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University of Maine at Orono • August 3-8, 1980



PROCEEDINGS OF THE
NORTHEAST TITLE XII

WOMEN IN
DEVELOPMENT
WORKSHOP

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NORTHEAST TITLE XII WOMEN IN DEVELOPMENT WORKSHOP
CONDUCTED
AT
THE UNIVERSITY OF MAINE AT ORONO
AUGUST 3-8, 1980

TABLE OF CONTENTS

	Page
I. Program - Northeastern Title XII Women in Development Workshop	1
II. Acronyms Relating to International Development	6
III. The History and Determining Issues of Women in Development - <i>Nadia H. Youssef</i>	8
IV. Inger Hvoslef	14
V. "The Shape of AID": Functions of Regional Bureaus, Bureau for Private and Development Cooperation (PDC), Bureau for Programs and Policy Coordination (PPC), the Development Support Bureau (DSB) - <i>Louis C. Stamberg</i>	18
VI. Assessing Development Needs, Establishing Priorities and Conveying these to Donors; How Country Missions Relate to Host Country Priorities and Plans - <i>John Withers</i>	24
VII. Project Review and Approval by AID and Congress - <i>Clara Carr</i> ...	32
VIII. Project Identification Document (PID) - What it is, How it is Prepared, How it is Used - <i>Geraldine M. Donnelly</i>	36
IX. Social Soundness Analysis Guidelines - <i>Alice Morton</i>	42
X. Women in Turkey - <i>Sadiye G. Kulahci</i>	44
XI. Report of the World Conference of the UN Decade for Women and the Mid-Decade Forum - <i>Kathleen Cloud</i>	46
XII. Introduction to Topic of Women in Development - <i>Barbara Callaway</i>	51
XIII. Women and Development: A Theoretical Overview of the Major Issues - <i>Elsa Chaney</i>	53
XIV. Activities of the USDA Office of International Cooperation and Development in Support of USAID Assistant Programs - <i>Roberta van Haeften</i>	60
XV. Beans and Cowpeas - <i>Patricia W. Barnes-McConnell</i>	66
XVI. Millet and Sorghum - <i>Mary Futrell</i>	68
XVII. AHEA's Family Planning Program - <i>Elizabeth Brabble</i>	74

	Page
XVIII. Small Ruminant Research and its Relevance to Enhancing Participation of LDC Women in Development - <i>Barbara Daboll</i>	77
XIX. BIFAD's Catalytic Role in International Agriculture and Rural Development - <i>Elmer Kiehl</i>	79
XX. Development Curriculum to Facilitate More Effective Work/ Research in Development: The Directions for Curricular Change - <i>Miriam Seltzer</i>	81

NORTHEASTERN TITLE XII
WOMEN IN DEVELOPMENT WORKSHOP

Program

August 3-8, 1980
University of Maine
Orono, Maine

Sunday, August 3

5:00 p.m. Social Hour, Oxford Hall of Hilltop Dormitory Complex

6:00 p.m. DINNER

Monday, August 4

8:30-9:15 a.m. Overview and History of AID with Emphasis on New Directions Policy
Louis C. Stamberg - Deputy Director, Office of Programs and Management Support, Bureau for Private and Development Cooperation, Agency for International Development

9:15-9:45 a.m. Title XII and its Relationship to the Agency for International Development and AID programs
Curtis Barker - PhD - Development Support Bureau, Agency for International Development, Washington, D.C.

9:45-10:15 a.m. The History and Determining Issues of Women in Development (WID)
Nadia Youseff - PhD - Research Director of International Center for Research of Women

10:15-10:30 a.m. BREAK

10:30-12:00 noon PANEL PRESENTATION - Moderator: *Curtis Barker*

Role of Board for International Food and Agricultural Development (BIFAD)
Rebecca Polland - PhD - BIFAD Board Member, Rutgers University

Role of Joint Committee on Agricultural Development (JCAD)
Nancie Gonzalez - PhD - Vice Chancellor for Academic Affairs, University of Maryland

Role of Joint Research Committee (JRC)
Frederick E. Hutchinson - PhD - Vice President for Research and Public Services, University of Maine

Strengthening Grant Programs, and Summary
Curtis Barker

- 12:00-1:15 p.m. LUNCH
- 1:15-2:00 p.m. "The Shape of AID": Functions of Regional Bureaus, Bureau for Private and Development Cooperation (PDC), Bureau for Programs and Policy Coordination (PPC), the Development Support Bureau (DSB)
Louis C. Stamberg
- 2:00-3:00 p.m. Assessing Development Needs, Establishing Priorities and Conveying these to Donors; how Country Missions Relate to Host Country Priorities and Plans
John Withers - PhD - Director, Institute for International Development, University of the District of Columbia, Washington, D.C.
- 3:00-3:20 p.m. BREAK
- 3:20-4:20 p.m. Project Review and Approval by AID and Congress
Clara Carr
- 4:20-4:45 p.m. Question period with Presentors as Resource Persons
- 6:00 p.m. DINNER

Tuesday, August 5

- 8:30-9:00 a.m. Project Identification Document (PID) - what it is, how it is prepared, how it is used
Geraldine M. Donnelly - Office of Development Planning Bureau for Mid-East, Agency for International Development
- 9:00-9:50 a.m. Aid Project Papers; Description of Contents and Form
Jean M. Due - PhD - Professor of Agricultural Economics, University of Illinois, Urbana-Champaign
John Withers
- 9:50-10:10 a.m. BREAK
- 10:10-11:00 a.m. Social Soundness Analysis Guidelines
Alice Morton - Agency for International Development
- 11:00-12:00 noon Implementation of Project with a Host Country; Mission and AID Washington Functions
Winton Fuglie - Director of International Programs in Food and Agriculture, Rutgers University
- 12:00-1:15 p.m. LUNCH
- 1:15-2:00 p.m. Project Evaluation Strategies
- 2:00-2:55 p.m. Regional Bureau Programs with Emphasis on Projects of the Agency for International Development which involve Women
*Asia - *John Withers*
or
*Africa - *Clara Carr*
*Participants may choose either geographical area.

- 2:55-3:05 p.m. BREAK
- 3:05-4:00 p.m. Regional Bureau Programs with Emphasis on Projects of the Agency for International Development which involve Women
*Latin America -
or
*Near East - *Geraldine Donnelly*
- 4:00-5:00 p.m. MUCIA, Women in Development Activities and Title XII
Jane Knowles - PhD - Associate Director, Mid West Universities Consortium for International Activities, Inc.
- 5:15-6:00 p.m. SOCIAL HOUR
- 6:00-7:00 p.m. DINNER
- 7:30 p.m. Report of the World Conference of the UN Decade for Women and the Mid-Decade Forum
Kathleen Cloud - Project Director, Women and Food Communication Network, University of Arizona

Wednesday, August 6

- 8:30-8:45 a.m. Introduction to Topic of Women in Development
Barbara Callaway - PhD - Associate Provost for Academic Affairs, Rutgers University
- 8:45-9:30 a.m. Women and Development: A Theoretical Overview of the Major Issues
Elsa Chaney - PhD - Consultant/Women in Development, Hyattsville, Maryland
- 9:30-10:30 a.m. PANEL PRESENTATION - Moderator: *Nylda Ansari* - PhD - Associate Professor of Human Development, University of Massachusetts
University of Massachusetts Third World Women's Views of the Developmental Processes and their effect on Families
- 10:30-10:45 a.m. BREAK
- 10:45-12:00 noon Small Group Discussions on Issues Relating to Women in Development - Presentors and Third World Women serving as resource persons.
- 12:00-1:15 p.m. LUNCH
- 1:15-2:00 p.m. Activities of the USDA Office of International Cooperation and Development in Support of USAID Assistance Programs
Roberta van Haeften - Economist, United States Department of Agriculture
- 2:00-2:45 p.m. The Human Component of Development, One Woman's Experience
Elsa Meder - PhD - Consultant, Kennebunkport, ME

2:45-3:00 p.m. BREAK

3:00-4:30 p.m. Group Discussion and Synthesis of Material to date
Karen Rawlings - Director of International Programs,
 University of Maryland

Small Group Discussions*
 Resource persons as appropriate
 1) Involvement in AID Projects/Programs by
 Universities represented at Workshop
 2) Common Interests of Participants

*Participants will indicate choice of sessions by
 Tuesday P.M.

6:00 p.m. DINNER

Thursday, August 7

8:30-9:00 a.m. Highlights of Women in Development Issues Identified
 During the First Three Days
Bonny Chirayath - MS - Nutritionist, University of
 Delaware, Title XII Project, University of Delaware

9:00-11:30 a.m. REPORTS OF PROTOTYPE PROGRAMS

10:00-10:15 a.m. Beans and Cowpeas - *Patricia Barnes-McConnell* - PhD -
 Associate Professor, Michigan State University

BREAK Jamaica - *Martha Lewis* - Consultant, Washington, D.C.;
Elsa Chaney

Millet and Sorghum - *Mary Futrell* - PhD - Professor
 of Food and Nutrition, Mississippi State University

AHEA-s Family Planning Program - *Elizabeth Brabble* -
 PhD - International Family Planning Project AHEA,
 Washington, D.C.

Small Ruminant Research and its Relevance to Enhancing
 Participation of LDC Women in Development -
Barbara Daboll - Research Associate, Animal Sciences
 Department, University of Arizona

11:30-12:15 p.m. BIFAD's Catalytic Role in International Agriculture and
 Rural Development
Elmer Kiehl - PhD - Executive Director of Board for
 International Food and Agricultural Development,
 Washington, D.C.

12:15-1:30 p.m. LUNCH

1:30-5:00 p.m. Project Design and Analysis with Case Study Approach
 3:00-3:15 p.m. Utilizing Nemow Case (small group workshop)

BREAK

5:00 p.m. SOCIAL HOUR followed by Maine Lobster Dinner

Friday, August 8

- 8:30-9:00 a.m. Developing Curriculum to Facilitate more Effective Work/Research in Development: The Directions for Curricular Change
Miriam Seltzer - MA - Assistant Professor, Center for Youth Development and Research, University of Minnesota
- 9:00-9:45 a.m. Designing Strategies for Campus and Regional Activities (small groups)
- 9:45-10:00 a.m. Reports by groups
- 10:00-10:15 a.m. BREAK
- 10:15-11:15 a.m. Views from the Office of Women in Development
- 11:15-11:30 a.m. Closing Remarks

ACRONYMS RELATING TO
INTERNATIONAL DEVELOPMENT

ABS	Annual Budget Submission
*AFR-DP	Office of Development Planning - Africa
*AFR/DR	Office of Development Resources - Africa
AID	Agency for International Development
*ASIA/DP	Office of Development Planning - Asia
*ASIA/PD	Office of Project Development - Asia
BIFAD	Board of International Food and Agricultural Development
CAM	Collaborative Assistance Mode
CDSS	Country Development Strategy Statement
CP	Congressional Presentation
CID	Consortium for International Development
CRSP	Collaborative Research Support Program
*DSB	Development Support Bureau
*EOP	Office of Equal Opportunity Programs
FAO	Food and Agriculture Organization of the United Nations
GAO	General Accounting Office
*GC	Office of the General Counsel
IBRD	International Bank for Reconstruction and Development (World Bank)
IDA	International Development Association
IDCA	International Development Cooperation Agency
IDI	International Development Intern
IPA	Intergovernment Personnel Act
JCAD	Joint Committee on Agricultural Development
JRC	Joint Research Committee
*LAC	Bureau for Latin America and the Caribbean
*LAC-DP	Office of Development Programs - Latin America and the Caribbean
*LAC-DR	Office of Development Resources - Latin America and the Caribbean
MUCIA	Mid-West Universities Consortium for International Activities
*NE	Bureau for Near East
*NE-DP	Office of Development Planning - Near East
*NE-PD	Office of Project Development - Near East
*NE-TECH	Office of Technical Support - Near East

*OIT Office of International Training
 OICD Office of International Cooperation and Development, U.S. Dept.
 of Agriculture
 OPIC Overseas Private Investment Corporation
 *PDC Bureau for Private and Development Cooperation
 *PDC/FFP Office of Food for Peace
 *PDC/OFDA Office of U.S. Foreign Disaster Assistance
 *PDC/PVC Office of Private and Voluntary Cooperation
 PID Project Identification Document
 PIO Project Implementation Order
 PIO/P Project Implementation Order - Participants
 PIO/T Project Implementation Order - Technical Services
 PIO/C Project Implementation Order - Commodities
 *PM Office of Personnel Management
 PP Project Paper
 *PPC Bureau for Program and Policy Coordination
 *PPC/WID Office of Women in Development
 PQLI Personal Quality Life Index
 SECID South East Consortium for International Development
 *SER/CM Office of Contract Management
 USDA United States Department of Agriculture
 USICA United States International Communications Agency

*AID

The History and Determining Issues of Women in Development

Nadia H. Youssef, Research Director of
International Center for Research of Women

We must first make clear why women in development is viewed as an issue, in itself, and as somehow separable from other development issues. Why are women's concerns distinguished from those that affect men; what factors contribute to this segregation and why do they persist? It is important to clarify what women in development, as a subdiscipline, is before talking about development assistance efforts on their behalf, and identify which particular segment of the female population in the developing world is (or should be) of critical concern to programs and policy development.

While technically there should be little reason to separate women "out" as a subject of special concern it is nevertheless true that several factors necessitate women-specific attention. This is because:

- 1) with respect to equity/distribution issues, evidence clearly shows that it is the low income rural and urban women in the Third World who have been the most negatively affected by modernization processes; and that women's lack of access to new technologies, in a rapidly technologically changing environment, has decreased their competitiveness and thereby induced a loss of income earning activities among women;
- 2) current program and policy efforts to raise the socioeconomic levels of the poorest sectors - credit facilities, extension agents, training programs, land reform and distribution measures, have been shown to be geared disproportionately to the male segment of the population, and while favoring men as targets for programs, they have, at the same time, had a detrimental effect on the status of women.

Secondly, our interest in women in development is not an extension of western, feminist liberation movements; nor is the issue a purely ideological one. Our interest in Third World women extends beyond being a purely feminist concern insofar as it is an integral part of the social, economic, political transformation experienced by the Third World.

I. "Situating" Women in Development:

Given that women in development is not only a feminist nor only an ideological issue, but one based on very real economic needs, what then were the original sources of interest? Women first became "situated" in the overall context of development as a demographic concern. By emphasizing the interrelationship between population growth, per capita income and economic development, demographers singled out women as reproducers to be a major problem in hindering increases in per capita income. As a consequence, policy makers came to view women as a resourceful target group who could - if properly motivated - contribute to development efforts through limiting their fertility.

Thus, initial interest in women was based on one fact alone, their fertility and the belief that this was an impediment to development. While women are no

longer viewed only as a means to enhance development, through reduced fertility; regard to women as an end has, paradoxically enough, reified women's motherhood roles rather than providing an alternative to them.

II. The "Situation" of Women in Development: The Welfare Approach vs. The Integration Principle.

Two directions are evident in current policy guidelines for women in development; policy planning for welfare, and policy planning based on integration of women in development concerns. To some extent, the first approach is an outgrowth of early emphasis on women as reproducers; the latter approach constitutes a direct effort to address the women in their economic capacities.

The distinction between these approaches is crucial. The former promotes assistance for improving women's physical well being, and that of her children, by providing materials and services. The second advocates programs which maximize women's strengths and economic self-sufficiency.

Programs based on the desire to improve the well being of women have been predominant in addressing women's needs. Several reasons contribute to this: a) a lack of knowledge of the economic reality in which many Third World women function, b) the carry-over of Western perceptions of women's primary roles as bearers of children, cooks, housekeepers and farmer's wives. Accordingly, donor agencies have helped establish maternal and child health clinics, family planning and home economics projects.

This has been the trend with some international development organizations such as FAO, WHO, USAID and UNICEF. For example, there has been a focus on rural West African women for a number of years which has sponsored projects which have attempted to reach out to women. However, these projects have more often than not been guided by Western perceptions of women's needs and wishes. Until recently such trends have existed despite the fact that information has long been available that women in West Africa play important roles as farmers, traders and business entrepreneurs in their own right (Simmons, u.d.).

A breakdown of Women in Development projects carried out by AID shows that one third can be categorized as technical - or hard projects. Two-thirds of all development money for WID projects is devoted to welfare or service programs involving nutrition, health and education. While the AID-WID office has developed a "tracking systems" to determine how many of the projects under "education" can be categorized as technical education programs, AID missions in host countries have been expanding programs under education by applying for support through technical monies, claiming that the programs would be technical training. The fact is that these educational programs are often not technically oriented; but categorized as such by AID missions, and the level of hard programs as opposed to soft welfare service type programs for women is grossly inflated.

Women in developing countries, particularly those who are living in poverty, have been triply jeopardized by development assistance programs which stress the welfare approach:

- a) welfare programs receive but a small proportion of development funds and skilled human resources;

- b) including women's concerns only in welfare oriented policies has the negative effect of excluding women from the broader national development programs and policies that would help them to become more productive;
- c) such programs perpetuate the women-specific approach;
- d) they are based on the premise that women in poverty can be alleviated by welfare assistance, rather than introducing skills which could be marketable and thus an entree into employment activities. Policy makers therefore continue to neglect considering women as a productive resource.

The goal of meeting basic human needs is both necessary and legitimate as long as the services entailed (nutrition, family planning, child care, etc.) do not perpetuate the traditional view of women as wives, as mothers and more critically, perpetuate the notion that women are a welfare issue. Basic needs can be met neutrally and should be. But such services cannot be provided in lieu of programs which address the issue of Third World women's poverty and the structural factors perpetuating their marginality.

Poverty in the Third World cannot be addressed effectively by policies that do not specifically recognize the role that women play in society and the special burdens that poverty places on them. It is now evident that women are not helped through policies and programs aimed at men, because often there are no men in a household; men, alone, cannot provide for their families; and, because they do not directly increase women's income earning capacity, programs must create the opportunity for women to bring in income as well as to raise children and take care of the home.

In regard to women's potential as a productive resource, economists sympathetic to women's concerns point to the need to assert that productivity gains and increases in income in the Third World can come about by targeting - within target groups - women. To most policy makers these are the measures of success. Such advice is correct. However, the only way to ensure that women's productive value receives recognition by world economists and policy makers is to address the structural factors inhibiting women's competitive participation in the overall economy. This is why programs and policies must be economically viable, why women must be taught marketable skills, and why women must be guaranteed access to new technologies and cooperative and credit systems.

III. Why Does the Welfare Approach Persist in Development Planning?

Welfare-based development assistance continues to be perpetuated because policy makers overemphasize the one dimensional view of Third World women as wives and mothers only. This orientation is at the basis of the notion that investment in women yields low economic returns.

Equating womanhood with motherhood has in the past led to a great deal of ambivalence, hesitancy, awkwardness, and often downright immobility insofar as the articulation and implementation of meaningful policy directed at assisting women to survive economically is concerned. On the rare occasions when income generation has been the programmatic focus, the projects have been based on

welfare rather than developmental concerns, involving make-work projects that produce unmarketable items and training in skills which are sold at subsidized rates. As a consequence, such programs have not helped women to become economically independent.

The notion of women as independent, capable, and productive individuals has clearly not been the focus of concern. Nor is much attention given to the economic needs of women in poverty and the contradiction between this economic necessity and the lack of work employment opportunities open to women.

Women in poverty have particular problems in that the incidence of marital disruption and family fragmentation is higher among them than among women in other socioeconomic groups. The proportion of households headed by women continues to grow significantly in the developing world, due to death, desertion, migration, divorce, or male economic marginality in the home. The evidence is compelling that the economic situation of poor households headed by women is more critical than that of poor households headed by men. Female heads of household are more likely to be unemployed; if they work, they do so in the informal sector and at correspondingly lower wage rates than male heads of household. There are also fewer secondary workers to bring in additional income in households headed by females than in those headed by males, which increases the burden on women heads of household.

These women have to work, but they are at a disadvantage in the labor market. Work opportunities and wage rates for low-income and landless women have deteriorated more than for males. Female labor, especially in agriculture, construction, and other labor-intensive tasks is assumed to be less productive than male labor. In addition, women's traditional productive roles and income-earning activities or opportunities have been displaced as a by-product of the introduction of technology, export-oriented cash crops and trade, and farm mechanization, as has been amply documented. As new technology is introduced into traditionally female activities, men replace women in those jobs, which aggravates the situation of poor women particularly, because it cuts down on the employment opportunities available to them.

Once a better understanding of the way women actually spend their time in developing countries is achieved a more rational and informed approach could be made in formulating policy and designing programs which support an integrated rather than marginal role for women in development.

IV. The Influence of Research on Policy

Researchers in the social sciences bear a certain responsibility for the manner in which the focus of their study, the sample selection procedure and their own conceptual/ideological orientation advertently or inadvertently helps to perpetuate a bias in the extension of development assistance efforts. In other words, the manner in which research results are reported and/or the way in which a study is focused affects the policy maker's process of interpretation and evaluation of findings. Researchers who hope to affect policy makers' decisions must realize that biases held and perhaps overlooked in the academic sphere, may carry over to the policy sphere and there, impact detrimentally.

Four themes in particular come to mind.

- a. Earlier I referred to the pervasive tendency of policy to equate womanhood with motherhood. This selective perception of womanhood is often reified statistically by researchers. The tendency to select as universe of study only women in the reproductive ages, most particularly those women with small children is overwhelming. A life-cycle-specific period is thus disseminated which is not representative of the entire spectrum of female population; not of single women without children; not of women ages 35-40 and over.
- b. Some researchers interject an aura of sentimentality surrounding the motherhood role which obscures the economic reality of women's daily existence. This aura promotes the notion that encouraging women to work will diminish family welfare, violate the sanctity of the traditional family and deteriorate the nutritional status of children. Policy wise this creates deeply entrenched attitudes that women should not work outside the home.

It must be made clear that such findings are indications of problems that must be considered in developing programs and policies for low income women who have no choice but to work. Unless this is done, efforts to marshal action in support of women's economic needs will continue to be accompanied by feelings of 'guilt'.

Work outside the home will obviously have an impact upon women with small children. However, it is not policies for women per se, but the consequences of development that have caused severe disintegration and dislocation in traditional family structure. Work outside the home adds to the family income, engages women in economic, social and possibly political decision-making activities not possible in a purely domestic work environment. It also introduces the possibility of raising her standard of living, her family's and securing a new future for her children and at the same time, contributes to a new self-concept.

- c. The selection of the household as the unit of analysis, as opposed to individual data on women, has negative effects. Primarily because (as was pointed out earlier), women are seen as dependents of the household head, or at best secondary earners. This coupled with a view toward household functions as the primary arena of action, perpetuates an unrealistically narrow and biased perception of women in developing countries.
- d. A recent trend in the development literature is to advocate the cause of women by emphasizing the value of her home (non market) activities. Arguments are made for the need to impute productive value on women's traditional activities (motherhood, child care, health care, nurturance) because, though not monetized, such activities enhance the welfare of the family and have a direct bearing on human capital formation.

There is danger that extolling the virtues of traditional home production, and overemphasizing its value by equating it with productive value derived from market activities. For this can inadvertently REINFORCE TRADITIONAL VIEWS OF APPROPRIATE ACTIVITIES FOR WOMEN among policy makers, reduce the accepted range of women's legitimate activities to purely supportive roles and thereby undercut the importance of policy development directed to enhancing women's income earning opportunities.

Those of us hoping to inform policy makers of inherent biases and contradictions in policies which aggravate women's marginalization rather than alleviate it, mothers and providers rather than potentially productive (economically speaking) individuals, need to be aware of these ethnocentric tendencies in our own research and policy recommendations. This awareness is critical today especially since our research is becoming more and more integral in policy formation.

