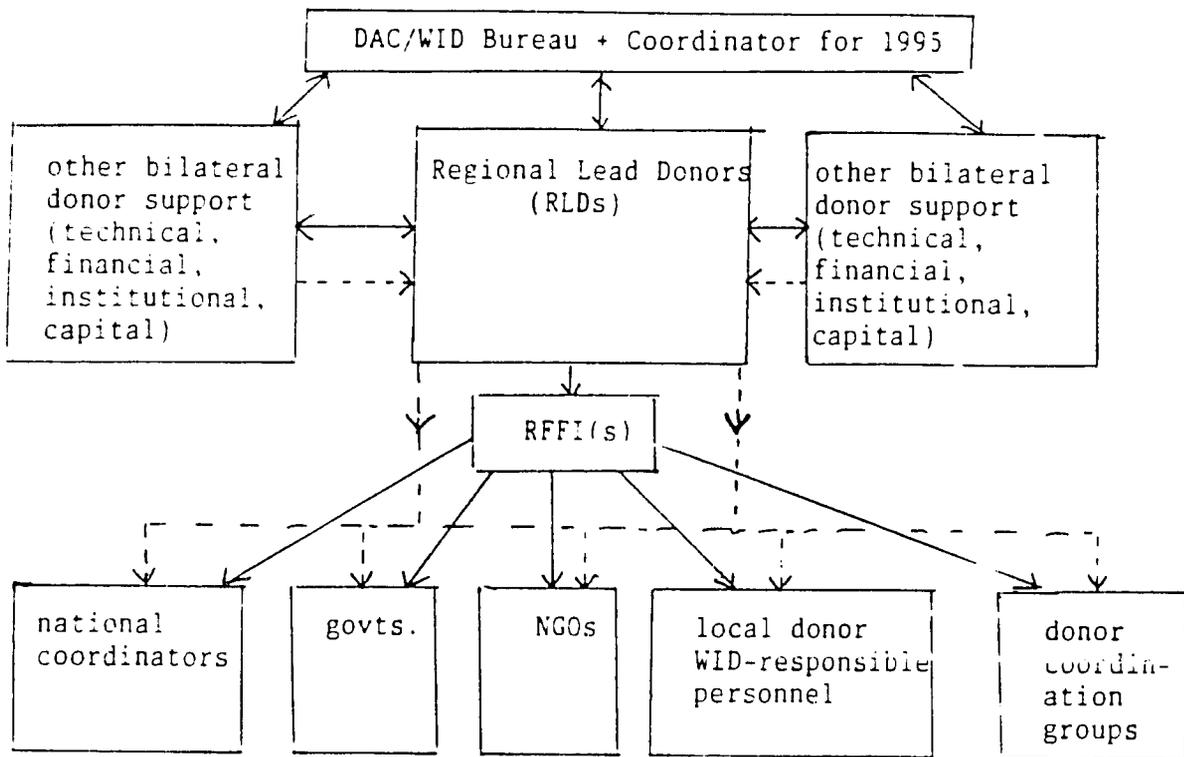
(e) within the region, draw on the expertise of individuals and organisations with demonstrated WID capacity, to support and strengthen the preparation effort at national and regional level, and the respective national machineries involved;

(f) liaise with designated national coordinators for the Conference, other research and social action organisations and groups as sources of expertise;

(g) liaise with any existing donor coordination mechanisms;

(h) disseminate information on the progress of regional conference preparations, including to local donor WID-responsible personnel (bilateral and multilateral), as agreed with the Regional Lead Donor;

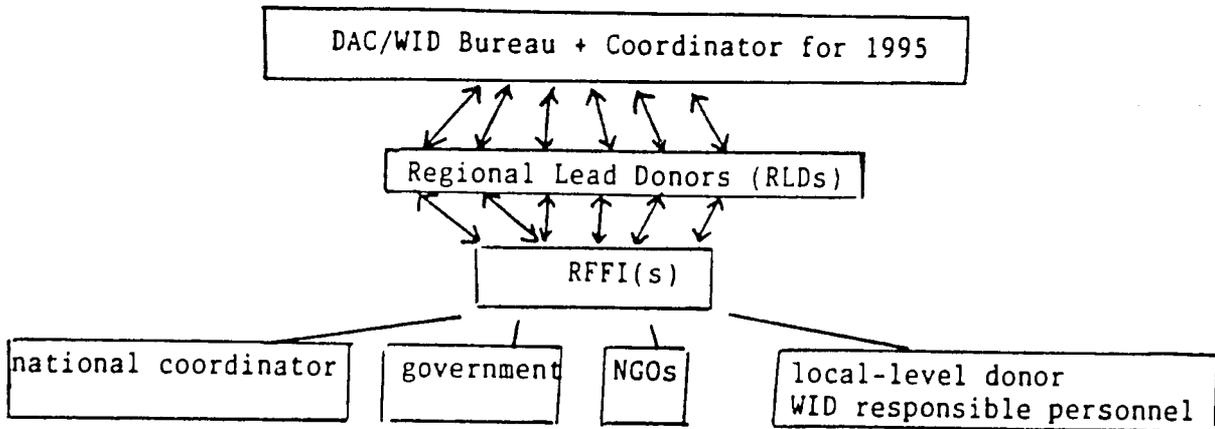
RELATIONSHIP OF REGIONAL LEAD DONORS WITH  
REGIONAL FOCAL FIELD-LEVEL INSTITUTION(S)



