

AIRGRAM

DEPARTMENT OF STATE

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TO - AIDTO CIRC A- 532

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7-25-74

SUBJECT - The Percy Amendment

**REFERENCE - AIDTO CIRC A-448, FY 1976 Program Budget
Guidance Submission**

This airgram deals with a new element in the foreign assistance legislation relating to the integration of women in development. It describes the legislative provision, offers a brief introduction to some of the research findings that relate to Latin American women's economic roles, cites a few guiding principles that will govern the Bureau's approach to the subject, offers some illustrative guidelines to the kinds of analysis that will be increasingly expected by the DAEC in FY 1975, and requests an exchange of views between AID/W and the field.

I. The Legislative Provision

Section 113 of the Foreign Assistance Act of 1973, known as the Percy Amendment, is a policy provision. It stipulates that the five sections of the Act which authorize development assistance activities

"shall be administered so as to give particular attention to those programs, projects and activities which tend to integrate women into the national economies of foreign countries, thus improving their status and assisting the total development effort."

The amendment reflects a growing awareness among donors, recipients and the research community of the importance of the social and economic roles of women in the development process, both actual

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DRAFTED BY: LA Working Group on the Percy Amendment	OFFICE: AA/AA/LA	PHONE NO.: 22491	DATE: 7/17/74	APPROVED BY: Herman Kleine, AA/LA
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and potential, and of the effect--both negative and positive--that economic development and foreign assistance can have on these roles.

The United Nations has adopted the "full integration of women in the total development effort" as part of the Strategy for the Second Development Decade, and has more recently designated 1975 as International Women's Year. The Economic Commission for Latin America, the Organization of American States, Inter-American Foundation, Society for International Development, Brookings Institution, and Ford Foundation, among others, are all exploring ways to increase women's participation in the development process. The Latin American Studies Association, various anthropological and other social science groups and the Social Science Research Council are among the scholarly organizations exploring the role of women in development. Individual academic researchers are also examining the subject.

The Administrator of A.I.D. has appointed a Task Force to formulate guidelines for overall Agency action in response to the legislative provision, and a policy Determination is in preparation. Regional and functional bureaus are preparing to examine alternative approaches to ~~the~~ the consideration of the role of women in program design, approval processes, and project implementation.

II. Research Findings

Private and government activities have had a tendency to underestimate the economic role of women, particularly those in rural areas. Not only are many of the important economic functions performed by women not reflected in analyses, such as published economic series (on agricultural production, small-scale trading, educational and health delivery) but economic program planners have generally ignored the female input into family decisions concerning the allocation of family resources for productive purposes. A growing body of research findings indicates that the economic role of women in developing societies is far more important than had been suspected, particularly at the less modernized end of the spectrum, and that development programs can rationally be structured to focus more nearly equally on women as well as men as both agents and ~~beneficiaries~~ beneficiaries of socioeconomic change.

Most Latin American women have a fairly limited role in agricultural production (except among the region's Indian communities) as compared with women in Africa and Asia. The statistics available on the percent of ~~women~~ women in the agricultural labor force are incomplete because census data only include women who receive compensation. However, female participation rates in the agricultural labor force are reported for Jamaica and Mexico as high as 16% and 17%, respectively. Additionally, 5% of those farm operators who are employing hired labor in Honduras and Venezuela (and thus presumably making primary farming decisions) are women. The figure for Chile is 12%.

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Latin American women are far more active in non-agricultural occupations. In Chile, Colombia, Costa Rica, Ecuador, Mexico and Peru, one in every three workers engaged in non-agricultural activities, and one in five engaged in trade/commerce, is female. In some countries with predominant black or Indian populations, women outnumber men in trade. The highest percentage of women reported in the total trade sector is in Jamaica, where it is 65%. Other figures include: Nicaragua-59%, El Salvador-54%, Panama-37%, and Honduras-36%. Twelve percent of Panama's and Jamaica's ~~sxx~~ transport workers are women, as are 26% of the Colombian mining sector's labor force.

111. The Latin America Bureau Approach

It is our policy to apply Section 113 of the F.A.A. to our new development programs as soon as ~~maxx~~ practicable. Recognizing the importance of the role of women in development, we can encourage cooperating countries to make more effective use of women as an economic and social resource through a dialogue about existing programs, as appropriate, and through better targetting in the design of new ones. We recognize that we face a number of constraints in determining how to carry out this policy.

- (a) We do not know the impact of our past programs on the female population.
- (b) We lack experience with the use of precise target group analysis in the design of our programs, whether our target be poor people, rural residents or women.
- (c) We lack research and baseline data on a country-specific basis.
- (d) The problem is complicated by the design of our projects which in recent years instead of providing benefits directly to the target group has concentrated on expanding the outreach of institutions.

However, we do not have evaluative and analytical tools to apply toward loosening these ~~xxxxxxx~~ constraints and we do recognize some general principles by which we can ~~gx~~ be guided.