Inger Hvoslef

GENERAL:

USAID/N'Djamena prepared and obtained AID/W's approval for three successive WID pilot projects between 1976 and 1978, all regionally funded. Total AID funding for these activities was \$554,000. Beneficiaries were adult, illiterate, predominantly rural women.

GOC officials were actively involved in formulating all proposals. GOC's enthusiasm, exceeded only by the eagerness of Chadian women to learn, augured well for the success of the small projects. The then director in Chad, John Lundgren, wholeheartedly supported integration of Chadian women in the country's development efforts while the attitude of the majority of program and project officers (all men) ranged from direct hostility to indifference. After about two years, however, the officers requested the WID officer's assistance in insuring that major projects met the Percey Amendment's requirements to safeguard Chadian women's role and to make recommendations for changes if required.

PROJECTS

The first WID pilot project ("Village Women") was done in cooperation with the GOC Ministry of Education's Institute for Educational Sciences (INSE), responsible for a revision of the educational system affecting men and women, children and adults alike. The goal was to teach rural, illiterate women basic subjects such as nutrition, hygiene and functional literacy at different centers. Trained women "monitrices" headed the educational program and trained assistants, "animatrices", recruited from the villages. In addition to bring about better nutrition, hygiene, mother-and-child care, a valuable result was the insight, gained into the changing attitudes of the women who eventually changed their initial priorities to place literacy on top. Neighboring villages requested similar training. By giving the instructors motorbicycles, they were able to expand the radius of operation. Lack of Peace Corps involvement, internal ethnic discord and the operational inefficiency of INSE slowed the expansion envisaged. The duration was extended from two to three years without additional funds.

The second WID project: "Earning while Learning" was conceived in collaboration with the head of the Social Affairs Department under the Ministry of Health. Income producing handicraft training was added to Social Affairs centers attracting more women to attend courses in nutrition, hygiene, mother-and-child care and literacy. The Peace Corps in Chad gave 100% support and recruited capable female handicraft experts from the U.S. Up to that time, Chadian women had been excluded from enrolling in Chad's handicraft schools, allegedly because of irregular attendance.

This project had great appeal. Not the least thanks to the PCVs' ingenuity and drive, it was a budding success barely six months after it was implemented. The PCVs added new dimensions to Chad's female handicraft. They identified potential successors among the students who would take over upon the project's termination. A welcome impact was the fact that GOC changed its policy and admitted women at the handicraft training schools.

The third and most crucial WID project was prepared with the full cooperation of the GOC's Ministry of Agriculture's Division of Farmer Education

(DEFPA). USAID would support the creation of female training branches at five of the then existing twenty-five centers accepting farmer families from neighboring villages for two years with an intermittent return to their respective villages for two months. Theoretically, women were to participate in the training. Without special attention paid to the different female role in agriculture from that of the men (vegetable gardening, raising of small animals, processing of milk, etc.) plus their unavoidable family responsibilities, women at the centers attended classes with the men only for about 3 to 5 hours a week. Compared to their lives in the village, they had relatively idle hours not having to haul water and wood from sources away, and they learned nothing to improve their lot or to better protect their families' health.

Again, USAID enjoyed the Peace Corps' cooperation. Five women agriculturists were to arrive in Chad the summer of 1979. The curriculum would cover education in farming practiced by the Chadian women, functional literacy, better health protection of the family, and basic principles of cooperatives. USAID would finance commodities such as carts and donkeys for transportation of water and wood, small agricultural tools, decorticators and equipment needed to teach domestic sciences.

Based upon past experience with difficult land communications, almost cut-off for six months during the rainy seasons, the duration of the project was set as 30 rather than 24 months.

In response to this DEFPA/USAID project, GOC appointed the first women to head female agricultural education. The Peace Corps obtained ahead of the project's implementation a woman PCV agriculturist to evaluate the needs. She prepared extensive reports from her many trips in Chad. AID translated these into French. When the war broke out on February 12 this year, she and the Chadian female head of DEFPA were on a survey trip in the south of Chad. GOC had placed orders for tools, construction of carts, etc. DEFPA was the most effective and capable of all GOC development oriented agencies. The fate of this promising project hangs in a precarious balance, totally depending upon lasting peace in the war-torn Chad.

EDUCATION VERSUS EMPLOYMENT OPPORTUNITIES

A built-in goal of WID projects was to release young girls, daughters of overworked mothers, to continue elementary schooling beyond first or second grade when they too frequently were pulled back home to help the family.

Chad's educational reform was conceived realistically to emphasize vocational training and to help the rural population perform their work more easily and productively without excluding literacy, arithmetic, etc. Given the poverty of the country's resources, only a small percentage of the most gifted pupils could aspire to higher education and employment. For the female population, it means that for a considerable time to come, the emphasis must be to help them generate their own income in food production, processing and preservation, handicraft, marketing and purchasing through cooperatives, etc. "Earning while Learning" proved that women could produce low-cost, attractive clothing to replace costly imported goods. The same theory applies in the food industry.

The major employer in Chad was the government, plus banks and some foreign owned businesses. Women's presence in an office is recent. Their inefficiency was striking and commented upon by their superiors. Upgrading of office skills

and management has high priority, for women as well as for men.

GOC employment policies were admirable in giving equal rights to both sexes. Same pay for same work, equal promotion opportunities and inclusion in the armed forces characterized the GOC.

Women with advanced education were making headway in the civil service but given the small percentage of girls completing even elementary school, they are few. Until the majority of the Ghadian women have attained an easier working life and understood the advantages to their daughter of getting some education, the number of Chadian career women is not going to increase very much.

Meanwhile, rural girls with an elementary diploma or less, seek to urban centers to find employment which they are unlikely to find and instead fall into prostitution, raising children they cannot feed nor house. The result is a hord of child criminals. Women and their children in this sub-subsistence life are becoming so numerous that some attention should be paid to train the mothers for some income producing work while providing shelter and food for the children. If this is not done, the crop of children surviving by crime will be a bitter, national harvest. Prostitution will not be eliminated that easily, but semi-educated and initially ambitious young women from rural areas could become a valuable contribution to the economy at the same time as thenation might be saved from a disproportionate number of soon to be adult criminals. If the "Year of the Child" is to have any meaning for countries like Chad, some action is needed as soon as possible.

OBSERVATIONS

1. Without denigrating the usefulness of separate WID projects, and in particular pilot projects which also are useful pathfinders for larger-scale activities while providing up-to-date social research information, the best assurance for promotion of LDC women lies in the attention paid to women by all responsible AID officials to integration of women in socio-economic growth. At least, there is a need to watch that women are not harmed. For instance, a vegetable growing project undertaken by a religious organization, financed by AID, involved training men who thus weakened case income possibilities for the women who traditionally are responsible for production and sale of vegetables. To all appearances, the project was a great success but it undermined the role of the women. If every AID officer, man or woman, had a proper understanding of women's economic role in an LDC, projects harming the women would not be developed, nor approved.

In 1975 I attended a highly successful seminar given by AID for program and other officers. If smaller scaled seminars were attended by officers going to the field, I believe integration of LDC women would be enhanced and their proper contribution would be protected and grow.

2. Based upon my experience in Africa, I am convinced that there should be a designated WID officer at every post of some importance. Because it is easier for women to communicate with LDC women, I believe a woman officer would have greater facilities in carrying out this work.

3. To benefit from the individual WID officer's experience, regional WID conferences might be held with intervals. If this is not feasible, every WID officer should be included in regional Human Resources Development conference.

4. Frequent exchanges of communications with the Washington office (PPC/WID) would be essential to guide the officer responsible for WID in the field. It is no less important to keep the field advised of developments in the WID area than it is to alert American experts and universities to the advancement of LDC women's economic integration, and the role they might play to support our efforts. Given the heavy workload of PPC/WID, additional staff might be required. Officers in the field have little knowledge of the PPC/WID office's activities in the United States, or abroad for that matter.

5. By utilizing material sent from the field, the WID officers' activities might implicitly assist the domestic work of PPC/WID.

6. To date, it would seem that international foreign assistance countries or agencies have not effectively emphasized the WID aspect of their projects. In-country or regional meetings attended by representatives of the international donor community could prove helpful, particularly if leading women from the LDC countries were invited.

7. There seems to be an upsurge, at least in Africa, of women holding important positions in governmental agencies engaged in socio-economic development. Some of these have prepared lists for donor nations of what they desire of assistance to promote the nations' women contributions. If Missions being presented with such lists could forward a copy to PPC/WID, project reviews might be made easier in AID/W.

In sum, an information network covering WID development embracing U.S. interests would be most effective if also it became international in scope.

"The Shape of AID": Functions of Regional Bureaus,
 Bureau for Private and Development Cooperation (PDC),
 Bureau for Programs and Policy Coordination (PPC),
 the Development Support Bureau (DSB)

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The topic that has been given to me this afternoon "The Shape of AID" is almost too good to resist. I'd like to try and give you some sense, in broad form, of the organization of the "Agency for International Development" in the functions of its major components, particularly the ones you're likely to be in contact with in the future. Secondly, I'd like to introduce you to the basic programming and budget process of the agency in preparation for the more detailed discussion this afternoon and tomorrow on how specific projects are conceived, planned, designed, reviewed and approved.

First of all let me start with the very broadest AID concept. That is that as of last October there is a new organization and another new name on the scene, IDCA, which someone referred to this morning. IDCA stands for the "International Development Cooperation Agency". IDCA is an umbrella agency set up last year that is responsible for policy and budget authority involving U.S. bilateral and multilateral development assistance. The head of IDCA advises the President in all matters affecting the U.S. role in development overseas. Not just the bilateral AID program but the whole spectrum of matters affecting U.S. policy and development overseas. Now AID, the "Agency for International Development" is IDCA's principle organizational component and by far the largest. Before IDCA was created, AID was housed within the State Dept. and the head of AID reported through the State Dept. (he was actually semiautonomous in his functions). He reported both through the Secretary of State and also directly to the President. Since the creation of IDCA, AID has become a subsidiary organization reporting through Tom Furlish, head of IDCA, to the President. One of the goals there was in fact to somewhat lessen the direct role of the State Department in the formulation and carrying out of development policy per se for supporting assistance programs. In Egypt and the middle east where we have very strong political and security interest, the basic policy direction would come from State under current circumstances but for the larger variety of programs under the IDCA framework the effort is to separate developmental decisions and development policies to the extent possible from the state term political policy considerations.

Now the other IDCA components I'll just mention briefly. The overseas private investment corporation, which is an organization whose basic function is to support U.S. investments overseas, to approve of investment guarantees, and certain equity investments. Particularly those sort of investments which would help to further the overall purposes of AID in the agricultural development and world development in some of the poorer countries. A new small entity of IDCA, a trade and development program, a program through which we provide technical assistance which other governments, normally the middle income and the higher income development countries are in a position to pay for themselves. In Saudi Arabia, through the Army Corps of Engineers, there is an example of a

water resource project and there is an extensive vocational training program in Nigeria, which is paid for by those governments. What the trade and development program does is play a facilitative and coordinative role. IDCA also has a role with respect to our contributions and policy toward international organizations and the development policies and programs of their institutions.

The basic purpose -- The U.S. policy formulation with respect to those institutions is to improve the coordination of all the U.S. policy bearing on foreign economic development, trade, aid and investment. As for AID, it is the mission perspective, the mission role and the mission program. That is a basic and important idea as to how AID operates. AID plans and manages these overseas programs almost entirely through field missions or field representatives throughout the world. It's fundamental to an understanding of AID's program and project development process--the role of the mission. The great majority of AID's activities overseas are undertaken within the overall framework of agreed countries, in fact LDC. Less developed countries programs are developed in the first instance by our field mission in collaboration with those host governments. This is true for the majority of Title XII activities which are being undertaken within the framework of the overall AID program in the country consistent with the AID policy in that particular country.

Organization of AID. Four geographic or regional bureaus. This is the part of AID that you're most likely to come in contact with because this is where the information exists. This is where the knowledge of particular countries is intended to reside.

1. Africa Bureau - which covers all of Africa except the northern African countries.
2. Asia Bureau - runs from India and Pakistan over to Korea, Philippines, and Indonesia.
3. Near East Bureau - near east countries but also includes Yemen, Tunisia, Morocco and Turkey
4. Latin America and Caribbean Bureau

Mission directors and field heads of our AID missions are responsible to the head of the geographic bureau in Washington.

Mission instructors -- Instructors vary considerably depending on the size of the mission and kinds of programs. Small countries might have a single representative, in other cases a regional representative. Basically somewhere in the field you will have a structure which includes: director of the mission, overall program planning staff (staff that reconciles competing priorities, that puts together the total program in all sectors and tries to make the ultimate decisions or recommendations to the overall shape and composition of the program), various technical officers (agriculture, world development, education, health, whatever), then financial and management staff (the normal controller functions and personnel functions).

Regional Bureaus -- To which all these missions report. Every country program has a particular "Desk Officer" -- responsible for looking out for the interests of that country or group of countries in Washington. I played this function for most of my career although not at present. That person defends

the mission and argues with the mission, translates Washington policies to the mission, and sees that the field and Washington remain reasonably happy. Out of this every year comes an approved program.

Desks are grouped as subregional officers. Also within regional bureau structures is an overall planning office that performs planning, priority record file and function for the whole bureau. Technical officers--purpose is for the whole group of countries in that region to provide educational skills, agricultural skills, health skills or to get it through universities or whatever. Technical officers are the ones working with institutions to see that contacts are pulled together when they're needed and the jobs are being performed.

I have described a reasonably unified structure. Like any large organization there is considerable variation in their application. We do have overall policy--obviously there is diversity between countries, within regions, between regions and also people with differing temperaments and styles and ideas.

Non-regional Bureaus--variation of central bureaus that either have programs or they're on private support.

Firstly, Bureau for Development Support. Office responsible for providing professional leadership and technical support to the major sections--worldwide bases across the board. Bureau takes major role in formulation of overall AID policies within sectors. Also play lead role in providing direct technical support in the field or also in getting support. Name of offices, their sectoral offices, agriculture, rural development, development administration, health, nutrition, urban development, education, finance, technology, energy, and population. Also, it houses the office of development information. It is a very useful resource to be aware of, although it is not nearly as successful as we wish it was. You have to get people to turn in all the documents they have done and that is something hard to do when you're very busy. It is a very useful resource. In the course of project planning you can go to this resource. Most AID's evaluations are catalogued there. Information is not classified. Also the home of Title XII--strengthening university relations.

Another bureau, Bureau for Private Development Cooperation, is the bureau I work for. Responsible for support and grants to private voluntary organizations to carry out development programs overseas. Programs oriented toward direct disaster assistance, Peace programs and several others.

Central programming and policy office, Bureau for Program and Policy Coordination, responsibilities are overall program policy formulation, planning, coordination, resource allocation, and evaluation. Office in the last analysis that has to reconcile competing priorities program among countries, between regions, and among different types of assistance. They make the final recommendations to the head of AID as to what the mission should be from year to year.

Lastly, I'll mention the Bureau of Programs and Management Services. This is Washington's central support function. Management planning, data management and the functions that you all would be more likely to have contact with which would be contract and procurement functions. They execute various contracts.

Size of AID -- Shrinking! AID in the last 5-6 years has diminished something like 50%. This began with the end of our Indo China involvement. Since then it's been a steady process of reduction in size. The numbers are about half the size or about half the students at UMO--5600-5700 direct AID employees. Considering the worldwide programs we have this is a small number of people. Number of people roughly evenly split between Washington and field. In recent years there has been strong emphasis on posting people as much as possible in the field. That is where work is done and to hold down bureaucracy as much as possible. Increasingly, as the size of AID has diminished AID has relied on "intermediaries", i.e., universities carrying out programs, contractors, private voluntary organizations that are carrying out AID programs. They are ones who actually carry out projects. Extensive use is made of all intermediaries for project design and evaluation. Development and increasing use of collaborative assistance method with Title XII universities is clear reflection of this trend. Mission programs and priorities in broad sense are defining general areas and types of involvement. AID is now looking to the universities for help over long term in designing, being in at the very start, of planning and designing activities and then to implementing.

Briefly, overall programming and budget framework is where specific individual projects are developed. This is the process by which agency reaches agreement on priorities between regions, between countries, and within countries. It provides the basic setting in which the missions are given guides as to which projects they should develop. A mission will have all kinds of ideas of what it wants to do. There is no way all priorities can be accommodated. This is the process by which all of this is reconciled.

Three basic elements in AID's programming, planning, budgeting cycle:

1. Country Development Strategy Statement (CDSS)
2. Annual budget submission
3. Congressional presentation.

One, strategy statement--starting point for all of these are the AID missions overseas and the country programs overseas. Prepared by the mission, submitted to Washington, reviewed in Washington at the region of the broader policy level and then finally through IDCA and all the way up to the recommendations that the President makes to Congress. Strategy statement is the basic analytical strategy and planning document of AID to individual country. It is intended to establish the overall strategy for providing both dollar and food for assistance. As I mentioned there is prepared a CDSS or equivalent statement for countries where we have small programs and are prepared for each mission. CDSS contains basically an analysis of the country's development setting, major development problems and issues, project objectives, policies and programs recommended for AID and an explanation of the logic behind various choices recommended. It doesn't get into project specifications.

The CDSS, Country Development Strategy Statements, are prepared with an immediate term perspective--5-year perspective. This is an attempt over the immediate term to deal with something more than a 1-year perspective which is a problem to us. For many years AID has really tried, and the Presidents have tried, to have AID approved by the Congress on a multi-year basis. Development

is a long term process and it is extremely difficult as an agency when in fact you have every year not only separate appropriations so you don't know what money you're going to get but you're going to have change in policies and change in mandates, some change in dictate, some change in provisions. This has been a goal and one we haven't achieved and I'm not enough of an optimist to think it will happen anytime too soon. We can hope. This is prepared with a 5-year perspective. Actually used for decision making with respect to, in this case FY82 which is the planning year that we are dealing with now, it covers strategy period from FY82-Fall 1986. This is our attempt in AID to enforce a longer term perspective on the missions than our funding really will allow and forces them to look ahead to where they want to go. It's what we call a rolling document which means that it is revised and updated every year. Barring major changes in countries--this would be a document that wouldn't change much over the years but would essentially be updated with each succeeding year and only revised in major ways as the basic country situation necessitated.

Second Stage -- Once decisions have been made on the overall country strategy, preparation of annual budget summation. Based on approved strategy this one proposes specific projects and specific function to carry out those projects. It is for the specific funding that we have they ask Congress. ZBB--Zero Based Budget Format, you may have read about this when the Carter administration was elected. This is a device that was used and actually useful in Georgia as a way of trying to weigh different levels of project activity against one another so that for instance for every proposal for fiscal year '82 would be presented in three separate levels. Minimum level, current level at which they're working, and the projected level (the level you would really like to work at). The minimum level being a level below which you just don't make any progress at all on a project. From that point it gets up to the realm of wishful thinking. It is useful as a device for really forcing people to justify the amount of assistance particularly in an AID situation where we profess to have less money than we really need.

On the basis of annual budget summation -- First AID, Washington, the regions, our overall policy office, the program planning and policy coordination office and then the administrator of AID then IDCA (our umbrella parent agency), then office of management and budget and then finally President decide what Congress is to be asked for to provide in the next year FY82. It is a constant securing process.

Final piece of this is the Congressional presentation, it represents Administration's request to Congress for the following year.

Let me very briefly tell the timing of these things. It is roughly a 2-year cycle. Planning for FY82, which begins on October 31, 1981, began early in this current fiscal year. Strategy statements are due at the end of--these strategy statements were dated January 1980. Admissions started working on them in the Fall of 1979, very beginning of FY80.

The annual budget summations are dated June as you can see. These were recently received. We are in the final process of deciding what the agency as a whole will recommend to IDCA and the office of management and budget as a result of these budget summations.

Since we almost never had a bill at the start of the year we inevitably continue to exist on what's called 'continuing resolution' which permits us to carry on. It's not unique to AID. It permits AID or another government agency that doesn't have money to go on spending money on basically what is the previous year's level and not to exceed it. It is fairly conservatively implemented. So all agencies are very cautious. What it means is you maintain continuing activities but anything drastically new you don't undertake. That is why it presents severe problems for us because while we can continue we really can't do much in terms of planning new things but we do continue. Normally what happens is that sometimes in the course of the year, anywhere from October until the last quarter of the year, we will get a bill and everyone has to rush to spend money very rapidly which is not conducive to the best planning. But this past year as I mentioned, since we didn't get a bill at all, we have been under continuing resolution for the entire year so basically we are spending this year at last year's level. This does not mean that we can't start any new projects per se. What it does mean, no major new directions, no things that haven't been cleared with Congress very thoroughly.

The last step, Congressional Preparation, is prepared in the fall after decisions are made on the annual budget request. This goes to Congress in January. So next January this will be sent to Congress making the request for the FY81 which starts the following October 1. That is the full cycle. It is about a 2-year planning cycle.

I'll just draw your attention to a couple of things that are very useful to learn about AID. They are not terribly detailed but each year there is a main volume which has a list of major topics and major sectors, major programs of influence in broad terms. It is about the single most useful document I think to get an idea of the range of programs and the basic policies AID is following. It usually makes reasonably easy reading. There is a copy of it at each Title XII office on every Title XII university campus. There is a complete set of the Congressional Presentation. The other element of the Congressional Presentation is a compendium of every single project. Brief description of project, starting date, ending date, basic purpose, background, progress to date, overall goals of the project, and what funding has been requested. Quickly, it is a way to get ideas as to what's going on in the sectors.

Assessing Development Needs, Establishing Priorities
and Conveying these to Donors; How Country Missions
Relate to Host Country Priorities and Plans

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From the point of view of the mission, I would agree with the previous speakers that it is a very important focal point for carrying out the AID programs. They are designed for overseas work and their effectiveness depends on the degree to which they are carried out efficiently and in a way that will help the developing countries. Lou Stamberg explained to you something about the history of AID and the changes that occur in AID. Moving from the concept that we as Americans know how to induce development all the way over to a much more cautious and modest view which now prevails that we know about development and we must in any regard work very closely with the developing countries if we are to be successful.

The missions are the outposts of AID--they're the eyes and ears of AID overseas and they deal directly and specifically with the developing countries and it is their task to try to discern and perceive how the countries feel, what the priorities of the countries are, what their plans are, what are their concepts for carrying out their priorities, and to what degree can AID use its assistance in the most effective way in helping the country carry out its goals. It must be remembered that although we talk about AID resources they are very minimal and they really are catalysts in the total resources they are devoted to a certain project because almost by law the countries have to make certain contributions and in any regard the physical and natural resources as well as the human resources of the country are absorbed in carrying out programming between the host country and the donor country. At one time, at about the same time that AID was using a certain sense of arrogance and felt that it knew all about development, while the recipient countries had very much the same feeling they were docile, passive, and they accepted the concept that AID and the other donors could come in and tell them how to develop. This may have stemmed from the fact that many of them were new found countries, had just achieved their independence, and were in that rather chaotic period that apparently attends all countries when they first get independence. Also perhaps a factor was considerable success of the Marshall Plan in the rehabilitation of Europe. There are indeed other reasons but whatever they were they were generally passive and acceptive of the guidelines that were given to them by the western dominations including the ID. However, that general climate has changed. It has changed abruptly and sharply and today the donor countries have to operate in a forefront of high criticism. There is a strong intellectual and ideological criticism of the west which I am sure you are acquainted with only in the sense of the EW conflict but the NS dialogue which North is a short word implying the higher developed countries of the west and Japan and South means the less developed countries of the world. Therefore, it is the task of the mission to exhibit a certain sensitivity to this ideological attack and to be sure that the AID program, to the best it can, will fit into the much more nationalistic approach and the critical view that now accompanies assistance from the west.

