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**DEVELOPMENT**

*October 28-31, 1975*

REPORT

by

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Department of State  
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*"Women provide a resource for utilization in the development process, a resource which has the most profound influence of any."*

*David Barber*  
Administrator

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## PART I

### I. INTRODUCTION

#### A. FRAME OF REFERENCE

##### 1. General

The past decade has seen dynamic and radical changes in all of the human endeavors. Along with the changes came a mounting concern for human rights, civil liberties, equality of opportunity, social justice, peace and human dignity. The traditional role and status of women were challenged as well. In today's enlightened world, we still find that most women are the first to wake, the last to sleep and all too often the last to eat. They are the last hired, and the first fired. They play the roles of housekeeper, child-raiser and are often responsible for the social well-being of the community, while serving simultaneously as the major source of unpaid and underpaid manual labor in everything from weeding fields to commanding units of economic production.

For many years it has been assumed that development programs performed benefited women. However, recent interest in woman *is-a-vis* man has revealed how little is known about the actual and potential role she plays in the developing world and her real contribution to the economic, political and social life in her country.

In its second Development Decade, the United Nations (UN) has called for a series of new and dramatic initiatives within the UN system to establish equality of access and opportunity for all women in all areas. In underscoring the above initiative, the UN identified 1975 as "*International Women's Year*" (IWY). The United States (US) responded to the above challenge by a presidential proclamation in support of the IWY.

The Administrator for the Agency for International Development (AID) served as co-leader of the U.S. delegation to the IWY conference in Mexico City which was attended by 1,300 representatives of 130 nations.

The World Plan of Action adopted unanimously by the Conference delegates maps out guidelines directed at national governments, regional and interregional bodies to accelerate women's full participation in economic, social, political and cultural life.

U.S. Congressional sentiment, as related to women's role, has increasingly displayed concern and awareness in that the major problems of development defy solutions unless women are given the opportunity to participate fully in the economic development process. The Senate Committee on Foreign Relations has been especially concerned with the problems of women in U.S. aid recipient countries.

In fostering the Congressional sentiment and concern, the Senate accepted an amendment to the 1973 foreign assistance bill proposed by Senator Charles H. Percy. The amendment requires that the U.S. bilateral development assistance programs be administered as follows:

"Sections 103 to 107 of the Act, 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."<sup>1</sup>

In short, the Percy Amendment announces a U.S. position of providing assistance to the integration of the functional capability of women in development.

<sup>1</sup> *The International Development and Food Assistance Act of 1975 strikes out "Sections 103 to 107" and inserts in lieu thereof "Part I."*

In response to this Congressional mandate, The Agency for International Development (AID) issued Policy Determination-60, directing the Bureau for Program and Policy Coordination (PPC) and other central and regional bureaus and field missions to institutionalize a conscious concern for women in development throughout the Agency's programming processes *from concept and design through review, implementation and final evaluation*. Also pursuant to the recommendations of the "Percy Amendment Working Committee," the Agency established the Office of the Coordinator for Women in Development, charging it with the responsibility for implementing the policy concepts as expressed in Policy Determination-60 and giving it the authority to plan and execute supporting activities in coordination with Geographic Bureaus and offices.

## 2. Why the Conference

Given the present thrust of AID's new direction as a direct response to Congressional mandates, to which the Agency is committed, and the directions of the IWY conference, it was of the utmost importance that the Agency's policy and decision makers as well as the programmers and implementors be given the opportunity for a forum for the expression of concerns, for the identification and airing of issues, as well as for the determination of courses of relevant action for achieving the objectives as mandated and identified in the Agency's Policy Determination (PD-60). To this end, it was proposed to bring officers engaged in programming and implementation responsibilities from each field mission to Washington, D.C. for a period of four days.

## 3. Message to the Field

On 27 August 1975, AID/W sent a circular message, STATE 203686, which advised the missions of the scheduled conference on "Women in Development" to be held in Washington, D.C. and identified the scope and the thrust of the conference.

## B. OBJECTIVES OF THE CONFERENCE

### 1. General

The *purpose* of the conference was to assist missions to understand better the concept of the "Percy Amendment", and to provide a forum for identification of issues.

The objectives of the conference were as follows:

1. Focus on AID's role. How is the Agency going about integrating women in the development process, what tools are needed, and what problems are foreseen.
2. Focus on the activities of other donor agencies and the needs of the Less Developed Countries.<sup>2</sup>
3. Examine the Agency's sectors and the opportunities for involvement.
4. Focus on ways to integrate women into economic development through the workshop encounter and through presentation and examination of case studies.

### 2. Approach to Objective Realization

Initially, the timing of the conference was planned to follow the International Women's Year conference and mission submission of the FY 77 Project Identification Document (PID) and to precede the development of Project Review Papers (PRPs). However, due to the inability of some key speakers to attend, the conference was held at a later date. The conference agenda was developed to encompass a *tri-dimensional approach* towards realization of the objectives.

The thrust of the *first dimension* was to provide the opportunity for the Agency's policy makers to examine the Women in Development (WID) concept and to give to the representatives from the field missions the opportunity for a forum for expression.

<sup>2</sup> The participants included representatives from FAO, UNDP, the World Bank and PVOs.

The thrust of the *second dimension* was to afford the opportunity for representatives of the international organizations such as the Food and Agriculture Organization (FAO), United Nations Development Program (UNDP), the International Bank for Reconstruction and Development (IBRD) as well as U.S. private voluntary agencies to share with the participants their experience in dealing with the problem of assuring women full participation in national development.

In addition to its main thrust the above approach realized a by-product effect in that it sensitized the participants for the final phase of the conference, the "Workshop Encounter".

The thrust of the *third dimension* or the "Workshop Encounter" was to provide the opportunity for the participants to examine the role of women's involvement in development as it relates to various functional areas—sectors. The unique element of this dimension was the introduction of participants from outside the Agency.

## II. CONFERENCE

### A. BACKGROUND

On October 28 through 31, 1975, the Agency in its endeavor to be more responsive to the Congressional mandate which institutionalizes a conscious concern for women in development, held a four-day conference in Washington, D.C.

The initial two days of the conference were devoted to a "Plenary Session". Administrator Parker opened the conference with a keynote address to the plenary. In addition to Mr. Parker, other speakers included Addeke Boerma, Director General of the Food and Agriculture Organization and Irene Tinker, Director for International Science, American Association for the Advancement of Science. Representatives from AID's Office of International Training, Office of Food for Peace, and the Office of Labor Affairs also delivered presentations dealing with their functional responsibilities as they relate to the implementation of the Congressional mandate.

In addition to the guest speakers the key elements of the plenary were presentations by three working panels. The Assistant Administrator's panel was highlighted with a short address by each Assistant Administrator and was followed by a question and answer period. Representatives from the offices of the Bureau for Technical Assistance (TA) and the Bureau for Program and Policy Coordination (PPC) formed another panel. Their presentation to the plenary dealt conceptually with their functional responsibilities as they related to implementation of the Congressional mandate. The presentation was also followed by a question and answer period. The third panel, a panel of international organizations, included representatives of the Food and Agriculture Organization, the Ford Foundation, the International Bank for Reconstruction and Development (World Bank), the U.N. Development Program and the American Council of Voluntary Agencies for Foreign Service. The panel's presentation to the plenary dealt with "A Coordinated Approach to Assistance" and was followed by a question and answer period.

The last two days of the conference were mainly devoted to a "Workshop Encounter" by five separate working groups. Each working group examined the opportunity for women's involvement in development, as it related to the specific functional areas, identified restraints and/or opportunities, raised issues and made concrete recommendations. The "Workshop Encounter" was preceded by an address from Charles H. Percy, the Honorable Senator from Illinois. The last day of the conference was highlighted by an address from Deputy Administrator John Murphy on the subject of "Women in Development—Challenge or Opportunity."

Part II, Section I deals with daily conference proceedings in much greater detail.

## B. INTERPRETATION OF POLICY AND DIRECTIVES

In identifying the different approaches to the Conference "objective realization", this report cites in Part I, Section B, the provisions of the opportunity for the Agency policy makers to examine the "Women in Development" concept as the *first dimensional approach*. This approach served as a vehicle for the Agency's Administrator and the Deputy Administrator, as well as the Assistant Administrator's panel presentations, to provide a strong dialogue and guidance, conceptualize the Congressional mandate on Women in Development and underscore the Agency's policy and directives.

This section attempts to identify and present these most important elements of the dialogue for the purpose of clarity, better understanding and guidance.

Editorially, Administrator Daniel Parker, in addressing the plenary, stated:

*"... to define the proper role of women in society, in both developed and developing societies, one has to come to a clear realization that what we are talking about is, in fact, a case of discrimination."*

Mr. Parker further suggested that, as in any discrimination, to cure it one must

*"... be assertive, not simply being against wrong but actively and assertively for what is right. In fact, one might say that we have to push harder for equality, harder to the point where it may even appear, and may in fact be, a situation of inequality."*

*But the seriousness of the problem, particularly as regards women, I think justifies the condition of a favorable inequality or what has often been referred to as preferential treatment."*

In his address to the plenary, Deputy Administrator John E. Murphy underscored the Agency's management position of support for Policy Determination-60 on "Women in Development," but expressed disappointment at the inadequate data base available to provide a profile of women in development programs.

*"Let me state here and now that AID's management stands solidly behind PD-60, ... our policy determination on women in development, which states that our primary emphasis will be on the integration of women as both agents and beneficiaries in the mainstream of the Agency's programming. That policy was enunciated over a year ago, and we mean every word of it."*

*But having said this, I must still emphasize the need for a better data base for the design of our women in development programs. PD-60 clearly states that AID's approach to implementation of the Percy Amendment will reveal the actual role and status of women and their contribution to development. It goes on to say that bureaus and field missions will take steps to collect information which may be used to illuminate the roles, status and contributions of women in developing countries. Better data on women are required for designing and evaluating AID projects. When this is not available from national or international efforts, AID central or regional support studies and data gathering may be required."*

Mr. Murphy also noted that due to the newness of the "Women in Development" concept, AID management has in the past made allowance for field slippages, stressing that in the future AID/W will not be so accommodating.

*"Over and over again, program proposals are being submitted to Washington for approval with skimpy and at times slipshod data and related analyses. This past fiscal year we were rather lenient with such proposals. We made substantial allowances for tightness of deadlines and the slippages. . . . We are not going to be so accommodating from now on.*

Mr. Murphy further observed that while economists, engineers, and accountants are essential in AID's efforts, there is a definite need for social scientists, especially as they relate to the integration of women into the development process.

*"I must also say that I'm perplexed at the failure of our field missions to seek the expertise of social anthropologists and other social scientists to help them conceive and develop projects responsive to the people-oriented Congressional mandates. . . . How in the world the field missions expect to be able to conceive and design projects that will involve the intimate participation of the rural poor in their own development without clear indicators of the influences which impact on and motivate the rural poor to participate is a mystery to me. . . .*

*If our field managers don't recognize this, we have got some reorientation to do. But if they do recognize this need, why aren't we seeing more requests for social science personnel, especially as they relate to the integration of women into the development process."*

The Assistant Administrators' panel dealt primarily with the interpretation of the Congressional mandate, conceptualizing the Agency's response in terms of an integrated approach in project design and development vis-a-vis projects for women only.

In his brief remarks, the Deputy Assistant Administrator for the Near East Mr. Alfred White, in looking at the Congressional mandate and the various options for the Agency's response, reflected on the importance and usefulness of social soundness analysis.

*"One of the most controversial sections of our new program design system is the social soundness analysis. It is here that we should find the clues as to the potential role of women."*

*"In many cases, lack of data and lack of research experience make that social analysis seem a burdensome task. However, it may be the best source for identifying the areas where women may have responsibility but not opportunity."*

In his presentation, the Assistant Administrator for Asia, Mr. A. Z. Gardiner, also underscored the need to understand the role that women play in cultures that AID is trying to impact on so as not to cause unexpected effects.

*". . . the Percy Amendment, I think, from our perspective is really a mandate to make sure that in designing our programs, in designing programs in agricultural development and rural development, and certainly in education, certainly in family planning, that we have to be sophisticated and intelligent about the role that women in fact do already play in the cultures in which we are trying to have an impact, because it is for certain that unless we do understand that role we may very well be conducting projects that either have unexpected effects that we may not particularly want to have ourselves associated with or have no effect at all."<sup>3</sup>*

<sup>3</sup>This need to know more about the role of women has been raised time and time again throughout the conference. It was recognized that turning the "Women in Development" concepts into action is a complex process due to cultural and social differences between countries, which, in a great many cases, is further aggravated by intracountry cultural nuances.

Additionally, in reflecting on the mandate, Mr. Gardiner identified a general misunderstanding of the mandate in that the "Women in Development" concept is identified and confused with that of the U.S. feminist movement.

*"I think that, at least in the talk that I have heard about the Percy Amendment over the last year and a half, that there is a lot of sloppy thinking that goes on about it, in my judgment. There is, as I said, the danger for over-generalization. There is in some people's minds, I think, a tendency to equate the Percy Amendment with an imposition and grafting upon our AID program the more broad women's rights movement that has a very substantial following in the United States today. . . ."*

The Deputy Assistant Administrator for Africa, Mr. Donald S. Brown, echoed similar concerns to those expressed by Mr. Gardiner, namely the need to better understand the reality of the role of women in economic matters in Africa and from that to get some better idea of how AID should direct or re-direct its programs to get at those roles.

*"While Africa Bureau programs in the past have concerned themselves with the women as homemakers, educators of children, it is really only in the last year or two that we have begun to recognize the importance and the need to define our programs not only in those terms but also in terms of the women in her economic roles."*

*"A lot of study, a lot of research continues to be needed. We need to find more innovative approaches, and we certainly look forward to the results of this conference to help us in this area. So far, too many proposals that we are receiving from our field missions tend to be narrow and traditional in approach."*

The Assistant Administrator for Latin America, Mr. Herman Kleine, in articulating his concerns on the subject of "Women in Development," voiced similar thoughts as were expressed by all of the other Assistant Administrators. Mr. Kleine's remarks most succinctly address the subject matter.

*"In our Latin American and Caribbean programs, we are, and I admit still haltingly, systematically emphasizing the integration of women in development. To improve the status of women, we feel that we can do it best through their involvement as participants as well as beneficiaries in the total development process."*

*"In working in the Congressionally mandated sectors of emphasis, we seek to help cooperating countries to make full use of all their human resources. This means their women, and it means their men."*

*"In my mind, the challenge that we have is to address the problems in food and nutrition, with the dimension of integration of women in development in mind. We must address the problems of population planning and health with that dimension in mind, and so on through our program. Now, if our research, or our analysis of a sector, indicates that progress in meeting the objectives of that sector are being held back because women in that particular sector have not benefited from or are being adversely affected by our programs or policies, then we might very well develop a program targeted at women in that sector. But I don't feel that we should divorce ourselves from what we are doing in the sectors and go ahead and organize a bunch of programs pushing the particular objective of "Women in Development."*

*"We recognize that the best chance for translating the concept of integration of women in development into action is to start at the project design stage and to keep it in mind thereafter at every important step of project development and review. DAP<sup>4</sup> and annual field submissions are required to give full consideration of women's strategy and programs."*

*"Our approach is still very much in the experimental stage. We lack experience, we lack sufficient data on specific target groups in specific countries and we lack adequate evaluative and analytical tools."*

<sup>4</sup> Development Assistance Program.

## C. RECOMMENDATIONS

### 1. General

There were a number of recommendations made throughout the plenary by both the speakers and the participants.

None were in the context of AID's Policy Determination-60 as it relates to the specific functional areas. In this respect, the recommendations of the five workshops—*agriculture, nutrition and health, population and health, rural development, and education and human resources* reflect such an approach.

The consensus of the five workshops reflects that the role of men and women in each country, region and locality must be fully understood if one is to develop projects across the broad spectrum of AID's activities which will respond to the Congressional mandate.

The following are the conclusions and recommendations of the five workshop encounters as they were presented to the plenary.

### 2. Workshop Recommendations

#### a. Agriculture

The Agriculture workshop had a very spirited discussion of the issues associated with involving women in agriculture. It might be said that the most valuable part of the encounter was the exchange of ideas and the dialogue.

The workshop initially worked as a group, and later divided into three subgroups.

The general session of the workshop identified and recommended three *principles* which relate to the role of women in development—agriculture, for the Agency to follow:

(1) Missions should strive to get host governments to allow women to participate in the definition of agriculture problems that AID assistance would help solve.<sup>5</sup>

(2) It is insufficient for an agricultural project to have "not negative" impact on women. Rather the project (results) should have a *positive* impact on women, particularly the rural poor women.

<sup>5</sup> The consensus was that the women know better what these problems are than men.

(3) That small, country-specific projects are needed to learn more about the role and how assistance projects might improve the status of women.<sup>6</sup>

In examining the *goals* of projects and activities as they relate to agriculture and women in development, the workshop suggested the following two goals as having some relevance:

(1) Improve the quality of life and the well-being of the rural poor, particularly women.

(2) Increase the opportunity for rural women to take part in and be functionally integrated into agricultural development processes.

Additionally, the workshop group dwelled on the subject of *alternative approaches*.<sup>7</sup>

(1) whether there is room for the rifle approach, or

(2) whether it would be best to concentrate on comprehensive agricultural development programs that focus on the rural disadvantaged.<sup>8</sup>

In an endeavor to *maximize the success* of the workshop, the group was split into three subgroups, each charged with structuring a project in one of the following three areas:

(1) The rifle approach

(2) The shotgun approach

(3) The lack of knowledge on the role of women.

The *rifle approach*—aimed specifically at women in agriculture, "Specific Training for Women in Agriculture", designed to increase the skill level of farm women.<sup>9</sup>

<sup>6</sup> It was recognized that women have a very important role in agriculture in the LDCs; the workshop identified the fact that not enough was known about the role.