- (1) Women should be integrated into the implementation of our main stream programs, and not addressed merely in discrete, peripheral activities. An effort to determine the relative production and marketing roles of Indian men and women in isolated areas through an agricultural sector assessment and the development of programs to reach them all with appropriate credit and other inputs would be responsive to the Percy Amendment. Simply grafting a women's club project onto an agricultural input program, or funding some organization because its members were women would not be an appropriate response.
- (2) The development process ~~xxxxxxx~~ requires that a developing country make full use of all its human resources, including both men and women.
- (3) The argument is sometimes heard that there is no need to focus on women, because as whole societies benefit from development, so will the female

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half of them. This ignores the actual and potential female contribution to development, as well as the extent to which some unexamined development programs can be actually injurious to the economic and/or social condition of women, relatively or absolutely.

(4) The question has been asked whether, on the one hand, such cultural factors as machismo may not limit or preclude the participation of women in development, or on the other hand, if donor concern with this is not cultural imperialism. As research shows, women already do play a significant role in Latin American economies. While our promoting increased participation of women as an instrument of development is in a sense social intervention, so are all economic development programs--ours, other donors', or fully indigenous ones--which attempt to produce social change.

(5) Legal and political obstacles to full participation of women in development do exist and will have to be addressed like any other obstacles to development and to rational and equitable distribution of its benefits.

(6) The objective of increased participation of women has occasionally been seen as encouraging the employment of women at the expense of the employment of xxx men. The spectre of male/female job competition is in fact largely a phantom issue at this stage of the game. The danger of competition is lessened by low levels of salaried female employment on one hand and on the other by the prevalence of occupational sex-stereotyping (primary teachers, nurses, social workers). To the limited extent that there is a conflict, it is a case of identifying, not creating unemployment, and distinguishing different types of employment.

(7) We do not interpret Section 113 as requiring parity per se for women in such areas as participant training, AID-assisted school enrollment, counterpart institution staffing and administration, etc. However, Office of International Training bio-data on some 2000 Latin American trainees in FY 1973 shows under 6% participant arrivals for females (6.9% excluding Public Safety Training). This record is better than that of the Agency as a whole, but surely is unimpressive. We should attempt to improve that performance--and not merely in the area of family planning training. For example, we might examine the desirability of encouraging the hiring and training of female agricultural extension agents, to reach females in rural areas, and to train more female educational administrators and planners. This may first entail helping females prepare for and gain entry to secondary education. The fact that female teachers, nurses and social workers have been trained or are working in the "women's professions" under our programs does not constitute sufficient response to Section 113. A review of all programs to determine the actual and potential participation of women as students, members and staff in vocational schools, cooperatives, or unions that are supported by AID, for example, followed by a plan to increase their participation would be much more appropriate.

IV. Implementation and Guidelines

All new and updated sector analyses and assessments and new loan and grant projects submitted for AID/W approval after August 1, 1974

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will be expected to address the policy expressed in Section 113. The Bureau recognizes that Missions will not have all the information needed to develop a rigorous analysis for each project design. However, a continuing lack of information on the role of women will be considered more an indicator of, than a justification for, failure to address Section 113. Missions can expect that as more information is gathered more rigorous analysis will be required by the DAEC.

Factors to consider include the constraints--cultural, institutional, political or legal--that limit women's participation in our programs. We should look for elements in project design and implementation which might tend to restrict participation of women in the project or in its benefits. Similarly, the design of projects should incorporate indicators ~~desig~~ designed to measure the effects--positive and negative--that an activity has had on the economic and social role of women.

We are faced with the task of examining more fully the totality of available human labor and managerial resources to determine the implications of the underutilization of any, or all, of them and to ascertain how these resources can better be utilized to promote development more effectively and equitably. To the degree that resources permit, project designers and analysts should analyze the structure of relationships among members of target groups, in general, and within the context of different priority sectors.

The following brief discussions may be helpful in illustrating some of the kinds of analysis that Missions could undertake.

(1) In Agriculture

It is becoming clear that as the rural subsistence economy is integrated into the total economy the roles of rural women are being ignored by traditionally designed programs of development. It is not likely, however, that women as such can be dealt with in agriculture programs as a homogeneous group on or off the farm. We should begin to ask questions to elicit the information we need to help us and the host countries design programs for the various cultural situations we are dealing with. For example, to what extent do women (broken out by relevant sub-groups such as Indian and mestiza) presently participate in the production process, marketing process, ~~xxxxxx~~ (e.g., local community, distant community, distant domestic, and export markets), and the delivery of government goods and services (administrative and technical)? Do women have access to AID-assisted institutions, such as coops or agricultural schools? Why not? If women have a limited role as decision makers or implementers, how can they be usefully reached and how can their role be enhanced? On occasion, foreign assistance intervention makes a marginal activity--such as operation of marketing facility--sufficiently attractive that women are preempted from their traditional roles in it as the activity gets more profitable. We should attempt to anticipate this kind of unintended negative outcome.