Let me site a few of these criticisms. We in the west consider it to be beyond substance that the nations of the world, underdeveloped nations particularly, need to bring their populations under control. But when you listen to ideology laws of many of the developing countries they say that population is a device that is being used by the west in order to keep their population small because greatness and power almost always is accompanied by large populations. They say that the worries that we have about food are eupheneral because there is sufficiency of food; it is the distribution of that food that creates a problem. It has been the view of the earlier Ghandi government, for example, that the west consumes too much food and consumes it in a manner that is neither natural nor equitable. The amount of wheat that is required to bring one fat cow to market would feed X number of people if it were to go directly to the fields of those people. Enormous quantities of all of the natural resources of the non-communist countries, I believe it has been estimated at about 50%, are consumed by the U.S. alone and there is a very inequitable use of the resources of the world. And particularly, they say, when so many of those sources are used on consumer goods and they site the whiskey, cosmetics, amount of American wealth that goes to maintenance of pets and many other things which they feel calls for disequilibrium that results in there being an insufficiency of food in some of the countries of the world.

They speak of colonialism--here I am not speaking of the India criticism but the criticism of the third world countries and allow that the present economic structure of the world stems from the colonialism period and that although the countries have their political independence that they are still dependent economically. They have more say and more power to readjust this balance and therefore they are still pawns of the west in the use of their resources.

Multi-national corporations for example often work out arrangements that the less developed countries are to withstand under which they use the natural resources of the less developed countries, turn them into finished products at great profits to themselves with the lesser developed countries getting only a fraction of the worth of the natural resources that are used. They say that the technical expertise of the west is carefully prevented from being shared in the sense of developing the technical capabilities of the less developed countries. By protecting it they maintain two great strengths. One of course is the economic assistance and secondly the military assistance. They are very concerned about the brain drain and say that so many of their young people must go to the west to get certain types of sophisticated technological training and then are seduced into staying in the west and the less developed countries loses doubly because the foreigner that comes here and stays contributes to the further development of the western intelligence here and to the detriment of the country that has lost that particular person. They look with some disdain at what we have been talking about here at this conference--economic assistance. Saying, firstly, that it is a mere pittance and that its basic purpose is to impose a control on them. To bring things that are so attractive and often useless and even detrimental to their societies that they seduce the young people of their societies and turn them away from their own cultural values and force upon the governments of those countries importation, an expenditure of scarce foreign exchange for the imports of many things that are of little value to their own development. They point out that developmental assistance, and

they are particularly critical of our country, is often bestowed upon those governments that are puppets of the west. Those that are in power or being powered immediately offer themselves as puppets of American political and international interest and then they are provided with sufficient guns to stay in power and some small amount of governmental assistance which hopefully will keep their masses relatively quiet. We can say the Shah of Iran would be the immediate example although there are many examples that they would use. Let me say that there are these criticisms which are very prevalent have of course an intellectual response, a thesis and an antithesis and it is that many of the developments despite the criticism that I repeated earlier have come to realize that population is an overbearing problem and they must face up to it. It is interesting to note that the government of India, the government that displaced Ghandi, immediately dismantled its population program. But then just before that government was booted out of office they tried to reinstate their population program and to once again do something to control their burgeoning population. May I say that the most recent estimate for that population is 800,000,000 and the most recent demographic estimate projects that India will be the first country to exceed one billion at the turn of the century.

Many of the governments realize that even if there is validity and arguing relative to the impact of colonialism none the less it is a fact of history and can't be changed. What we have to do is work realistically within political and economic realities of today in trying to move forward in their economic development. Relative to technology the sum of the leadership of the less developed countries realize that they are making some technological progress. It is very difficult, it is very slow but at least they do not have to start at the invention of the wheel, they do not have to begin with making the first locomotive, but rather they can import from the start and continue their technological development at a somewhat higher scale than would have been the case.

The radical critique is very useful and has, I think, some validity. But it has one fault and that is that the critiques tend to place all of their faults upon the west. They tend to overlook certain weaknesses and deficiencies within themselves, often grave deficiencies which inhibit their development. An example is tribal conflicts and the very negative impact that tribal conflicts have upon development.

In Ethiopia when Selassie was emperor it was interesting to see, and even those who consider themselves to be students of Ethiopia and of those who preferred the numerous documents in trying to decipher the economy, and the social and political nature of the society, fail to see until afterwards that there are certain areas of Ethiopia which never could benefit from the considerable assistance that the U.S. provided that country over many decades. Only after the fact did they realize that the certain areas never received assistance. Only then did they realize that they had the temerity, and historically made a serious mistake, and attacked then the retreated armies of Selassie. Selassie went back to the throne stronger than ever for a long period. It came to the attention of the west only to the great famine of Ethiopia in which you had to get food as rapidly as possible to every single mouth in the country of Ethiopia in the drought area. It was the missionaries who became aware of this and spoke the language and knew the people personally. Somehow the food never got to the drought area. Even after we were able almost through force to get the Ethiopians to give food to the starving, we had to watch this aspect of the program very closely to be sure that the people were getting an equitable share

of the food. This may be the extreme case but we have conflict that takes place in many parts of the world, in many of the less developed countries, and it has very strong negative impact upon development. When conflicts take place and a new authoritarian government takes over power, many people immediately are displaced. Their towns are destroyed and if they're not jailed or shot they leave the country or even if they remain they are put in positions which are less than their potential. The development of the human potential is the greatest single aspect of development and I think this is a rather obvious proposition because if you had a geographic area, no matter how wealthy it might be in agriculture or mineral resources, you cannot develop it if there are no human talents to develop. Unfortunately, it is a very slow and difficult talent to develop. Indeed, I think the developing countries are to be commended that they use persons who are generally much less educated than we would ever dare use to promote their development and the results have showed, in those countries that have had steady development unrepented by travel or political instability that create progress. It is amazing to go in and meet ministers who are scarcely older than your son.

Another difficulty, in addition to the travel conflict and the political instability that follows on, in which educated elite are decimated or driven off--sometimes very cautiously--then you have authoritarians who give lip service to the concept of development but no particular understanding of it nor any real and basic interest in it. This is in the sense of being willing to commit resources to it. Real truth between the critique and the response may be found somewhere inbetween. There is some validity in most of the criticism and some validity in the response. The person in an organization like AID and the worldwide organizations have to go on trying to provide development assistance under the broad assistance and structures that presently prevail. I think that Title XII would be such a modification on the part of AID as well as the whole concept of bringing in development, into the perspective of development, and the emphasis on agricultural productivity and world development rather than on huge industrial projects and again be an effort to understand and to modify western AID to some degree to the more basic needs of the developing countries. This is the general intellectual climate in which any AID mission has to exist or flee.

What then does the mission do? How does the mission then help determine and design a program in conjunction with the less developed country so that programs will be as effective as possible? In the first place the mission overseas is under a certain number of constraints. There are things AID can do and things AID cannot do. AID cannot build a stadium as the Russians might be able to do. AID cannot do many other things, so we go to the government of a particular country and make them aware of those areas in which we are prepared to be of assistance. I should say that on setting further the general principles but they vary sharply depending on the nature of the country. You're dealing with a country of considerable sophistication and, high industrial, large intellectual community like India you deal quite differently from a country like Chad or other countries who seek and want all of the assistance that they can get and even make it up in developing their 5-year plan and every other aspect of their economy so naturally you treat them quite differently. I suggest that there are a number of factors that go into how a country mission relates with the developing country: mutual interest, the strategy, developing a joint problem solving mechanism, use of most talented people available, creating a communication and information management methodology, and developing

operational capabilities. These would be some of the approaches the mission would try to use.

Mutual interest is the very first priority and I suggest the most important. In the bad old days that we were talking about we tended to discard this. We tended to overlook suggestions that the person in the developing country might dare make. Certain cultural arrogance about our methodology and attitude. First priority to find a solid ground of mutual interest. I think of it as concentric circles that tend to overlap. We lay their circles of interest against ours and we find areas where they overlap and it is in those that you tend to work together. The U.S. AID overseas must see what the priorities of the country in which they are working are. Then to the extent possible to design the development assistance of the U.S. in such a way as to support those priorities. In the final analysis development takes place in the country and the hard work and the sacrifice that goes into making development must be made by the government and the peoples of that country. At best we offer a small catalyst assistance to them. So it must be because of all the pitfalls and difficulties of working out a program it must at the first instance be based upon mutual conception and mutual desire to achieve certain problematic goals. This common ground of interest will then help decide where to put the resources and in the final analysis it is where the country is prepared to put its resources, which of course are very limited--both in physical and human terms--that determines its degree of mutual interest. It would not put resources where it's not really interested. It's necessary to establish a good working rapport with the people in the government and in the areas where project will go.

Let me deviate again to say that there are a number of crude assumptions relative to leverage. There is the assumption that because we provide assistance to the country we can tell them what to do. We can instruct them to take this certain action. There is an equally crude assumption that despite the fact we give them assistance we have no influence on them. The truth lies in the middle. The influence is indefinite. It depends on human relations to a great extent. In the final analysis the government of any country is going to follow its basic national interest. Not only that but the government in power is determined to stay in power. The individual in power wants to stay in power, he wants his family to stay in power, his clan and his tribe to stay in power. Development considerations aside, if they do not support that emphasis or if they interfere with that emphasis that program stands no chance of being supported or approved by the developing country.

Strategy, this means we have to have a strategy. That the developing country can understand and has the resources to implement. By strategy we and they need to know how we mutually are going to get from A to B. In terms they understand and in resources they have available in order to achieve this purpose. I made this sound simple. It's much more difficult than it sounds.

They want people who can advance their own knowledge in the field. People who can really help them. In many instances they will specify people by name that they want or take a very critical look at those recommended by AID.

When I speak of communications and information I think this too is important and it supplements some of the other things I said such as strategy and joint problem solving. It simply means that it is necessary for both sides

and particularly the less developed country to be provided with all the information available to the mission overseas. They then feel they are a full partner. Will feel they stand on the same pinnacle of information and knowledge. This has been a very useful tactic working with them.

Operational capabilities concerned -- obviously none of the other things we have suggested would be of value unless there is the operational capability to implement the project effectively.

One or two conditions I would like to mention. One, working with the government, the government policies. The governments are under great pressure there just as they are here. Even though it might seem to be an authoritarian government it generally has to make its decisions on the basis of pressures from many interest groups in that government. The military, extremely important to the continued life of the government in many instances wants and makes its views known on any development project. Ideology considerations the government must take into consideration as well as political. They have to give some consideration to the geographic make-up of the country so that the equity can be spread in such a way to make the greatest equilibrium. Even the transfer of methodology and technology from the west to the developing country are carefully scrutinized because even in the transfer of mechanisms they must be very careful as to not impinge upon the sensibilities of their own people.

The institutions in the country are very important. The government will work out the arrangements with AID. It is institutions in the country that will have to be fully geared to the nature of the project if the project is to be successful. It is the institutions that will carry out the project. This is the feeling from institutions close to the government--governmental institutions--or universities or urban communities and urban institutions down to the remote village level that interfere if the project is going to be developed.

I should mention the mission as the front line of AID must be very careful not to give any indication that it is an agent in cultural imperialism. People of lesser developed countries are very sensitive relative to any pestigies of cultural imperialism. So the attitudes, the patterns, in which development is delivered becomes very important.

One word in which I will exclude the topic I have been assigned and that is after one carries out these various methodologies with great skill and great success, do not think the battle is over because the end result would be that you would have a project that falls within the scope of the many things that you heard about earlier that AID is interested in, its rule about agriculture, that is directed toward the inclusion of women in development and so forth and is accepted by the government, it's wanted by the government, it's urged for approval by the government. Then one's difficulties have just begun because you have to somehow induce your colleagues in AID to accept it and the difficulty there is AID is far away and they are under their own pressures from Congress, the White House, so they often see things although they are colleagues in a different light. We are always delighted to have colleagues like we have here today who have field experience and therefore can be of some assistance in getting AID to finally accept a project that the mission has assured it is the proje that the host country wants.

I have been theorizing here--trying to cover all countries and all situations from a general set of principles. Let me move to the firm facts. I would like to take a moment longer to read to you a few paragraphs from a paper prepared relative to the AID program in India. I should point out that for many years AID had a large program in India. In 1971 the U.S. tilted toward Pakistan in that particular war and the program was abruptly terminated. After some years the relationship between the two countries developed very well and the countries mutually decided they would once again reinstitute the program in India. AID sent a high power, highly qualified team to talk to the Indians about the new program and to reach an acceptable program. I am reading to you from the document that that team developed for AID.

"Indian priorities and AID's mandate. The government of India plan (five-year plan) gives highest priority to agricultural growth and rural development."

So you see this falls clearly within the congressional mandate which says that AID must give highest priority to agriculture and rural development (I'm skipping here).

"In addition to the funds specifically earmarked for agricultural and rural development by the Indian's five-year plan much of the proposed expansion of other sectors such as electrical power, transportation, health, education, are designed to benefit the rural sector. This sector, therefore, will be the recipient of well over half of the planned AID investment expenditures. The team endorses this general strategy and finds the plan an appropriate framework for AID assistance to help the poor majority of India. In developing an assistance strategy for AID the team also gave weight to expected cost and benefits of programs, implementation capacity of relative Indian government organizations, U.S. AID staff performance, and the U.S. ability to contribute in fields where it has a well recognized competence."

Then it goes on to say that

"...on the basis of those criteria we afford highest priority to surface irrigation, to rural credit, ground water irrigation, using the technical competence of U.S. scientific and education institutions, and to special programs carpeted specifically for small farmers."

The team asked many of the Indians interviewed what their views of the successes and failures of the past AID relationship were. Most Indians believed that prior to the 1971 crisis in diplomatic relations that bilateral assistance played a significant role in the countries development. All cited successes for the promotion of Indian agricultural universities, the development of such institutions as the Indian Rural Electrification Corp., and the stimulation of the exchange of ideas of the American scientists. The importance of the U.S. role in helping to find the consortium and supplying food aid under near famine conditions was also stressed. However, some AID associated activities were often viewed negatively. These included conditioning AID on redirections of Indian policies in such key areas as money supply, and exchange rate levels.

These efforts by AID in the 1960's were resented and considered very heavy handed. In regard to the resumption of bilateral aid, the Indian policy is to welcome AID if U.S. wishes to offer it. Officials insist, however, assistance not be condition or proposed policy reform. On the other hand, they agree that donors have the right to decide on project instability and to appraise, monitor and evaluate project projects. They will welcome American technicians if they are well qualified and address mutually agreed upon problems within reasonable limits. Indian officials said they would welcome assistance in the fields outlined above, agriculture, rural development, rural health, and family welfare. In fact, we were informed that U.S. AID would be welcome in practically any field bearing on the rural poor and that the government of India passes great importance on the relationship with the U.S. and think a bilateral AID relationship has a positive and potentially significant area of mutual cooperation. I think that actual fact of our return to India tend to supplement and to support all of the general principles that I tried to outline with you today relative to the relationship between an AID mission and a country overseas. There are countries in which the older principles of a heavy handed American presence is desirable and is wanted. But more and more in the existing ideological framework relatively few countries are ready to accept AID on those conditions. If for no other reason than they have a certain nationalistic pride which they have to maintain in the emotional environment of their quarrel with the other third world countries. I would say that the emphasis upon the developing countries determine what AID is, where it should be given, and how it should be given, and AID being flexible enough to try to move in that direction.

Project Review and Approval by AID and Congress

Clara Carr, Africa Bureau,
Agency for International Development

Actually this flow chart brings you up to speed on all the other presentations that we have received and it deals with the program in concepts. However, the project process is not much different and almost all of the components that go into the program also go into these individual projects. I would like to give a brief -- I think Somalia is a good case in point of how the AID program in progress gets reinstated after it has been out. In 1971 we no longer participated in activities in Somalia due to political reasons principally that the Somalian ships were going to Vietnam contrary to our legislative requirements that we could not support any country that was sending transport to a country that we disapproved of. We had to withdraw. We started going back into Somalia in 1975 due to congressional initiative. A congressional team went to Somalia and found out that the Somalian residents were impressed and well pleased with what we had been doing previously and wished our involvement again. Fortuitively if you wish to call it that they had a drought that year and therefore that gave us the door to go in with humanitarian assistance giving P0480 Title II which is food for the destitute. From that we gradually re cemented our ties and were allowed to put in our first AID mission under the new arrangement January 1978.

On the left hand side of this chart you can see a list of things that go into agency policies, goals, and priorities. AID's experience, foreign assistance, legislation, congressional interest, U.S. foreign policy and goals, other donors, lenders all go into that. All of those likewise go into individual projects. We happen to have in Somalia three projects with multi donors. They were originally designed by the world bank. The world bank needs more resources especially for technical aid so they approached the U.S. government. As you all may be aware there is some interest on the part of the U.S. for having some bases in the Middle East. Somalia was one of the candidates. Beautiful! We're right in the middle of it. Just about every request is responded to at this moment. Next year we might be down the tubes. This is one of the things that makes project development so fickle. That if you're riding the crest you go and if you're not you then scramble and really try to scrounge. What I'm really trying to get at is that the same thing that goes into the program planning also goes into the project and this flows from this agency policy goal and priority into the specific planning guidance. We had a demonstration of that today. There was a part of a women in development plan read here. Even though that statement is put in our handbook at the moment that is initiating and starting the thought process going for the next planning and next project process so it's a continuing thing. Then it goes into the CVSS. Somalia also happens to indicate how a CVSS gets involved in the project process. Not only if there is an analysis made of the country and the strategy design but if you feel that something is coming up on the horizon you can't really grasp at the moment that will be included. Somalia has had a population increase in one year of 25% due to the refugees out of Ethiopia. In last year's CVSS they mentioned that the refugees were beginning to be a problem, nothing more, but it's to start triggering it and to start calling people's attention. The continuing project with those projects that have been approved and are multi-year funded for the most part we would like to give full-life of project funding. Sometimes we're not able to do it and for the most part in Somalia we had to mortgage the future.

We had just never been able to get enough money because we started out small as you would with a new program and they said we could double it the next year. Fortunately, we found extra money and we were able to triple it. Right now we are running and we have been told that we will not get more than a \$12,000,000 program for the next five years. So they have already put a lid on it unless something changes that. Then you start fighting for your priorities within the mission programs and within the project. If you are starting off a new program you may say O.K. I will put in maybe a million here and a million there and you may have a 10 million dollar project that you initiated as only 1 million. You have that obligation that somehow by the end of the life of the project you will have funded it and so it's a scramble game. You constantly go through it. The new project that is shown here came in through any one of a number of means. It could be a whole country ministry who proposes the project. In one mission I was in it was a think tank operation. Host country officials and AID officials used to sit down once a month around a big table and talk ideas out and poke them back and forth. Always addressing the primary strategies that had been designed but it was to find out what and where we have common grounds, how can we lean together, because the host country has to make a contribution to each project of 25% either in money or human resources and what have you but they have to make a contribution to the commitment on their behalf to see the project carried through. After it has gone through this initial sort of thought process here it shows it going directly into a PID. I will use Somalia as another case in point with my refugees. The AVS floated a brief project description but you could not call a PID if it has no analysis made or anything else but they put it in there because they had already identified that this is a problem. It has now grown in magnitude. It's a continuing problem and they are now thinking how do we treat refugees on a five-year basis because they are not going to go away tomorrow. So they are now flagging it in the AVS process. A decision was made that it would not be part of our bilateral program but would come outside it and we are right now in the process of trying to find out who has the money and where it's been coming from. We cannot put the money in to do the analysis until we have some idea whether we are going to be able to go with such a program because with that type of problem it will take a tremendous amount of research. After it's been identified it then comes into the project identification document and this is a very brief document that will be fully explained to you tomorrow. This is the first official trigger in the idealized process that then should come into Washington, having sufficient justification that people in Washington can sit down and review it and decide if we will go or won't go. This is the first point that the mission is notified that it's a great idea or lousy.

In Washington a PID review is a unique process as far as I am concerned. It takes representatives of all the technical specialties in the bureau and from any of the central bureaus if they have the technical expertise. The desk officer attends and you will have your developmental resources office represented. In this review people go down page by page issue by issue. They decide is it in the agencies best interest, does it meet our foreign policy, how does it conform to the CVSS. There's a whole list of questions or type of questions that are identified in our hand books and we go down through them and totally analyze them. The biggest hangups we've been having recently have been on environment and this is a whole new evolving field. The definitions are not that clear. It's now becoming clear to me at least watching this process that even training projects have an environmental impact and you had better express

it right or otherwise the project won't fly. If you can override all of those, within 30 days of the receipt of the PID there is a cable that is sent out to the mission that gives the summary of the review, tells the mission any modifications that they should make in it, if the project is approved that they can go with planning for whatever the amount is that they've identified to PID and identifying if there are certain feasibility studies or other studies that need to be done. The ball is then back in the missions court.

A PID can be rejected and you may hear some horror stories which I heard this last week that amazed me. This is also at the PID stage or even prior to it some of the ideas that a Title XII university could have fed into the mission personnel who may be thinking about it and contact within the host country or within the mission. Sometimes ideas are fertilized back and forth and they will develop into a project. I can't give you any guarantees. It is a very subjective process. It only starts being formalized when the first document is prepared. Up until that point it is extremely subjective. The AVS analysis that is shown here along with the PID I don't feel that it really is that strongly influenced on the PID. Generally, procedure says that identifying the basic strategy more or less identifies what will be anticipated in monies down through the next five years or so talking about the total money program. It is up to the mission internally to describe its trade offs. The congressional presentation is where the desk comes into play again.

They have 15 days to decide whether you can have it or not. On the last mark up exercise I was astounded by Congress because they started redlining particular country projects which meant that whatever the reasons they had decided that this project should be taken out because it was politically not appropriate or it didn't support a constituency or whatever. There we get into the process that one is never sure of how you are going to come out. We recognize this and we try our best. If we feel convinced, and generally the desks are extremely supportive of the mission presentation, we'll go to bat. This is the only way it is going to get through. If there isn't constant follow-up in Washington things just sort of go into the cracks and you can't find them.

From the PID, and that's the PID approval, we go into PP. There is normally at least eight months because there are so many types of things that have to be done to get the final project paper. The project paper is the document that will give the final go ahead. That goes into the project approval. Again we have some idiosyncracies that come up. Basically it depends on the level of the project, how much money is being expended. We've got some missions that have been delegated authority to approve the project in the fields themselves up to five million. There are others that have been delegated the authority up to ten million. Then there are some regional projects where you can take a piece of the action. You get the funds that have been put in for the total continent. If it goes up to ten million dollars for example then it has to go to the assistant administrator of the bureau for the final approval. If it exceeds ten million then it goes to the AID administrator. These are spelled out in the handbook.

The OYB is the Operational Year Budget. That means the beginning of every fiscal year we are given a level of funding for a particular country or region or bureau depending on the organization you're with. You then allocate money

from that level of money that you have received. Then it goes on to the obligation by the way which will be mentioned tomorrow and then implementation and then referring into the MIS which is Management Information System which existed and I think it's now called the Development Informational Unit in the Development Support Bureau.

As far as Congress having much more to do with the process they don't. Most of Congress's input is up front in giving strategy emphasis. This year we are focusing on energy, women in development and population.

Project Identification Document (PID) -
What it is, How it is Prepared, How it is Used

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Definition

The PID is the first document in a series leading to the approval of a specific project; it is the basic Agency document which serves as a bridge from the programmatic rationale in the CDSS to the project development and implementation. It reflects macro decisions made by the host country and AID regarding development strategy and country program funding levels.

Purpose

The main purpose of the PID is to present in a preliminary and summary fashion a project proposal which reflects and supports country Grantee and AID development strategies for the recipient country (or group of countries for AID regional and centrally funded projects). It should move from programming generalities to project specifics, i.e., to: establish what goals are to be supported and purposes achieved with the project; identify intended beneficiaries; give preliminary indications of the shape and cost of the perceived project; and identify major issues. The PID should be submitted when the proposing mission feels that sufficient information exists on which to make a decision as to the assignment of staff and financial resources to fully analyze the proposed project. However, discussion with the host country should not reach a degree of commitment by AID that would cause problems if AID/W did not approve it. The PID should be submitted when it is ready, and should not be tied to any planning, budget or program cycle.