<sup>7</sup> Topic was discussed at length by the Assistant Administrators' panel.

<sup>8</sup> The panel felt that probably most of the emphasis should be on this approach. However, it did not rule out and acknowledged that there is a good justification for a few high priority projects aimed specifically at women.

<sup>9</sup> While it is aimed specifically at women, some of the concepts could be integrated into other agricultural assistance projects.

Participant training for women was identified by a consensus as the first priority. The training should be piggy-backed on ongoing programs dealing with upgrading traditional skills and also should be expanded to provide leadership skills to selected participants. Public speaking, budgeting, marketing and others were some of the skills which were mentioned.

In developing a "Rifle approach" project the subgroup attempted to adhere to AID's project design schema.

(1) The *project goal* was identified as "the integration of LDC women into their national economy."

(2) The *purpose* of the project was to identify generic skills and develop new skills of rural women in the agricultural sector to improve the quality of community life.

(3) The *outputs* were perceived as:

(a) a cadre of female rural extension agents with superior skills to implement agricultural programs,

(b) a series of easy to read materials dealing with the agricultural problems of the area,

(c) a cadre of rural businesswomen trained in production and marketing of agricultural production and trained in development and management of co-ops,

(d) a cadre of male extension agents sensitized to the role of women in agriculture,

(e) a self-sustaining women's club and/or centers dealing with agriculture throughout the rural district.

(4) The *project inputs* were viewed by the subgroup as:

(a) in-country women's training programs for rural extension agents,

(b) workshops or material development, which would include material development specialists,

(c) mobile women's training teams to train rural business women,

(d) courses for male extension agents to sensitize them to the need for the upgrading of the role of women in agriculture and the extension service,

(e) incentive and support for the establishment of women's clubs,

(f) radio programs dealing with the issues of concern to women in agriculture.

(5) The *verifiable indicators* were identified as follows:

(a) "x" number of women agents working effectively in the field,<sup>10</sup>

(b) distribution and use of materials,

(c) "x" number of rural business women who are disseminating agricultural inputs and information to other rural women,

(d) "x" number of male agents working effectively in the field,<sup>11</sup>

(e) number of clubs and percentage of women involved.

The subgroup felt that the means of verification in essence were surveys, comprehensive surveys. These were viewed as perhaps the most difficult aspect of the program design since in so many of these areas there are no benchmark data and many of the programs actually have never been impacting on women.

The *shotgun approach*—a broad-based agriculture development project designed to maximize the integration of women in the agriculture development process and to insure their full participation in the incidence of benefits.

In order to avoid excessive narrowness, the second subgroup in designing the project discussed both the implementation as well as the structural phases of project design. Because of the breadth of the subject matter, the group did not attempt to develop a specific log frame.

<sup>10</sup> The abstract "x" was used because each area, each district would be specific and contingent on the level of development, the awareness of the government structure to the problems of women.

<sup>11</sup> Subjective judgment of "effectively." However, it was felt that just male extension agents "working" was not sufficient.

(1) The *goal* of the project was not totally developed. However, the consensus was that it was important that equity, not only social economic equity but sexual equity, be included as part of the project goal.

(2) The *purpose* of the project was left undeveloped. However, it was deemed essential that one of the elements of the purpose must be involvement of women in the project as participants and beneficiaries.

(3) The *output-input* elements of the project were perceived by the group in the area of technical assistance and research and were identified as follows:

(a) availability of extension services to women in agriculture,<sup>12</sup>

(b) a cadre of female rural extension agents with skills to implement agricultural programs,<sup>13</sup>

(c) introduction of females into agricultural research,

(d) introduction of females into policy making positions affecting agricultural research so that the direction that research takes can include directions which are beneficial to women,

<sup>12</sup> There was a broad consensus within the group that the most important of the phases of the technical assistance and research was to assure availability of extension services to women. One of the problems was identified as "attitude of extension worker" who might not want to talk to women. The harder aspect is the fact that technical assistance or extension work in agriculture on a "one-to-one" basis does not work. One extension worker going to one farm and talking to one farmer is unable to produce a saturated effect. It seems that in order to have a greater impact within the limited time available the extension worker would have to gather farmers in groups of 20 to 100. However, women's home chores and duties conceivably would preclude or make difficult full female participation in those groups.

<sup>13</sup> Similar recommendation was made by the first subgroup of the Agricultural workshop which dealt with the subject of developing an agricultural project having a "Rifle Approach."

(e) removal of all legal and social restrictions which preclude women free access to credit,

(f) removal of all legal and social restrictions which preclude women from purchasing land,<sup>14</sup>

(g) modification of the small marketing system through.<sup>15</sup>

—increased efficiency of operation

—better sanitary procedures

—improved education

—consolidation of small, inefficient units into larger, efficient units.

The final discussion of the subgroup dwelled on the subject of evaluation. It was recognized that if a project is to reach any particular group, whether it be women or poor workers or farmers, there has to be some sort of evaluation below the macro level. Merely showing numbers will not suffice.

*Information on How to Integrate Women into Agricultural Development* — a narrow-based project, somewhat of a "rifle approach" aimed specifically at the problem of not knowing enough about the role of women in agriculture and how to improve that role. The absence of such data demonstrates the need for a better "data base" on which to structure projects to improve the role and status of women.

In addressing the problem the subgroup identified and examined the following two methods of information gathering and processing.

(1) Collection, evaluation and dissemination of information on a broad international base.

<sup>14</sup> Access to purchase of land is closely tied to the access to credit since very few individuals can afford to purchase land for cash.

<sup>15</sup> Women are already, in a great many societies, the prime movers of the small marketing system. If additional agricultural production is to be effectively marketed, the small marketing system must be modified and made more efficient. However, in effecting modifications one runs a risk of going into male-dominated corporations. Therefore the programs in the marketing area will have to be structured so that the women small marketeers, if their marketing functions are absorbed by large organizations, have a role to play in that larger organization.

The subgroup visualized development by AID of a task force effort with international linkage which would be specifically integrated into a country's information modernization and development effort. The total task force effort would not only include a cross-section of U.S. but of world-wide talents as well and will be charged with:

- (a) Providing leadership,
  - (b) Assembling and disseminating data,<sup>16</sup>
  - (c) Undertaking steps to help shore up and modernize country's information and base data systems,
  - (d) Provide training grants.
- (2) Development of an adequate in-country information and "data base" systems.

- (a) profile data,
- (b) a field of information on social and technical interactions,
- (c) data on the gaps and deficiencies in the existing information systems.

#### b. Nutrition and Health

The Nutrition workshop's process of arriving at recommendations followed a specific tripart approach.

- (1) Described the acceptable AID nutrition strategy and AID's goals as part of that strategy,
- (2) Defined the goals of the women in development process and,
- (3) Examined whether or not the nutrition strategy and the implementation of the strategy is geared toward achieving these goals, and if not, what should be done to help bring that about.

Additionally, the workshop's recommendations had to meet certain criteria. They had to be:

- (1) reasonable
- (2) feasible
- (3) actionable

<sup>16</sup> Data dealing with sort of "state of the art" information.

The workshop recommendations fell into three basic categories.

#### (1) General

The Agency should designate a team of carefully selected individuals, to include LDC representatives, who are not involved in nutrition programs. This team is to visit several selected countries and analyze existing and planned nutrition programs in order to determine what changes if any should be made to better involve women in the development process.<sup>17</sup>

#### (2) Specific recommendations dealing with "Agents of Development."<sup>18</sup>

—The Agency should continually make efforts to increase not only the number of women in programs but to raise their decision making level, especially in the area of field programs.<sup>19</sup>

—The Agency should make an effort, right at the outset, to involve women at various levels in the newly emerging discipline of an integrated approach to health, family planning and nutrition programming.

—The Agency should encourage the LDC's to develop food and nutrition policies as well as assist in establishment of planning bodies.

—The Agency should encourage the LDC's to see to it that women are adequately represented in those planning bodies.<sup>20</sup>

—The Agency should, inasmuch as a good deal of its work is done through commercial consulting firms, universities and private voluntary organizations, sensitize those intermediaries to the requirements of the congressional mandate as well as the Agency responses.

<sup>17</sup> The subgroup on Nutrition felt that it would be useful for an objective outside group to take a critical look at what is taking place and if need be, come up with specific recommendations.

<sup>18</sup> Agents of development are identified as the U.S. government entities such as AID, the local government entities, and the intermediaries.

<sup>19</sup> The sub-group recognized that the AID program employs a good proportion of women, however.

<sup>20</sup> It was acknowledged that the women in most developing countries are "numerically" quite well represented in nutrition programming in such traditional roles as home economist.

(3) Specific recommendations dealing with project activities:

—In the process of encouraging LDC planners to develop and implement a nutrition strategy AID should

- incorporate the issue of the role of women in the development process into continuing dialogue. This is to say that the Agency should not only work to encourage countries to set up inter-sectoral analysis and planning activities, but in the process, the Agency should constantly sensitize the LDC's to the "Women in Development" issues.

- seek to encourage LDC's to upgrade women to high level positions in the analysis and planning process.

—In the area of training activities related to nutrition, AID should

- analyze and change, as necessary, AID's training programs at various levels, to incorporate into the curricula material appropriate to create a greater awareness of the role of women.

- attempt should be made to create a greater self-awareness among women participants themselves to go beyond the specific training being received to an awareness of their potential role.

- encourage more training of women in areas which have been traditionally represented by men.<sup>21</sup>

- examine various specific forms of training programs provided for women such as training in family planning or health.<sup>22</sup>

<sup>21</sup> For example, in areas such as food technology.

<sup>22</sup> It was felt that training tends to be rather compartmentalized (particular reference being made here to training of women, although it is true of other training as well). In order to encourage some of the trainees to find it easier to get out of the box that they may find themselves in, the group felt that AID should encourage broadening the base of such training and not merely train a family planning worker to be a better family planning worker, but to use that training to broaden the participants' scope so that they might be able to qualify for other types of job opportunities.

—In the area of "food chain" it was suggested that AID should

- seek to undertake a series of country studies to identify data on the role of women at various places along the food chain with a view to identifying potential interventions which, if followed, can achieve a better nutritional impact.<sup>23</sup>

- pull together, in some central repository, experiences of successful interventions. These experiences should be made available to AID missions, various contractors and grantee intermediaries as examples to encourage their possible adaptation of similar projects elsewhere.

- undertake a study of the magnitude of "food waste" to identify potential ways of dealing with the waste.<sup>24</sup>

—In the area of "nutrition education" it was suggested that AID should

- stress in programs using extension workers, home economists, school teachers, formal and non-formal education and the mass media what women should do in traditional food-related behavior roles to improve nutrition; also,

- in addition to the above, such programs should have content to advise and sensitize women as to what their potential role could be in other areas such as consumerism and community planning.

<sup>23</sup> The fact that women play a significant role in various places along the food chain is often overlooked. If some of those places are identified, one might find a new type of intervention point which would imply new types of programming efforts.

<sup>24</sup> The workshop acknowledged that a great deal of food is wasted in the post-harvest phases of the "food chain." Given the fact that women are deeply involved in various stages of the post-harvest process, one might envision a number of potential ways of dealing with the problem with particular reference to the involvement of women.

### c. Population and Health

The workshop session dealt with discussion related to three major topics or issues.

(1) What are the fields of population and health doing for women?

The consensus of the workshop was to acknowledge that the *population and health* are mutually supportive and in large part are designed for female audience and that the total view of health and fertility control relates to all other sectors.

(2) How can we increase women's participation?—looking at women as more than consumers.

In examining the area of women's involvement in *population and health* programs, the workshop discussed and identified various means, the most important being *the use of* sector assessments, national census and official surveys and reports, as they contain readily available information that can help identify problem areas. The workshop also recommended that AID/W as well as the field personnel should be continually impressed with the need to involve women as participants and beneficiaries in development assistance programs.

(3) What is the status of women?

(a) Employment in population and health sectors.

(b) Employment in AID's population and health positions.

It was agreed that there is enormous potential for women's employment throughout the health and population services of developing countries as well as throughout AID/W and field posts, and that pursuing this objective might greatly enhance the achievement of improved planning and program impact, especially in reaching the peripheral groups in rural and urban poor areas.

### d. Rural Development

The rural development workshop encounter started with a general discussion of the problems of involving women in rural development, and then moved to a discussion of the specific recommendations that should be directed to resolving these problems.

Right at the outset, the subgroup identified *rural development* as an integrated approach to development which is influenced by developments in other subject areas such as health, education, nutrition and agriculture. The workshop concluded that for women to be successfully integrated into the development process, the role of women in rural areas should be seen as one part of an overall strategy for rural development to help small farmers. The conclusion served as a basis in developing the following recommendations:

(1) In implementing the Congressional mandate, AID must understand the role of both men and women in each country, region and locality that it is providing assistance to.

(a) Identify the amount of time and skill women spend on different types of work.<sup>25</sup>

(b) Identify which decisions are made by men and which are made by women.

(2) The staffs of the program and planning decision-makers of donor agencies, as well as the staffs of the planning ministries in developing countries, should include women and men sensitive to the problems of women.

(3) Program design teams should include women so that plans developed to assist the rural poor include recognition of the role of women and give them the opportunity to exercise that role.

(4) AID and other donor agencies should encourage the LDC's to include the rural poor, particularly women, in the planning and implementation of rural programs.

<sup>25</sup>The knowledge is imperative in order to devise programs which will extend assistance to women, in introduction of various intermediate technologies, to increase their productivity and provide them with more time to become involved in education, health care, and other activities.

(5) AID and other donor agencies should, in developing country-specific family planning programs, utilize available information or, if need be, effect research to identify the motivations which determine family size.

(6) AID and other donor agencies should, in addition to sponsoring the training of women in technical fields, sponsor training of women in fields such as management and accounting.<sup>26</sup>

(7) Developing countries should consider creation of a council, at the national level, to undertake research and focus attention on the problems of women.

(8) AID and other donor agencies as well as the LDC's should, in planning programs to assist women, find out through women agents what is it that the women want.

#### e. Education and Human Resources

The workshop considered the subject of women in development at *policy, programmatic and implementation* levels.

##### (1) Policy Level

The workshop did not discuss broad concepts at great length, but rather decided that policy directives and guidelines in the Foreign Assistance Act, the Percy Amendment and Policy Determination-60 were sufficient.

At this level of discussion the workshop recorded three important observations which seem to have policy implications and perhaps require further policy expression.

(a) Need to expand basically economic terminology in which the subject matter is discussed to include human dignity and other reflections of humanitarian concern.<sup>27</sup>

<sup>26</sup> This might be one way of helping the women to expand their role in the development of their community and the rural country as a whole. Such training programs, however, should be preceded by a determination as to what jobs are available as well as whether women would assume such jobs if given the opportunity and training.

<sup>27</sup> It should be noted, however, that some dissatisfaction was expressed with the basically economic terminology in which the subject was discussed. It was felt that important considerations, such as human dignity and other reflections of humanitarian concern might have appropriately been used.

(b) Need for AID field missions, since they are closer to the site, to try to identify obstacles to achievement of status as well as the obstacles to equitable distribution of deference and recognition in the social system.<sup>28</sup>

(c) Need for the leadership of AID/W and field missions to be sensitized and educated to the vital role of women in development.

##### (2) Program Level

At the program level, the workshop perceived a need for stronger direction to missions and bureaus regarding the appropriate treatment of the subject of women in development at each stage of program and project design, review and evaluation. Specifically:

(a) Development Assistance Program -- I (DAP) Documents, where target populations are defined and described, should be reviewed as a priority matter to determine where data and analysis are adequate to identify problems in and opportunities for involvement of women as participants and beneficiaries in the development process. In this respect, some special considerations should be given to:

—Social analysis—is of at least as much importance as economic analysis; where missions lack the capability to conduct in-depth social analysis, missions' capacity should be strengthened by provision of necessary expertise.

—Recognition of family unit — attention needs to be given to the family in its diverse form and the family should be recognized for its contributions as an economic unit as well as a socialization unit, and in particular for its critical role in lifelong education.<sup>29</sup>

<sup>28</sup> The workshop felt that special attention should be given to the question of the status of women and to the impact of any project on the social status of women in general. This, it seemed to them, was one area where the guidelines were not clear, but one which at the same time directly addressed both the letter and the spirit of the Amendment.

<sup>29</sup> It was suggested that these functions be further researched and that technical assistance, where research was done, be extended.

—Identification of LDC barriers—it is critical to identify LDC legal and administrative barriers to involvement of and benefit to women, to assess such barriers, and to take such programmatic decisions as may be necessary and appropriate.

(b) In sector assessment (DAP's II) reexamination should be carried out to determine whether learning needs, or the kind of information leading to the assessment of the learning needs of women as participants and beneficiaries of development in national learning systems, can be established and selectively addressed.

—In such preparations for design of educational programs and projects, it is critical to realize that learning comes not only from content, but equally from structure, processes, and human relationships. This will be especially critical in projects which involve women's capability, will and opportunity to participate in development.

—In the cost-benefit aspect of analysis related to human resources development, measures of the benefits of education should be identified and used to take into account non-monetary contributions by both men and women, over and above such measures as earnings in the form of wages and earnings from production.

(c) Potential for local involvement. Local women's groups are frequently an excellent source of information for design of projects so as to enhance women's role and status; where local women leaders can be offered training to enhance their communications and leadership ability, this resource can be strengthened, especially if actually followed up—these are a few of the aspects of a general desideratum for fuller involvement, at every level, of LDC people in the development process.

(d) Need for modification and redirection of existing programs through review and evaluation.<sup>30</sup>

<sup>30</sup> The workshop concluded that the present project evaluation mechanisms warrant reexamination for the way in which they address this important problem. The question in the PAR, for example, needs to be augmented and in some cases modified so as to actively detect and isolate both problems and opportunities for enhancement of women's role and status.