(all countries in region)

- > direct relationship
- - - - -> channel for support (coordinated with/via RLD; using existing bilateral aid mechanisms where possible)

RELATIONSHIP OF REGIONAL LEAD DONORS WITH  
REGIONAL FOCAL FIELD-LEVEL INSTITUTION(S)



## PEOPLE MET

Jamaica

Hon. Senator Maxine Henry Wilson, Minister of State, Prime Minister's Office  
 Marlene Tomlinson, WID/Social Gender Advisor, CIDA  
 Dr. Elsa Leo-Rhynie, Women & Development Studies, Universtiy of the West Indies  
 Beverly Anderson Manley, Head, Women's Bureau  
 Elaine Rainford, Women's Bureau  
 Hon. Barbara Claudon, O.J., Chairperson of the Women's Centre of Jamaica Foundation  
 Heather Royes, USAID  
 Lola Ramocan, Vice-President, Association of Women's Organisations in Jamaica (AWOJA)  
 Mrs. Henriques, United Way  
 Sheila Jay Nicholson, United Way  
 Cathy Roberts, UNDP  
 Lana Finiken, Sistren Theatre Collective  
 Jocelyn Massiah, UNIFEM Regional Advisor for the Caribbean  
 Frank Callahan, British High Commission

Barbados

June Clark, WID Ltd.  
 R.E. Schroder, Economic Adviser, Delegation of the Commission of the European Communities  
 Barry Burnett, Deputy Director, USAID  
 Michael Taylor, WID Officer, USAID  
 Nancy Taylor, UNDP  
 Dennis McIntosh, UNDP  
 Elaine King, UNICEF  
 Norma Shorey Bryan, CIDA  
 Pat Ellis, WID Consultant  
 Marva Alleyne, Head of the Women's Bureau  
 Peggy Antrobus, WAND  
 Michael Bawden, British Development Division in the Caribbean  
 Gerry Malley .. ..  
 Jane Armstrong .. ..  
 Catherine E. Cameron .. ..  
 Martin Rappley .. ..  
 Ian Stuart .. ..  
 Kevin Willis .. ..  
 Helen Gorey .. ..

St. Vincent

Mrs. Francis Gibson, Minister of State for Women's Affairs.  
 Jacinta James, Head of the Women's Bureau  
 Owen Cuffy, Permanent Secretary, Ministry of Housing and Community Development  
 Alexander Ferguson, First Secretary, British High Commission  
 Chaddis Stapleton, WID Activist, ex-member of the Rosehall Community Development Project

Erlene Horne, Community Development Worker, Diamond Village  
Nelcia Robinson, National Association for Mass Education (NAME)  
Maria Burk, VinSave  
Germaine Rose, YWCA

Dominica

Hon. Mr. Alleyne, Minister for Foreign Affairs  
Hon. Henry Georges, Minister of Social Services  
Lucia Blaize, Coordinator, Women's Affairs (Directorate of Social Services)  
Milton Jno Baptiste, Acting Permanent Secretary, Ministry of Social Services  
Roma Douglas, MD, Social Centre (Catholic Women's Organisation)  
Jacinta Bannis, Small Projects Assistance Team (SPAT)  
Neva Edwards, President of the National Council of Women

PROPOSED DAC/WID BUREAU FACILITATION INITIATIVE

IDENTIFICATION MISSION: CARIBBEAN REGION

December 1992

Dr. Emma Hooper

DAC/WID Bureau Coordinator for the  
1995 Fourth World Conference on Women

Useful Contacts for the proposed Facilitation Initiative  
for Follow-up by the Regional Lead Donor:

1. European Community: R.E. Schroder, Economic Adviser  
P.O. Box 654C,  
Bridgetown, Barbados  
tel. 427 4362/4365  
fax. 427 8687

- possible funding for regional-level activities

2. Prof. Jocelyn Massiah, Regional Adviser for the Caribbean  
UNIFEM  
2nd Floor, Building 2,  
Chelston Park,  
Culloden Road, St. Michael, Barbados.

- UNIFEM funding, possibly for regional-level meetings (non-UN)  
Organisation of American States women's section (CIM): Linda Poole, Jamaican  
Representative at the General Secretariat, Washington D.C. 202 458 3000

3. Edward Cumberbatch, Caribbean Council of Churches, Trinidad.

4. Joan French, Cecilia Babb, CAFRA (Barbados); CAFRA Secretariat in  
Trinidad.