Explanation of PID Subsections

Program Factors:

a. Conformance with Host Country Program/Strategy - A starting point in all bilateral programs is the host country (HC) with which AID maintains an assistance program. While the underlying discussion of HC development programs is contained in AID's country strategy documents, the PID should contain in its opening remarks a brief outline of the specific HC program or objectives which the proposed AID project aims to assist. The outline should reference HC development plans and priorities, any salient actions being taken or proposed by the HC in support of its strategy and the AID effort, and an identification of actions which the Mission (or originating office) feels should be taken to ensure success of the project.

b. Relationship to CDSS (or other Strategy Statement) - In building the bridge from program strategy to project specifics, the PID should explain how the project responds to the Mission CDSS or Bureau CPSS. It should discuss the relative priority of the proposed project in the context of the HC and AID strategies and ways in which the project relates to other AID financial activities. As appropriate, the PID should describe what other donors are doing, or

planning to do, that complements the AID proposal. Since development activities must remain flexible to changing circumstances, the originating office may propose projects that are not necessarily compatible with the current strategy statement. Missions need not wait until the CDSS is revised to submit a PID in these circumstances, however, a more complete discussion of how the project aligns with AID and HC objectives will be needed. Strategy statements or the concept in the PID should not be distorted just to make them conform.

Project Factors:

a. General

(1) Perceived Problem - This section should clearly identify what problem the proposed project intends to address. The problem is usually stated in terms of an undesirable situation which the project will improve or the definition of key constraints to development which may be lessened or removed by the project.

(2) Project Goal and Purpose - The PID should contain a reasonably full discussion of the objective of the project, and how this project serves the objective. The goal is usually defined in broader, macro terms which reach beyond the capability of any one, specific project. The purpose is defined in a narrower sense and is expected to be achievable during the planned life of the proposed project is a result of project outputs.

(3) Expected Achievements and Accomplishments - This section of the PID should be able to describe, in general terms, what the project is expected to do. While quantification of the project's anticipated results is not expected at the PID stage, it should indicate in general terms what the project will produce, how end results will fit into the project's purpose, and what actions are envisioned to measure and evaluate the results against the stated objectives.

(4) Beneficiary Participation and Impact - AID's primary objective is to help people in developing countries meet their basic human needs through equitable, sustainable growth. AID also desires that affected groups participate in the development process to the maximum extent possible. PIDs, therefore, must answer these questions:

- Who will participate?
- What need will be met?
- How will benefits be distributed?
- How will benefits be sustained?

(a) Participation - People in developing countries are not uniform in their needs and access to resources. Variations in access to land, employment and basic services influence the capacity and willingness of men and women to participate in projects. PIDs must show how the proposed project promotes participation of affected groups by discussing:

- (i) How affected groups, especially anticipated beneficiaries, will participate during project design, implementation and evaluation.
- (ii) What social, economic and institutional factors facilitate or constrain participation with regard to project activities and objectives.

(b) Needs Assessment - Successful projects depend on active participation by many groups, especially anticipated beneficiaries. People will not participate unless motivated; they will not be motivated unless they think the project will satisfy a real need. The PID should indicate how beneficiary needs have been identified, and particularly, whether the beneficiaries concur in the assessment of their needs and the priority attached to them.

(c) Distribution of Benefits - PIDs must briefly identify the location, size and relevant socio-economic characteristics of the groups the project will benefit, directly and indirectly and groups who will be adversely affected. If benefits are largely indirect, explain why benefits are expected to flow to the target groups, and, where appropriate, identify host government policies, practices, and institutions that will facilitate this flow. Describe the differential impact of the project on men and women. Similarly give consideration to the impact of the project on groups or socio-economic strata. In short, the PID must discuss the manner in which the project will contribute to equitable growth.

(d) Sustainability and replicability - Most projects achieve success only if activities initiated under the project can be sustained by host country organizations and participating communities after external assistance is completed, or if project activities can be replicated. PIDs must discuss both these issues, taking into account the capacity of local people to invest time and money in project activities and the implications for recurrent expenditures.

(5) Relevant Experience with Similar Projects - In the process of developing a PID, the originating office must consider relevant experience with similar projects, focusing particularly on projects that have taken place in the same country. This will entail an assessment of information on the project type, the project area, and the socio-economic characteristics of project participants, especially intended beneficiaries. PIDs must summarize these assessments, focusing on reasons for successes and failures, and show how the proposed project will deal with problems identified in earlier projects. Gaps in the information available to missions should be identified in the PID so as to be filled in the course of project review and development.

b. Specific

(1) Project Outline and How it Will Work - At the PID stage, the project is in too early a state of development to be subject to full explanation of its component parts or its feasibility. However, what should be possible is an outline presentation of the project and its major parts. A brief statement on how the project is expected to be carried out, i.e., a preliminary sketch of implementation should also be included.

(2) Borrower/Grantee Implementing Agency - The PID should identify which Borrower/Grantee Agency is expected to participate in the preparation of project documents and implementation of the project. Early consideration can give AID and the Borrower/Grantee time to identify institutional, personnel or funding issues which may need to be addressed in order to strengthen the Agency's capability. The PID should briefly discuss the Agency's capacity to carry out its anticipated responsibilities and describe any technical and construction services needed to implement the project. It is important to be realistic in

the appraisal and to carefully consider Borrower/Grantee and contractor support implications. This has a direct bearing on costs, staffing, organizational needs, and the time span in which a project is to be implemented. Further, it is important that the PID assess the degree to which the instrumentalities for carrying out the project (Borrower/Grantee agencies, PVOs, etc.) will be motivated to participate in the activity and whether they concur that the project will satisfy a real need.

(3) AID Support Capability - AID Mission and AID/W project responsibilities should be outlined and long-term staff implications for implementing and monitoring the project discussed. It is conceivable that critical staff needs by the Mission would be so substantial as to justify not proceeding with the entire project or certain program implementation phases. The ability of the Mission to provide project support services to the Borrower/Grantee contractors should be assessed and any issues identified in the PID.

(4) Estimated Costs and Methods of Financing - In most cases it will not be possible to do much in the way of precise cost estimating and choosing a method of financing. The Mission's (or originating Bureau's) best estimate of what it foresees of the project's financial needs and mechanisms will be acceptable. Good judgment as to the proper order of magnitude is more important at this stage than precise estimates of detailed cost components. The PID should define as best it can what AID's contributions will finance in dollars and local currency and the preferred method of financing. A simple pro forma budget which outlines the major elements of project, their estimated cost and shows AID, Borrower/Grantee and other participants' contributions in the project will suffice. A special allowance for inflation is to be made at the PID stage since the approved project may not begin for some time. Do not in this section identify the financial resources which AID and/or others will have to contribute to develop the project to reach the authorization stage. This design cost is to be identified as part of the design strategy (see below).

(5) Design Strategy - Should discuss responsibilities of the AID Mission, AID/W, Host Country officials, and/or other donors and participants for development of the project to the PP stage, and the ability of each to meet these responsibilities. To the extent that outside contractors will be needed, the PID should contain a scope of work to be included in the PIO/T and contract. The PID should also estimate the time required to carry out and complete the design work and estimate the cost for doing so.

(6) Initial Environmental Examination and Threshold Decision

(a) The Initial Environment Examination (IEE) is used to identify reasonably foreseeable Environmental Impacts of the proposed project and to recommend any further environmental evaluations that might be required. In accordance with Agency's Environmental Procedures (See AID Regulation 16 in Appendix 2D of this Handbook), a Threshold Decision, if appropriate, is reviewed with the PID and defines whether further environmental analysis (an EA or EIS) will be required in connection with project preparation.

(7) AID Review or Approval Aspects - If there are any project specific policy or strategy issues which the proposing officer wishes to discuss or receive decisions or guidance on during AID/W review, such can be discussed in this section or earlier parts of the PID, as appropriate. If, for program or strategy reasons, the proposing office will want project specific PP approval authority in excess of its delegated level, a request therefore should be

included in this section of the PID. Conversely, if the proposing office desires that AID/W approve the PP, a statement should be made and the reasons outlined.

Proposed activities whose viability demands a waiver of AID procedures or requirements should discuss same in this section of the PID or within the attachment (Waiver Request and Justification). If AID/W approval is given on a requested waiver at the PID stage (e.g. approval by the Administrator), then the approved project may be later authorized by an appropriate official as determined by other project factors. (See Chapter 5, Authorization, for details.)

(8) If the Mission or AID/W sponsoring office feels there is sufficient project information available, a preliminary Logical Framework Analysis, which is required with the Project paper, may be included as an Annex to the PID. (See Appendix D to Chapter 1.)

(9) Offices to Which PIDs are Submitted

- (a) Field originated PIDs are sent to the responsible AID/W Bureau.
- (b) PIDs originating in an AID/W Bureau are submitted by the Director of the sponsoring AID/W office to the Bureau Assistant Administrator.

(10) Bureau Responsibilities for PID Receipt and Review

- (a) Bureaus are responsible for maintaining a system for controlling receipt, processing and response actions for all PIDs.
- (b) Bureaus shall establish their own procedures for processing and distributing PIDs, but in general will include:
 - Assignment of an office(r) to screen each PID for completeness before reproduction and distribution;
 - Designation of an office(r) having responsibility for organizing the PID Review Committee. Representatives of PPC, GC, SER/CM, SER/COM, and FM are all official members of the PID Review Committee.
 - Distribution of the PID, issues paper (when appropriate) and notification memorandum for Bureau PID Review meetings.

(11) PID Reviews

- (a) The PID Review is chaired by the Bureau Assistant Administrator, or his/her designee.
- (b) The PID review is not intended to include detailed analysis of the project. It focuses primarily on:
 - (i) the merits of financing the proposed activity in the light of the overall U.S. strategy (CDSS) and the alternative activities which AID might otherwise support;
 - (ii) the consistency of the proposed activity with the applicable statutory criteria;
 - (iii) the priority attached to the proposed activity by the government of the country concerned; and
 - (iv) the identification of deficiencies in the preliminary project design.

(c) The scope of PID reviews will vary with the nature of the proposed project. The following points or issues are those most commonly raised and treated at PID review meetings:

- (i) How does the project relate to the CDSS or other AID approved Strategy document?
- (ii) Is there any conflict between priority assigned to the project by AID and the views of the Host Country Government?
- (iii) Is the problem important? Have alternative solutions been investigated? If not, will they be?
- (iv) Is the proposed solution both logical and reasonable?
- (v) Is the methodology proposed suitable?
- (vi) Capacity of the Borrower/Grantee to implement the proposed project -
 - financial resources
 - human resources
- (vii) Capacity of AID field Mission to complete project preparation. If deficient, what specific arrangements must be made by AID/W to provide information, resources and funds on a timely basis? Any specific request for information concerning past experience pertinent to a proposed project (See Appendix 2B) or for funds or staff to help prepare the PP should be addressed by the Review Committee.
- (viii) Does the Field Mission have the capability to monitor the implementation of the project? If not, what specific arrangements must be made to assure that the capability will be in place at the time of implementation?
- (ix) Potential impact of the proposed activity on: basic human needs, environment, women in development, etc.

(12) AID/W Decision on PIDs

(a) The Responsible Bureau will review the PID and make a decision on the document and, if appropriate, supplementary information thereto. The decision will usually be one of the following:

- approval with appropriate guidance for project design;
- conditional approval with explicit requirements for granting full approval, plus appropriate guidance for project design;
- approval and guidance on project design, but withholding final project paper approval for AID/W, including citing the reasons therefor, or;
- disapproval, including the basis for rejection.

(13) Meaning of PID Approval - Approval signals the Originating Office to proceed with necessary consultations with the proposed recipient and to utilize the resources necessary to bring the project to the point of a PP.

Social Soundness Analysis Guidelines

Alice Morton, Agency
for International Development

Part of the evolution of the AID project process has to do with how social improvisation and social analysis has been perceived in AID over the past 8-10 years. I have been in AID since December 1976 and I was one of, at that time, very few women officers who became involved but particularly one of very few non-economist social scientists which is a phrase used in AID which is the equivalent of your friendly neighborhood social scientist which in my recent experience in AID is still a phrase you would use. So, my own life experience in AID about social analysis already reflects I think about three changes but there were many changes before that and the thing is we're reciprocal. Sociologists and anthropologists, I think particularly anthropologists, have traditionally tried to avoid this reaction about AID. They are sought after by AID when economics doesn't answer all the questions or when technical agriculture doesn't answer all the questions.

Dr. Johnson is back and informed me last week that the printout says there are 34 social and behavioral scientists working in AID now. There are 34 anthropologists currently in AID. Direct hire officers are on contract, most of whom are in the field mission. Most of those who are in the field mission tend to be found, oddly enough, in the program office which normally we don't necessarily go into but it does mean often that they are involved in charge of design.

Economic anthropology is a new thing in AID. There are 15 economic anthropologists at various universities. I don't want to depart too far from the title of the talk but I do think it's important that you have some background to know who it is that you may be dealing with, if you are to be involved in looking at the social aspects or doing the social analysis of any project. I should also point out that in addition to this character who may be in the program office who may either have an inferiority complex or a superiority complex to things going on you may at least in some missions, and particularly I think in African bureaus, African regional missions, also be working with post national social projects. Because there is, in the African Bureau at least, a great move toward using local expertise especially in social sciences whenever possible. This is, I think, a happy change and I hope that you will find that is the case and you will think so too.

The language of AID is often more important than it seems at first to be the case and this is particularly true with regard to what used to be called social status analysis. It's now, depending on which clique you're in, called social information or social analysis. Has anybody mentioned Handbook 3 to you all? Has anybody mentioned the new version of Handbook 3? The thing that I passed out is suggested language for the current revised draft version of Handbook 3 and this week it's going to go out to all the field missions and all the AID officers so that's why it's clearly marked 'draft' in bureaucratic fashion. These three pages and there are some other pages, represent a real change in AID's approach to social analysis and social information projects.

I can say that because it hasn't already gone out to the field and hasn't come back and so who knows what will happen. But, nevertheless, I think this kind of language should give with our systems already in place. It's really a new way of conceiving of social problems and social politics. I don't want to overdraw the characterizations but when I came in today there was very much the feeling that, O.K. you have to do what they call the social status analysis. I think mission people quite rightly felt that this was another series of unexplained words from Washington and the people in Washington had nothing better to do than to invent new analysis that had to be carried out and to check with some statutory, or some regulatory and it was just one more thing that you had to do. There are all kinds of interactive processes in AID and I am making a plea to you as a social scientist myself not to conclude that AID is monolithic, that everyone in AID is a bureaucratic know-nothing.

I believe on the basis of previous experience that this is not the case. Many people you will encounter in AID or you have already encountered in AID were in academics and will be in academics again. Just coming from this end I am particularly sensitive on this point. I would like to make a pitch, if you will, for a collaborative side and not an antagonistic side and people who are doing social analysis are particularly in need of seeing what these kinds of interactive offices are about. But the thing that counts on the bottom line as far as I am concerned is the population which will be affected by the project that we are all involved in. Whether you call that anticipated beneficiaries, intended beneficiaries or the target population may indeed represent some differences in attitude about what you did. All these are common.

Women in Turkey

Sadiye G. Kulahci, Graduate Assistant, Home Economics Education,
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"Where is Turkey?" Some years ago, when I was buying a stamp to send a letter from England to Turkey, the girl at the post office asked me this question. I told her that the answer would vary depending on the situation. After checking her list, she said that Turkey was in Europe. She was right: Turkey is a member of the Council of Europe. Although, politically, it is a European country, this is not enough to describe. We could answer the same question saying that it is a middle-east, muslim country. But, unlike some other muslim countries, Turkey is not ruled by muslim law as religion is separated from the state. Thus, this description is also not enough. Furthermore, the country is the product of many centuries, so that, its people are rich inheritors of many civilizations. "East" encounters "West", and "Old" meets "New". Every aspect of Turkish life is touched by this amalgam. The effect on women is a graphic example.

Kandiyoti (1977) compared the status of Turkish women in nomadic tribes, peasant villages, rural towns and cities, and gave us a study in contrasts. Nomadic women do not receive any recognition for their own labor; on the other hand, professional women in towns and cities enjoy equality with men to a far greater degree than do American women.

Women's emancipation was part of the modernization movement led by Mustafa Kemal Ataturk who replaced the Ottoman Empire with a secular republic modeled on Western society in 1923. The Swiss civil code was adopted which among many things, outlawed polygamy and gave women equal rights under inheritance laws. Women have had voting rights since 1935.

Ataturk recognized the need for women's education and was committed to it. He believed that if a country wanted educated men, it should begin by educating girls, the future mothers. The education of children begins at home. For him, "the road of progress must be trodden by both sexes." That was not a totally new idea for Turks. Even before the Ottoman Empire, during the Hittite period, women were educated; during the early Turkish empires, the government documents in order to be valid, had to be signed by the Queen as well as King. Ataturk brought back that idea and gave women the rights which were held back from them for centuries.

Turkish women have continued to make great professional advancements. In her article, "In Turkey the Sexes Are Equal, Almost", Daniloff (1979) noted:

Thirty percent of doctors in Turkey are women, while in America the portion of female physicians is 11.2 percent. Women make up 14.9 percent of lawyers in Turkey, against 9.3 percent in the United States. In Turkey 5 percent of judges are women (in fact, the first women elected to any supreme court in the world in 1954 was Melahat Ruacan of Turkey); in the United States the number of women on the bench is .02 percent. Turkish women have also stepped into such male-dominated professions as engineering, dentistry, banking and architecture.

Women in Turkey are not only taking part in "men's world" but they are acting as professionals as well.

In citing Llotyd and Margaret Fallers, Kandiyoti (1977) noted that Turkish women were, in many ways, psychologically more independent of men than were Western women who never experienced segregation. They did not act as "females" but as professionals whose habits of behavior did not require orientation to men as males. However, those who emerge in the professional world are few in number although it is increasing. The majority of women still work in agriculture; and most of the work is unpaid and unrecognized family work. Thus, Ataturk's revolution is not yet ended.

The role of women, however, cannot separate from the family. Therefore, there are differences in family structures at the various part of the country. In spite of the differences from one part to another, there are certain characteristics that can be cited to describe family in Turkey.

As in Wester countries, the extended family is giving way to the nuclear family; but close relationships between family members is maintained. As parents have the responsibility to take care of children, in return, children have the responsibility to take care of their parents in their old age. This is reinforced by law.

In the past, sons were considered more important than daughters as boys were seen as a kind of insurance for old age. Research findings indicate, however, that this is changing, paralleling the increase in the number of educated and working women who become bread-winners.

Old people are respected. Especially in rural areas and small towns, the status of women rises with her age.

Turkey is struggling with high inflation, unemployment, and problems of an evolving industrial nation. Therefore, women's problems cannot, and should not, be separated from those problems. The battle for survival cannot be won by one sex only.

Report of the World Conference of the UN Decade
for Women and the Mid-Decade Forum

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Elements were put in the plan relating specifically to the PLO, Palestinian Liberation Organization and equating Zionism with racism that made the plan unacceptable to most of the major industrialized nations and in the end the plan was accepted by the group as a whole but the U.S. and Canada and two other countries voted against the adoption of the plan and 15 countries abstained from voting at all. It was a very trying day and a half of the session. That happened after I left, and it's really very difficult to assess what that's going to mean in terms of working in the next five years in the international organization. It's a little hard to talk about Copenhagen in the terms that I would have used when I came home from Copenhagen, because at that point in time I was feeling quite up about the experience but also quite mystified by parts of it.

Having said that that's the good news and the bad news let me go back and talk for just a couple of minutes about the structure of the situation. There were two things going on in Copenhagen at the same time. One was the official UN conference which had delegations from every country that felt inclined to send one, and I think 160+ countries were represented. It had a very formalized agenda that was centered around the adoption of this plan. At the same time there was a forum that was sponsored and organized by non-governmental organizations and that was open to anyone who wanted to come. Many groups ran workshops there, very private voluntary groups of various sorts from a number of nations and a large number of the developing country women came as guests of one or another of the donor countries or some of them sent by NGO's and the Cubans sent by the government. So there were two things going on at the same time. One very informal where a great deal of dialogue, open communication, was going on and the second thing that was very highly structured and very highly formalized that was the official meeting. I spent some time in each one. I spent more time in the end at the official government conference.

In preparation for the official conference each of the four regional commissions the economic commissions for the four regions of the world now each has some kind of women in development office attached to it. They had all had meetings and developed regional plans of action. In addition all specialized United Nations agencies had taken a look at what their programs for women were and everybody had produced documents. One of the really overwhelming things about Copenhagen was the degree of documentation that was available. I brought a few things here that are just examples of the kinds of things that were there. There are reports by UNICEF on their programs for women, the school of education of girls is a report by UNESCO, something by the world health organization, each specialized UN agency trying to say what they had done for women and women's programs and what they intended to do. UNBP did a rather elegant thing. There are four case studies, rural women's participation and development, it's an overview and then four indepth case studies of four countries in four regions

of the world looking at the entire development plan of that country in terms of its possible projected impact on women. In addition to the specialized agencies each country was invited to do an assessment of their programming for women and many countries did it. There were official publications of the United Nations. This is the national report submitted by COWAIT. There were four official languages for this conference and many of them are published in two or three. In addition there were things like the women of Japan, the summary of their situation published by the prime ministers office of Japan.

One of the points of the conference as Kay Schneider explained it to me was not so much what happened in Copenhagen but what happened before Copenhagen. That it put any number of people in the position to turn to the institution they were in and say we need to take a look at what we've done for women because we want to bring some kind of documentation to Copenhagen. So you had government after government having a two or three process by which they could look at their programming for women and perhaps made some kind of initiative in the area of women and girls so that they could bring it to Copenhagen and say what they had done or what they were going to do.

I think as people who are fairly astute about organizational structure you can see what the advantages of that other strategy are. The same thing is going on within the UN. We had to find something that you could bring out in Copenhagen and so you tended to do something or think of something you could do or review what you had done in some way so that you'd have something to show at Copenhagen. In that way I think a great deal of forward movement was accomplished. It gave people pretext and reason for a great deal of examination of conscience and plans for the future. When the meeting began it was structured in such a way that the plenary went on and at the same time two working committees went on. The plenary for the whole first week and a half is one government after the other and one specialized agency after the other getting up in a very formalized way and making a 20-minute speech about what their government had done for women or what their government's position was on women. It was very boring in some ways to listen to but on the other hand the point wasn't that it was to be an audience thriller. The point was that it was the combination of all the effort that had gone on at home. At the same time the first committee was looking at the plan of action in terms of national programs and machinery and policies. What they would be recommending to individual governments that they do in the areas of health, education, and employment. The second committee was looking at the world plan in terms of international effort. What should the UN agencies be doing with regard to these three things? What should international conferences and agreements be doing to address these things? I sat for quite awhile and listened to those discussions and there was not substance of disagreement in very many areas. When the questions addressed issues that related to women it did not seem to be hard to get agreement and consensus. There was a draft plan that they came in with that had been worked through fairly well ahead of time by a committee, so there were no big surprises in it. But, in the discussion there did not seem to be any kind of irreconcilable differences in point of views around issues that dealt with women. There were discussions. The people from New Zealand were very interesting. They interjected the issue of feminism very strongly on the first day, they wanted some feminist rhetoric conceptual overview, and they kept hammering on it straight through the conference. They got a committee to work on it and it was the one place in the conference that we kept hearing systematic discussion of the theoretical issues about what work that would make women's position disadvantageous with regard to men and how that can be dealt with.