### (3) Implementation Level

At this level the workshop made a considerable number of positive suggestions. The most salient ones were:

(a) Priority should be given to involvement of LDC national research resource bases (university, institutes, women's groups, and the like) in the research process, with external research resources playing an adjuvant role.<sup>31</sup>

(b) The question should be raised, regarding particularly field staffing, whether personnel whose orientation is chiefly managerial, are fully appropriate in dealing with important questions of women in development, especially in the human resources development field. While much good work can be done, and is being done through intermediaries such as universities, non-governmental organizations, and skilled volunteers, we believe that the Agency should consider strengthening its own professional capabilities in the field in the social science area. Clearly, in many countries it will be essential that such personnel be women.

(c) Missions should consider resource committees to assist at design, review and implementation stages of projects having substantial components addressing the women in development mandate. In addition to mission personnel (male and female), the committees should include interested host country people and, as appropriate, U.S. spouses.<sup>32</sup>

(d) Traditional rigidities in interpretation of regulations designed to prevent nepotism should be set aside so as to provide training and employment opportunity to spouses and to make sure that their services are both recognized and compensated. The workshop draws attention to a generally underutilized and unrecognized resource: AID spouses.

<sup>31</sup> U.S. universities, for example, can and should develop and utilize LDC linkages, particularly to strengthen and develop research capabilities of LDC institutions.

<sup>32</sup> This can well be done in the context of maximum involvement and communication with participants and beneficiaries in development programs. Such an approach might well obviate narrow stereotyped views of appropriate domains for involvement of women (e.g., handicraft programs) and lead to the serious socioeconomic analyses necessary to optimize opportunities in the national economy.

#### D. ISSUES

This portion of the report attempts only to enumerate issues raised during the course of the conference without providing the rhetorical background, the purpose being the central focal point where major issues are readily identified.

It is hoped that the Agency's Regional Bureaus and Technical Offices as well as the field missions will go beyond this initial step of "identification" developing further insight and country or region specific rhetoric.

\* \* \*

*The Congressional mandate, the "Percy Amendment"—what does it precisely mean and how does one go about implementing it?*

\* \* \*

*How does one change a "status-quo" in which development activities are generally regarded as masculine domains by agencies and governments?*

\* \* \*

*In responding to the Congressional mandate, to what extent should the Agency focus its attention on "integrated" projects and to what extent should it focus on projects for women only?*

\* \* \*

*How does one stress the integrated approach in project design and yet at the same time maintain the capability to measure progress of response to the Congressional mandate without resorting to specific women projects?*

\* \* \*

*What criteria are needed for designing of "Women only" projects, vis-a-vis designing of projects which reflect an integrated approach?*

\* \* \*

*Is the introduction of new agricultural technologies adding to or lessening the burden of women?*

\* \* \*

*Does developing of small farm machinery that would make the task for women easier, benefit or adversely affect women?*

\* \* \*

*Does providing opportunity for women's involvement in the development process necessarily lead to women's involvement and participation?*

*Has development benefited or adversely affected women?*

\* \* \*

*Labor-migration of the breadwinner and its effects on the status and role of women.*

\* \* \*

*What should be the role of women in agriculture?*

\* \* \*

*Women in development vis-a-vis unemployment—what effect if any does employment of women have on the unemployment rate?*

\* \* \*

*Congressional mandate on "Women in Development" and cultural imperialism.*

*What is the Agency to do in relation to the Congressional mandate and in terms of the impact of sectoral activities on women when it is confronted with institutional and legal rigidities on the part of the host countries which it either must ignore or perhaps run a considerable risk in confronting?*

*To what extent is it appropriate for the Agency to concern itself with the status quo in various sectoral activities that might deal very sharply with the unique status of LDC women?*

\* \* \*

*How can AID respond to the Congressional mandate without "tampering" with cultural and religious mores?*

\* \* \*

*Agency's development thrust as response to "government to government" vis-a-vis "government to people."*

\* \* \*

*What should be the Agency's role in development as agent of change of laws, policies and customs which constrain the improvement of the quality of life for women?*

\* \* \*

*What should the Agency's role be in approaching the LDC women to acquaint them with alternatives to improve their quality of life?*

## E. IMPACT OF THE CONFERENCE AND CONCLUSIONS

### 1. *General*

The Women in Development Conference was provocative and unprecedented. No other conference in recent times so involved the field, Washington, academia, multilateral and private voluntary agencies in such a lively and intimate focus on a single development issue. The Agency's staff left with much clearer guidance on what is meant by the Congressional mandate. Non-AID participants acquired a better understanding of AID's programs, and the Agency's efforts to respond to the mandate. The lack of distinction between resource people and participants fostered the learning experience for all.

The Conference gave all the participants a good point of reference for where the Agency is in its efforts to involve women in the development process and underscored the continuing need for rigorous analysis at all stages of project construction—from design—to implementation—through evaluation.

This was not a conference where women worried over problems of women. Rather, this was a conference where developers tried to advance the age-old challenge of reaching targeted populations. Such populations must be broken out so that each segment, including women, is effectively reached by and involved in the development process.

### 2. *Where Do We Go From Here*

The concept of integrating women into their national economies has been universally accepted. It not only is incorporated in AID's legislation, but amendments or resolutions requiring particular attention to program impact on women have been adopted by UNESCO, the World Population Conference, the World Food Conference, the International Women's Year Conference, the UNDP, and the UN General Assembly . . . and most probably the forthcoming Habitat Conference also will include a similar resolution.

A recent review of the AID program revealed that:

—The number of female participants to the U.S. has increased from 153 out of 3,734 total (4.1%) in FY 1973 to 405 out of a 2,996 total (13%) in FY 1975. Comment: the trend is right but there is still much room for improvement.

—Many "profiles on women" have been done on individual countries by either USAID staff members, country nationals, or a third party. Comment: There should be one for each country to be used as a reference document for those who design and implement projects.

—Many USAIDs have developed "women only" projects which address a key constraint to involvement of women into the economic process. Comment: Valuable as these types of projects could be, they should be undertaken in addition to "integrated" projects rather than in lieu of them.

—Only 10-15% of development assistance projects are designed to include a thread throughout the document which addresses the concern for the effect of the project on women. Comment: The AID goal is to design each project to include measurable indicators which could be used to evaluate the impact of the project on women. There no doubt are many projects which have had either a good or bad impact on women, but most projects are silent on this point and therefore appear not to qualify as "integrated" projects.

The goal over the next two to three years is for all AID projects to be designed and implemented to consciously impact favorably and equally on the targeted population, men and women. This is to be accomplished through selected research studies, regional workshop seminars, dissemination of relevant material, and the formulation of an AID strategy on the integration of women into the development process.

## PART II

### I. CONFERENCE PROCEEDINGS— SUMMARY

#### A. October 28, 1975—Day 1

##### 1. Summary of Events

Mrs. Long, who served as moderator for the Conference, reminded the participants, in her welcome remarks, that the purpose of the conference was to share a development problem—that is, the problem of how to reach a segment of our target population, i.e., the rural poor women. The objectives were to explore more imaginative approaches as to what could be done to insure that women are truly beneficiaries of and participants in the development process and to give field missions the opportunity to discuss the problems encountered and the tools needed to promote increased participation of women in national development. She said:

*"The Percy Amendment gives us a means of dealing with a problem that, although recognized, largely was ignored."*

An overview of the International Women's Year Conference was also provided by Mrs. Long. She noted that the U.S. delegation to the Mexico Conference proposed the women in development resolution of the U.N. Plan of Action, which was unanimously accepted by the Conference. This, in turn, pointed out to U.S. agencies the need to review and evaluate its programs insofar as women are concerned. She further stated that:

*"We are all in the process of collecting data that will enable us to better understand what roles women now play in the development process and what roles they can play."*

In officially opening the Conference, Mr. Daniel Parker, Administrator of the Agency for International Development, made two major points in stressing the seriousness of the problem of women in developing countries. Firstly, that we are talking about discrimination which must be dealt with in the most assertive and aggressive ways that we know how, and secondly, it is clearly an endemic problem and one which requires a systemic cure. Mr. Parker stated that the means devised by the Agency for dealing with the problem is the "impact statement." Impact statements are the central means we have found for creating an awareness and a framework for action. He further emphasized the continuing need to expand both the quality and substance of the impact statements prepared on our AID projects and build in an ex-post facto measurement system to evaluate not only the impact of AID projects on women, but also to evaluate the progress toward the achievement of the goals identified in those statements.

The Director-General of the Food and Agriculture Organization, Dr. Addeke Boerma, in addressing the issues of new dimensions in assistance to meet the demands of the new economic order, said, "More women are needed at all levels designing projects which are not necessarily for 'women only,' but in which the needs and potentials of women are taken fully into account." He also noted that the inclusion of women into development programs is "crucial if our efforts to increase agricultural production in developing countries are to really be effective, for women account for at least half of the food production in the developing countries."

In concluding, he said,

*"In the final analysis, special programs for women can only be part of the solution. Neither the governments concerned nor we in development agencies should take the view that the problems of women in developing countries can be solved in isolation from the many other varied problems which these countries face. Basically, what is needed . . . is acceptance of the fact that the cause of women will only be furthered to the extent that it is woven into the whole fabric of economic and social development."*

## 2. Regional Overview

A panel discussion of "Women in Development Implementation" included the Assistant Administrators for Asia, Arthur Z. Gardiner, and for Latin America, Herman Kleine; the Deputy Assistant Administrators for the Near East, Alfred D. White, and for Africa, Donald S. Brown.

The panel noted that the women in development mandate could not be implemented from Washington and unanimously agreed that action and conviction should be a collaborative effort among host country nationals, the Agency and other donors.

The strategies applied by individual Bureaus are difficult to summarize, since they vary according to patterns of economic life and attitudes, traditions, and legal barriers relating to the status of women in their regions. Despite the varying strategies, there was a basic recognition of the need to conceptualize programs that fully utilize the potential of women.

The economic functions of women are substantial in all developing countries. To define them more precisely and to see what they might mean for development were viewed as urgent needs.

The panel agreed that the development of appropriate strategies to deal with the problems of women is hindered by the lack of relevant information on the actual and potential role of women on a country and project-specific basis and by the lack of experience in programs and policies to reinforce those roles. Concern about women's participation in development and, more importantly, about means for carrying this concern forward into development programs has motivated the bureaus to assist missions in collecting relevant information on the role of women in their countries.

### a. Near East

The composition of conservative Islamic societies in the region is the single most overriding cultural factor in attempts to encourage greater participation and greater benefits for women in AID-assisted projects. The Bureau is only beginning to learn what this means as they try to understand restraints and opportunities in those countries.

Since Muslim traditions inhibit the participation of women in the total development process, the Bureau will work in those areas traditionally acceptable for women such as maternal/child health projects which are viewed as critical starting points for improving the status of women. For example, since the posting of women as trained auxiliaries to health facilities in Afghanistan, women have increased from 18 to 48 per cent of all patients served in health care facilities.

Other areas of emphasis will be vocational training and employment opportunities for women. Assistance to women's organizations, such as the United Federation of Tunisian Women, who maintain training centers for rural women, and local voluntary agencies are other means viewed by the Bureau to enhance the role of women.

One of the most controversial sections of the new program design system is the social soundness analysis. It is here that the clues to the potential role of women can be found. In many cases, the lack of data and experience makes that social analysis seem a burdensome task; however, it may be the best source for identifying the areas where women may have responsibilities but not opportunities. The purpose of the amount of analysis built into our project analysis system is to help us be more predictive of the social as well as the development results of our assistance.

#### b. *Asia*

How to meet the challenge of the Percy Amendment, as far as implementation, is a question still in the talking stage in the Bureau. More needs to be known about the role women play in the cultures in which we are trying to have an impact. Unless the role is understood, projects may be designed that will either have an adverse effect or have no effect at all.

One of the dangers of implementing the Percy Amendment is over-generalization. Another is to equate the Percy Amendment with the Women's Lib movement. This kind of thinking is confusing and tends to distort the issues.

The Bureau feels that since women within its jurisdiction are totally integrated into the national economies of the countries, the real challenge is to be able to take advantage of the opportunities and at the same time be aware of the constraints posed by the central role that women do play.

Population planning is an area where women play a crucial role and where our programs can have the greatest impact. However, the overall staffing of the AID Population and Humanitarian Bureau regarding sex leaves this whole area subject to question.

#### c. *Africa*

Although the Bureau programs in the past have concerned themselves with women as home-makers and as educators of children, focus in the last few years has been on the importance and the need to define programs not only in those terms, but also in terms of the woman in her economic role. The Bureau is presently engaged in a series of exchanges with the field to attempt to better understand the reality of the role of women in economic matters in Africa, and from that understanding direct or redirect its programs to enhance that role.

Throughout Africa, women play an exceptionally important role in trade. This is often in very small trade, small local markets, but in some countries such as Ghana and to a lesser degree western Zaire, women play a very large role in all trade. In Lesotho, where most men at least for part of their lives migrate to South Africa to work in mines, virtually all agricultural production is carried out by women; this is true in much of Africa.

A regional project has been organized which will provide a means of flexible funding whereby missions can undertake, in a rapid and simple way, small initiatives to enhance the role and contributions of women in development. This regional project will also be used to supplement research activities in the area of women in development. Funding has also been provided to the Economic Commission for Africa to carry out a number of research studies and to develop meaningful programs for women. The Bureau realizes that only a modest start has been made and a lot more needs to be done. Too many proposals still tend to be narrow and traditional in approach.

#### d. *Latin America*

The Bureau is attempting to promote increased participation of women in development by incorporating the concept of integrating women into existing and planned sectoral programs, wherever possible starting at the project design stage. Rather than regarding the problems of women as a separate issue leading to "women in development" projects, it is felt that success can better be achieved by treating the problem in the context of overall development problems encountered in each country.

In working in the Congressional mandated sectors of emphasis, the Bureau is seeking to assist cooperating countries make full use of all their human resources. Research in the region thus far confirms that in the poorest most isolated rural areas, particularly in areas with large Indian populations, such as in Bolivia, Peru and Guatemala, as well as in other countries, women already have very important roles in education, health and family planning, but the intensification of agriculture and rural development often increases the demand for female labor in that sector.

Thus, the failure to reach women in these areas with our programs will represent a failure to maximize increases in productivity and income, as well as a failure to maximize the results of our programs.

Within the Bureau a working group has been established to consider on a continuing basis ways to foster and promote an increased role for women in development. Also, DAP and Annual Field Submissions are required to give full consideration to the role of women. The committee structure that deals with the approval of all projects, grants, and loans, must also give attention to this aspect for every project.

The Bureau acknowledges that there is a lack of sufficient data on specific target groups in specific countries, and a lack of evaluative and analytical tools. To address this information and understanding gap in the cultural, legal and educational aspects of the problem, a process of collecting research on Latin American women and distributing it to the field has begun.

Also, the Overseas Education Fund has provided a consultant to the mission in Bolivia to help design a study on the role of women to be pursued by local institutions; an anthropologist has provided an overview of women in development in Peru, Chile and Brazil; and in Paraguay the Bureau co-sponsored a conference to study the problems of women and to come up with recommendations.

The Bureau is beginning to see some results in its projects. For example, in a recent agricultural cooperative development loan project in Uruguay, a study was included on the role of women in the cooperative movement, and at least 10 percent of the training funds have been set aside for the training of women. An OPG<sup>33</sup> is providing financing at reasonable rates to a large number of women involved in the marketing process in Nicaragua. In El Salvador, special consultant services are included in the small farm loans so that women are included as agents as well as beneficiaries of the loan project.

<sup>33</sup> Operational program grant.

Also in participant training the number of women over a period of one year more than doubled from 8.6% to 20%. More women are studying in nontraditional areas for women, such as agriculture, economics and education administration as separate from the role of women in the classroom.

The Bureau realizes that they are only beginning, but feels that with the heightened attention that is being given to a systematic approach to the integration of women in development in the project design stage, that there will be more activities in FY 77-78 which address the needs of the total population in the region.

During the question and answer period following the panel discussion of the Assistant Administrators, the issue of whether the requirement of an analysis of the role of women in the Development Assistance Program (DAP) should be imposed on Missions resulted in controversy. Although both sides raised valid arguments, the argument against the requirement was strongest. Those against the requirement argued that it would be inconsistent with the nature of the problem of women, which is not a separate problem, but a part of the overall development problem. To deal with the problem in isolation could lead to proliferation of "women only" projects which is merely a part of the solution. While there was general agreement that "women only" projects have been or would be initiated in all regions, it was made very clear that to the extent possible, these type projects should be more research-oriented so as to provide information to move further into the overall activities of the Agency. The problem of women should, therefore, be considered as a set of constraints and/or opportunities within which the Agency must pursue its total development program, thus being regarded as something very central to the AID missions' programs. The DAP should be designed in such a way that there is a clear understanding of and an intelligent appreciation for the constraints against as well as the opportunities for programs more directly involving women in the achievement of the Agency's final objective.

Those favoring the requirement argued that it would be a means of providing information on and awareness of the exact role women do play in a country and that it also may be the best source for identifying where women have responsibilities but not opportunities.

The afternoon session began with a focus on three specific AID programs which have very major roles in promoting increased participation of women in national economies. Represented in this session were the Offices of Labor Affairs, International Training and Food for Peace. The representatives discussed the role of their office relative to the implementation of the "Percy" amendment.

### 3. Specific Programs

a. The *Office of International Training* (IT) sees its role as one of encouraging, promoting and supplying training opportunities for women. While there is a need to explore, locate and develop human resources, the office views its major challenge as that of developing women as resources—in the sense of training. In identifying its priorities, the increased involvement of women in development was identified by the office as priority number three. Further, seven specific objectives identified by the office relative to its women in development program are as follows:

- (1) to support U.S. foreign policy to encourage and promote the full integration of women in the total development effort;
- (2) to increase the number of women in development programs;
- (3) to support Human Resource Development by increasing the training efforts for women;
- (4) to accelerate development of women in fields of technical expertise through design of specific programs in priority areas;
- (5) to introduce women to the art of science and technology through training programs;
- (6) to coordinate the involvement of women in training activities of other U.S. agencies working with less developed countries;
- (7) to complement and coordinate programs for women funded by multinational institutions.