A further challenge confronts Missions and the host country institutions in

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the development of programs that address women's roles in marketing and other forms of off-farm employment. One perceived problem concerns prevailing attitudes on male/female contacts in the production and marketing process. If the culture does discriminate against these contacts, and females are an integral part of the production process, then female to female contacts may necessarily have to be built into the design of programs. If study reveals that women are doing agricultural tasks in any significant degree in an area, or are the major or equal decision-makers in the adoption of improved cultural practices or the making of investments, their exposure to improved production techniques may be better transferred by other females, i.e., extension agents, credit personnel, etc. This in turn may require hiring and training of agents and other personnel.

(2) In Education:

Through access to education useful female participation in all parts of the economy can be increased. Available evidence suggests that the education of women produces significant benefits for society. Some relevant questions for the review of educational programs or systems would be:

Are women served by the system or project to the same extent that men are? If there is a bias in favor of men, why is this the case? What would be required to ameliorate, if not eliminate, the imbalance? Could the manpower needs of the country be more easily met if women ~~xxx~~ were generally viewed as economically productive individuals in the same way that men are? How might this operate practically? What percentage of the primary, secondary, and university population is female? Are females concentrated in particular courses at the high school or university level? What are they? Are males and females in primary school exposed to the identical curriculum? What are the relative dropout rates? Why? Are we providing support for ~~xxxx~~ schools which restrict the entry of males or females ~~xxxx~~ into certain courses? What has been the experience of A.ID. programs of assistance in secondary technical education? Might access be made more equal?

Do textbook programs reinforce male or female role stereotypes? For example, reading ~~xxxx~~ texts in primary school often portray males as active, achiever types and females as passive and restricted to fewer career roles, thereby influencing children's life aspirations. Can this be changed?

Should projects in non-formal education be especially designed to reach women? Do planned educational activities take full advantage of economic skills that rural women, especially in Indian areas, possess?

(3) In Health and Population Planning:

In sharp contrast to the other sectors, women have been the major recipients of health services (maternal/child health, including family planning services) because of their biological role in the bearing and nurturing of

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children. They are the target of health and nutrition education programs for the same reason. The establishment of village water supplies and urban and rural health services obviously have benefited women, but many programs can be improved to increase female participation. It is not sufficient to target "women in the fertile ages" on an aggregate basis for our family planning programs or "pregnant or lactating mothers" for our nutrition and health programs. As we have further defined the target group of small farmers by crop production, size of land holdings, and income level, so we should disaggregate the target group of health service ~~xxxxxx~~ recipients by geographic region, by age, by parity, by skill or occupation, by educational level, by income and other such indicators.

Recent studies have shown a clear relationship between family size on one hand and the educational, economic, legal and social status of women on the other. In the design of family planning programs women should be viewed ~~xxxx~~ beyond their childbearing role. Do women have the skills to work? Does a women need new and productive skills to occupy the ~~xxx~~ free time created by having fewer children?

The project designers should deal with women in health and ~~family~~ family planning programs not as objects--passive recipients of services--but active users and consumers who deserve quality care and individual attention. A project should also be designed so that its administration includes women in both the planning and implementation stages. Recent studies indicate that women are receptive to family planning information and services provided by women. This means more participation of female doctors and paraprofessionals. Data on female workers in the health sector should be collected. In the design and development of low cost health delivery systems, the project designer should consider the possibility of an enlarged role for female workers. How many female administrators of health and family planning programs are there? Who administers the hospitals? How many women are enrolled in medical schools?

IV. Initial Missions' Actions

1. As Missions and host countries begin to gather the data necessary to analyze the role of women and to determine how their participation in these programs might be increased, a substantial information gathering effort will be required. Missions should be preparing to:
 - (a) incorporate analysis of the integration of women into all new designs and regular and specially planned evaluations;
 - (b) to the extent permitted by data, include an analysis of the role of women in ongoing and planned sector assessments and analyses. Future updating should show increased levels of sophistication and data availability;
 - (c) review ongoing U.S.-supported statistical gathering programs to determine how these programs can be expanded to include economically significant data on women;
 - (d) review the country's data system to see how statistical data on women can be disaggregated to shed more light on the actual role of women.

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2. Missions may also want to consider funding research that will provide them and host countries with further information on the participation of women in the development of their societies. Annotated bibliographies of local scholarship on the economic roles of women would be useful.

V. Request for Exchange of Views

We welcome your comments on the ideas set forth in this airgram and request your suggestions for further, better, or alternative approaches to implementation of Section 113.

The attachments to the airgram contain some information on the role of women in development, which may prove useful. The Bureau will send to the Missions pertinent information and publications as they become available and we will try to obtain information that the Missions request.

We urge you to share with us the experiences you have had, the research you or others have carried out, ~~and~~ and the questions you have.

LA/MRSD/SCD will serve as a collection point for your response. Please forward comments by September 1, 1974.

Attachments: (A) Women and Development
 (B) Excerpts from "The Female Role in Development"

KESSINGER

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ATTACHMENTS

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