The most of the plan is pretty substantive--we need more education, we need paraprofessionals working with rural women, it's that kind of stuff. The sticky points were when they came to the issue of delivering help to Palestinian women through the PLO. That was unacceptable to the Americans and to some of the other western countries. Each time that would be interjected there would be a sort of advance around that. We would vote against it or put reservations on it and then when it came into the plenary in the last couple days and we had to vote on it government by government that's when you either had to fish or cut bait. That's the rock on which the ship sank to the degree to which it did sink. I don't know what the effect level was when I left. I don't know what people were feeling, if they felt it was just one of those political things that had happened and that the women's issues were not banished and we could move forward, or whether people felt some sense of divisiveness that transcended the unity. I don't have any sense of what people felt by the time I left. I read the accounts and the plans and it's hard to know. I did not pick up in the time that I was there that any such thing would happen. I think a few people within the American delegation were worried and there were statements being made at the conference which were being politicized. But I don't think that anybody really thought that we would end up with a plan that most of the industrialized nations wouldn't be able to ratify. What that means in practical terms is not at all clear to me.

Aside from that, to go then to some impressions. The forum was very slow getting started. It rained the first day, nobody could find anything, nobody had any signs up, nobody knew what was happening, sort of a miserable first day for the forum. By the middle of the first week the forum was really going full tilt and it was a very exciting place to be and there was a great deal of dialogue going on. The conference was much more formalized. There was not the interaction of cross national boundaries you might have expected, it was difficult to be in dialogue with people that you didn't know before you came there. There was a great deal of horse trading going on and some kind of very rarified, I'll vote for your resolution if you vote for mine kind of stuff that was people touching each other outside of doors and you couldn't tell what was going on because you really didn't know who anybody was. You couldn't tell where people were from. So a lot of what was going on was you could see it going on but you couldn't understand what it was. It seemed very glamorous, very exciting, the settings for the meetings were tremendously modern, everyone was terribly well dressed, the African women walked around in their wonderful robes, the Indians in their saris, and you touched yourself, "Gee Mom here I am in the middle of a real international conference!"

The Mexicans introduced two resolutions at the last dealing with the special needs of women in rural areas. Those seemed to have substantial support from everyone within the group. There seems to be a general conception of the fact that women did a great deal of the agricultural labor, that women in the rural areas were disadvantaged because they did not have access to the same kinds of inputs that male farmers had whether those were credit or technical input for training. There was a sense that paraprofessionals would need to be used in the training. There seemed to be very easy consensus around those issues and a great deal of support for those issues.

At the same time that this very formal thing was going on a great deal of informal contact was being made among the developing nations and to some extent

with industrialized nations. A great deal of informal meeting between people, national governments and donors. I had some extremely interesting conversations with Mary Fidessa who is the Director of the Economic Commission of Africa Center on Women in Development and they are extremely interested in cooperating with American universities in some of the development projects that the universities are doing in Africa. They now have four subregional commissions which they call the Molpocks, where the foreign ministers of each country meet and make a regional economic development plan every year. The women are now meeting also drawing up an economic development plan which has been submitted along with the rest of the development plans approved by the foreign minister and becomes part of government policy. So they're now being built into the official development plan. They are extremely interested in cooperating with American universities who are doing some of the technical assistance for those big projects. They would be interested in getting technical assistance from us in areas such as evaluation, project writing, and training. They would also be interested in cooperating by serving in consultant roles on the project that would be coming into their countries serving some kind of review function to be sure that the projects are dealing with issues that are the most paramount and important for the women in those areas. That's machinery that has become increasingly well articulated for ten years and is now really quite well in place. I met through the good auspices of Mary Fidessa and Nancy Haftan, who is the information officer there, a number of the women who share those regional meetings and they express a conservative degree in cooperating with the universities on a fairly formalized level. Mary said to me, "You've got to understand that no matter what you say in the public forum sometimes we very much want to cooperate with the Americans in other ways and that our public posture in the meetings may sometimes not sound like it". She said it to me two or three times so I suspect that she wanted me to hear it. The other regional commissions are not as well articulated as yet and that possibility may be there in the long run, I'm not so sure that it's there right now in the short run.

The last evening I was in Copenhagen I spent with another woman from America who is a genius on economics at Utah State and three women from Swasiland. We went on the roller coaster together at Trivoli, we ate dinner together and we spent the last several hours talking about experiences growing up on farms in different parts of the world and what it had been like for us then and what it was like for us now and what some of the problems were with delivering services to rural women in Swasi Land and in Utah and in Arizona and with some of the problems you have seen institutionalized in the concern for women within their own governments and within our government. We ended up by standing on a street corner in Copenhagen kissing each other all good bye. I had no idea how they voted in the next couple days on that international plan of action. I don't know if I'll ever know but it seems to me that those two things are both true that in a personal contact with possible communications possible there is also a really overwhelming difference of opinion on some major issues that exist in the world. An overwhelming difference of opinion which I don't think I really took into account before I went to Copenhagen. The new international economic order is something that the developing countries feel extremely strongly about and for them the PLO issue and the racism Zionism issue somehow tied into that although it's not always clear to me exactly what the rationale is I can see why politically this is so. The developing countries feel very strongly that there is an unfair allocation of resources in this world. That some people are getting too much and others are getting too little and this may be a function of colonialism and so on. At this point in time it tends to play itself out in extremely inequitable terms of trade and they're not happy about it. The

unhappiness expresses itself formally in situations such as this by their lining up to vote in a way that the U.S. and some of the other developing countries find unacceptable. I think that's understandable. I think it's very hard sometimes when you're caught in the middle of that kind of fight to understand what it is that's motivating people that are fighting with you. I had a great deal of sympathy for some of the arguments that underlie the new international economic order. I don't understand this very well, I'm not an economist. But it does seem to me that we have a great deal and a lot of the rest of the world doesn't have very much and that there's a lot of people out there that are pissed as hell about it. I suspect that in some ways that's what happened at Copenhagen. We got caught in a situation in which the fact that we were all living together was not powerful enough to override everything else that's going on in the world. I suppose there is no variable that's powerful enough to override every other variable in the world. The communication on the personal level was good, on the formal level it seemed to be pretty good most of the time within the bounds of what we could manage. But in the end we came home without a plan. I really don't know quite what to make of that. I feel the world is much more complex than I did before I went to Copenhagen.

Introduction to Topic of Women in Development

Barbara Callaway, PhD, Associate Provost
for Academic Affairs, Rutgers University

The first two days of the conference we've been talking about getting a passport in the structure and policies of U.S. AID. That was for a very specific purpose. Because of the Title XII relationship of our universities with the AID program, we wanted to get an overview and an instructional course about what AID is and what it does in order to enable us to be a bit more sophisticated in developing programs on campuses that could be hooked onto or into the Title XII program. But we really are here because we're interested in women in development. Because we as individuals have some kind of commitment to changing or making an impact on the position of women in the world, we are going to spend the last few days talking more concretely about what that means, talking about the position of women, the status, the roles of women and our own intellectual and scholarly interest as well as our actions and concern about women.

By far the most important thing to happen to me in my life was my participation in 1960 in a project called Operation Africa. I went to Nigeria in 1960 for three months and I was working on a project with 17 American students and 12 Nigerian university students. I was very much a child of the 1960's and I had great big cultural blinders. I was interested in making a contribution to making the world safe for democracy and helping everybody else to become what America was. My experience on the crossroads began to remove those blinders. I began to see and understand that a concern for health, for being well fed, for having education, for increasing chances of mortality, was not the same thing as becoming what America is. When I went to graduate school I was interested in studying or learning about the process of "modernization and development". It never occurred to me that women had anything to do with any of this. I never questioned the fact as a political scientist that there were no women any place in positions of power or authority, that societies were governed by men, institutions were governed by men, churches, the major professions, the civil service, the government, colonial circuit, everything was male dominated. In studying modernization and development, I also never thought about the particular importance that those processes might have or the effect they might have on women. In graduate school when I started to think about a dissertation project, a sociologist suggested to me that I look at or study market living in Nigeria. I picked an area and I was going to study urbanization. I wanted to live in the village for six months and live in the city for six months and see how the cultural traditional political system impacted or influenced the way things functioned in the city. I had to pick a city so I wanted a city that hadn't been studied before. I decided to study Albac in eastern Nigeria a city of about 500,000 people. There was one historical event that had generated some literature on Albac. In 1929 there had been some riots in Albac, called the Albac riots. I went to UCLA to study the language then I went to Britain and read the British Intelligence Report and the commission of inquiries into the Albac riots and then I went to Albac. In Albac there were some women who had actually participated in the riots. The rioters were women. The British had mentioned that the rioters were women but their interpretation was that the women were really surrogates to the men. The

men were upset about classes, that they put the women up to rioting because they thought the British troops would not fire on women. The British troops did fire on women and about 70 women were killed. The British reported the riot as being unorganized and irrational. Women were wearing palm leaves, carrying sticks, and marching on the native courts and the district offices. Sometimes they set fire to them and made these irrational demands. Well, in Ebo the above riots are called "The Women's War" and in Ebo culture they have the dual political system. Men certainly control the society and hold all the important titles and positions but women have parallel organizations. They have secret societies that are parallel to those of the men. They have their own government counsel. The markets are completely controlled by women. The villages were in kind of marketing cooperatives or networks so you would have a group of 8 or 14 villages that would revolve around the market and the markets would meet once in every village every two weeks. If you had a network of eight there would be a four-day market week cycle, with a market one day in each of those eight villages every two weeks. Or if you had a 14 it would be a 7-day market cycle and there would be a market every day in a different village in the cycle. The British had left out the women when they looked for their traditional rulers. There were no traditional chiefs so certain men had been designated with the paper as the chief and they were called "warrant chiefs" because they were chiefs by warrant. They were all men. The women were protected now because the district courts and the district officers and the native courts were making decisions that were affecting the market. There were issues that were really women issues but the women were not included with this structure. When a man is being particularly obnoxious or offensive the women in the village put on palm leaves and palm branches in their hair. They isolate that man physically, dance around him and categorically state all the things he has done that are offensive and at the same time using language to question his manhood. That's what they were doing to these British colonial officers. First of all they weren't riots, it was a women's war. The riots just sort of spread around southeastern Nigeria. In fact, they were organized and they went around the market cycle beginning in Albot around the circle so that what the British said were uncontrollable spreading riots were actually very organized, a very systematic chain of events. The wearing of the palm leaves and the palm branches had a particular significance that they were completely unaware of. The point of all that is that language has a lot to do with perceptions, language is power. There's a lot of difference between Albot lives and women's war, between irrational demands. One of the demands was that a woman sit on the native court. The British thought that was so silly and ridiculous that after all that happened it was only an indication of how irrational all this was.

What is the point of this story? The point is that was 1929 and I hope I'm not being offensive but what I would say is that if there were a big U.S. AID mission in Ebo Land today and the U.S. AID officers were doing something for the mission or the project which in some way was interfering with the interest of women and the women decided to do something about it, it would probably be sit on the AID mission. The report of the AID mission from what I've heard would not be much different from the report of the British Colonial Government. Therefore, there's a lot for us to do.

Women and Development: A Theoretical
Overview of the Major Issues

Elsa Chaney, PhD, Consultant/Women
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A woman hoes in a potato field in the Andes. The young student working as census taker asks: "What is your occupation?" She replies "Ama de casa--housewife."

The student writes down "housewife" and doesn't probe any further because he doesn't "see" that the field is full of women cultivating. The woman answers "housewife" because to answer anything else would be highly improper in terms of her culture--and moreover, this is the role which she herself defines as primary. She, her kin, the townspaper and the nation all define her in one role only, even though she spends regular hours in the fields breaking clods, planting, cultivating and harvesting; raises the household animals; processes and stores the food, and sells or barterers her small surplus on market day in the nearby town.

The national statistics reflect women's contribution to agriculture as 5 or 6 percent. The true figures would be nearer 40 percent. The productivity of this busy, skilled woman--who also hauls water and firewood, spins wool and weaves garments, repairs the family dwelling, cooks and sweeps, bears and cares for children--is "invisible" in the national statistics and to the development experts.

Let me divide this presentation into two parts: first, I'd like to talk about some of the general theoretical issues related to women in rural development. Second, I'd like to outline a series of research and project concerns which flow from the conceptual framework. Probably the most basic division we can make conceptually among people is differentiation by sex. Yet for purposes of development planning and programming, we have long ignored such a classification. We divide people into urban and rural, rich and poor, educated and uneducated, by ethnic and racial group, and by class or social ranking in order to explain differences in their background, their situation, access to resources and their degree of progress in relation to development and modernization. But only recently has classification by sex begun to be recognized as a significant one for planners. As one analyst put it, we have obscured women's needs and potential contributions by veiling them in statistics. An unveiling can reveal startling gaps between women and men. There are many deficiencies in counting operations; yet "unveiling" of women and girls in statistics, or the disaggregation of statistics by sex, shows us that in many instances women form a distinct subgroup. We are now talking about the poor majority as the appropriate "target group" for development programs and projects, and the fact is that women turn out to be the most disadvantaged of the world's bottom 20 percent, the poorest of the poor.

For example, when we unveil the statistics on literacy, we find that many more of the world's women are illiterate than the world's men. Moreover, in the past decade, while overall gains have been made in literacy, women have gone backward: there are in absolute and relative terms more illiterate women in the world today than in 1970. And, we might add, fewer girls in school proportionately. In some countries, demographic statistics tell a stark story of women's deteriorating situation: that is, women's greater longevity is eroding, and the gap between

women and men in life expectancy is closing; in several countries, men on the average now outlive women (India, Nepal and Pakistan).

Again, in many countries, while overall gains have been made in modern sector employment, it is not women who are making the gains. In many countries, there are less women proportionately engaged in manufacturing jobs than a decade ago. Censuses and labor force surveys show that in country after country, there is the same phenomenon: as cottage-type industry is replaced with machine or capital intensive manufacturing techniques and as large-scale agriculture is introduced there is a distinct slippage of women in employment in the primary and secondary sectors, and a rise of women employed in the tertiary sector or as casual agricultural laborers. Such employment--typically as migrant laborers in agriculture and in domestic service or petty trading--means that women are found principally in the lowest-paid, lowest-prestige jobs, the kinds of employment which offer no benefits, no guarantees and no protection.

One interesting study which has disaggregated the statistics of rural migrant participation in the labor market in Lima finds that all the things we have said about the disadvantaged position of rural people in the urban milieu are true--except that those at the very bottom of informal sector employment turn out to be principally women. What also is interesting in this same study, based on survey data, is the fact that for male migrants to the city, there is at least a degree of upward mobility from first employment to present position held; for women, there is practically none. Women when they move, move laterally--they go from one house to another the next street over not in a calculated move to improve their status, but for a few more cents or because "my mistress yelled at me" or they move from domestic service to street selling. Most disadvantaged of all in terms of type of employment and income are the women who head their own households, and particularly those in rural areas where their lack of relationship to a male means that they often have no access to land, credit and resources.

Finally unemployment statistics in both rural and urban areas, when controlled by sex, reveal significantly more women than men among the unemployed, and that rural women are in the most precarious position of all.

Sex is not the only system of stratification. There are also elaborate systems of social ranking or differentiation by class and it is certainly true that women's positions vary greatly within societies depending upon their class status. Perhaps the most basic conceptual argument in the literature is whether it is sex or class which explains most about women's disadvantaged position. This has been the crux of the argument between Marxists and Non-Marxists. Also the variable race is argued about. It is indeed difficult to encompass in any one group "female"--the pampered and privileged woman of the upper classes, busy with her clothes and social visiting in the elite suburbs of Cairo or Rio or Santiago or loafing on her rural estate, and the poor peasant woman with her pick, or machete, toiling under the hot sun in the fields. I remember a set of pictures we showed to rural migrants in a research project in Lima, and how the women recoiled physically from the photo of the woman in peasant dress with her lampa or hoe in the down position, making contact with the rocky soil.

Yet class status does not go far enough in explaining women's privileges or disadvantaged position. At the upper end of the scale, elite women are still subordinate to their own fathers, brothers, husbands and even sometimes their sons. Even at this level, however, as Canulo Torres (who was a sociologist before he was

a guerrillero in Colombia) remarked that the privileged woman with nothing but her canasta to while away a boring afternoon was in some sense oppressed because so many options and possibilities were closed to her. The male dictated she was to be decorative rather than productive. And on the other end of the scale, as Fidel Castro often has pointed out in his addresses to Cuban women, the poor peasant woman's disadvantaged position could not be explained entirely by her class position: she was indeed oppressed by the women and men of all the classes above her, but at her own level the sex variable entered in--she was not the equal of her own menfolk but she suffered at their hands because she was a woman, and therefore their inferior by virtue of her sex, not her class.

We could go on exploring the subtleties of the interplay between sex and class with other stratification systems--for example, how about women migrants from the Caribbean in New York or London who are fighting under the multiple disadvantages of being rural, poor, female, less-educated, and black? But the point I am making is that the fundamental stratification system is differentiation by sex: even many Marxist feminists and militant black women scholars now are subscribing to this view--the sexual variable is fundamental because it takes us the furthest in explaining women's position at the bottom of almost all the statistical scales which register health, nutritional status, income, employment status and job mobility, education and literacy, and every other measure of progress, growth, modernization and well-being.

Lou Stamberg brought out very well in his presentation how and why development assistance reached mainly the elites in its earlier years when large, capital intensive projects were the mode. The differential impact of development on people also appears to be greatly illumined by looking at the varied impacts of modernization and development processes on women and men. We now have a whole cautionary literature, on the one hand, initiated in some sense by two pioneering articles by Irene Tinker, on the negative aspects of development and modernization on women. On the other hand, as Nadia Youssef brought out so well, there is another trend now which seeks to emphasize the positive aspects of women's participation--the fact that women have many productive and constructive contributions to make to development projects, if they are included, and that women in development does not mean welfare.

But we could go further and state with some confidence that development programs and projects will fail by definition if they do not include women--we are now committed to the participation of the poorest of the poor, and lo and behold, when the statistical veil is removed, the poorest of the poor turn out to be women and girls. Moreover, it is women and girls who are most intimately connected to basic human needs: food, clothing, shelter, primary health care.

The sex variable also is related to the most fundamental division of labor, recognized as such by no less an authority on the subject as Engels, that between women and men. Every society assigns different tasks to men and women, and these divisions are nowhere more definite and demarcated than in peasant and primitive societies. Now it is true that cross-culturally, the kinds of functions which women and girls or men and boys take on, may not be identical--indeed, in society X, a man may carry out a task which in society Y, would be classified as a female activity. In some countries, for example, men weave, and in several, it is they who undergo the birth pangs while the woman who actually does the birthing gets up and goes on with her work. Nevertheless, we can say with some confidence, because we

have evidence from several hundreds by now of micro studies, that there seems to be across cultures a great consistency if not in the tasks which men and women do, then in the evaluation attached to the functions. What men do tends to bring prestige and profit; what women do, lacks importance and often is assigned no monetary value. Tasks can also change and another consistent trend appears to be that in the changing division of labor by sex, brought about by modernization and development, the advantages decree principally to men. We have already heard several examples; almost invariably if a process is mechanized, which was previously carried out by women, it becomes a male task. Very often visible male labor replaces invisible female labor.

Why should this be so? I am getting into anthropological turf here, and there are enough of you out there to catch me up--but Dr. Pollard was perfectly correct in saying that political scientists and others have built on and profited greatly from the pioneering work of anthropologists. What appears to happen is that the original division of labor was based upon men and women's differing roles in reproduction and lactation; this meant that women's work was carried out close to home, even though her tasks and responsibilities included many productive enterprises revolving around the preparation, planting, cultivating, growing, harvesting, and processing of food crops. Men invented war; women invented cultivations. In the meantime, as societies and communities developed and warring tribes linked together, it was the moles who were free to venture further and further from home base, and to invent the arts of war and peace making, commerce, and politics. Moreover, what the man did and produced gradually became monetized and was assigned a definite value which could be measured and which instantly establishes his worth and status. The woman, on the other hand, continued to carry out tasks which revolved around birth and nurture and did not enter the monetized economy, except for a few items she might take to the nearest town on market day. She didn't live long enough to have time to do much more than grow to puberty, marry, have a large number of offspring, and often die young--literally worn out. She produced and reproduced paid labor, and as several speakers have pointed out, since it was unpaid, she subsidized the paid labor system.

Nevertheless, anthropologists have demonstrated there was a kind of rough equality, or at least a greater equality, gained by women in peasant and primitive systems. They produced children, greatly desired and greatly necessary in the pre-industrial economies. Their work also was productive, and valued as such.

What happens as modernization proceeds differs somewhat for urban poor women and poor rural women?

--For urban poor women, their productive resource base diminishes and it is difficult to find substitute income-earning possibilities in the city. At the same time, their functions in education, primary health care, family recreation and other home-centered activities are taken over by large, bureaucratic state organizations. When she does venture out into professional life, the woman most often enters a health, education, or welfare field reflective of her role in the family--an extrapolation of her motherhood or nurturing function to the larger arena of the community or the nation. But these fields are not valued as highly as male professions.

--The rural woman, on the other hand, suffers because development planners often do not realize or acknowledge that she has a set of responsibilities for her family and children and needs a resource base to fulfill them. This is true

even when she has a male partner. She may need access to land, because, in her system she is expected to provide the food for her children and husband (he has other obligations--to provide a piece of land, perhaps to turn the soil, or furnish the inputs). She may be expected if not to erect the shelter, to keep it in repair. She may have to provide the health care her family receives, unless the illness is complicated and requires professional medical help, if available. She may be expected to come up with the children's school fees, their supplies and equipment. As Sondra Ziedens has put it, the rural women's resource base has diminished as development and modernization has proceeded, and in the meantime her obligations have often increased.

Development projects, in simplest terms, then, must enhance women's resource base so that she can fulfill an often growing set of responsibilities. Now let us proceed to ask how. I'd like to finish with a set of suggestive questions which apply both to the creation of a research agenda and also could be asked as we design programs and projects. You will think of others; here are some of mine:

I. Access to Land and Water--Questions Related to Agrarian Structure

- Do women have the legal right to inherit land? Is there provision for the participation of women in land distribution schemes in their own right, i.e., where they don't participate as members of a household unit with active male members, can they get access and title to land and water rights?
- Participation of women in land distribution schemes in their own right, i.e., where they don't participate as members of a household unit with active male members, can they get access and title to land and water rights?
- Access to land to grow family food supply, i.e., does introduction of cash crops which compete with female controlled land mean that women's land is taken away from them? Does a new pattern of distribution of lands in a land reform or a change in crops tend to deprive women of their traditional access to (communal) lands? What effects does this have on family nutrition?
- What proportion of good agricultural land is held or controlled by women? Are they consigned to marginal land, i.e., land characterized by rockiness, on hillsides or slopes, with bad access to water, at long distance from house, etc.?
- Do cultural taboos work to deny women access to land and water, or does the stereotype that women are "weak" or that it is "dangerous for them to go out at night" bar them from certain agricultural tasks? For example, in some parts of the Andes, women are not supposed to touch the plow (that is a male agricultural task), nor are they supposed to open the main sluice gate for irrigation.
- Does the "time element" bar women from access, i.e., the time needed to fill out papers, to go to the provincial capital to see people, to secure the proper documents? Men applying for land title, cooperative membership, credit, can take a morning to do the necessary bureaucratic visiting of offices and standing in lines, but are women barred from these possibilities because they cannot leave their children or their household tasks?

- Do schemes to improve access consider women's views and participation, i.e., on communal woodlots in forestry projects; in potable water projects; on rural roads where there could be provision for walking trails.