A task force has been formed to fully develop the strategy for implementing the above objectives.

From 1962-1975 only 10% of the total participants in training programs were women. The office therefore sees the scope of its responsibility as that of increasing the percentage of women in future training programs. To do so will depend upon the missions and host countries.

b. The *Office of Food for Peace* (FFP) is concerned with malnutrition and hunger which affects the health and well-being of mothers and children in countries unable to meet their own food requirements. The program has traditionally involved women in implementing its projects and is now expanding to include a role for women as planners and leaders of these activities. Activities under the program are also being implemented by women leaders through voluntary agencies, such as CARE, Catholic Relief Services, Church World Services and through local women's organizations. Projects under the program include school lunch programs, pre-school feeding programs, and programs for lactating mothers.

c. The *Office of Labor Affairs* (OLAB) sees its role as that of providing seed money for the initiation of projects in Africa, Asia and Latin America in hopes of attracting other donors. In this regard, it has for many years supported the Economic Commission for Africa (ECA). Through ECA the office has responded to requests for technical assistance to establish National Commissions and/or Women's Bureaus on the status of women as well as to requests in meeting the cost of printing and publishing inexpensive French and English bulletins on the activities of African women. In collaboration with the Africa Bureau and other donors, the office supported the establishment of a Pan-African Women's Center in Addis Ababa, which provides training for women. Another project underway in Africa is with the African American Labor Center (AALC) to hold trade union workshops for women.

In Asia, the office is jointly sponsoring with the Asian-American Free Labor Institute, a pilot project to bring Asian Trade Union women to the United States to participate in special training programs with their counterpart unions. Also, money is budgeted to help set up a program in Bangkok, through the Economic Commission for Asia and the Far East, similar to the one that has been underway for some time in Africa.

In Latin America, OLAB is supporting three projects. One, a three-phase project, now in its second phase, to establish and/or strengthen existing Women's Bureaus by responding to requests for technical assistance from seven Latin American countries through the Organization of American States. Phase two provides training for two representatives from each of the seven countries and phase three to provide technical assistance for the actual establishment of the Bureaus.

OLAB recognizes the fact that feelings are mixed about programs that appear to separate rather than integrate such as National Commissions for Women and Women's Bureaus, but the office feels that the commissions are served by men as well as women at top government level and the bureaus serve as secretariats.

OLAB sees the most important factor when speaking of integration as that of opening up training programs for women that have hitherto tended to benefit men only. More and more women from Africa, Asia and Latin America are participating in these special programs. Other training programs under OLAB include training in statistical management, data gathering, research and analysis.

#### *d. Mission Presentations*

The final session of the afternoon was devoted to presentations by representatives from three USAIDs. The presentations reflected not only the problems encountered by the USAIDs in their efforts to integrate women into the development process, but also the initiatives of the host governments and local women's organizations to enhance the role of women in their country.

#### *(1) Korea*

Although Korea has made some progress in enhancing the role of women in national development, none of the progress made can be attributed in any great degree to the USAID.

Women in Korea play a far more substantial role in decision making and the affairs of the family than may be realized; however, this may not be visible on the national scene to any consequence. The progress of women in Korea has contributed to the efforts of women helping women. For example, the Korean delegation to the International Women's Year Conference proposed follow-on seminars to be held in all twelve provinces of Korea. The seminars were designed to describe to the women of Korea what had transpired in Mexico City, to examine the findings and recommendations in light of their understanding of their needs and to formulate action programs. Also, the mothers' clubs have joined together in the provinces in a cooperative effort to meet some of the goals of the rural areas. They are involved in small industries, agricultural development, local trade, social and medical projects such as MCH, family planning and in local education problems. The results of the national seminar will be evidence of the beginning of some coordination and cooperation among the 60 provincial mothers' clubs.

Koreans are beginning other specific activities. One is to examine the curricula at the Iwa University for Women in order to design a curriculum to meet the specific needs of women in a developing society. Others are to establish a research institute for Asian women and to build specialized libraries for women's studies and services.

## (2) *Ghana*

In recognition of the need for information to comply with the Percy Amendment, the Ghana Mission undertook a general study of women in national development in Ghana. Using the findings of the study as a basis, programs which will serve to enhance the status of women and increase their contributions to economic development have been identified and ongoing projects are being evaluated to determine if there is a need to redirect them or incorporate elements which are more appropriate for meeting the requirements of the Percy Amendment. It was noted that the Women in Development project in Ghana was considered the only adequate means of responding to initiatives which had already been taken by the Ghana government and by Ghanaian private and voluntary women's organizations. The National Council on Women in Development in Ghana is studying the World Plan of Action to determine their own action priorities in respect to this. During 1976 they plan to carry out research focused on specific women's programs. If requested, the Mission would provide financial support and consultant services to the Council.

## (3) *Costa Rica*

The first problem encountered by USAID Costa Rica in trying to address the problems of women was the fact that there was no systematic approach to gathering information on the types of activities that women were engaged in.

In an effort to obtain some baseline data in this area, USAID Costa Rica supported the data processing phase of the 1973 Census Survey. The Mission also has a Women's Health Care Specialist Program for training nurses to undertake certain tasks normally performed by physicians, especially in fields of gynecological and other medical aspects of women's health, and a nutrition project which emphasizes the participation of women as key elements of change in rural development. Other missions in Latin America are looking very carefully at the program for possible replication.

The Costa Rican government, through the National Institute of Apprenticeship, has already started a major survey on employment opportunities for women versus the measuring of the interest of women in actually obtaining economically profitable employment.

As a result of the Conference in Mexico, a task force was created to prepare an adaptation of the World Plan of Action to Costa Rica reality. The final report will constitute the basic policy for a permanent advisory council to the president on women's affairs.

While there is an Office of Women's Affairs in the Ministry of Culture, it has not been able to undertake any major efforts because of inadequate budgetary allocation. An organization of women volunteers, composed of non-professional people, have been engaged in teaching courses in civic education and community development.

The role of women has always existed, but it has been an invisible one. The task, as envisioned by USAID/Costa Rica, is to bring about by gathering information and by focusing on women, a translation of this role into the language that planners, politicians and decision makers understand.

B. October 29, 1975—Day 2.

### 1. Summary of Events

A panel of international organizations, including representatives from the Food and Agriculture Organization, the Ford Foundation, the International Bank for Reconstruction and Development, the United Nations Development Program and the American Council of Voluntary Agencies for Foreign Service, began the second day's session with a discussion of "A Coordinated Approach to Assistance."

The panelists gave short presentations on their organization's position on the role of women in development, actions they have taken and the problems encountered. While there was general recognition of the need to address the issue of women's role in the development process the "how to" accomplish this objective has only begun to be dealt with. Most of the organizations were still very much in the discussion stage.

The one issue surfaced by all in addressing this problem was the lack of women in decision-making positions in the organizations themselves. There was general agreement that development had been viewed in too narrow economic terms excluding anthropology, sociology and demography. Also, social impact should be carefully considered as part of every development project. It was repeated that the aim is not necessarily to have projects for women only, but to integrate women into the total development process. It was pointed out, however, that women as mothers have special problems which may have to be addressed in a special context.

### 2. International Organizations

#### a. Food and Agriculture Organization (FAO)

Because of the close relationship between food and women, particularly in subsistence agriculture, promoting awareness of rural women about their potential role and contributions has been a part of the FAO work program from the start. The home economics program, which includes components of family resource management and nutrition education, is one of long standing. There is a move through this program to give more recognition in development programs to the farm family household as a basic production and consumption unit, and as a place where important decisions are made.

FAO's planning for a better living program is an example of the awareness creating approach which relates family size and child spacing to the total family and community welfare in all its aspects.

A national demonstration project in Kenya, which provides guidance to more than 2,000 women's groups, is serving as a model.

FAO is a partner with the Economic Commission for Africa in the newly established African Training and Research Center for Women. For many years, FAO with the World Health Organization, UNICEF, and UNESCO has been supporting applied nutrition programs, nutrition education through schools, and other efforts to reach rural women with information on how to feed their children better.

FAO, in cooperation with the World Food Program, has been assisting preschool and school feeding programs.

For the 1976-77 biennium, FAO plans to establish an inter-regional Women's Development Task Force, which will help to promote innovative approaches and strategies for the integration of rural women in development on a country-by-country basis. The task force members, in collaboration with nationals, will review existing country plans and programs on rural development and will emphasize the provision of education extension and research programs and services for the improvement of family food and nutrition, of household and farm management, and of home and community environment.

FAO in collaboration with national institutions, is launching a program of comprehensive case studies on integrated rural development. These case studies will include an examination of the functioning of the farm family and the role of women. In this connection, a consultant will visit Sri Lanka, Indonesia and Nepal to explore and identify their requirements to further the participation of rural women. She will take part in several consultations on policies and institutions for integrated rural development. One will be held in Sri Lanka, one in Indonesia and two in Africa.

FAO recognizes that a great deal more has to be done by them, both at headquarters and in the field. At the government level, the five FAO regional conferences and the United Nations World Food Conference gave further impetus to re-examine and intensify assistance to programs for rural women. Staff in regional and country offices have been alerted and a follow-up is being planned.

In June 1975 the FAO Council had before it a draft resolution on the integration of women in rural development. The Director General was requested to ensure that current programs and projects are reviewed with an eye towards incorporating a suitable component benefitting women and to direct all departments and divisions concerned with these activities to investigate, design, plan and implement, and review on a regular and systematic basis all proposed projects and programs that may affect women.

The Secretariat has proposed that within the existing FAO structure and resources, some mechanism be established to coordinate and monitor these actions and to develop a unified FAO program for the integration of women in rural development.

#### *b. International Bank for Reconstruction and Development (IBRD)*

The IBRD has not yet instituted a policy statement to deal with the role of women in development. In the past five years, however, attitudes regarding women have changed a lot. Not only are women being hired at increasing rates on the professional level, there is also an increasing awareness of the role of women in the development field.

The Bank supports many projects that take into account the role of women. For example, a dairy project in India supports some 850,000 families. Women are mainly responsible for dairy cattle and milk production.

Training in new methods of production and animal care will be given to women. Similarly, in Zambia an education project will expand farm institutes and farmer training centers to bring more women into the farmer training program, since women in the area play an important role in agricultural production.

It is hoped that within the near future the Bank will make a more institutionalized effort for increasing the awareness of the role of women in development.

#### *c. Ford Foundation*

It was stated in a 1972 working paper of the Foundation that only in recent years has the effect of development on distribution of income, status and opportunity within nations been an acute concern among its staff.

A great deal of time has been spent by the Foundation trying to understand how they might spell out ways and means to integrate women into the development process, and how to identify what would seem the best approach.

In the past, funds have been used constructively to support "good people" who could not find other means of support. While some support has been given to women's organizations, there is a need in the future to focus more attention on the inclusion of women among those "good people."

In its action-oriented programs, the Foundation is trying to determine the extent to which they might be modified, redesigned and expanded so that they are more responsive to the role of women. Two important components of the Foundation's program activities are education and training.

*d. United Nations Development Program (UNDP)*

The UNDP was asked at the Governing Council session in Manila in the summer of 1974 to concern itself with the problem of women's role in development. A brief document on the subject was prepared and submitted to the Governing Council for approval and was endorsed. As a result, instructions were issued to resident representatives to take up with governments the need to pay closer attention to women's role in development and wherever called for to try to include women in the large number of projects involving rural development.

The UNDP is now working on a new policy and procedures manual concerning the project cycle, which has a very brief reference to women. A draft has also been prepared on project formulation and while it does not deal exclusively with women, the concerns of women are not ignored. The UNDP has prepared a booklet entitled "Integration of Women in Development" in an attempt to explain how and why women's participation in development presents a special problem and to make proposals for how to approach it. As an appendix to the booklet are lists of suggested questions to ask at the design stage of projects to assure that the potential contribution of women to the development process does, in practice, materialize.

The UNDP participated in and acted as co-sponsor to the seminar on women in development which was organized and sponsored by the American Association for the Advancement of Science (AAAS) preceding the Mexico City Conference.

*e. The Subcommittee on Women in Development of the American Council of Voluntary Agencies for the Foreign Service has attempted to take a new look at the programs of their member voluntary agencies to assess their impact on rural women. The agencies range from those with emphasis on relief and rehabilitation to those with a rather highly technological and specialized focus on development. It was concluded that most of the voluntary agencies' projects, many of which are targeted to women, are very heavy in nutrition, health, agriculture, and general vocational education. However, it was discovered that women were passive recipients and beneficiaries and not really participants.*

In order to assure that women participated in as well as benefitted from the voluntary agencies projects, the Committee has developed criteria against which existing projects from the agencies are reviewed.

*3. Bureau Presentations*

*a. Bureau for Program and Policy Coordination (PPC)*

Mr. Shakow, Deputy Assistant Administrator of the Bureau for Program and Policy Coordination, opened the afternoon session with an overview of the many Congressional mandates. He noted that the Congressional mandated areas of emphasis for the Agency covered a wide spectrum and the women in development aspect is one of the most important.

In discussing the new Foreign Assistance Act, he noted that the emphasis throughout is on the need to reach the poor majority, with particular reference to increasing the participation of women in the development process. It also stresses greater utilization of the private voluntary organizations and the university community, particularly in the agricultural research area.

On the health side, additional emphasis has been given to integrated health delivery systems, i.e., the merging together wherever possible of population activities and family health care.

A new section has been added on intermediate technology which focuses on a more direct link between intermediate technology and the other priorities of the legislation.

He continued:

"We need to find ways of reaching the largest number of people within the poor majority, and this means helping to bring about basic changes in many societies." "The implementation of the mandate is not a PPC responsibility, it is not a task force responsibility, but it is really the responsibility of the entire Agency,"

he concluded.

The second session of the afternoon focused on a panel discussion of the "Sector Approaches to Women in Development" by representatives from the Offices of: Population, Private and Voluntary Cooperation, Agriculture, Education and Human Resources Development, Nutrition, Health and Rural Development.

The panelists were introduced by Ms. Harriett Crowley, Acting Assistant Administrator, Bureau for Population and Humanitarian Assistance and Mr. Curtis Farrar, Assistant Administrator, Technical Assistance Bureau.

*b. Bureau for Population and Humanitarian Assistance (PHA)*

There are two major programs within the Bureau which relate directly to women in development. The population area, a very major program, is clearly directed at women, more than it should be. Nevertheless, in many ways it does offer, aside from women's right to control their fertility, training opportunities for a large number of women, such as the paramedical auxiliary nurse programs that are going on around the world.

The other major activity in the central bureau is the private and voluntary programs. These are particularly interesting programs because there is always a mention of the "Percy" Amendment. Some of the new grants are particularly directed to opportunities for women.

The women in Africa appear more independent than those in Asia and seek very pragmatic marketing and other skills needed to produce things, certainly in agriculture. Yet few of our agricultural programs, for instance, offer any training for women. While sometimes there is a need for special programs for women, the real problem is how to include them in whatever the development program is.

*(1) Population*

The problem of population has been one in which outside assistance has been extremely important, as important perhaps as any other kind of developmental program.

The AID population program focuses on improving demographic data to determine what is actually happening in countries, on funding studies of policy and social science research and on funding research on delivery of services and fertility control. The major focus of resources in AID's program is on the delivery of family planning services and commodities and the means of fertility control in the developing countries.

There are also programs in information education and communication, training of paramedics and nurse midwives, training physicians and development of appropriate institutions to solve population problems.

A large part of AID support also has gone to intermediaries, particularly private voluntary agencies such as International Planned Parenthood, Pathfinder, Population Council, and another very large amount of support has gone to the UN.

The new initiatives for delivery of family planning services include the integration of health and family planning, distribution of contraceptives through non-medical channels such as commercial distribution and the household distribution systems. We are into a period of examining what is the most appropriate way to go about providing fertility control services around the world. It will be interesting to see how it all works out.

## *(2) Private Voluntary Agencies*

The Agency has been working with the community of voluntary groups for almost thirty years; however, it has been only in recent years that both the Executive branch and the Congress have decided that the voluntary groups constitute a resource that should be used to a greater extent in our development efforts.

Voluntary agencies, including the registered agencies as well as others, were responsible for a flow of \$700 million in cash to the developing areas during the last calendar year. About eighteen months ago, a new initiative to bring them into the development effort to a greater extent and at a more professional level was launched. There were two kinds of grants created, the development program grant (DPG), which is administered by PHA/PVO, and the operational program grant (OPG), which is the responsibility of the regional bureaus.

The development grant was designed to enhance the capacity of the Agency generally to design, evaluate and implement projects, while the operating program grants were designed to finance specific project activities in the field.

The DPGs are of short term nature, but there is hope that the OPGs will become a way of life with AID.

Some DPGs were made to women's organizations, such as the National Council of Negro Women and the Overseas Education Fund of the League of Women Voters. Others were made to organizations which have planned programs for women, such as the Asia Foundation and World Education.

Not only is there interest in the United States in the role of voluntary agencies, but some 13 European countries met to talk about initiating such efforts in their countries. One thing that came out of that meeting was the suggestion that there ought to be, at the local level, some kind of information networking that would make available to all of those working in that area, complete information on the activities of voluntary agencies so as to provide a coordination of activities among voluntary agencies as well as those of governments.

## *c. Bureau for Technical Assistance (TA)*

The sector programs of the Technical Assistance Bureau related to women in development are of two possible types. There are some, not very many activities, that are specifically concerned with the role of women in particular development activities and the development process in general.

Frequently, projects of this nature are relatively small, exploratory activities which are intended to lead to a broad understanding that can be applied widely throughout the program or in some cases to the development of larger projects later on as the process of understanding and program design goes forward.