II. Inputs, Services and Market Facilities

- Should men and women who farm each hold membership in the cooperative or agricultural association, or is household membership enough? Should there be joint-sex cooperatives, or a division? When women are members of cooperatives, do they receive the same kind of services and inputs as the men, or are they offered only mothercraft and embroidery?
- How can women farmers be given equitable access to inputs and services?
- How can women's marketing networks be made more efficient and profitable? To what extent is the control of transportation and services which women do not have essential? To what extent do grand marketing schemes put women out of business?
- Is it feasible to develop separate "walking trails" for local traffic as roads are improved for swifter vehicular traffic (bearing in mind that many women will continue walking to the local market)?
- Do women have either land or substantial collateral (jewelry, for example) to obtain credit, loans, service, inputs?
- Is it recognized that sometimes there are cultural or customary barriers to women's direct access to credit, inputs and other services (i.e., the male agricultural agency cannot meet with or counsel women, the women unless they have a male intermediary cannot deal with the local male moneylender)?
- Does centralization of marketing facilities or of input supplies (fertilizer, utilization of certain farm implements, agricultural extension and experiment stations, etc.) prejudice the full participation of women?
- Does lack of access to land and agricultural inputs translate into women being less efficient farmers (vicious circle)?
- Do women, who make up the largest proportion of the smallest landholders, ipso facto receive the smallest percentage of inputs, services, and market facilities?

III. Education, Training, Research

- Should women and men be offered the same kinds of education, training and extension services?
- Are non-formal education and training appropriate to the work tasks performed by women in agriculture and rural employment?
- Do girls have access to primary school; do women have access to technical training schools?
- Are women trained in agronomy, agricultural economics and other disciplines appropriate for becoming policymakers in Institutes of National Planning and Development, Agricultural Ministries, Rural Development Schemes, Cooperative and Credit Union Management and the like?

- Is basic research being done on food crops as well as cash crops?
- Do women have enough of the daily drudgery (16- or 18-hour work days) relieved so that they have real access to education and training, including literacy classes, agricultural extension courses and overseas training?
- When technology is introduced, do women have access to it? Are they the ones who are taught to run the electric grinding mills? If their traditional weeding jobs are eliminated, are they the ones who are taught to operate mechanical weeders? Are women allowed to run the machines necessary to the high-yield crops (irrigation pumps, spraying machines, etc.) or are only men concerned with the new, innovative agricultural breakthroughs while women are relegated to whatever can still be done with hand and hoe?
- How is information on agriculture and rural development communicated to women? Do men communicate with their wives? Are media directed to women? Do women sometimes have better communication networks among themselves?
- Do projects take into consideration that women may have the necessary information on certain agricultural or animal husbandry operations, and that men do not (i.e., an African cattle-raising project which was directed towards men, even though culturally the women were the ones who performed the tasks related to cattle in the society, and men were culturally barred from doing so)?

Activities of the USDA Office of International Cooperation
and Development in Support of USAID Assistance Programs

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I think it was in the 1961 foreign assistance act or other legislation that the Agency for International Development was directed to look towards the U.S. government agencies to see if there was expertise in these agencies that was uniquely qualified to undertake certain activities overseas. This briefly is the legislative basis for AID asking the Department of Agriculture and other U.S. government agencies like HEW, for assistance in the development program. In this particular area the Department basically responds to AID's request. I will describe very briefly some of the activities in which we are involved. The totality of these activities we're involved in results from the interest of the Department, its priorities and most importantly the kind of assistance AID prefers and what AID requests from us.

The training activity that we're involved in is the Department of Agriculture. Until recently, it had not done much training of its own. Most of the training has been done through the land grant college system. The Department of Agriculture has set up a land grant college network where the Department serves as contact point for AID to come when it has participants that they want trained in agriculture. They come to trained specialists in the Department of Agriculture in our Office of International Training. Bob Haley is the head of this office. This office has been for a long time the contact point for AID if it wanted to arrange for training, for instance, in the agriculture area. I think the primary activity we have been involved in for many years has been working with land grant colleges to arrange degree training programs.

More recently we have been getting much more involved in terms of development. We conduct short courses in development training courses overseas. These are similar to in-service training programs and professional development programs. To give you a couple of examples, for about the last seven years we have been giving a course on agricultural project evaluation which is a very technical kind of skills oriented course. People come in and spend about 4 or 5 weeks and they work out the evaluation of an agriculture project. You take them for a week's field trip to New Mexico or Missouri and they go through and evaluate an irrigation project, or a credit project and prepare a paper and present it as a final exam. We have been moving much more into that kind of activity in the last few years and also into training courses overseas in the developing countries. In fact, recently there has been an interesting course in organization and development and we have been doing a series of these courses. We have trainers go out and work with a whole series of professionals at the highest level of middle management and the lower levels helping them evaluate their whole bureaucratic system and developing new concepts about how to operate. We have been doing that in a number of locations. These are a few examples of some of the course activities we offered recently. I think in the last couple of years we have been training or arranging programs for about 900-1000 foreign participants who come through the AID system.

The other major activity we're involved in is providing technical assistance. This is where AID requires certain types of expertise in agriculture and they come to the Department of Agriculture for help in finding soil scientists or a

range management specialist. In the last few years this kind of program has had about 120-130 agricultural technicians in residence in developing countries. We also provide short-term technical assistance to AID ranging I guess primarily from 1-4 weeks and there have been about 800 people going out on these short-term technical assistance assignments. We have become involved in a lot of things, that is the Department specialists, we were talking about the first couple of days, such as project identification and project design. For example, there is a very large agricultural project on swine where we have extension people, financial people, agricultural economists and a variety of staff working on an integrated agricultural development project. We have had a growing number of economists as we have been getting requests over the last seven or eight years for this specialty. More recently, AID is coming to us with requests for anthropologists, social scientists, but we still have numerous requests for people in soils and range management. We do a lot of statistical work and development of agriculture in developing countries. We are involved in much agricultural research activity. I know when Steve Johnson was mentioning the Katady range project of Kenya, USDA top research scientists were in Kenya for many years to work on the development of hybrid corn.

We have done a lot of work on plant and animal disease eradication and that type of thing. Also in the last few years, I guess as a result of the declining numbers of AID staff, AID has come to the Department of Agriculture more to request their assistance in staff support in Washington. I am currently on loan to the Office of Nutrition and I have been working with them to help develop a fairly good size program that includes research and technical assistance, interfaced between agricultural policy and programs of food consumption and nutrition. The agency and the Office of Nutrition is very interested in the impact of agricultural policy and the program policy on food consumption and nutrition. Even though they have been supporting a lot of nutrition intervention programs throughout the world for many years I guess the suspicion has been growing that in many cases this whole set of interventions is really being neglected by the structure of policies and agricultural and trade policies in countries. A nutrition intervention project may be impacted by an agricultural project or an agricultural project may be designed and not take into account the impact of the project on the food consumption of the people. Very often the assumption is if you increase production somehow that is going to get food into the mouths of the people who need it. Even with the increased emphasis within AID on increasing incomes as an output of its agricultural project, there still isn't an understanding of the fact one has to ask the question is that income increase sufficient for people who buy bread a lot? Are their incomes increasing but are our prices of food also increasing? What's happening as a result of the new agricultural technologies that may be promoted? What's happening to women? Are women being involved in these technologies? Is their time spent in the fields now greater or lesser than before? What does this mean in terms of the time they have to prepare food? What kind of impact does this have on family food consumption? A whole series of issues like that. This is what I'm involved in right now. I have a small staff. We are trying to develop some of these projects and direct sort of staff support and generate to the Office of Nutrition. We are providing technical assistance to field missions in this broad area. We have USDA people on loan to other offices in AID like the Rural Development Office, the Agricultural Office and the regional bureaus. We recently have been doing a lot more work in renewable resource management so we have people who are going to be on loan to the Office of Agriculture in live stock production capabilities and in soil management support. Also we're moving into the area of energy expansion so

there's a whole series of activities that involve USDA professionals. These range from residence designs in developing countries to short term assistance for four weeks to help AID design an agricultural project, to long term support in Washington with the development of some very basic AID programs.

Anyway, Title XII. The U.S. Department of Agriculture is treated under Title XII as any university is treated under Title XII. In addition to rather independent activities we offer direct support to AID through a government relationship. We are now also recognized under Title XII as a university and are able to collaborate with the university in working on an AID project or are eligible for applying for any kind of Title XII activity.

I want to talk a little bit about the issues within the department about development assistance and how involved the department should be. I'll try to describe to you a little bit about how much we are involved. There's a lot of controversy within the department about what the extent of our involvement should be in the system. The department goals, I guess we do have a real goal conflict between the two department goals, one department goal is to increase U.S. agricultural exports, another goal is to provide development assistance in food production to developing countries. I've been with the department over 12 years and the controversy is still going on. We are still in the position, those of us who are interested in development, of having to justify working with developing countries on increasing food production because there are still people within the foreign agricultural service who are worried about the department's activities in developing assistance, compromising, and affecting adversely the export of the U.S. agricultural products and therefore the U.S. Agricultural Department sector. Frankly, I thought this might have been an issue that could have been settled a number of years ago but it's really still a very serious issue. I might mention when I first started to work for the department I was working with the Africa program and most of our duties were providing technicians to go to Africa for AID. I also had to sit on a review panel with all AID projects and loans that come through to represent the department. There was a project that came through on Morocco and it was an irrigation project. In the irrigation project, one of the crops that was in the rotation forced irrigation system was cotton. I think it was like 1/4 irrigation, or something like that, and it was a very long staple cotton. (I never heard before that foreign agriculture used cotton.) I was told that I had to go over to AID and tell them to kill the project because there was a congressional statement that AID was not supposed to be involved in cotton production. Food production, yes, but production of certain agricultural commodities, no. The fact that it was only 1/4 of the rotation or less and the fact that it was really a long staple cotton didn't matter. So I went over to this meeting and I told AID it had to cancel the project and I had a good half hour speech. I think I was with the department for a year at that point and I must have been very effective. I didn't believe in what I was saying but I knew AID wasn't going to listen to me anyway. I must have been very effective because one man suddenly jumped up and started yelling "You mean the rest of the AID people are all the same". People had to quiet him down. Two of the things that were amusing to me about this is I didn't believe that AID was going to pay any attention to the project anyway. The second thing that was amusing, to me, was that my boss at that time had been the man who had designed the project and he was working for the USDA at the time he designed the project. He had been on a short term technical assistant assignment in Morocco and had designed the project and it was USDA people who had put that cotton irrigation into

the system themselves. They had written up the whole project and AID had supported it, which AID reminded me of at this meeting. That didn't make any difference to the Board of Agriculture. I guess what I'm trying to say is that there's really room for certain conflicts within institutions and different people at different times get the upper hand. I could read the project paper and as an agricultural economist interested in development could decide what I thought were the lead points and go over and represent those to AID and nobody in the department ever said a word about what I said. Anyway, these contradictions are still really being discussed within the department. We are now trying to develop for our own little office a policy paper, why should the department be involved with technical assistance or any development assistance? The major part of the paper, as it's drafted so far, is the argument if you help develop developing countries they will have more income and they will become better markets for U.S. products.

Two other things I want to talk about is that at USAID we're doing a lot of arguing about priorities. I think I heard some of this coming out with university people discussing what should we be working on. We are constantly in the whole training and technical assistance area saying to ourselves, "shouldn't we pattern our own set of priorities, should we always just respond to AID's request. Should we develop a set of things that we feel in the department we either have strong expertise in or because of some interest in the department say more in food production and in countries that come become food producers. Should we try to concentrate on certain types of technical specialties, certain areas of the world, but develop our own set of priorities that we use in order to screen requests that come from AID. Or we have scarce resources like ceilings, like how many people we can put on a particular activity. Should we try to determine ourselves what we think we ought to be the most interested in doing for AID."

One other thing I thought might be interesting to people from the universities is the role of development assistance as part of a career development pattern. The department has really a long way to go in terms of getting service overseas whether on a long-term or short-term basis to be really accepted as part of the career development pattern. People who agencies have identified as some of the sharper people, people who are going to move up. Right now the forest service is about the only agency within the Department of Agriculture that really has a strong commitment to overseas work as far as the career development pattern. For the other agencies it really varies and it depends very much on who and what sort of head the agency has at a particular time, whether he's interested in development assistance work. We run into the same thing that I know people in the university run into, the thing about research versus more action oriented programs, the publish or perish syndrome. Our research scientists in the scientific and education administration, our agricultural economists and the economics statistics and cooperative service find themselves very much at a disadvantage if they go overseas for a number of years. They may be effective in the planning or in the research station there, but if they don't get some publications out when they come back they may be years behind their peers and it's a real problem. People have been talking about it for 13 years that I've been in the department and I know people aren't much further along in solving it than they were when I first got here.

Let me talk just a few minutes about women in development and women in the Department of Agriculture. When I came into the Department of Agriculture and I went into the international area, there were very few women professionals in the department. There were women in home economics and human nutrition, but there were very few women in economics. That has changed somewhat but this was in the mid-60's when there were very few women in economics. It was very difficult,

almost impossible in the mid-60's for a non-home economist or a nutritionist to travel overseas. People would say to me that it's dangerous. I just came back from the Philippines and I had spent two years in the Philippines and I had travelled to 45 of the 50 provinces. I had probably seen more of rural areas of developing countries than most of the men I was talking to, but it was dangerous. I knew AID women, AID women went to the capitol and that was alright for AID to send women, but women working in agriculture handling rural areas that was very difficult.

The first trip I made overseas I have to mention to you because I think it says a lot. My first trip overseas was at the direct request of the vice-minister of agriculture in Nicaragua. It was not anyone in USDA who suggested that I go but the vice-minister of agriculture in Nicaragua. One of the things, there wasn't any danger in the status. I had people say to me what is a non-developing country leader who sees men in the mission of agriculture going to think about our capabilities if we send a woman. This was in the 60's and I could say well I worked in the Philippines and there were a lot of women in the ministry of agriculture in the Philippines. This has changed. Some people may still think that but they don't dare say it any more. We do have women travelling now and we do have some women who are on long-term assignments overseas. Frankly, we don't have that many women in our programs and part of that is we get requests primarily for people with technical specialties in agriculture and at the mid-level to senior-level. First, there are very few women that are in the technical specialties. This is changing so that the younger women are moving into some of these areas but again there are more junior level personnel. I might mention something also that affects the Department of Agriculture as part of our assistance to AID and probably affects the universities as well. It's very difficult for us to bring in junior people. The budget crunch is such that it's very difficult even on large teams to maybe send a junior person out to kind of bring them along, let them get experience, let them learn how to operate in an AID system without the complete responsibility of preparing the project paper or doing this or that. It's very difficult for us to ever get AID to allow us to put in junior people on our teams. In terms of how women in development activities are to be developed in AID, a friend of mine in AID when the women in development activities got started was on the committee and asked me if I wanted to participate on the subcommittee that was going to be involved in trying to develop strategy for integrating rural women into their economies. USDA conned me into working on that for awhile. Through this I was able from the beginning stages to get involved in AID's thinking about women's role in development. But, I haven't been involved in that over the last number of years and the department--it should have looked at what happened then and now--the department got involved in a few activities, for example, we now are working on the design of women in development colleges. But still most of the activities that we do get involved in are still on a very personal basis. I'm saying that the department as a whole does not have a commitment to work in this area--women in world development. There is a little interest, we do have some training courses for women, particularly new development management courses. We have been interested in getting more women into the courses, in management and not management courses for women. When I was looking at the statistics, I think of the participants only about 10% of the participants that AID sends are unskilled women. Of course, we have no control over participants as participants are selected by AID. We have no control over the numbers of women who come in as participants. We try to develop specialized programs but I think the biases of the people, my bias and the bias of the people working on the training program is trying to get more women integrated into the main stream of current training programs.

We have more women in the Office of International Cooperation and Development but they're technical people, not many economists or animal scientists. Most of them are coming in sort of the junior level with general degrees and they're working on projects with management types of activities. When we bring up women's issues people are expecting it now but I don't know that it's really becoming an integrated part or that people really respond well to it in order to become an integrated part of what we're doing. I guess I would say, no. As an example, I recently attended a debriefing of the team that was in Syria for about two years working on an analysis of the agricultural sector of Syria. It was very intensive activity. It not only involved USDA but it involved several university consortia. Quite a number of institutions were involved in the sector subsequent activity. I went there because I had been concerned for two years about what were we going to do about looking at different types of agriculture, agriculture development and nutrition. I basically went to ask some questions about that. One point we made was in describing rural Syria, rural villages in Syria. They started to tell us that the only people that were left in these little villages were women and older people. Everybody else was in Saudi Arabia working in the oil fields. The men had been gone for six months to a year. Here we were working with these people who developed this huge agricultural program and we find out that it's only the old people and women left in the villages so I couldn't resist it. I had to ask. Frankly, one thing is I don't see how they can be ignoring the agricultural extension program because all of the activities they were talking about just weren't going to have any kind of effect unless they developed an effective agricultural extension program. How that program was designed is we usually deal with the people out there making the decisions and doing the work in the agricultural sector. It's different now than it was 10 years ago because they expected you to ask that question. The answer wasn't much better than it would have been 10 years ago.

One other thing I wanted to say--don't feel it's women in development. Some of the problems I've been hearing is a result of women in development and in my case consumption nutrition issues not being a part of the main stream. I had the same kinds of problems in working with AID and USDA people. The thing about consumption issues, nutrition, food distribution issues is letting this integrate into their agricultural program. It's not just an isolated thing that affects women in development, it affects a number of things that are really not seen as part of the main stream agricultural development problem.

Beans and Cowpeas

Patricia W. Barnes-McConnell, PhD,
Associate Professor, Michigan State University

I'm very pleased to be with you. I'm sorry I had to arrive late and leave early but unfortunately this is what happens when you get involved in one of these. You can't let it rest, you can't get away from it for too long or the next thing you know it gets sort of out of hand.

Whenever something happens in beans and cowpeas or any other thing my husband will say to me "Do you want to fight or do you want to win?". Actually I like to fight and win. That's an interesting question however I discovered because what happens is frequently in order to win you can't fight. We know that business of lose the winning battle and lose the war. Well I discovered in view of that there are lots of different ways in which that can actually happen. It looks like as I worked with the gentleman in the College of Agriculture at Michigan State University which has got a beans and cowpeas land grant that some of the activities that they were doing were sort of the games and fighting kind of thing. It was like being in the game park and watching the animals along the walk. While some of it is serious, at the end it also is great. Beans and Cowpeas evolved at MSU as one of the first programs. In the developing world people used beans and cowpeas quite a bit as a major source of protein. Some of you have asked about cowpeas. In this country we call them blackeye peas. They are a major research crop in some of the southern universities in our country. In the north it's mostly beans. This project has to do with common beans and blackeye peas. In developing that project because the gentlemen were doing that had heard the word from Washington that social science was looked upon favorably it should be a part of anything that happens and certainly they should give some concern for the needs of women. They began to look around and see where they could begin to give the perspective to the program. I have to back up a little bit and say that several years ago our operation had a conference in Washington in which Barbara Daboll and Mary Futrell and others went down not really suspecting much at all thinking it might be a really neat thing to go to Washington with 30 or 40 other women and have a ball. I don't have to do a whole bunch of putting on airs and things because men around us will think it's just us girls and have a good old girls club for a change. It really was fun. I had reading materials that would fill the room and we were supposed to read all night and work all day. To make a long story short it was an excellent experience, we all got fired up and ready for action and the energy that was let loose on our campuses when that whole thing was over. What our people at Michigan State discovered was just about the time beans and cowpeas was looking around for this broader perspective but I don't think they were really ready for that, but any rate it happened and it's been a very exciting experience. I was ready for sabbatical at the time. I had taken the plunge. I had worked for nine years without a sabbatical but I needed one so I put in for one even though I didn't have anything to do with it. I had no prospect for salary and I thought if I'm going to get a job or something to do with the other half of the time the motivation for doing that is that to have a sabbatical approved and know that my salary was going to be cut in half in a few months. That got me moving.

Beans and cowpeas were originally developed by two bean leaders one of whom was on sabbatical from Cornell. The one from Cornell had his sabbatical ending about the time that I came aboard so we only overlapped about a week. The first thing I learned about bean ingredients is that they go by the growing season plot and that when the beans have to go in the field or when they have to be harvested everything else stops or that it would have stopped except that I was there and so it didn't. Mostly because they didn't know too much about what social scientists did they welcomed me because I said I was a social scientist. Never mind the psychologist. They didn't know anything about that. As that program evolved and there were many responsibilities that had to be addressed it became necessary for us to work on our overseas enemy. These guys engendered from me a great deal of respect for what they do professionally. I was extremely impressed with their efficiency in agriculture and bean breeding. All over the world we would travel together, people would flock to them to see them and question them and talk to them about bean breeding. I even learned a little bit about them. For me it was a very interesting experience. I hope too that they have come to appreciate some of the skills of the social scientist.

What I think this year has represented is the achievement of partial resolution of some of the technical and some of the intracultural and some of the interpersonal barriers to all kinds of cross national and multidisciplinary work in this country forgetting cross national work.

What I've been trying to pay attention to is what has happened as a result of our activities. It looks like we have come to some understanding that there is a perceptual field of a discipline. Each discipline has its own perceptual field and what that means is that characteristic modes of operation, that is ways of going about things, there are obviously designated subjects in that area. There is a communication style and language.

There are other things in the perceptual field of the discipline that had to be straightened out as we worked together. Things like peer requirements for professional acceptability. How do you know that something is acceptable in your own field. Characteristic tools of the trade. We had a mutual understanding of one another's perception of the field and that meant mutual respect for one another's discipline as well as each other as people with just enough privacy shared so that we felt we had a reasonable relationship but not so much that we invaded one another's privacy. A second part of that has been an openness to learn and acceptance of dumb questions because we don't understand.

We had to give a great deal of resistance on both our parts because we were both pretty independent. We had to resist putting down the other persons's ideas or what looked like stupid kinds of moods and really getting into understanding. We had to resist urges to do it all yourself. Because we found that that was not what a good process is all about. You had to do it together or it really wasn't very well done at all. We also had to resist the jokes about the differentness of each other.

We had to be compulsively concerned about communication. We tried to communicate at every decision point. We also had to give compulsive attention to consensus on issues opposed to unilateral decision making.

The goal of persistence was probably the last compulsive thing we had to be concerned with. When all else fails we had to remember what we were doing there, what we were really trying to do.

Millet and Sorghum

Mary Futrell, PhD, Professor
Food and Nutrition, Mississippi State University

(Funded by Grant AID/DSAN/X11-G-0149 from the Agency for International Development, Washington, D.C.)

The Coordinated Research Support Program (CRSP) in Sorghum and Millet as part of the "Title XII" program initiated by the Agency for International Development (AID) and the Board for International Food and Agricultural Development (BIFAD) was funded in late 1979. The five-year authorization, with two years of forward-funding obligation, was issued by AID, effective from July 1, 1979. The University of Nebraska-Lincoln was chosen by the participating U.S. land-grant institutions to be the management entity for the grant. Policy and technical guidance are exercised by a grouping called "INTSORMIL" (International Sorghum and Millet Research) created by a Joint Memorandum of Understanding signed by all participating institutions.

The management staff at Nebraska, is very small and consists of a program director, Dr. Earl Leng, and his administrative technician, Jan Deshays. Business management and accounting are handled by the Grants and Contracts Office of the University of Nebraska. Policy guidance is provided by a 5-person Board of Directors, chosen from the member institutions. In most cases, these are either the International Programs Director or Director of the Experiment Station. Our Board of Directors consists of Dr. Dudley Smith, Texas A & M; Dr. Rodney Foil, Mississippi State University; Dr. R.W. Kleis, University of Nebraska; Dr. Floyd Smith, Kansas State University; and Dr. Woods Thomas, Purdue University. Every year, a member rotates off and a new member is chosen. A member from Arizona will soon replace the member from Mississippi State, who drew a one-year term. Technical input and recommendations to the Board are accomplished by a 6-person Technical Committee, which was elected by the project investigators. The Technical Committee is made up of the following members: Dr. Jerry Eastin (3 years), University of Nebraska, Chairman; Dr. John Axtell (2 years), Purdue University; Dr. Larry Busch (2 years), University of Kentucky; Dr. Mary Futrell (3 years), Mississippi State University; Dr. Darrell Rosenow (1 year), Texas A & M University; and Dr. Richard Vanderlip (1 year), Kansas State University.

Planning for the Sorghum/Millet (CRSP) was carried out by the University of Missouri, and eight U.S. land-grant institutions were finally selected as participants. More than 60 senior staff members at the 8-member institutions are involved in 41 defined projects. These universities involved are as follows: University of Arizona (1), Florida A & M University (1), Kansas State University (6), the University of Kentucky (1), Mississippi State University (3), the University of Nebraska-Lincoln (9), Purdue University (4), and Texas A & M University (16).

For internal coordination, six informal subject-matter groupings of research projects and workers have been formed and are indicated below:

1. Socio-Economic Considerations. The listings of constraints and research needs focused intensively on social and economics considerations which are likely

to affect the end-use of improved food crop production--that is, the improvement of human nutritional standards and quality of life. A special strength of the CRSP concept and of the Sorghum/Millet CRSP in particular is the integration of socio-economic research into the fabric of a generalized, commodity-oriented development program. An attempt will be made to determine whether there are any regularities in terms of cultural beliefs, practices and social institutions in societies using G.S. and P.M. Also, the types and amounts of participation by women in household, agricultural, community and economic activity and decision-making will be studied. Four projects at 4 of the 8 participating institutions specifically address socio-economic problems in relation to improved production and utilization of G.S. or P.M.

2. Breeding genetics and varietal improvement. The major thrust of these projects is to develop improved-variety germ plasm of sorghum and pearl millet, suited for practical use in improving the materials available to sorghum and millet growers in developing countries. Emphasis is placed on germ plasm having good agronomic performance, a higher degree of yield stability, and acceptable food quality and grain characteristics. Nine projects at five institutions have major direction toward this phase of research.

3. Storage, utilization and nutrition. Post-harvest storage losses in quantity and quality, and problems with palatability, acceptability and nutritional value of food products prepared from sorghum and millet are serious difficulties even if and when major production constraints can be overcome. Folk-wisdom and prevailing practices have provided empirical solutions to some of these problems, but major impediments still remain. The institutions involved in the Sorghum/Millet CRSP have outstanding research capabilities in all the needed fields; projects organized under the CRSP deal with the difficult task of focusing modern scientific knowledge and tools on the food utilization problems of less-developed societies. Six projects at five institutions are focused on various aspects of the utilization field.

4. Entomology and pest control. Production losses from insects and vertebrate pests are extremely serious, particularly in the more hazardous or marginal areas of crop adaptation. Sorghum and pearl millet, as the principal cereal grains in some of the environmentally most marginal crop production regions, are especially subject to devastating damage by these pests. Integration of pest management research, as with plant pathology, is a feature of all the major plant breeding projects in this CRSP. In addition, special emphasis is being placed on control of the major plant breeding projects in this CRSP. In addition, special emphasis is being placed on control of the major insect pests by feasible, integrated means requiring specialist treatment of the research problems. Six projects at two institutions are specifically concentrated on insect and pest management research.

5. Physiology, plant nutrition, cultural practices and cropping systems. Research in these topics is intended to provide needed basic information on plant growth, behavior and response, with particular emphasis on stress response under conditions comparable to those of developing countries. From this basic information, field studies will extend the knowledge to develop practical methods and systems for growing the crop to produce superior and more stable performance. Thirteen projects at five participating institutions give major emphasis to this field of study.

6. Plant Pathology. Integration of plant disease research with the plant breeding programs is integral to all the major breeding efforts in this CRSP. In addition, the severity of plant disease losses is so great and their effect on food supplies so serious that special efforts are required as a direct focus on the identification and control of the most damaging plant diseases. In all, nine research projects at four institutions give primary emphasis to plant pathology and plant disease control.

Women are the project leaders--or very involved--in three of the six research groupings listed above. Specific involvements will be discussed below:

(1) Socio-Economics:

a. Kansas State University - Janet Benson is one of the project leaders in this area. She is a member of the Department of Sociology, Anthropology, and Social Work; Director of the South Asian Studies Center, KSU, is an anthropologist with considerable experience in rural India. Her area of specialty is the role of women in development and agriculture, on which she has done research and developed course material.

Another woman researcher in the Kansas State project is Cornelia Butler Flora, Department of Sociology, Anthropology, and Social Work, a demographer--rural sociologist with field research experience and publications on migration, fertility, and rural development in Colombia, Cuba, People's Republic of China, and the United States. She has done considerable research on rural women, women in development, and the effect of development on the economics participation and status of women.

A consultant to the Kansas project is Kusum Nair, Department of Sociology, University of Missouri, Columbia, is an author of several books on agricultural development: Blossoms in the Dust; The Lonely Furrow: Farming in the United States, Japan, and India; and In Defense of the Irrational Peasant (forthcoming, U. of Chicago). She has extensive knowledge of the Indian agricultural scene, having conducted research throughout India from farm to the central ministry levels. She will be a consultant and advisor, which will include several trips to India.

b. University of Kentucky - B. DeWalt, Assistant Professor of Anthropology, Department of Anthropology, is co-leader with K. DeWalt in the research on the delineation of the social, cultural, and economic complex within which GS/PM are produced and consumed.

c. Mississippi State University - Dr. Ellen Bryant, whose research has been in the field of population studies and the role of women in development; a Ph.D. graduate student, Eunice McCollough, will carry out research to determine the role of women in decision-making, household tasks and agricultural activities related to planting, harvesting and processing, storage, marketing, and consumption of G.S. and P.M.

Other women graduate students are involved in the sociological studies.

(2) Breeding genetics and varietal improvement.

a. University of Arizona - Dr. Victoria Marcarian is project leader on the project entitled "Evaluation and Development of Sorghum Germplasm for

Arid Land Agriculture". She received her Ph.D. in Crop Science and Plant Breeding from Michigan State University. Her current research is selection of sorghum germ plasm that is heat, salt and drought tolerant and selection of sorghum germ plasm adapted to higher altitudes.

(3) Storage, utilization and nutrition.

Three women are project leaders from their respective institutions in the above area.

a. Florida State University - Dr. Hetty Banatte will develop and field test sorghum/millet foods in Haiti. She is well qualified for work in the Caribbean, as she is a native of this area, received her B.S. degree in England and speaks the French language. She is also very familiar with Women in Development work, as she attended the Title XII Workshop in Washington, D.C. in 1978. She is presently chairman of the Latin American committee in the Southeastern Consortium for International Development.

b. Kansas State University - Dr. E. Varriano-Marston is project leader for the project "Nutritional Quality of Pearl Millet". She is well qualified to carry out the work on nutritional quality, as she has published extensively in this field, and will also utilize women staff members from the Home Economics Department, as well as women graduate students.

c. Mississippi State University - Dr. Mary Futrell is project director of one of the Mississippi projects. She taught Foods & Nutrition for two years at Ahmadu Bello University in Nigeria and while there did research on acceptability of new products made from different varieties of grain sorghum. Their cultural and food practices were also studied. Dr. Futrell has been active in setting up feeding centers for children in Panama where she devised weaning foods. In the summer of 1976, she was the nutritionist on a Community Health Team to India. There she conducted a nutritional status study, and developed a weaning food from millet, chick peas, and peanuts. A feeding center was set up in a village and a rehabilitation (mother craft) center was set up in connection with a hospital in Bangalore, India. Training programs for local nutritionists were initiated. She also attended the Title XII Workshop on Women in Development in 1978 in Washington, D.C. and is chairman of the Asia Section in the Southeastern Consortium for International Development.

Dr. Lois Kilgore is also involved in the Mississippi INTSORMIL project and is presently engaged in two types of research: nutritional status and fortification of foods. She is also a registered Medical Technologist and is invaluable in the field, as she is able to take blood samples and do clinical analyses. Her work with fortification has involved animal studies, so she is well qualified to direct graduate students in this area.

Other INTSORMIL projects involve women graduate students.

Overseas Linkages:

In the planning stages of this CRSP, no specific selections or priority recommendations were made as to countries where work was to be conducted, or as to the nature of cooperative arrangements to be made. Before the CRSP was funded, the Food Crops Division of AID sent an airgram to all AID field mission offices outlining the projects involved and requesting a statement of interest.

The Program Director and Technical Committee have recommended, and the Board of Directors has approved, the following countries for initial direct involvement in the program:

A. India. A letter dated February 28, 1980, was received from Dr. Jeswani, Assistant Director General of the Indian Council of Agricultural Research, indicating receipt of correspondence sent by INTSORMIL in January, and promising an early response on behalf of the Government of India. Two cables have been sent to USAID/Delhi requesting further information, but no response has yet been received.

Kansas State staff have been in direct contact with the Vice-Chancellor of the University of Udaipur, who has welcomed cooperation with his institution. Plans are underway for Kansas State and INTSORMIL staff to visit Udaipur in June.

B. Mali. A cable inquiry was received from USAID/Bamako, requesting particulars on the INTSORMIL program and dates for a team visit to Mali. A prompt reply was sent, but no further response has resulted.

C. Sudan. INTSORMIL's interest in close cooperation with Sudanese research agencies was discussed with Wendell Morris, the new agricultural officer of USAID/Khartoum, in mid-February. Descriptive material was sent to Mr. Morris for transmittal to the Government of the Sudan. So far, no response has been received.

D. Egypt. The project leader of the CID Contract Team for the Egyptian Major Cereals Project contacted INTSORMIL headquarters before his departure for Cairo, requesting cooperation in organization and execution of the planned cereal improvement program. Cooperation was promised and descriptive material sent; no information has been received from Egypt to date.

E. Yemen. Descriptive materials have been furnished through the CID project leader at the University of Arizona. Travel to Yemen was blocked for some time, but restrictions recently were removed. Some response from Yemen is anticipated soon.

F. Haiti. Our offer to send a team to Haiti was deferred by USAID/Haiti until a restudy of AID activities there is completed. We anticipate a preliminary visit to Haiti sometime in the summer of 1980.

G. Guatemala. An INTSORMIL representative visited Guatemala late in March for discussions on possible cooperation in sorghum research. His report has not yet been received.

H. Honduras. The National Research Institute of Honduras has indicated its interest in cooperation with INTSORMIL. USAID/Tegucigalpa has indicated concurrence, providing that activities planned do not require Mission funding. Further contact is planned as soon as a visitation schedule can be worked out.

International Centers:

The CRSP grant document emphasizes the importance of collaborative relationships with appropriate international research organizations. To date, the major linkages being developed are with the International Crops Research Institute for the Semi-Arid Tropics (ICRISAT) and the Scientific and Technical Research Commission of the Organization of African Unity.

Budget:

AID support to the eight institutions for the first two years was as follows:

<u>INSTITUTION</u>	<u>AID SUPPORT -- YEARS 1 AND 2</u>
Arizona	121,000
Florida	45,000
Kansas	535,000
Kentucky	130,000
Mississippi State	575,000
Purdue	672,000
Nebraska	899,358
Texas A & M	<u>1,286,000</u>
Program Totals	4,263,438
Management Entity	400,000
Technical Assistant	112,000
LDC Support	<u>224,564</u>
GRANT TOTAL	5,000,002

Because the third year support (1981-82) will be funded at the same level (\$2,619,900), there is very little chance of expanding either the research or management entity.

AHEA's FAMILY PLANNING PROGRAM

Elizabeth Brabble, PhD, International Family
Planning Project AHEA, Washington, D.C.

I'm very pleased to be with you today. First of all I'm interested in the Title XII program because during my travels I managed to talk to lots of people in lots of developing countries who, as you know are always looking for assistance in various problems, and in terms of project capabilities we may not always be able to handle these requests but we sort of like to serve as an intermediary in trying to make up the various programs so that is one reason why I am here. The second reason I am here is to share with you information about what has been an exciting and challenging project, AID funded project. As I sat in the audience the first of the week I sort of felt like a living example of all that you've been hearing.

To make my presentation concise I'm going to read for you a statement that was developed for our evaluation report which I think gives alot of the information in it in a short paragraph.

International Conflicts of the American Home Economics Assoc. was implemented through a contract with the U.S. Agency for International Development in 1971 as a vehicle to expand population education information into formal and nonformal home economics programs in less developed countries. Consider the AHEA project contributes to the information, education and communication to help extend family planning information especially to the rural poor. This is one of the 6 major points of AID Title 10 Population Assistance Program. The project provides a non-traditional delivery system for family planning population information and education integrated with nutrition, child care and development, family health, family resource & management, and many others of the home economics subject matter. This is done through the training of local home economics administrators, teachers, and related workers in school, rural extension work, community clubs and youth programs to reach rural and urban core audiences. The work of the project is carried on primarily by home economists and related workers through the functioning of country home economics assoc. established advisory committees in emphasis countries, and I'll explain that term later, country planning committees, network contacts and they trained the workers who transmit integrated family planning messages. The International Family Planning Project gives continual attention to host countries program directions through its headquarters and field staff by providing consultation, program planning assistance, coordination, and funding to support national program implementation of integrated home economics programs and the achievement of project goals. We have a booklet here that is a booklet that describes pretty thoroughly the project itself so I won't really go into this except by way to give you an example related to the objectives of the project.

The project was not to impose programs on any developing country rather it advocates funds to promote participatory self-help activity, low cost delivery systems, informal and non-formal programming which includes school, extension and community development programs reaching in the rural areas to train outreach workers through AID in family planning. The project encourages country programs of integrated activities that are: 1) culture specifics through country developed plans based on country needs and aspirations; 2) promoted through interpersonal and interorganizational coordination and colla-

boration at the local, regional and international level; 3) focus on the interface between outreach workers and the village community clientele. AHEA through this project provides a professional support system for home economists in developing countries. The project encourages collaborations between community based organizations and the local capabilities to plan, administer and monitor the program. It promotes continual collaboration with other international donors and mostly through training, research and evaluation procedures and projects as a basis for the institutional relation of programs which will be sustaining within the constructure. The ultimate goal of the project through the efforts within the LDC is changed attitudes about family size which may lead to reduced family fertility rates improving the condition of life with improvements in the quality of life and infusion of integrated home economics programs which will reach all population. The basic purpose of the LDC is program institutionalization which will subsequently shift management and financial responsibility to the LDC. Within the project we operate around 7 components that are based on our project objectives. One of which is the country program itself and how it is structured. Through the Home Economics Assoc. we find that when there is definite input structures within the country and there is also a national population policy the project pretty much has easy going. There is a little more difficulty if a country does not have population policy. Through the curriculum development and revisions we work the countries home economics program to assist them in this integration of family planning population education through educational materials, some of which you will see on the table, through training programs.

Now, in terms of our training programs we talk about training at about 7 levels. The first 2 which you might not consider training per se but it is a training asset. For a country to get involved we cannot just go into the country and say "We want to bring our program into your country!" Initiation has to come from the country and has to go through some government authority within the country then it makes a contact through AID in the country and then to AID Washington. Those training aspects first start off as an awareness workshop for many different types of people from policy makers in the country to administrators with programs, ministries of the people, extension workers, teachers, field workers, actually when we get to the field workers we're at the indepth training level because these are the people who do transcend the integrated family planning home economics. Then another component is through publications -- through some of the materials here. We publish a quarterly newsletter, in which I brought several with a little bit of background information during our recent workshop in the Phillipines we did develop a flyer on home economics programs which you may have a copy of also. Then through collaboration with other local, regional, national, and international organizations we're aware that at some point AHEA projects will phase out of many of these countries. What we intended to do is leave those country workers, country leaders prepared to seek other sources and resources in order to keep their project and their programs going. This kind of program has had its impact within their own country and to collect evidence, hopefully for the continued support of programs of this type.

When I came on the project in 1977 this set of material was just coming off the press. I give the former project people alot of credit for the insight they had in terms of developing this set of material and even giving it this title. The set of material contains a training program for helping individuals to learn how to communicate with non-literates and literate persons. This is written at a very simple level. In terms of remedial resources it goes along with the training manual. They are what is called "recipes for how to make communication development using local resources!" Bamboo for making an

easel and being able to do drawings so that when they're working with non-literate people they can utilize examples of people, the way they're working, of various things. We realize that although these were a set of materials that was developed by approximately 35-50 foreign nationals in the summer institute that finally got put into this form at the East-West Center in Hawaii. Also they are considered a prototype that within the various countries it is necessary to do adaptation and in many places translation so that the project that's paid for translation for this particular document it is now I think in 8 countries, it's in Korean, Thai, Spanish, French, Arabic, Chinese - the training manual itself is in Chinese. We were written and told that in Ethiopia someone had translated it into their language and I think there are one or two more. But aside from the translation as I said it has to go through adaptation in terms of what these countries want their own version of their own adaptation. Consequently, it calls for us to either fund or assist them in seeking funds for the printing of their own countries' specific version. We have the countries' specific adaptation from the Phillipines, Korea - those are some of the countries in which we're working. Some of those countries, as I mentioned before, were considered emphasis countries. This was decided by AID, they categorized the countries in which we were working in into three categories. Peer 1 was for emphasis countries. Peer 3 countries means countries where we have a contact with little or no activity set up in this country. Now along with the training manual there was a relative success with this kit prototype lessons that can be used that have been integrated with the family planning and population education instituted in it. The first lesson deals with infants and toddlers nutrition. The four lessons that precede the family planning one also has family planning integrated. These are also developed around pencil sketch figures, 6 figures, the way the lessons are designed. They allow for notes for the trainer, to share information, to get discussions going, it is developed around work, to be praised as a very good format. I might say that we have sent these materials at the present time to 56 countries in the world. They have been used in training other than home economics training programs. In fact, within the project when we say related workers I have tried to expand the project focus secondly designed home economics bringing into play the integration of different workers, family planning workers, rural development workers, community development workers, nutrition education workers, all these people are incorporated into the project sometimes through an advisory committee, sometimes through a planning committee. This is the way the project is designed so that we do not design programs for the developing countries. They develop their committees, set their needs in terms of the way they would like to go, the focus is on home economics. We have found that we have been able to incorporate even farm workers. We have had training in the Phillipines where the home economics have now begun working with the farm agency who also developed materials like this as they worked with farm families in terms of communicating the message of family planning and population education.

Small Ruminant Research and its Relevance to
Enhancing Participation of LDC Women in Development

Barbara Daboll, Research Associate
Animal Sciences Department
University of Arizona

When Bonnie introduced me I felt like I ought to tell you I'm a sheep and goats lady. Basically that's a very foreign position for me to be in because when I came from the conference two years ago my background was fairly technical. I had come from a background of laboratory work basically in cancer research. I came in such a degree, I felt a little bit as an observer at the conference because I really wasn't attuned to some of the discussions I was getting but as I went along I discovered that many tasks were interdisciplinary and I became more involved in the problems in developing countries. In terms of what needs to be done I think I have to say that the conference has had a major impact on special careers. Following the conference we had to go back to our campuses and try to disseminate those two boxes of information that we had received. We had a whole list of key words. I came back with a lot of ideas and wasn't too sure what I was going to do. I went back to the Department of Animal Sciences and the first thing I did was try to get one of the faculty members interested in research and biproducts utilization to try and start utilizing other animals like goats and sheep. They are aiming a lot of their work at capital-intensive, very sophisticated large systems and we're really very insecure with the idea of developing projects and developing work that remains at a subsistence level. I had fairly good rapport with the people in the department. I found that people were sort of looking at me and thinking well maybe something happened in Washington. But in any case we did get a project together and what's happened is that we've got some strengthening grant support. It is difficult to get some things started and I think it is sometimes an insecure position to be in. I think one of the things that's important is to have people on the campus who won't block you and professionals that have energy and skill to work in terms of systems approach.

The concept we're working on is to use crops that are grown in the area. We have a very strong arid land studies on campus. We considered these in terms of constraints in growing those particular crops so that we had a good expertise base there. What we wanted to do is to take the forage that is produced, it is non-competitive in terms of human population, and try to look at it. A very important connection that I forgot, basically looking at how these particular food stuffs support growth, lactation, gestation, life cycles of the animals. Then taking the manure produced put it in a digester along with some crop residue, a potential source for the animals to work on and then repeating in the dry form. Basically what is happening is that we're taking the biproducts of the digestion process and the crop residues that are not used and are not fed and putting them in the digester. At one point we had considerable difficulty with that, physically we were clogging continuous flow digesters but we have two separate designs. One, we've gone to is the system of an auger--it rotates and keeps the materials moving when they are in the digester. The other thing is sort of a patch digester where you load at one time and then work on the material and then you get a methane gas production which you could stagger with several of these patch digesters running at one time. In addition, what we've done obviously

is that we've taken a good look at the protein values of these particular forage crops in terms of the animal production. That's basically what we want to do from the animals view is to see how long the animals survive in terms of feeding on rations composed almost completely of these materials. And add to it then the manure, reaping from this manure, as an ecological approach an additive source. Basically this is what the basic design of the project was. I think one of the things that has struck me about all this is conceptually we're thinking at much different levels than most of us were accustomed to thinking and I think it really catches a lot of our imagination and now a lot of people in the department are involved, although professionally I'm not sure they want to link themselves with this kind of project on an individual basis. It has caught a certain core of people who feel, first of all I don't know if any of you are acquainted with Mother Earth News, but I think there is a certain grass roots level of this knowledge so I really appeal to that and there are people now who we have gotten interested in this basic format and we've all learned an awful lot about goats.

The strengthening grant is basically what we are being supported on. Basically it has given us an opportunity to go back to a level of a system and people who comprise these projects are extremely compatible and have a very cordial relationship. I would suggest to any of you who are thinking or talking about maybe doing some strengthening grant work that you can talk to people who are interested in your particular university.

BIFAD's Catalytic Role in International
Agriculture and Rural Development

Elmer Kiehl, PhD, Executive Director of
Board for International Food and Agricultural
Development, Washington, D.C.

I found this a very interesting session this morning, it's a privilege to be with you. I will change my comment from what I intended. Here I will briefly sketch and visit with you and generalize and lay out some concepts of Title XII. I'm aware of some of the things that you are going through.

I was delighted to hear the panel emphasize multidisciplinary approaches. My career has been in this context and I appreciate hearing these comments.

Let me take a look at the background that you might not have had. The suggested title is the catalytic role called BIFAD. It had a great history in the background for me to keep in mind. Some of you may recall John Gardner's report of setting relationships with U.S. universities and AID.

The reinforcement is the legislation itself. In 1972 came another report joint between AID and land grant people. The project development notion is still paramount. In the passage of the Title XII Act in 1975 and the passage of the Title XII in the fall of 1976 you have got 2 1/2 years. You have an advisory staff. I would like to point out the contracting process is one set of issues, the Gardner report and the rural development and the process of programming-- when do you involve the calibration and the program planning of whether its CRSP. This has all been worked out now, it's an evolutionary process.

I'm going to mention this thing, we put a big one in Missouri working with swine manure and it works. The problem is how to get it all compressed and get it used.

I'm going to look now at the country development side and may speak about Jamaica. We're talking about host countries aren't we? We're talking about missions. We're talking about U.S. universities. This is really the demand side, isn't it? This is the supply side. The problem is getting these matched and this has been the problem we hear about every day. Now the devices and you've heard about all these. The PID's, process line, country development strategy statement, missions that are transmitted from Washington which are longer term strategy statements but take into account other donor contributions and a lot of host country strategy in the development process, and what's the U.S. part of it. The devices in this Title XII mode includes such things as strengthening grants. What are strengthening grant really about? Strengthening the quality or increasing the quantity in agriculture--that's exactly what it's all about. There are some other devices and many technical support missions, PSM. This is an old idea and now it's given some body and concept.