There are also some projects specifically concerned with the role of women in particular fields, such as nutrition, health and education.

Perhaps more of the Bureau's attention to the question of women in development to this point has been devoted to an effort to look at its total program. Here the bureau is concerned not only with the particular centrally funded activities which it has to budget for and manage, but with the entire range of the Agency's programs in the particular technical fields. It is also concerned with how its projects in education, nutrition, agriculture, etc., affect the role of women, even when the particular subject of the project is not specifically the role of women.

In addressing the subject of how centrally managed programs, particularly the research programs, relate to problems in the missions where specific targeted development activities of the Agency are designed and managed, the Bureau felt that in general terms the relationship ought to involve first of all the selection of the right topics, so that research can be done on issues that are of importance to the countries in which the Agency is working and the people of those countries and hence the Agency's programs. It depends on very effective communication of results, it depends on not only the selection of the right topics but the design of projects that are going to produce results in a usable form. And it depends more than anything else on effective communication and application of what is learned.

The Bureau is trying to open up means of two-way communication. Specifically it is looking at activities that are going on under the management of the missions and/or regional bureaus to see the results of research and to make these results available for the rest of the Agency. In applying these general principles to the area of women in development, the major opportunity for all, formally or informally, is to point out areas in which research and development activities are needed.

#### (1) *Agriculture*

The role of women in agriculture in developing countries is obviously very important. The role varies from country to country, from certain areas in Africa where a very high percentage of women do most of the field work, to other areas where they are perhaps less visible. It is probably safe to say that there are more women involved in agriculture in developing countries than in any other sector. They are working in the fields planting, transplanting, harvesting, weeding, and threshing, most of this is done by hand. They are also tending the flocks, home gardens, and in addition to all of this being mother, and housewife and manager of finances, in many cases, so they play multiple and very important roles.

There are several problems involved, however. One is that most of the tasks that are performed by women, particularly in the field, are hard, menial, and time consuming. Another is that the status of women in agriculture in most countries is low.

This raises the question of what should the strategy in agriculture be to enhance the role of women in that sector. One of the things that might be considered is the development of small farm machinery that would make the tasks of women easier. A research project carried out by the International Rice Research Institute in the Philippines resulted in the development of some small-scale machinery to reduce the time consuming toil of women. However, there is a need for much more research in this area.

In negotiating and renegotiating contracts with U.S. institutions the Technical Assistance Bureau is trying to promote the increased utilization of women.

The central emphasis in agriculture is on the major cereal grains, wheat, rice, corn, and grain sorghum with grain sorghum being the most important because it is grown and eaten by the poorest people in developing countries with two objectives in mind. One is to try to improve the yield of those grains, and the other is to try to improve the protein content.

In trying to assist small farmers who either do not have access to inputs or the money with which to purchase them, the Office of Agriculture is sponsoring work in trying to reduce the need for fertilizer and pesticides.

#### (2) *Education*

The assumption is that the role of education is to enhance behavioral change in certain directions in such a way so as to maximize participation in and benefit from development programs. If this is true then that role in any given situation must to a large extent be determined by the purposes, objectives and goals of the particular development programs.

The AID subcommittee looking at the educational aspects of the question of the involvement of women in development developed three foci, the first being opportunity, the second substance, and the third participation.

The subjects addressed were the lack of access to education by women on the same relative scale as men, differential dropout rates, lower participation rates at higher levels of education, and so on. The substance of education problems was the tendency of many curricula to set functional notions of sex roles, and in the third area one aspect relative to participation is the possible negative consequences of educational reforms and innovations on the role of women both as students and teachers, where the impact of those innovations and reforms are not taken into account.

There is no ready-made solution, relative to the goal of the fullest feasible participation of women in development to offer the developing countries. The real task is to bring the Agency and the developing countries to a full understanding of the problem of women in development and to that choice among alternative actions and investments which will produce the optimal short- and long-term results.

### (3) Nutrition

In the area of nutrition programming the realistic constraint to having a greater impact on the nutrition problem was identified as the lack of motivation on the part of the power structure.

It was concluded that the best approach was to try to incorporate the nutrition problem into the national planning process so that it becomes a problem of governments.

In pursuing this strategy and involving women to a greater degree in the development process, women should not only be beneficiaries but implementers of the strategy.

There is an insufficient number of women involved in the development process, either as planners, implementers, or as beneficiaries.

Positive actions for what has to be done to redress the problem have merely scratched the surface. We are still at the stage where we have to cull experience, knowledge and insight in order to arrive at the "how to" involve women to a greater extent in the development process.

### (4) Rural Development

The subject of women in development begins first of all with participation in general, but unless a country is willing to have its poorest majority play a greater role in the development of their own communities the office feels that not much can be done about women in development. Even in situations where it seems possible to make progress with the so-called sectors, the result in the general sense of enhancing the role of women in the society may or may not work out in the way [we] hoped.

The new section in the foreign aid bill, intermediate technology, is a handle which might enable us to do more about women. It is a subject which can under the right circumstances in a country and the right kind of sympathy from AID missions be a way of getting a better grasp on the subject of women in development than we have now.

It was suggested that the Percy Amendment applies to AID. Most people would agree that the Agency needs to hire more women not just to label them "Women in Development" but rather to have more of women's attitudes, feelings and beliefs, whatever they happen to be, involved in the 40-hour work routine.

### d. Additional Remarks

The final session of the afternoon was devoted to a presentation on "Development Assistance Approaches to Women" by Dr. Tinker, Director of the Office of International Science of the American Association for the Advancement of Science. She said that "by and large the work and tasks performed by women are in the 'informal sector,' that is, household chores, family farming and fetching water and firewood. These activities are not considered in the GNP because no one has bothered to ask the questions which would produce the statistics." This under-reporting is one of the reasons that women's economic contribution has been ignored.

For example, she said, water carried by women in huge pots on their heads is not considered economic labor in one particular African country, but the installation of a water pipe suddenly places the transport of water within the economic structure. "The ridiculous conclusion is that a water pipe contributes more economic labor than a woman does," she concluded.

Another important point made by Dr. Tinker was "one cannot make generalizations about the role of women. If the question of the impact of development on women means anything, it means you have to look to the local situation before you make assumptions."

Further, she stated, three of the reasons why the impact of development on women has been overlooked are the statistics are wrong, the developers hold stereotypes of women's work, and the women-headed households have been ignored.

As a kickoff for the workshops, the following day, Dr. Tinker gave a summary of the five workshops that the AAAS held during its four-day seminar in Mexico City before the International Women's Year conference.

C. October 30, 1975—Day 3

1. Summary of Events

Senator Charles H. Percy (Rep.-Ill.) started the day, which was originally set aside for all-day workshops, with a "View From Congress."

"The world attitude has been that women can't 'carry the load,'" Senator Percy said. "But their time will come and it may just as well be now."

The Senator said that the women in development amendment has universal support in the Congress, but "we must assure that our own programs are not discriminatory. When programs in developing countries involve or include women, we must make certain that they are programs that benefit women, not just touch them."

"We must be careful not to export the sex-role stereotypes inherent in our own value system," that men and women have their own specific, individual functions, such as girls are nurses and boys are doctors.

He called upon AID to set an example "by providing women full participation at every level in its own organization and assure ample opportunities for advancement. Women should be in policy-making positions.

"AID is on the right track," he continued and noted that UN agencies are including women into all phases of development as a result of AID's initial work and that foreign leaders with whom he has spoken "are eager to pursue the goals of women's equality in national development."

"Women must be made aware that they are full citizens of their country and that they are engaged in the process of building that nation."

Immediately following Senator Percy's speech, the workshops convened for the remainder of the day. These workshops were:

- (a) Agriculture
- (b) Nutrition and Health
- (c) Population and Health
- (d) Education and Human Resources Development
- (e) Rural Development

Each working group under the leadership of a chairperson was to examine the opportunity for women's involvement in development in the context of Policy Determination—60, as it relates to the specific functional areas, identifying constraints and/or opportunities, raising issues and making recommendations.

D. October 31, 1975—Day 4

### 1. Summary

The entire morning was devoted to the presentation and discussion of the workshops' summaries, issues and recommendations.

The consensus of the groups was that the role of both men and women in each country, region and locality must be fully understood in order to devise programs that will most benefit as many of the people as possible, particularly women.

a. *The Agriculture Workshop* emphasized the importance for missions to encourage host governments to allow women at the local level to participate in the definition of Agriculture problems. The group also said that while it is recognized that women have an important role in agriculture in developing countries, not enough is known about that role.

b. *The Nutrition and Health Workshop* stressed the need for a team to analyze and review existing and proposed nutrition activities of selected countries to determine how these activities can better impact on women.

The group called for more women in AID decision-making positions, particularly in the field, and indicated that governments of developing countries should be encouraged to establish representative policy groups made up of women that would review the suitability of new foods.

Education programs should stress not only what women should do in traditional food roles but should also advise them of their potential roles in nutrition.

c. Health and family planning relate to all other development sectors, the *Population and Health Workshop* concluded. How to involve women in population and health programs through various means (was discussed?). Ready information to help identify problem areas can be found in sector assessments, national censuses and official surveys and reports. Missions and AID/Washington personnel should be continually impressed with the need to involve women as participants and beneficiaries in development assistance programs, the group said.

d. *The Education Workshop* stressed the need for greater efforts to be made to educate donor agency officials, especially with regard to the subject of the status and roles of women and their participation in economic and social change. They also urged that the social science capabilities of donor agencies be improved.

In the area of research, it was suggested that priority be given to the involvement of LDC researchers, who, under past patterns, have played the "adjuvant role" to institutions and scholars based in the developed countries.

The Education workshop warned that emphasis on women and men may lead to the neglect of the family, which remains an important economic and social unit, and is the most significant institution there is for life-long education.

e. *The Rural Development Workshop* concluded that for women to be successfully integrated into the development process the role of women in the rural areas should be seen as one part of an overall strategy for rural development to help small farmers. The group also outlined a number of points to be considered by agencies interested in rural development whose concern for women's participation goes beyond rhetoric.

### 2. Presentations

#### a. Bureau for Program and Policy Coordination (PPC)

The afternoon session opened with a presentation from Mr. Robert Berg of the Bureau for Program and Policy Coordination on the AID/Washington Documentation Requirements. The requirements are of two types—macroanalysis and microanalysis.

The macroanalysis is where the Agency begins to formulate ideas for programs. This is done in medium term planning with Development Assistance Programs which are now in the process of revision. The revised guidance which should be issued early in 1976, will call for a far greater emphasis on early target group identification and planning for specific beneficiaries and it is expected that women will be a prime target. There is hope that the "Women in Development" conference will help to formulate the revised guidance on the DAPs whose purpose will be to better direct sectoral and program priorities related to target groups.

The microanalysis is where the real action and the real point of emphasis is brought to bear. The new project system is codified in AID Handbook 3, "Project Assistance." It represents the first major change in the substance of AID's work since 1961.

What it attempts to do is bring together in one procedure all the development resources necessary to focus on a multi-aspect development problem in one process.

The major thing the new project system does in its substance is to incorporate evaluation-theory by establishing socio-economic baselines as part of the project analysis. One of the difficulties in most development projects is that one not only does not have a precise idea of where one is going, but neither does one have a precise idea of where one started. The establishment of socio-economic baselines and targets will enable one to evaluate where one is going and to make adjustments along the way.

The most important part of this project system is the inclusion of a specific social analysis as part of all project analyses.

The parts of that social analysis are as follows. First, an identification of target groups. This is culturally specific; for example, a project is going to take place among the Masai in X area. The reason for that is that social variables change so much from group to group that one has to be quite specific about what the target group is and identify that group at a very early stage.

Secondly, it links the proposed project to the target groups, and, thirdly, it brings to the surface the cultural obstacles.

All development projects are now required to have a social analysis section which should include an explicit consideration of the role of women in the project and how they will be affected.

Mr. Berg also touched on the need for social scientists, many of whom will be women, at two levels. At the senior level, they should be included as part of each team sent out by the geographic bureaus and each mission should have a middle level one as part of its staff.

#### b. Office of the Deputy Administrator

The closing remarks were given by Deputy Administrator Murphy who declared that AID management stands solidly behind the Agency's policy determination on the integration of women in development, but expressed disappointment in the inadequate data base available to provide a profile of women in development programs. The AID Policy Determination—60 states that the Agency's approach to implementation "will reveal the actual role and status of women and their contributions to development; and that field missions will collect information to be used to illuminate the role, status and contributions of women in developing countries." While this language seemed clear to Mr. Murphy, he found the follow-up on it far from satisfactory, except in isolated instances. He noted that due to the newness of the program, AID management made allowances but stated, "we are not going to be so accommodating from now on."

Admitting that the policy may not be as clear to the field personnel as to those in Washington, Mr. Murphy asked for employees to point out deficiencies.

He was perplexed at the failure of field missions to seek the expertise of anthropologists and social scientists to help them conceive and develop projects responsive to the people-oriented Congressional mandates. Neither could he understand how missions expected to be able to conceive and design projects that would involve the intimate participation of the rural poor in their own development without clear indicators of the influences which impact on and motivate them to participate.

While economists, engineers and accountants are essential in AID's efforts, there is a definite need for social scientists, especially as they relate to the integration of women into the development process.

Mr. Murphy noted that since American women have tended to pursue social science careers, greater demands from field missions for this type of expertise "is bound to create openings overseas for which women will be prime candidates."

He concluded that AID cannot very well exhort other nations to upgrade women's skills, mobility and participation in development unless its own record is exemplary.



# WOMEN in DEVELOPMENT CONFERENCE

*Agency for International Development  
Department of State  
Washington, D.C.*



WOMEN in DEVELOPMENT  
CONFERENCE

*October 28 to 31, 1975*

*at*

*The National Academy of Sciences  
2101 Constitution Avenue  
Washington, D.C. 20418*

## FOREWORD



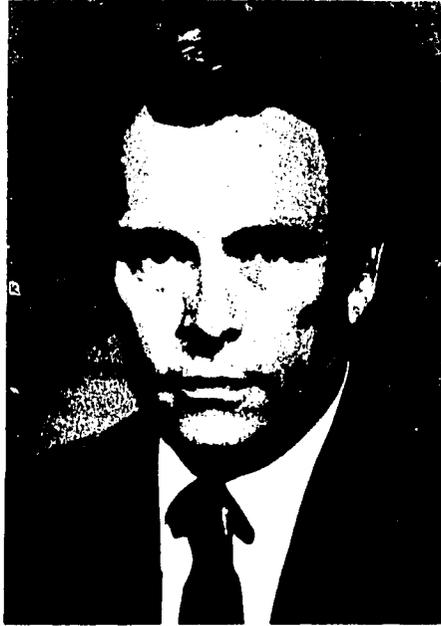
*Excerpts from remarks by President Gerald R. Ford upon signing of the Executive Order establishing the National Commission on the observance of IWY, 1975:*

Since most Executive Orders are handled in a routine manner, it is sometimes easy to overlook their significance. But this one is particularly significant. This Order creates a National Commission to observe International Women's Year in 1975. The activities generated by this Commission will reinforce our continuing National commitment to women's rights.

The dramatic advances women have made—in politics, sports, business, and science, and other areas of endeavor—are finally receiving the attention they deserve. The gains demonstrate real progress. But headlines do not guarantee that all barriers are down. The Equal Rights Amendment which I wholeheartedly endorse, has not yet been ratified by the number of states necessary to make it a part of the Constitution. Let 1975, International Women's Year, be the year that ERA is ratified.

International Women's Year is not just for women. It is for all people dedicated to seeing that the highest potential of each human being is achieved.

I hope the Commission, which I will name, together with leaders of the Congress, will infuse the Declaration of Independence with new meaning and promise for women here and around the world.



A.I.D. has made a notable effort to involve women as participants in and beneficiaries of U.S. foreign assistance. However, new dimensions in our thinking, as well as rapid modernization in many societies, causes us to realize the greatly added importance to any and all efforts which promote the concept of the woman as a fully participating activist in the development process. We in A.I.D. give urgent importance to this concept and are working toward increasing the potential of the woman as one of the key human resources for development.

It is my hope that during the next four days, ideas will evolve which will recognize and stimulate an increase in the involvement of women in our programs commensurate with the role we know they can in fact play. We must seek this objective conscientiously and with confidence. I have no doubt but that we shall succeed.

**This is the first conference of this kind in A.I.D. It represents another step in a noble world to learn and do more to make our world a better place for all human beings. It is my sincere feeling that it can be a meaningful and productive experience for all of us.**

***Daniel Parker  
Administrator***

## Women in Development Conference

### *AGENDA*

Tuesday, October 28, 1975

**9:00** WELCOME ORIENTATION—Women in Development (WID) Overview and WID Conference:

Nira Hardon Long, Coordinator,  
Women in Development, A.I.D.

#### KEYNOTE ADDRESS

Daniel Parker, Administrator, A.I.D.