You have heard of assistance mode haven't you. What was said in the earlier document and what the Gardner report said, what the 64 conference said, what IDI said, assistance will need this supply side needs to get involved and engaged in the planning side a bit and not be precluded if it keeps the university from being involved in the implementation of it. This gets into the regulation of the contract. This is beginning to take shape now and requires some responsibility on

the part of the university. As I see where we are today, the problem we face, the decline in AID personnel, decline in technical expertise in the mission-- which has happened, not only agricultural science but nutrition, population, you name it--this is the base that has to be relied upon. Another thing that has happened, I think you should keep this in mind it's important for all of you to consider, the project will tend to become larger and more long term. It will no longer be a one or two man person it will be three, four, or five. Down the line we may see new types of consortia coming down. The CRSP is part of a research support program, it really developed of a consortia which grew out of interest of collaboration of the universities that wanted to get involved.

Let me just share with you the evolution of science and evolution of various scientific fields. When the act of 1862 was passed in this country, and Abraham Lincoln signed it, nothing really happened for almost 30 years-- the land grant universities. There were a lot of skeptics among the farmers. The interesting thing to me was that the first agricultural science discipline that developed--horticulture was about number one. Where did agricultural engineering come? It came typically out of the crops. When did home economics show up? Typically around the turn of the century. Social Sciences? After 1910-- 1862 to 1910. First department of agricultural economics 1910. Rural sociology-- about 1915 to 1918. We set up a system of society. As an administrator I've always said that to set up a society is to set up a boundary line with the various disciplines.

We didn't in our process of development understand what is keyed to the development process in the situation of social structure. There is hope in development.

Let me say that BIFAD is interested in women professionals and I guess the question that will be raised in this discussion is what can you do. We found that the association could tell the members what to do. BIFAD can seek advice, solicit suggestions, encourage. We must all get involved in the push and pull.

The study on constraints done by BIFAD and considered by the board on June 26 raised another issue. What are the constraints to the universities into which delivery of these resource and there are a whole host of them. I'll go through them. 1. What to do about bringing the young professional into the main stream of this. Your promotion and tenure committee are too tough. Often they don't recognize international development experience as appropriate in the promotion process. The board told us we should take this out. Keep in mind that you are really pioneers. We've kept the work within the institutional framework because the law says the U.S. institution shall do this. The opportunities of the lone professional is really not in the Title XII framework; the projects are too big and long term.

You should get experience in your strengthening grant process hopefully or other funded sources.

We need your help. We hope that you can push a bit. We are concerned about the institution. We're concerned about women. We need all hands on deck in the major departments in the years ahead.

Developing Curriculum to Facilitate More Effective Work/Research in Development: The Directions for Curricular Change

Miriam Seltzer, MA, Assistant Professor,
Center for Youth Development and Research,
University of Minnesota

The College of Home Economics at the University of Minnesota currently is involved in designing a teaching program for persons at the B.A. or M.A. level in any college at the University interested in work or research in developing areas of the world.

The intent of the program is to augment traditional degree curricula with an integrated sequence of study focused on training/education for development. It will not be a major; it could be a minor, but to distinguish it from both, it is described as a collateral: The Collateral in Development.

I would like to raise here some questions about that teaching program and indicate the directions for curricular change it represents. But first, I want to share with you the context or frame of reference out of which the Collateral is evolving.

Change

That frame of reference starts with the central proposition that development however defined and wherever applied, represents change: change that inherently involves resistance and time lags. To work/do research in development means people, places, circumstances, situations will be changed, albeit slowly, ourselves as purveyors or breeders of change, also: no one can create or foster change without undergoing change themselves.

Education and Training

If the ultimate goal of development is to help people help themselves--to change--(and I assume it is) then education and training, broadly construed to include both non-formal and formal, emerge as major tools in the process:

- education and training of ourselves as teachers - consultants - researchers;
- education and training of others, U.S. or foreign nationals, who in turn will be the teachers/workers in development.

Why education and training and not one of a whole host of other ways, perhaps more direct ways of initiating change ranging from country projects born of good intentions and presumed superior know-how to imposed political, social, economic values and systems?

Because education and training is the way to make a difference--a lasting difference.

- more than money, which can be squandered, sequestered, cut off;
- more than machinery or other hard goods that can break down or deteriorate beyond any usefulness;
- more than direct services that tend to disappear when "we" do.

Further, because education and training is something over which we have control--something we (Universities) can offer.

Developing Areas

When I talk of education and training for work/research in development, I am talking about areas of the world (including those in our own country) that are each more alike than not alike (and yet uniquely different in ways which much be acknowledged and respected). Alike in that they are:

- predominantly rural
- poor--in income and in Gross National Product terms
- with minimal material resources
- but an abundance of human resources, the most stable, or in place of which, are women and children
- women, described as the most neglected
- children, a large proportion of whom could be described as youth.

These are areas that have meager expectation for change. Areas in which little can be done directly to create change, even if desired, apart from change that could result from "human resource development".

The litany of the conditions in developing areas is well known to you.

Women in Development

The status of women also has been well defined and illustrated in general and in specifics.

We know women are workers: unpaid at home, paid at the market for their so-called surplus products, and in the labor market to some extent as wage workers. Approximately 1/3 or more of the women in developing areas are heads of households in fact or de jure.

And, if food supply is to be increased to any substantial degree for the poor (and some would say: in the absence of large and unlikely infusions of capital into agriculture) it will have to come from the work of these women plus the others who may not be described as head of household, but are active, producing members of a rural family.

A Holistic View

Women's work in developing areas is viewed most accurately in conjunction with that of children and mates. This gives emphasis to the fact that in developing areas the farm/home/family is the production unit, strongly suggesting that no aspect can be neglected in efforts to assist in the productivity of that unit. Stated another way: in development, efforts must be centered on that production unit as a whole with maximum awareness of its component parts--their interdependence and interrelatedness.

This requires of all workers/consultants/researchers/teachers what might be called a holistic view--a broader view than perhaps operates today in what is done in the name of development.

This view holds amongst other things that expertise is not enough. It is not enough whether you are indigenous to an area or an outsider, male or female. Expertise must be cushioned with and impregnated by massive sensitivity to and knowledge of the impact of that expertise and what may be required to render it genuinely useful.

The myth that all we need to do is teach or offer through technical assistance what we know--leaving to the recipient the task of integration, application, adaptation is dying--but slowly. We all need assistance in such tasks, the developer as well as the developing.

A Two-Way Approach

The other side of that myth--and just as erroneous--is that L.D.C.'s have little or nothing to offer us. The idea that all knowledge flows one way--from us. That just is not true. Most persons, open to new experiences and knowledge, readily recognize this. They, in fact, build the two-way nature of that interaction into their activities. Only a two-way approach makes sense--particularly when, in the last analysis, we know so little for sure. Development efforts, at best, are an art form.

"Recap"--Frame of Reference

Briefly, then, this is the point of view out of which the Collateral is developing. To repeat, it is an approach that seeks to be sensitive to the rural, poor, untapped, unskilled character of the land and of the people. Aware also of the wealth and potential of the most neglected groups of persons--women and their children--related to the crying need for increased food production, improved nutrition and living conditions conducive to human growth and development. All of which leads to a focus on education and training for work or research in developing areas that builds on a holistic view, with respect for the uniqueness each particular situation represents and with the intent to learn from it.

The International Committee: College of Home Economics

This frame of reference has taken shape as a result of work on a college-wide International Committee formed to consider and make recommendations regarding ways in which the international involvement of the College of Home Economics could be advanced and reflected in teaching, research, and service.

That committee did recommend a number of specific actions that could be (should be) taken, few of which were new, but taken on a whole, represented a systematic, total approach to an enhanced international dimension in the college.

What was new was making explicit a concern for teaching, research and service in developing areas: development had never been looked at in the College as a separate but important part of international development.

Obviously part of this new direction came from Title XII--its very existence was a stimulus both intellectually and financially. In fact, because Title XII meant potential dollars, there were fears it would lead to domination of the international initiatives in the College and the larger context would be minimized or lost. Two polls of faculty and graduate student activities and interests assures

that will not happen: not surprisingly more interest was shown in international involvement broadly defined than in development issues directly (in fact, I would not expect as many faculty to be interested in development as in the more typical international interests and involvements in any college at the U or elsewhere). It was heartening to note, however, the high proportion in the College of Home Economics indicating an interest in development and the extent to which faculty was already engaged in Third World studies and issues.

Though all of the recommendations of the International Committee had relevance to development, two in particular relate to our curricular efforts:

- "1) Investigate an institutional relationship between the College of Home Economics and an appropriate educational institution in a Third World country with emphasis on human resource development and utilization.
- 2) Facilitate development of curriculum and field experiences (or simulated opportunities) for technical assistance training for work in development."

Though these are two separate recommendations, to date work on both have proceeded together.

Jamaica--specifically the University of the West Indies in Jamaica--has been looked at as a potential institution with whom a collaborative relationship could be developed. The Extra Mural Department at that University has been very cooperative and supportive in our efforts regarding curriculum for development. (My hunch is, an operating two-way relationship between our institution and an appropriate one in a developing area will come best through mutual curricula needs.)

What, then, is the Collateral in Development?

Unlike other international teaching in the College, the Collateral represents a new departure not only in geographic focus, but also in concept.

The Collateral is not a single course and/or experience. It will be an interdisciplinary, integrated, series of courses and experiences for students already at work or preparing to work in developing areas (in the U.S. or abroad).

The Collateral will be directed specifically to persons who have or are acquiring expertise in a field, but who recognize the need for placing that expertise in the context of the realities in development and other related subject matter.

What is the Purpose of and Rationale for the Collateral?

The purpose of the Collateral is to provide systematically an integrated, interdisciplinary beginning knowledge of and experience with the skills, insights, and background necessary for more effective work or research in developing areas.

The rationale for the Collateral follows from the frame of reference described earlier and from three sets of identified need:

- from public and private organizations who frequently request trained personnel (we respond by publishing directories or rosters of self-defined experts with little or no thought regarding either the point of view or the actual character of that expertise)

- from students who express an interest in training for development and for which we have few courses and even fewer field experiences to suggest
- from supervisors and employers of extension workers, community development personnel, health aides in one L.D.C. asked to identify their perceptions of the training needs of the persons with whom they work.

A fourth source of potential need could come from the thousands of students from L.D.C.'s now in the United States to earn first or advanced degrees in technical areas. Usually male, these experienced "somewhat older" people, too, need a broader perspective than is usually provided in degree programs, but these are not the students who at this time have actively expressed an interest. (Not surprising when it is remembered that achieving a degree is the focus of their efforts and few if any teachers ask what they need, would like to have, etc. Teachers tell them the requirements for the degree and with rare exception, stop at that. This, too, is not surprising considering that many faculty and students strongly believe if persons from L.D.C.'s get a degree it should be the same as everyone gets--regardless of the sense it may make "back home.")

For all of the above reasons and more, I have no doubt there is a need--a felt need--for training for more effective work/research in developing areas that focuses on the farm/home/family as the production unit and with particular concern for women. (To further confirm and define that need, a graduate student is interviewing potential students in Jamaica and in Minnesota for their perceptions of their training needs!)

What will be the content of the Collateral--the techniques for delivering it?

Here I can only speculate with you. Largely because a small Curriculum Committee has been assembled to do just that.

The Curriculum Committee includes faculty and a student from Ag, Home Ec, the Social Sciences. The Committee will be expanded at an invitational Curriculum Conference in December when persons from L.D.C.'s and other disciplines will be invited to counsel with the Committee on two major items on its agenda:

- to determine the content or subject matter for training in development: ideally a core, around which additional learnings build and relate;
- to consider the methods that best communicate that subject matter to the wide range of persons who may be drawn into the Collateral.

However, I can share with you, in broad general terms, the kinds of subject matter people appear to be referring to and some of my own observations.

I'd like to report brief comments made by four persons in the course of interviewing four times that number on a recent trip to Jamaica. I was seeking information and insights into perceptions of the training needs--if any--of extension personnel, community development workers, social workers and teachers in rural Jamaica. For that purpose I sought out the employers, supervisors and teachers of such persons.

Roger Newburn, consultant to the II Integrated Rural Development Project (about which you heard from Martha Lewis) wants the following subject matter for the male graduates of the Jamaica School of Agriculture (the equivalent of 1-1/2 years toward an American B.A.) with whom he works:

Marketing	Public administration
Credit	Extension
Home economics	Ag engineering
Management	Soil conservation

His wife, a trained home economist, also on the project, works with J.S.A. graduates in home economics (also equivalent to 1-1/2 years of an American B.A.). She suggests training that includes:

- Nutrition
- Family type issues including child care
- Record keeping
- Farm/home management and decision making--including ag knowledge and skills
- Other areas of home ec--housing, textiles and clothing in particular.

Novlet Jones, Chief Home Economics Officer in Jamaica, worries as much about men who don't know home ec as about women who don't know ag.

She wants her staff to be raised to the B.A. level (at least the supervisors) in what she describes as generalist-type training that "integrates ag and home ec".

Ag to her means "lettuce", "pineapple", crop care, seed farms, marketing, record-keeping, decision-making. Food preservation and nutrition are strong musts for anyone working in rural areas.

She would call the B.A. graduate of an integrated home ec/ag program where "family resources" refer to the totality of a family's human, physical, and natural resources a Family Resource Management Generalist.

The Vice Principal of the Jamaica School of Agriculture wants an integrated program, too. He states that all students should know:

Human nutrition	Human health
Child care	Food preservation
Family planning	

Now, only women in home ec get this kind of training.

He, too, wants generalists in the field. He also wants field workers--male and female--living in the community in which they work in order that they can become intimately aware of all of the needs of the small farm, the house, and the people in it.

He was not specific re ag information for home economists, but he was firm in his belief that home economists and agriculturists be able to do the same kinds of things, albeit different in depth and scope.

I concluded after considering the above remarks, others like them, and reading in the course of material collection on a Title XII grant that there were four major areas of knowledge and skill around which consensus might emerge:

- Basic food and nutrition
- Family Social Sciences
- Ag production and distribution for the small farmer
- Home/farm management, record-keeping and decision-making

And that overall what was needed was a continuing year-long seminar that integrated students' course work with their experience in the field in the context of women and youth in development.

The particular aspects of the four general areas could vary depending on student's particular background, experience, and situation. But the need for some work in those four general areas and for an integrating seminar establishing a frame of reference--for work/research in development--would not vary.

I concluded also that students should continue to be candidates for traditional B.A. or M.A. programs with the broadened content and perspective of the Collateral an explicit component of them.

Regarding techniques for delivery, the unanimity with which the following propositions emerged in the literature and in interviews in Jamaica suggests they should be incorporated in any teaching of persons from L.D.C.'s.

- students from L.D.C.'s should not be absent from their countries particularly if working, two and three years at a time as is now the case. (Even one year was considered excessive.) Instead: (and for all students)
- work and schooling should be alternated with attention given to how academic learning could continue "on the job" or while on field experiences.
- work should be related to one's academic experience and vice versa.
- inasmuch as most students from L.D.C.'s tend to be older and more experienced than their American collegiate counterparts, they should be treated as adults--personally and academically. Personally they should be treated as if they have the capacity to think and problem-solve; academically, there should be some recognition that though they may not have had a course in a particular area, they may know something about it.
- tutorials and small classes are a necessity in situations where considerable individualization is necessary.
- students need help in integration and application of the material to their own particular situation.
- faculty needs to be more aware of an open to the realities of the world(s) from whence their students come.

These methodological comments translate to:

Emphasis on individual treatment

Use of non-formal teaching approaches

Need for tutors in this country and abroad

Need for field placements for those students not "at work" or for those desiring a different kind of work experience

Heavy reliance on an integrating seminar for applications of knowledge and skills as well as for merging theoretical knowledge and knowledge from experience

The Socratic approach to teaching (meaning--crudely stated--teaching through questions--beginning where students are to where the instructor wants them to be and a minimum of lecture!)

The Collateral, to be a non-degree program of sufficient scope and depth within recognized degree programs to achieve its purpose, will require at least 1/2 of one year of a full time student's work or close to 1/3 of a student's upper division program for the bachelor's degree.

The Collateral would appear also to require some changes and adaptations in courses not formally included in the Collateral but integral to a student's B.A. or M.A. program.

What questions suggest the range of academic and administrative problems the Collateral will have to address?

- how much academic work can be taken elsewhere and under what conditions for degree purposes?
- would a collaborative relationship with an institution of higher education in the country from where students are coming ease the problem alluded to above?
- can a program be designed that does indeed serve equally well Minnesota students, students from L.D.C.'s, B.A. and M.A. level, with a variety of majors but a shared interest in development?
- will faculty develop new courses, adapt ongoing ones to contribute to or complement the Collateral?

And there will be more.

What are the next steps in establishing the Collateral?

As part of the work of the Curriculum Committee and in preparation for the Curriculum Conference scheduled for December, a number of supportive activities have been undertaken already and several more are underway:

Papers in preparation for the Curriculum Conference include one on assessing the education and training needs as potential students of the Collateral see them. A second, on "unique delivery systems", will report on variations on the usual way of preparing for either the M.A. or B.A.

Also sought will be information on courses and programs anywhere that purport to integrate home ec and agriculture and labor market information and outlook for persons trained in development.

Activities already completed with bearing on the work of the Committee include: Compilation and collection of teaching materials focused on women and youth in development and publication of the papers from a 3-part seminar on Home Economics and Agriculture in Third World Countries held in May 1980 at the University of Minnesota.

The target is an identified Collateral in Development with up to ten students by the fall of '81 (no later than winter '82) one-half of whom will be L.D.C.'s. This will be our pilot group. It will be carefully evaluated and monitored. Based on that experience, the hope is to have an operating program in place for a limited number of students each year.

A last word on financing. All of the work, to date, has been done under small Title XII strengthening grants. My travels to Jamaica, Washington, New York, other Universities; travel in connection with the assessment of potential students' training needs; the compilation and collection of teaching materials; the 3-day seminar on Home Ec and Ag.

"Title XII strengthening" will also support the curriculum conference in December, and hopefully, in connection with the pilot group, some part of what will be needed for new course development, faculty travel to serve as tutors, assistance to students for any one of several special expenses this may entail. Additional funds will be sought from other sources, as needed.

The Collateral in Development (along with establishing a collaborative relationship with an institution of higher education in a developing country) is considered to be a means of strengthening the capacities of the College of Home Economics to relate to developing areas of the world while at the same time contributing to development. The Collateral is not simply an altruistic effort on the part of the College of Home Economics--nor an opportunistic way to package technical services--but rests on the proposition that faculty and students have much to learn and profit, intrinsically, from education and training for development. Those lending themselves to that process will open themselves to change--the essence of development itself.

We invite your comments and suggestions and help as we tackle a complex, but fascinating task.

Program Summary
Presented to the Participants of the
Northeast Region Title XII Women in Development Workshop

In reviewing the events of the past four days it appears that they could be arbitrarily divided into three main categories:

1. The policies and procedures of AID which have been formulated to provide an orderly process for the implementation of Title XII. Dr. Kiehl summarized the purpose of Title XII grants as facilitating the utilization of University expertise. As participants we hope you have acquired some vocabulary and understanding of this process. Your Title XII officer can help you with specific topics you wish to explore in greater depth.
2. The historical aspects of development which have been a part of many presentations, to me have been a unifying factor. I am sure we have all read considerable literature on the process of development and change, its goals, advantages and disadvantages. However, we have been privileged to experience illustrations of many of these facets which are traditionally included in an academic approach to the topic.

In the presentations, the conversations, the movie "3900 Million and One" we have had concrete examples of the universality of problems facing people living in today's world, regardless of country.

To me a very important point that was emphasized in many different ways was that it is very difficult to generalize, and that generalizations may have limited value. We must be aware of the many factors that impinge on a given situation so that although the problem is universal, the solution may be very different from one country or area to another, if it is to be accepted and beneficial to all concerned. Our individual view point is influenced by our background, our discipline and our experiences. Thus, we must not rush into application of our particular knowledge until we have utilized the many resources available to us in a given situation.

The contributions of the "third world women" (and I use the title reluctantly because it seems to set them apart - which is not my intent or feeling but for want of another title I shall use it) have been invaluable. As the panel members described their family structure I thought if I were in another country, how would I respond to the same question? We seem to accept diversity among our own life styles as the normal mode, while we seek to simplify those we are not familiar with.

I was particularly impressed with the remarks regarding effects of colonization and emerging nationality. In recent years we have celebrated our bi-centennial and it really impressed me that we too were once a British colony, and thus another common bond was identified.

Their presentation was for me one of hope that knowledge and experience can be used to shorten the development process, and that as university people we have a tremendous opportunity to join with those visitors on our campus to work collaboratively on problems which affect women and families world wide, and to extend these efforts beyond campus limits.

It makes me a little nervous to indicate restrictions to "women". I think I know why at this time it may be necessary to emphasize these topics. However, I think we should keep in mind Dr. Meder's remarks that:

man and his environment
 man and his past
 man and his family



are one

3. The third and final category is that we have received a tremendous amount of advice on how to contribute and become part of the larger effort that exists or will be implemented on our campuses.

1. We need to establish goals and to evaluate our individual abilities so that we can present these to others as assets rather than threats.

2. We need to become informed about what is in progress or planned and who we need to work with cooperatively.

3. One of the conference goals was to provide a model that could be reproduced on your own campus - to explore, initiate, and integrate personnel and efforts.

4. We have been told several times we need to do our homework - may not be exciting but it is necessary.

5. We hope you have gained some skills and insight into how you might operate effectively on your own campus. It seems to me that quiet persistence is an absolute necessity.

6. The problem of conflict is ever present, but through negotiation and arbitration it can be resolved.

7. I personally hope that we have been able to create in all of you some of the commitment that Kate Cloud was able to establish in the "Washington/35". In coming years you will be leaders in the areas' efforts.

In this region we have a unique situation and resource, namely the "women's private colleges" which can contribute especially in the social sciences. We will continue to profit from the expertise of women at these institutions. We at Maine are proud to have had this group on campus and we hope you will visit us again.

Margaret Thornbury
 August 8, 1980

Recommendations of the
NORTHEAST UNIVERSITIES TITLE XII WOMEN IN DEVELOPMENT WORKSHOP

The delegates to the Northeast Title XII Women in Development Workshop express our appreciation to both AID and the BIFAD Board and staff for their support of Women in Development issues.

In order to realize a major goal of the Workshop--that of facilitating the participation of women at all levels of the development process--we wish to make the following recommendations. These recommendations have been identified as critical points in enabling us to realize the goal of integrating women into the development process as both agents and beneficiaries.

- I. That IDCA be requested to add two additional IPA slots to the BIFAD staff and that these slots be filled by a qualified woman agricultural scientist and a qualified woman social scientist.
- II. That BIFAD strongly urge that all Title XII institutions appoint interdisciplinary campus Title XII Committees which include women. We see this as essential to providing a consistent, visible mechanism for actualizing the intent of Title XII.
- III. That BIFAD develop a monitoring system to report on the expenditure of strengthening grant funds in each university on Women in Development projects.
- IV. That all Title XII strengthening grants and CRSPs be required to have at least one qualified woman participate in all stages of the design.
- V. That as frequently as possible PIDs, PPs, Project Evaluations, CDSSs and other AID documents include data on the possible impact of proposed activities on women.
- VI. That all proposals be reviewed and approved, relative to WID concerns, by an interdisciplinary Title XII Committee which includes women, prior to submission.
- VII. That Title XII officers be supplied with updated information regarding the impact assessment procedures of AID in regard to Women in Development.
- VIII. That the Women in Development budget of AID be substantially increased and that the office be more adequately staffed.
- IX. That AID and U.S.D.A. each appoint at least one qualified woman to BIFAD's Joint Committee on Agricultural Development (JCAD).
- X. That IDCA and U.S.D.A. each appoint at least one qualified woman to the Joint Research Committee of BIFAD (JRC).
- XI. That Title XII committees share responsibility for the dissemination of Title XII information on campuses.
- XII. That JCAD request the assistance of qualified women scientists in the review of Country Development Strategy Statements.

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