ADDRESS by His Excellency Dr. Addeke Boerma, Director General, Food and Agriculture Organization (FAO)

**11:00** PANEL DISCUSSION—Women in Development Implementation Policy

Mr. Arthur Z. Gardiner, Assistant Administrator for Asia

Mr. Donald S. Brown, Deputy Assistant Administrator for Africa

Mr. Herman Kleine, Assistant Administrator for Latin America

Mr. Alfred D. White, Acting Assistant Administrator for Near East

#### QUESTION AND ANSWER PERIOD

### *LUNCH*

**3:00** SELECTED A.I.D. PROGRAMS:

Mr. Charles H. Flear, Director,  
Office of International Training

Mr. Robert R. Spitzer, Coordinator,  
Office of Food for Peace

Ms. Morag Simchak, Women's Advisor,  
Office of Labor Affairs

Selected Field Efforts

## Women in Development Conference

### *AGENDA*

Wednesday, October 29, 1975

- 9:00** PANEL DISCUSSION—Coordinated Approach to Assistance  
Economic Commission for Africa,  
Ms. Nellie Okello  
Food and Agriculture Organization,  
Ms. Patti Okura-Leiberg  
Ford Foundation, Ms. Elinor Barber  
International Bank for Reconstruction and Development, Turid Sato  
United Nations Development Program,  
Ms. Ulla Olin  
American Council of Voluntary Agencies for Foreign Service, Ms. Maryanne Dulansey

### *LUNCH*

- 1:00** AID'S MANDATES  
Bureau for Program and Policy Coordination
- PANEL DISCUSSION: Sector Approaches to Women in Development
- Introduction:  
Ms. Harriett Crowley, Acting Assistant Administrator, Bureau for Population and Humanitarian Assistance (PHA)  
Mr. Curtis Farrar, Assistant Administrator, Technical Bureau (TAB)
- Panel Members:  
Dr. R. T. Ravenholt, Director, Office of Population, PHA  
Mr. John A. Ulinski, Director, Office of Private and Voluntary Cooperation, PHA  
Dr. Leon Hesser, Acting Director, Office of Agriculture, TAB

## Women in Development Conference

**1:00** Panel Members continued:

Dr. James B. Chandler, Director, Office of  
Education & Human Resources, TAB

Dr. Martin J. Forman, Director,  
Office of Nutrition, TAB

Dr. Lee Howard, Director,  
Office of Health, TAB

Mr. Edgar Owens, Acting Director,  
Office of Rural Development, TAB

**3:30** DEVELOPMENT ASSISTANCE  
APPROACHES TO WOMEN

Dr. Irene Tinker

American Association for the Advancement  
of Science (AAAS)

Discussion

**5:30** Workshop Assignment Announcements

*NOTES*

## AGENDA

Thursday, October 30, 1975

9:00  
to MEETING OF WORKSHOPS  
5:00

Discussion of program directions, project activities, problems, issues and recommendations on the role of women in development in the following areas:

**1. Agriculture**

Workshop Chairperson:

*Dr. Leon Hesser, Acting Director,  
Office of Agriculture, Technical  
Assistance Bureau (TAB)*

**2. Nutrition and Health**

Workshop Chairperson:

*Dr. Martin J. Forman, Director,  
Office of Nutrition, TAB*

**3. Population and Health**

Workshop Chairpersons:

*Dr. R. T. Ravenholt, Director,  
Office of Population, PHA  
Dr. Lee Howard, Director,  
Office of Health, TAB*

**4. Education and Human Resources**

Workshop Chairperson:

*Dr. James B. Chandler, Director, Office of  
Education and Human Resources, TAB*

**5. Rural Development**

Workshop Chairperson:

*Mr. Edgar Owens, Acting Director,  
Office of Rural Development, TAB*

**Women in Development Conference**

***AGENDA***

**Friday, October 31, 1975**

**9:00 WORKSHOP REPORTS AND DISCUSSION**

**Presentation and discussion of workshop  
summaries, issues and recommendations.**

***LUNCH***

**2:30 AID/W DOCUMENTATION  
REQUIREMENTS**

**Bureau for Program and Policy  
Coordination (PPC)**

**2:30 WOMEN IN DEVELOPMENT—  
CHALLENGE OR OPPORTUNITY**

**Deputy Administrator, John Murphy**

**3:00 VIEW FROM CONGRESS**

**4:00 RECEPTION**

***NOTES***

## II. ANNEXES

### ANNEX B

#### KEYNOTE ADDRESS

Mr. Daniel Parker  
Administrator  
Agency for International Development

To define the proper role of women in society, both developed and developing societies, one has to come to the clear realization that what we are talking about is, in fact, a case of discrimination—and like any discrimination, to cure it, one must be assertive—not simply against wrong, but actively and assertively for the right. In fact, one might say that we have to push harder for equality to the point where it may appear and may even be a situation of inequality. But the seriousness of the problem, particularly as regards women, justifies the condition of inequality, or what has often been referred to as preferential treatment.

Women provide a resource for utilization in the development process, a resource which has the most profound influence of any. Women have the unique advantage of having that integral tie so essential to the development process, that of the forming and influencing through the child/woman process. Women have traditionally been exposed to the most pervasive problems of development, and have sacrificed themselves in order to assure that any limited benefits of development accrue first to other members of the family. In this way, one can understand how women find themselves in the position of being last in the food line, the least educated, and the least receiving of those self-improvement possibilities that exist within the society. Thus, women become participants in the development process in one way or another. They can participate in the development process through essentially the process of society recognizing their critical role, which is what we are in this conference to discuss; or, in fact, women can participate in the development process by virtue of the position that they have assumed through the years—one of self-denial.

There is no question but that women are influencing the most important decisions made within the family unit. It is equally clear that these decisions—on the spacing and the size of the family, for example—have a profound impact on the development prospects of less developed countries. Within the family unit in less developed societies, decisions which we in the United States may not think very important, such as whether the family invests \$10 or \$15 to purchase fertilizer, do not show immediate results; but as the women in these societies realize, they have a long-term impact of providing more and better food for the family.

Women are uniquely situated to make decisions on nutritional questions, such as the purchasing, selection and preparation of food; but such decisions made by women uninformed about nutrition may not be meeting the basic minimum requirements of the family.

Thus, the first point I hope I have made is that what we are really talking about is discrimination and it must be dealt with in the most assertive and aggressive way that we know how. It is clearly an endemic problem and one which requires systemic cure. How do we in AID attempt to deal with this problem? We have devised a means which we believe contributes to solving this problem—impact statements. Impact statements are the central means that we have found for creating in the first instance an awareness and a framework for action. They are in fact a central opening wedge. We must continue to expand both in quality and substance the impact statements prepared on our AID projects. We must build in an ex-post facto measurement system so that we can evaluate not only the impact of our projects in the final analysis, but be in a position to evaluate the progress toward the achievement of the goals identified in those statements.

## ANNEX C

We must improve our system of collection of data which also contributes to solution of these problems. How can we better describe what women may do better, or best, as compared to men? How can we determine women's relative access to services, training, credit, information, other resources? How is the woman's productivity affected by her role in the home, by corporate policy, by international organizations, by agricultural policy, by food production, and so on. Every aspect of every situation will have its own impact on the end result.

There are so many unanswered questions. To attempt to answer them is a part of our task this week, and to the extent that we find some of the answers, it will greatly assist AID in the formation and assessment of the programs which will be beneficial to women. Therefore, I hope that you will perceive this conference as an opportunity to examine the contributions of women toward the viability of their world—be it the world of the village, the township or the international center. I hope you will then be able to design some mechanisms which developing countries and development agencies can use to assure that women are brought fully into the development stream where they can upgrade their skills, productivity, and the living standards of themselves and their fellow beings.

I will close now with a quotation from Ester Boserup, the well-known economist and authority on women's integration:

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

### ADDRESS

Honorable Charles H. Percy  
Senator from Illinois

I am very pleased to have the opportunity to speak to you and particularly to appear with two such very fine friends as Dan Parker and Nira Long. I must say Dan Parker and I share many memories, one being our industrial experience in the Midwest. Neither of us were tycoons of major industries, but, rather, modest-sized Midwest industries, where the principles we applied in business were sound and wise. Probably one of the greatest evenings I spent in my twenty years as chief executive officer of Bell and Howell was the night I received an award from the Professional Women's Organization of the United States for having more women executives at Bell and Howell than at any other U.S. company of comparable size. Out of roughly 10,000 people who worked at Bell and Howell, a good proportion of our officers were women in policy-making positions, such as the director of advertising, the director of public relations, and the assistant secretary of the corporation.

My own office, in the Senate, probably has more women in managerial roles than any of the other 534 Congressional offices on Capitol Hill. The head of my legislative department, who is the former deputy attorney of the state of New York, is a woman and has 20 administrators under her. My chief legal counsel for many years is a woman; again, nothing but competence, ability, managerial skills, and a sensitivity in policy making.

So, it's with this strong feeling that I supported and co-sponsored the Equal Rights Amendment. It is frustrating, however, to see the ERA overwhelmingly adopted by the Congress of the United States and then see a fellow Illinoisan campaign so vociferously as to defeat it. But with such tremendous enthusiasm for its enactment, I believe its passage will be attained.

My disappointment with the ERA so far has been offset by the great relationship we've established between AID and the Congress in the implementation of what I will refer to as the "Percy Amendment." In reality, it should be called the Percy, Humphrey, Kennedy, Bayh, et cetera Amendment since so many other members of Congress enthusiastically worked with me. It's a very short, simple amendment which encompasses, I think, a terribly important spirit.

After the adoption of the ERA by the Senate, however, discriminatory practices continued in the Senate. As an example, I, as one of six Republican Senators who have the opportunity to select pages for the United States Senate, sent the name and approved application of a young woman, to be a page in the Senate. It was rejected by the Rules Committee and the Sergeant-at-Arms, for the simple reason that there never had been a woman page and that there was no provision for one. After scanning the Senate rules book, I found no statement whatsoever denying a woman the opportunity to become a page or attend the page school or receive pay as a Senate page. Now, here we are telling the rest of the country we want equal rights for women—except in the United States Senate. Thus began a long and terrible battle which took a great deal of energy and effort. Senator Javits was by my side because simultaneously we had decided to nominate young women for these posts. After all, they are paid \$9500 a year, acquire a tremendous experience on the floor of the Senate, explore all the Congressional buildings, and perform a number of varied duties.

Within due time, the Sergeant-at-Arms notified me why it was that women could not serve as pages. First, it was very dangerous on Capitol Hill, and protection was limited. Second, pages were required to carry heavy objects, a feat that a young girl could not physically perform. Thirdly, when the voting bells ring, pages must scurry all over the building, go into the men's washrooms, outside the cloak rooms, etc., to notify the Senators.

I then insisted on public hearings, and the Rules Committee agreed. We wanted this on the record, and it just so happened that all three national networks were there. I began by answering the three objections put to me by the Sergeant-at-Arms. First, I catalogued the heavy objects on my desk which a page would have to carry: a package of life savers, a glass of water, and occasionally two or three Congressional Records. I then presented the President's physical fitness certificate that Ellen O'Connell of Barrington, Illinois had won two years in a row. Obviously, she was physically capable. Secondly, I presented evidence with respect to safety. Ellen's parents had agreed to let her live at the YWCA building a block and a half from the Capitol. Also, I had shown her picture to seventeen pages, and, as she was a beauty queen at Barrington High School, I had seventeen male volunteers to escort her to and from work, day or night. Third, with respect to the wash-room situation, it presented a problem until I recalled that Margaret Chase Smith had the highest voting record at that time. And it was certainly not because male pages went into the women's washroom to notify her of a vote. All the objections were dissolved and women have now been serving as pages for five years. Ellen O'Connell eventually became the lead floor page, and supervised other pages before she finally retired from her duties. Now you see them seated equally, and wonder what was all the fuss.

I only tell this story to indicate that today the same attitude exists as had existed in the United States Senate. When I spoke as a delegate to the United Nations in the fall, I told of experiences in our own country and what was being done to overcome the subtle discrimination. I gave suggestions as to what the UN should do, because, outside of the United States Senate, I consider it one of the greatest discriminatory groups in the world. At the UN, three percent of all decision making and policy jobs are in the hands of women, and over all the world only sixteen percent of the jobs involving professionals are held by women.

I think this conference and its emphasis on women and development is terribly important. There are very few things that we've done in the Congress with greater unanimity, moral physical, and monetary support than what has been put behind this entire concept. 1973 was the first effort Congress made to address the needs of women in international development programs. In 1974, another Congressional amendment encouraged international agencies to integrate women into the development process, and this year the House approved another amendment that insures women's participation in all AID operations. Although I will not say Congress is behind this a thousand percent, I will say it's behind it a hundred percent.

Dan Parker stated it correctly when he said that the Women in Development amendment was inspired by both open and subtle discrimination against women. Our society may have difficulty with sex roles, but I do not believe the general public is in favor of discrimination by sex or any other criteria. This conference has emphasized the concern about women's equality. Although we're not in a position to defend or deny institutional or legal inhibitions which a country may have, we are in a position to assure that our own programs are not discriminatory. When our programs touch women in foreign countries, we must be sure that they are programs which actually benefit women. We must be careful not to export the sex role stereotypes inherent in our own value systems. Granted, there are still schoolbooks and textbooks in this country that stereotype women and men in certain societal roles and functions. These stereotypes persist by tradition and habit; many women, I believe, have not yet recognized that they should have the same opportunity for achievement. They may not want it, but they ought to have the choice to decide whether or not they want that opportunity.

AID, I think, must set an example by providing women full participation at every level in its own organization and assuring ample opportunity for advancement. This means that in the State Department, and in all agencies and departments of government, women should be in positions of policy making. It's very hard for us to preach to other countries to have more women in top positions unless, in our own delegation, we have someone other than Ambassador Barbara White. Even Ambassador White is not involved in some policy making decisions, although she's quite capable. So, we have a long way to go. There is, however, no administrator more conscious of this than Dan Parker, who has energetically worked to provide opportunities for women. Certainly, he has offered a good deal of inspiration to Nira Long's accomplished work.

There is also an international mandate to move toward the full integration of women into the development process. The IWY Conference was a success in that the delegates joined together, set priorities, and overrode the majority of "politicking." A foundation was laid at the Conference with the passage of the World Plan of Action and a number of resolutions.

At the IWY Conference, I was able to see firsthand the work being done by Dan Parker and the U.S. delegation. We're on the right track and we're beginning to make a real impact. Mr. Parker was remarkably successful in convincing the Conference and the press of the wisdom of the AID model of implementation. Largely because of AID's example, UN agencies have now committed themselves to a special emphasis on the integration of women in their programs. Member nations have given clear indications that they realize the need to include women in all phases of development. After talking with a number of foreign leaders, I've found them eager to pursue the goals of women's equality in national development. I've also had discussions with Robert McNamara, the President of the World Bank, who is planning to see this plan implemented in World Bank grants.

I recently visited some of the Arab countries and counseled with AID people as to what steps are being taken to involve women in the development process of the Middle East. In one particular country that traditionally has had roughly a hundred fellowships for advanced degrees in the United States, with an average of 92 going to men and 8 to women, I was told that this year it's either 49/51 or exactly 50/50.

I can't help but reminisce, some years ago on my first visit to Israel, when I gave a ride to three soldiers; two were men and one was a woman. As I was driving, I asked the woman how she liked being in the Army. "Oh," she said, "I like it very much indeed. First of all, my parents are very Orthodox and there's much more freedom in the Army than there is at home. But, in addition," she said, "you know there are 100 million of them, and less than three million of us, and my country needs me, and I am thrilled to be a part of the defense of our country."

As you know, one doesn't have to be in an army to take pride in the process of building or rebuilding a country. AID's program, which started with the rebuilding of Europe, the magnitude of which has never been matched by any other nation or people, has now become such a standard policy that at the special session, every country pledged to aid those who want and need assistance. AID's program is reaching many developing countries, and I think we can point to the October meeting of the Development Assistance Committee-OECD in Paris, an AID-inspired conference on women in development which reached an agreed conclusion that parallels our own U.S. commitment.

Lastly, I wish to point to the growing constituency in the United States for the integration of women in development. Virtually a hundred percent of the American public has supported the concept that women take a full role in the development process. So today, I simply want to congratulate AID for the work it is doing. As a legislator, I can't tell you how grateful I am that the spirit of what was written into law is being carried out so magnificently and I'm indeed grateful for the opportunity to share these thoughts with you.

#### ADDRESS

Mr. John Murphy  
Deputy Administrator  
Agency for International Development

Ladies and gentlemen, I am pleased to be here to share with you the process of wrapping up this important conference. I am glad that our schedules have been worked out in a way which permits me to participate with you in the conference even to a limited degree—first by sharing with you some of the general observations about women in development issues and then by joining in a question period devoted to ventilating some of the policy and implementation questions which your workshops and panel discussions have flushed out.

At times, and understandably, it may strike some observers that AID's hard-headed, nuts-and-bolts management overemphasizes women as *agents* in the development process rather than as beneficiaries—as resources or vehicles rather than as living and breathing human beings who deserve better food, health and education and a voice in shaping their personal and national destinies. Let me state here and now that AID's management stands solidly behind PD-60—our policy determination on women in development—which states that our "primary emphasis will be on the integration of women as *both* agents and beneficiaries in the mainstream of the Agency's programming." That policy was enunciated over a year ago—and we mean every word of it.

But having said this, I must still emphasize the need for a better data base for the design of our women in development programs. PD-60 clearly states that AID's approach to implementation of the Percy Amendment will "reveal the actual role and status of women and their contributions to development." It goes on to say that Bureaus and field missions will take steps to collect information which may be used to illuminate the role, status and contributions of women in developing countries—better data on women are required for designing and evaluating AID projects. When this is not available from national or international efforts, AID central or regional-supported studies and data gathering may be required.

This language seems to me to be clear and unequivocal—yet I find our follow-through on it far from satisfactory, except in isolated instances. Over and over again, program proposals are being submitted to Washington for approval with skimpy (and at times slipshod) data and related analysis. This past fiscal year we were rather lenient with such proposals. We made substantial allowances for tightness of deadlines and the slippages that are normally associated with the first approaches to implementing a new program. We are not going to be so accommodating from now on. I don't want to belabor this point at the moment, but I do hope that we can have some give-and-take on the matter of research in our question period. If our policy isn't as clear to AID overseas as it seems to be to us here in Washington, I hope that AID personnel will point out its deficiencies and join with me in trying to identify the cause of the confusion and ways to dispel it.

I must also say that I am perplexed at the failure of our field missions to seek the expertise of social anthropologists and other social scientists to help them conceive and develop projects responsive to the people-oriented congressional mandates. I felt sure that, when the program guidelines for the Fiscal Year 76 program were sent to the field, the Agency would receive numerous requests for assignment of such experts to field missions. This has not been the case. How in the world the field missions expect to be able to conceive and design projects that will involve the intimate participation of the rural poor in their own development without clear indicators of the influences which impact on, and motivate, the rural poor to participate is a *mystery* to me. After all, who will benefit from our technology may not, in fact, be determined so much by the nature of the technology as by the socio-economic system in which it is to be used. We should be looking for the right institutional settings for change, and this means starting with the people who are in greatest need and seeking ways to help them help themselves. The skills and talents of economists, engineers and accountants are essential in our efforts—but they know little about the values, traditions and gut issues that will ultimately determine how—indeed whether—a development project can succeed.

If our field managers don't recognize this, we've got some reorientation to do. But if they do recognize this need, *why* aren't we seeing more requests for social science personnel, especially as they relate to the integration of women into the development process.

I think it follows that, since American women have tended to pursue social science careers over the years, greater field mission demand for social science expertise is bound to create openings overseas for which women will be prime candidates. And these candidates, I am quite certain, will include many women who have excellent AID/Washington experience. Their horizons in AID/Washington are somewhat limited because of the continuing need for us to cut our numbers at the headquarters level. But I see no reason why we should lose their services when many of them have the specific training and qualifications that are needed abroad. (In saying this, however, I want to make clear that I don't encourage creation of a social science elite made up exclusively of women. I want to see women serving too as family planning advisors, economists, engineers and accountants, etc.)

As Dan Parker, Senator Percy and others have pointed out here throughout the program, AID cannot very well exhort other nations to upgrade women's skills, mobility and participation in development unless our own record is exemplary.

I also want to welcome the participation here of many representatives of private and voluntary organizations. A number of PVOs that have had long and distinguished records in the area of foreign assistance are today applying their experience to a broad range of development activities, with women in development programs at or near the top of their agendas. We are delighted to be able through our DPGs and OPGs to help many of them upgrade their staff capabilities for reaching *directly* ever-larger numbers of poor people overseas.

AID views its partnership with the PVOs here and abroad as an effective means of reaching great numbers of the disenfranchised poor without vastly expanding its own personnel. Congress has directed us to use intermediaries, and believe me, there are no better intermediaries than the PVOs. Transferring some of the development know-how found within AID to the PVOs avoids duplication of effort. Working through PVOs obviates the undesirable expansion of direct-hire personnel.

In this connection, let me conclude my formal remarks by quoting a few passages from Peter Drucker, the renowned economist and social philosopher. In his book entitled *The Age of Discontinuity*, Drucker wrote,

Government is needed in a worldwide development policy. But there is one thing government cannot provide: the individual's sense of achievement. Yet this is the essential element of development. What is needed in this world today is not primarily wealth. It is vision. It is the individual's conviction that there is opportunity, energy, purpose to . . . society, rather than problems, inertia and hopelessness. . . . Development is thus largely a matter of the dynamics of individuals and of local community. These can be supplied only by our succeeding in generating local, responsible initiative and in multiplying human energies. Government can stimulate them—or stifle them, but it cannot provide the energies. . . .

I think that Drucker's remarks are pretty consistent with the "New Directions" which the Congress has mandated for AID.

#### ADDRESS

Dr. Addeke Boerma  
Director-General  
Food and Agriculture Organization  
of the United Nations

I hope and believe that in the years to come we will look back on 1975 as a turning-point in the international approach to the economic and social development of the poorer nations.

At this mid-point in the Second Development Decade, the calls we are hearing are for a new economic order, new dimensions in development assistance, new relationships among nations. To a large extent, these calls are born of an awareness that the aims and ideals of the last quarter century have not been achieved, that the high hopes we had in the Fifties and Sixties have not been realized, that, while much has been done, it has not been enough to prevent a widening of the gap between the world's haves and have-nots.

At the same time, we have become aware that the benefits of development programs have not only failed to "trickle down" to the poorest people in developing countries, they have also failed to trickle *through* the fabric of society. About fifty percent of the population as a whole—the women—have been largely ignored. In seeking new dimensions in assistance to meet the demands of a new economic order, it is very important to remember that most of the problems we have been facing for years would not have become as serious as they have if, in tackling them, we had concerned ourselves more with the women of the developing world.

What I am saying in general terms about women and development is of course specifically applicable to food, agriculture and rural development.

It is true that many development agencies have been active in promoting some of the interests of rural women. For example, FAO has paid considerable attention over the years to home economics, applied nutrition and rural extension. Its assistance to member governments also encompasses work-oriented literacy and other training programs in agriculture, nutrition and education for family life. The World Food Program has supported similar undertakings and has placed emphasis on feeding programs for vulnerable groups of women and children. We can safely say that millions of women have been reached through these activities.

Unfortunately, many other development programs have been planned and implemented without sufficient consideration of their impact on women, who are quite literally the "hewers of wood and drawers of water" in rural areas all over the world. Many well-intentioned development efforts, promoted by FAO and by other agencies, have actually led to an increase in the burden borne by women.

How do we change a situation in which development activities are generally regarded as a masculine domain by agencies and by governments? As was pointed out this year in an FAO publication on women in agriculture, "The first people needing to be developed are the developers themselves." Like other organizations, we have begun to put our own house in order by eliminating policies and practices which discriminate against women and by making a sustained effort to recruit women for a wide range of professional occupations within the Organization. We have been attempting to put into practice the kind of philosophy admirably expressed a few years ago by Mr. Jack C. Westoby, formerly one of FAO's senior forestry officials, when he said to an international forestry conference,

Has it ever occurred to you that one significant pointer to the backwardness of the forestry profession and to the inadequacy of forestry education is the paucity of women foresters? . . . I am firmly convinced that if we had a greater proportion of women foresters among us we should be making much less heavy weather of some of the problems that now face us—notably, in adapting our forestry thinking and forestry practices to the changing needs of society, and, in particular in reconciling the needs of productive forestry with the growing concern for environmental quality. If I argue in favor of a greater contribution to forestry by women, I am not pleading for women. I am pleading for forestry.

Mr. Westoby's words are as relevant to agriculture in general—and for that matter, to most other professions, as they are for forestry. We need more women in all the agricultural sciences, not just in the activities to which they have hitherto been confined. We need more women at all levels in agencies and in national governments, designing programs which are not necessarily "for women only," but in which the needs and potentials of women are taken fully into account. This is indeed crucial if our efforts to increase agricultural production in the developing countries are to be really effective, for, as was highlighted by the World Food Conference, women account for at least half of food production in those countries.

At this juncture, I should like to express my appreciation to Senator Percy for the action he has taken to draw greater attention to the role of women in development. His amendment is a model of enlightened thinking and its objectives are entirely consistent with those FAO wishes to commend to its member states.

There are various ways in which FAO can and is highlighting such objectives. The national and regional meetings which it has sponsored, alone or in cooperation with other organizations, have brought professional men and women together to exchange ideas on, for example, the involvement of rural women in cooperatives and in integrated rural development. In the coming biennium, there will be a number of special projects and task forces to focus on specific issues relevant to the interests of women in different countries and to assist governments in formulating policies aimed at improving the status of women in agriculture. The World Food Program will continue to support programs which contribute directly to bettering the condition of women, particularly in providing gainful employment in rural areas.

But, in the final analysis, special programs for women can only be part of the solution. Neither the governments concerned nor we in development agencies should take the view that the problems of women in developing countries can be solved in isolation from the many other varied problems which these countries face. Basically, what is needed—and here I believe that International Women's Year has provided some very important new insights—is acceptance of the fact that the cause of women will only be furthered to the extent that it is woven into the whole fabric of economic and social development.

#### ADDRESS

Dr. Irene Tinker  
 Director, Office of International Science  
 American Association for the  
 Advancement of Science

I welcome this conference to consider ways of implementing the Percy Amendment. Just having the conference is a recognition of the fact that women have too long been ignored in development planning. A couple of years ago when I began to talk about the impact of development on women, it was considered to be an outsider's question. Today it is an insider's question; people are trying to decide how to include women in development. The most heartening thing I have heard today is a general identification of the problem. Why has it taken so long?

This was the basic question asked during the American Association for the Advancement of Science (AAAS) Seminar on Women in Development which I organized as a parallel activity during the official UN Conference for International Women's Year held in Mexico in June 1975. It may be useful to discuss three reasons why people of good will involved in development simply didn't ask the right questions.

### Statistics

First I would like to emphasize the problem of statistics. A large factor in accuracy is the socio-economic background of the data gatherers and their relationship to the persons they interview. But, even beyond issues relating to survey research is the identification of questions. Too often economic questions are limited to the modern sector. Therefore, we know almost nothing about the informal sector or about the realities of subsistence agriculture. We really don't know who is in it or what kind of income these people make.

These criticisms are as valid for the United States as they are abroad. The National Institute of Mental Health has recently been doing a study of the informal sector in Detroit. How on earth did NIMH get into such a study? They decided that the slum dwellers in the United States could not possibly live on the income that they report. Therefore they decided to go into the slum areas and find out how people there survived. They found a myriad of paid but unreported jobs: repairing cars, painting rooms, minding children; they also found many instances of unpaid exchange of services. So impressive was this range of activities that they stopped looking only at the slum areas and got into the middle class. What they are finding is that there is a very large area of activity for men and women, but largely for women, of unpaid or paid exchange of services that no one really wants to report and to pay tax on. There are women who do catering for their neighbors, sell art work, prepare income taxes, sell plants, repair plumbing. The list is long, yet most of these activities are not considered in the GNP because no one has asked the questions which would produce the statistics.

If this under-reporting is true in this country where we have a certain reverence for statistics, it is equally true or more true abroad. In fact, when I first began my research on women's work, I was horrified to read in a Department of Labor speech that only 5 percent of the women in Africa are employed . . . on a continent where women dominate the agricultural sector! In fact, perhaps only 5 percent work in industry. But that is not how these statistics were interpreted. One has to be extremely careful, then, about using statistics.

Recently I attended a meeting of the Agricultural Development Council on women in rural development. The women and men attending stressed the under-reporting of the economic contribution of women in rural areas. I don't mean homemaking; I mean out in the fields. Our general estimate is that 50 percent of all food is still raised by women and that as much as 90 percent of food production is still done by women. But you are not going to find these statistics anywhere because no one is asking the questions which will give these answers.

One of the best examples of what is wrong with statistics is shown by two censuses done in Southern Italy. The first census, which was done before land reform, counted all the landless laborers: about 50 percent were men and 50 percent women. Ten years later, the land had been broken up into small land holdings. The statistics then showed only household labor: women had dropped out. Now, you know perfectly well that there was no change in the agricultural procedure. It is just that all of a sudden, no women were working on the fields, according to the statistics. I can just see the Italian planners going by those statistics and forgetting to ask what is really behind them.

So, clearly, statistics is one of the villains in the piece for why women's economic contribution has been ignored. We have become so used to relying on statistics we forget to remember the reality behind them. In fact, like Shakespeare said, the devil can quote scripture. I think I could say one can quote statistics to prove almost anything. Therefore, I am very chary of statistics and I think that perhaps developers would do well to look behind the statistics to see who collected them, from whom, and what they mean. Further, we need micro-studies which balance the macro world of statistics and show what work women do both in rural and in urban areas.

## **Stereotypes**

The second point, which is perhaps related to this, revolves around the question of stereotypes. The United States as a developed country, and certainly after the war sort of a world hero, formed for many people the ideal modern society. As a result, the role of woman, as well as man, in the United States has been held up as something of a description of the modern life. Not only American developers, but also the developers abroad who have been well educated in the West, carry with them stereotypes of appropriate occupations for women based on the U.S. model we women are trying to destroy. Their assumptions become so automatic that they often do things that, if you take them apart, prove to be rather foolish.

One of the earliest things that our research groups have done is collect these "foolish" examples. In one of the West African countries, Taiwanese rice farmers were imported to illustrate improved rice growing. To insure attendance at demonstration days, the government actually paid three days wages to the farmers so they would not lose by coming to watch. So, all of the unemployed men in Monrovia came and watched the rice demonstration while the women still continued to work in the rice fields.

Well, now any of you would know that is funny, but why didn't anybody think about it when it was planned? The only possible explanation can be that the stereotype that farmers are male is so ingrained that somehow nobody stopped to say that that is not true here. I could spend the next hour with examples running down similar kinds of stereotypes.

The main point I want to make is that you cannot make generalizations about the role of women. In some countries it is the men who do the rice farming. In other countries it is the men and women. In other countries it is only the women. If the question of the impact of development on women means anything, it means you have to look to the local situation before you make assumptions. We are not trying to say that women ought to or should do anything. We are trying to say that you should not take the American stereotype and apply it abroad.

## **Family**

Another error frequently made by planners is to assume that when we are talking about a family we are talking about a unit composed of a man and a woman, in which the man is the major breadwinner. It is our estimate—now here we go back to statistics—that, de facto, one-third of all the families in the world are headed by women. Now, how many of you ever think of that when you are making your development plans?

The assumptions have been that with development and increased economic income there will be fewer family types and more nuclear families than there used to be. In fact, the anthropologists now tell us there are more types of families than there ever have been in the world before. There are some fascinating developments of incredibly complex family structures being developed, especially among women-headed households where the women do not marry. For example, a study on Caracas shows that frequently women who do not marry select different fathers for their children in order to have a variety of grandmothers to help them in need. In other words, there is a conscious recreation of a new kin network. It means the poor have many children not only to maximize the potential income of the family, because more people are going to bring in more money, but also to create a large network for help when they are sick.

These, then, are three reasons why the impact of development on women has been overlooked: because the statistics are wrong, because developers hold stereotypes of women's work, and because women-headed households have been ignored.

### Changing Views

I think one of the reasons that there has been a sudden change in the appreciation of these problems has been the recent serious reconsideration of developmental theory. If we admit we don't yet have the ideal solution to development, then perhaps we are more willing to look at what happens to the poor or what happens to women. Another reason is the food crisis. If women do half the growing of food and 90 percent of the food production, clearly the role of women in food is essential. Thirdly, the question of population growth is clearly related to what happens with women. Our studies indicate that there seems to be an added incentive to have large families when you are poor in a money economy as opposed to a subsistence economy. We also know women-headed households are among the poorest families. Perhaps if women had other alternatives to survival through large families, they would have fewer children. Therefore, in the short span of perhaps two or three years, the question of the impact of development on women has been accepted as an issue and is now being increasingly seriously addressed.

### AAAS Seminar

When the United Nations declares a year or a conference, they usually hold a series of expert meetings and a series of regional conferences before the conference. However, International Women's Year had a low priority in the United Nations, so there was no money for such meetings. As a result, I felt it was quite important that there be an experts seminar where the research that had been done on women and development could be presented in a legitimate academic fashion. It was for this reason that the AAAS held a four-day seminar in Mexico City before the International Women's Year conference. There were 99 members attending from 55 countries, about 90 percent women and 10 percent men, coming from three different categories of people: one, academics who had studied the problem; two, people involved in development agencies, and third, persons involved in development programs. We tried very hard to have as wide a spread as we could. We had Rumania and Cuba there, but we did not have either China or Russia attending.

The overriding issue was the impact of de-

velopment on women, and the recurrent question was, does it have to be adverse? Clearly, if programs are developed for agriculture that ignore women, for marketing that ignore the role of women, for small manufacturing that ignore the role of women, then these plans will undercut the traditional role of women, and often hurt her, certainly not help her.

We had five workshops, and in each of these workshops each person attending had to present a case study of their own country and what was happening there. In some cases the case studies became formal papers, but in many cases they were very small. These papers and the discussions in the workshops will appear as a book called *Women and World Development*. Along with a companion annotated bibliography, it will be published by the Overseas Development Council early in 1976 and should be useful to you for planning purposes. The case studies show how complicated development planning can be.

In Korea, an interesting development came about as the result of a population program setting up mother's clubs where women could come monthly to receive contraceptive pills. Although started as a distribution mechanism, the clubs were legal entities so that, for the first time, women could have money and hold it outside of their families. This spurred money-making activities. The result was about half of the mother's clubs developed into rather strong feminist organizations, which I am sure nobody really intended to happen.

We found that there were some cases in which women organized to protect their rights. The market women in Nicaragua, for example, usually run women-headed households. When the earthquake happened, the government decided that since the native market was primarily wholesale, it could be kept on the outskirts of the city. Downtown, they would put a modern supermarket. There had been a supermarket before the earthquake, and typically the middle classes used the supermarket while the native market was used by the lower classes. You could buy a cup of sugar instead of a pound; you could buy cooked food; you could buy on credit. The market women depended on these customers who had no transport to the edge of the city.

It happens that the market women in Nicaragua are very strong, both politically and physically. They have sometimes been used as strike breakers, and when they heard that their dictator was going to put them out on the edge of town, apparently they went and had a few words. The result is that there is a modern traditional market as well as a modern supermarket in the middle of town.

It is well known that in Ghana when Nkrumah was there, and today in both Dahomey and in Guinea, market women are an important source of the governments' power. So, women have learned to use their political clout in many areas. Nonetheless, a sad finding of the Seminar was that in no country did women really have equality with men.

These have been general observations about the Seminar. Let me turn to the discussions in the five workshops. The first workshop on small technology and food emphasized several things. First, we really don't have good studies of time budgets and how much work women really do. Several anthropologists who have tried to get time budgets of women asked husbands what the wives do. I think any of you can see how incorrect their answers would be.

Secondly, when small technology is introduced, it is almost always introduced to the men, even though the work is something the women traditionally did. Examples include small grinders, machines to winnow grain, pressers or pumps. The assumption is made that women can't possibly understand machinery—a very Western stereotype.

But it is also true that women tend to have a higher illiteracy rate than men; it is also true that girls are usually not trained in mechanical arts. Still, there is no particular reason that women couldn't be taught to use small technology and no particular reason instructions couldn't be given in pictographs. This is certainly something that rural extension directors ought to take into consideration.

Why is it that when an activity becomes economically advantageous, it seems to be taken over by the men? This happens elsewhere besides with small technology. Whenever cash crops are introduced, the tendency is for these to be assigned to men. The women are expected to continue to grow subsistence crops and put in all of the work on the home farm, while the men grow the cash crops and then use the money themselves. We were told by representatives from Tanzania that one of the reasons the women liked the Ujaama (freedom) villages is for the first time they get paid for their labor, and therefore the women are the strongest supporters of the new village organizations.

Little attention has been given to improving subsistence crops. Research and extension have focused on cash crops. Further, extension workers are generally male; even if they wanted to assist women, it would be difficult in the many sex-segregated societies. Clearly women extension workers are needed.

There are two very interesting developments which help farming women. The first one is the use of traditional organizations to help improve living conditions. Many of you are familiar with women's savings groups found in many countries. Neighborhood women meet together maybe once a week; they each put 10 cents or 10 rupees into a common pot; then by lot each one of them gets the pot in turn. This activity is a kind of forced savings. It allows a woman to accumulate a dollar every ten weeks which she can use to buy an expensive item. While she can find 10 cents every week, she couldn't find a dollar without this system.

In Kenya the women increased their pot by having each put in one dollar instead of 10 cents. The women used the larger amount to buy tin roofs. The advantage of this, of course, is that once you have a tin roof you can collect water. Going to the well to get the water is a great consumer of women's time. Apparently this simple method of accumulating money has really triggered development and made fantastic changes in the lives of these women.

In Zambia the women were for the first time introduced to a cash crop, in this case, onions. They were able to grow the onions in between the regular crops. As the women who grew the onions began to make money, the men got jealous and said, "Why don't you teach us to grow onions, too?" So the planners said, "Of course," and showed the men how to grow the onions. But the men then demanded that the women work on their onion crop because the women always worked on subsistence crops. I am happy to say the women said, "No, thank you. This is an off season and we are working on our own." The result is that the men do not do very well with their onion crop, but the women are prospering.

In the urban workshop, which turned out to be the most theoretical, there was much concern about the informal sector. When they first come into town, both men and women tend to work in the informal sector, but the men soon move into the modern sector while the women tend to stay in the informal sector and therefore never appear in the labor statistics. Yet you have all seen them, the women who sell one cigarette at a time, or who go down to the water tap and carry jugs into the squatter areas to sell water a cup at a time, or who sell cooked food. None of them are counted as employed.

Earlier today someone asked this question: What on earth are we doing creating jobs for women when there is unemployment? Whoever told you the women were unemployed? I thought that was a very naive question. The fact of the matter is that women in almost all societies work. Of course, they don't always get paid for it, even though in total economic terms it is important. When someone carries water from a well it is not considered economic labor, but if a pipe is laid for the water, then providing water is an economic activity. Does that mean a woman is less important economically than a pipe? It is a very interesting question.

In any case, in the urban sector much of the focus was upon the women in the squatter areas and how variant their conditions were from the middle class women. Now, I haven't really said much about the impact of development on middle class women, because in most societies they constitute a very small number.

Nonetheless, development also adversely affects them. I would like just to point out that in 1910 in the United States when about 2 percent of the total population went to college, there was a higher percentage of women Ph.D.s than there has been at any time since then. This is also beginning to be true elsewhere. As you get an increased number of graduates, there are not enough jobs for everyone. So, you get more and more pressure to hire men . . . because it is assumed they are the breadwinners. Thus, as more people are educated, the percentage of women in high level positions falls.

In the education workshop, the focus was on training because their concern was with the women in the subsistence area. The hottest argument of the whole seminar took place in this workshop over whether or not to teach the women handicrafts. This has been a traditional solution, to teach women handicrafts so they will be able to earn some money. The virulence with which many women attacked this solution was quite surprising to me; the reasons were at least three.

First of all, in total income of the GNP, as was pointed out by the young woman from Pakistan, the earnings by handicraft hardly even enter into the total budget. Why should they train large numbers of women for a sector that is already crowded and has such little potential?

The second kind of argument was that handicrafts is a dead-end job. It doesn't get you anywhere. It is simply something that you do in your spare time and the income really is very low. The most telling argument was that the handicrafts was seen as a mechanism by which middle class women exploited their poorer sisters. When I stopped to think about the various handicraft shops that I have bought things from in Africa and Asia, I know that very frequently these shops are run by benevolent societies and women's social groups, and apparently the feeling was that it is these women who take the bulk of the profits and don't really help the poor.

On the other side, representatives from the Economic Commission of Africa, which has been working with this field for many years, felt very strongly that you have to start somewhere to provide income for women and that handicrafts was a good place to start. However, they wanted to organize cooperatives so that the women could get the fruits of their own work; they also wanted to train the women in management so that they could sell other things besides the handicrafts.

The health workshop, which included the two Communist participants, unanimously agreed that the right to abortion is essential. Although this is not the best form of birth control, clearly it is a necessary one because of a tremendous death rate caused by the large number of illegal abortions. There was great stress on the need for increased para-professional health services. While there was some concern over supervision of such services, the general feeling was that some service is better than none, particularly since it is the rural poor and urban poor women who have the least access to any service.

In this workshop there was some disagreement between those people who were government bureaucrats and so were worried about structures, and the majority of the women who came from small, local family planning projects. These women felt that the people who were talking institutions were all talking like males. Now, there weren't many men in the workshop. What they meant was that there was a kind of sexism implicit in the structures which didn't consider women as people but used them as ciphers. They felt there was a dehumanization, even in the seminar, about the way women were being talked about by those who were manipulating institutions and numbers, as opposed to the close contact in their own programs.

This debate is related to the final workshop, which was on organizations. Here the disagreement was between those who felt it was better to organize with men and those who favored separate women's groups. This was not just an argument between two schools of thought; it was very much Latin American women versus the rest of the world. My explanation, not theirs, is that in Latin America, the status of women is rather more dependent than in the other societies represented at the Seminar. Further, in most of Latin America there has not really been much open government, so that pressure groups don't work very well whether they are male or female. Thus, it becomes necessary to work through the establishment, which means through the men, in order to get anything at all. In most of the rest of the world there seems to be an important role for pressure groups. The women were quite good at getting themselves heard, and felt separate organizations gave them greater visibility.

This geographic split underlies what I feel is perhaps the most important truth of the Seminar: that what we are arguing against is stereotyping. We are not trying to export the United States model; we are not arguing that the position of women in Africa is so good it cannot be improved; we are not saying Philippine women are ideal. What we are saying is if you are introducing development plans with a certain goal in mind, it is important to look at the society to see who is doing the jobs that you are going to change *before* you put that particular program into action. Only then can you anticipate the impact of any program on the people it will affect. Thus, the first step in solving a problem is to know the present situation. If you start asking the right questions, I have no doubt that you will all come up with the right answers.

# POLICY DETERMINATION

*File as:* AID HANDBOOK

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## **Legislative Mandate**

Section 113 of the Foreign Assistance Act of 1973, known as the "Percy Amendment," requires that the U.S. bilateral development assistance programs authorized in "Sections 103 to 107 of the Act, 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 gives Congressional endorsement to the increasing concern of the development assistance community and developing countries that women participate fully in the tasks and benefits of economic growth. Sections 103 to 107 of the Act, to which the Amendment refers, calls for concentrating AID resources on critical development problems, including food and nutrition; population planning and health; education and human resource development; selected economic and social development problems; and support of the general economy of selected recipient countries and international organizations.

## **Principles**

1. It is AID policy to implement fully the Percy Amendment through the inclusion of a role for women in all of the Agency's programs and projects.
2. Development of programs and activities pursuant to the Percy Amendment, and in accord with the basic policy concepts stated above, will be a responsibility resting with field missions and with all offices and bureaus in AID/W. The primary emphasis will be on the integration of women as both agents and beneficiaries in the mainstream of the Agency's programming.
3. This policy rests on the following tenets:
  - a. Inclusion of women in development must be a conscious concern. Equity and equal opportunity are basic to the developmental process of any country. Address questions concerning this Policy Determination to PPC/ACS.
  - b. Under the Percy Amendment, AID has the mandate to design programs which integrate women in the development process. This mandate affects, in varying degree, all sectors and activities within those sectors.

## ANNEX G

(Attachment to AID General Notice)

PD-60

September 16, 1974

### INTEGRATION OF WOMEN INTO NATIONAL ECONOMIES

c. Women are a vital human resource in the improvement of the quality of life in the developing world. In the home and community and as producers of goods and services, they contribute directly to national social and economic progress. As potential child-bearers, they determine the pace of national population growth. As mothers and child-raisers, they have a direct influence upon children in their formative years and, thereby, influence the building of essential human resources for national and international development. AID's implementation of the Percy Amendment, therefore, will provide a new dimension to the resolution of critical problems in development. AID's approach to this implementation will: *Reveal the actual role and status of women and their contributions to development; provide the information and services that will enable women to control their fertility; assist women and girls in self-improvement programs, stressing increased attention to their practical education in order to permit choices in their contribution to and benefit from development programs; and provide for review of AID and other donor programs which affect women and seek means of helping increase the understanding of and assistance for women in all development areas.*

d. The central responsibility for integrating women into national economies rests with LDC governments. While AID can play an important catalytic role in both the international arena and in countries where it has assistance programs, real progress requires host country commitment. Developing countries often have very different social, cultural, and family relationships from those of the U.S. Any intrusion into these relationships is a most delicate matter—only to be attempted with adequate knowledge and understanding of the existing manners and mores of the people. Accordingly, the role of AID should, as in other areas, conform to the collaborative style.

#### **Implementation**

1. The Administrator hereby directs PPC and other central and regional bureaus and field missions to institutionalize the conscious concern for women in development throughout the Agency's programming processes from concept and design through review, implementation, and final evaluation. All development assistance plans, sector analyses and assessments, preliminary and final project papers and field submissions shall contain a clear statement of how women in the developing countries will be involved in the development processes being analyzed and how the plan or proposal will use the capacities of women in the host country or benefit them. In the approval of plans and projects, strong preference (other things being equal) will be given to those which provide for effective utilization of women.

**ANNEX G**

**(Attachment to AID General Notice)**

**PD-60**

**September 16, 1974**

**INTEGRATION OF WOMEN INTO NATIONAL ECONOMIES**

2. Bureaus and field missions will encourage international development institutions and other donors and private voluntary organizations and foundations to give specific attention to the role of women in development. Grantors, contractors, and other intermediary groups will be required to consider the role of women.

3. Bureaus and field missions will take steps to collect information which may be used to illuminate the role, status, and contributions of women in developing countries. This involves three distinct responsibilities. First, substantial improvement is required in the collection of basic national data on the role and status of women in developing countries. Although encouraging and assisting developing countries in this major undertaking is primarily the responsibility of international organizations, AID should stress the need for improvement of such data through the international channels. Second, better data on women are required for designing and evaluating AID projects. Where this is not available from national or international efforts, AID central or region-supported studies and data gathering may be required. For example, specific information on the activities of women in rural areas may be needed to assist in the design and implementation of a rural development strategy. Third, reasonable reporting requirements must be designed to keep AID/W informed about effective projects and general progress of integrating women in the development process by improving the utilization of and equality of opportunity for women in LDCs. This information will be shared within AID and with Congress and other organizations outside AID concerned with the implementation of the Percy Amendment.

4. On request of the LDCs, the bureaus and field missions will assist in the establishment or development of women's commissions, bureaus, and non-governmental organizations in the host countries and encourage their work as it relates to legal, economic, and social development activities which promote the integration of women in development. In furtherance of this objective, bureaus and field missions may co-sponsor conferences and working seminars and provide consultative services and leadership training.

## ANNEX H

AID General Notice  
October 15, 1974  
SER/MP

**SUBJECT: Designation—Coordinator of Women in Development**

Effective immediately, Mrs. Nira Hardon Long is designated AID Coordinator for Women in Development reporting directly to the Administrator.

The Coordinator for Women in Development is responsible for the implementation of Section 113 of the FAA of 1973 (Percy Amendment) which requires that the U.S. bilateral development assistance programs authorized in "Sections 103 to 107 of the Act 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 in the total development effort." The approved policy determination for Percy Amendment activities is attached.

The Coordinator for Women in Development is responsible for implementing the policy concepts expressed in the attached approved policy determination and has the authority to plan and execute supportive activities in coordination with the Geographic Bureaus and Offices, such as: special studies and research projects to illuminate the role, status, and contribution of women; support for the International Women's Year 1975; conferences; field reviews; and other activities to promote the understanding of women in development and to provide a focal point for Mission and AID/W information and guidance. The Coordinator will work with PPC to design reporting and monitoring requirements.

Mrs. Long is located in Room 2664, New State, and her telephone number is 632-7996.

Attachment:

Policy Determination 60—Integration of Women Into National Economies

## ANNEX I

### **CRITERIA FOR EVALUATION OF PROJECTS INVOLVING WOMEN**

American Council of Voluntary Agencies for  
Foreign Service, Inc.

#### **INTRODUCTION**

As outside change agents, voluntary agencies must be sensitive to our ethnocentric view of the societal goals of developing countries. Intervention may have negative consequences. For instance, the society in question may have role assignments that are amply fulfilling to both women and men.

It is possible to misinterpret other cultures. We are not concerned with appearances, but with realities, and the practical aspect of life.

Therefore, we strongly believe that the project designed to improve or change the status of women in developing countries must evolve out of an indigenous perception of goals, the suitability of the means to achieve them, and the pace at which they occur.

#### **CRITERIA**

1) **INITIATION AND LEADERSHIP:** Women involved in initiation? Number of women? Who? Status? Role? Indigenous? Responsible and responsive to project participants?

2) **PARTICIPATION AND CONTROL:** Do women participate in the direction of the project? How? Characterize the structure (if any; formal/informal) for participation and feedback. What is the participant's role? Will this experience change women's role?

3) **BENEFITS:** What are the benefits of this project to women? Directly? Indirectly? How are they measured? Do the participants perceive them as benefits in key areas in their lives? Is the project structured so that, having attained one objective, the participants can move on to others? Does the project contribute to increasing women's access to knowledge, resources, the power structure?

4) **SOCIAL CHANGE:** Does this project increase women's options, raise their status? What are the political, economic and cultural implications of the project? Does the project create dislocations? Does it reinforce structures of exploitation? Have these effects been anticipated? What provisions are there to deal with them?

5) **PROCESS:** Does the project treat development as a process? How does it relate to a larger plan? Does it stimulate a broader base for continuing development? Is the project flexible enough to adjust its course to changes identified as desirable? Does the project treat women as an integral part of the family and of the community?

## PARTICIPANT ROSTER

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## ANNEX K

### GLOSSARY OF ABBREVIATIONS

- AAAS—American Association for the Advancement of Science  
A/AID—Office of the Administrator, Agency for International Development  
A/AID/WID—Office of the Coordinator for Women in Development  
ADO—Area Development Office (AID)  
AFR—Bureau for Africa (AID)  
AFR/CWA—Office of Central and West African Bilateral Affairs  
AFR/CWR—Office of Central and West Africa Regional Affairs  
AFR/DP—Office of Development Planning  
AFR/DS—Office of Development Services  
AFR/EMS—Executive Management Staff  
AFR/RA—Office of African Regional Affairs  
AIFLD—American Institute for Free Labor Development  
ASIA—Bureau for Asia (AID)  
ASIA/PIT—Office of Philippines, Indonesia, Thailand, Korea, Burma and Regional Development Affairs  
ASIA/SA—Office of South Asian Affairs  
ASIA/TD—Office of Technical Development  
DAP—Development Assistance Program  
ES—Office of the Executive Secretary (AID)  
ES/RAS—Review and Analysis Staff  
FAO—Food and Agriculture Organization of the United Nations  
FFP—Office of Food for Peace (AID)  
IBRD—International Bank for Reconstruction and Development (World Bank)  
LA—Bureau for Latin America (AID)  
LA/DP—Office of Development Planning  
LA/DR—Office of Development Resources  
LA/MRSD—Multilateral Coordination and Regional Social Development Programs  
LA/OPNS—Program Operations Staff  
LDC—Less Developed Country  
LEG—Office of Legislative Affairs (AID)  
NE—Bureau for Near East (AID)  
NE/ME—Office of Middle East Affairs  
NE/TECH—Office of Technical Support  
OLAB—Office of Labor Affairs (AID)  
OPA—Office of Public Affairs (AID)  
OPA/PUB—Publications Division  
PHA—Bureau for Population and Humanitarian Assistance (AID)  
PHA/POP—Office of Population  
PHA/POP/FPS—Family Planning Services  
PHA/POP/LA—Office of Population, Latin American Division  
PHA/POP/MI—Office of Population, Manpower and Institutions Division  
PHA/PVC—Office of Private and Voluntary Cooperation  
PPC—Bureau for Program and Policy Coordination (AID)  
PPC/DPRE—Office of Development Program Review and Evaluation  
PPC/IA—Office of International Assistance Coordination  
PPC/IA/UNR—Office of UN Relations  
PPC/PDA—Office of Policy Development and Analysis  
PPC/PDA/DA—Development Analysis Division  
PPC/RB—Office of Resources and Budget  
RDO—Regional Development Office (AID)  
REDSO—Regional Economic Development Services Office (AID)  
SER—Bureau for Program and Management Service (AID)  
SER/IT—Office of International Training  
SER/MP—Office of Management Planning  
TA—Bureau for Technical Assistance (AID)  
TA/AGR—Office of Agriculture  
TA/EHR—Office of Education and Human Resources  
TA/H—Office of Health  
TA/N—Office of Nutrition  
TA/PPU—Office of Program Planning and Utilization  
TA/RD—Office of Rural Development  
UNDP—United Nations Development Programme  
UNFPA—United Nations Fund for Population Activities  
USAID—United States Agency for International Development Field Mission  
USDA—United States Department of Agriculture  
USOM—United States Operations Mission (AID)  
WEAL—Women's Equity Action League