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GUIDELINES FOR
FOCUSING THE IMMEDIATE
DATA COLLECTION EFFORTS OF THE
WOMEN IN DEVELOPMENT OFFICE

06-2427

DRAFT

AID/OTR-147-79-101

BIOCENTRIC, INC.
OCTOBER 31, 1979



BIOCENTRIC, INC.

November 5, 1979

Ms. Arvonne Fraser, Coordinator
Office of Women in Development
Agency for International Development
Department of State
Washington, D. C. 20523

Dear Ms. Fraser:

The accompanying draft guidelines, prepared by Biocentric, Inc. under Order No. AID/OTR-147-79-101, are designed to help the WID Office focus their immediate efforts to improve and collect data on women in developing countries. The guidelines present a participation-oriented framework which has been jointly developed by Biocentric and your office, and show where current Bureau of the Census efforts to provide Census data fit into the framework.

Taking the expressed concerns and areas of emphasis of the U.S. Congress and the program of action for the second half of the UN Decade for Women, a discussion is given of which additional indicators may be useful in revealing baseline conditions and in measuring changes in those conditions. The goal of the project is to provide the basis for your staff and ours to begin preparation for the 1980 Report to Congress evaluating AID program impact on women in developing nations, and for the 1980 World Conference of the United Nations Decade for Women. This draft of the guidelines will be updated as appropriate as we work together during the second half of the project. The draft, if accepted, does fulfill the requirements of Part 1 and Part 4a of the abovementioned order.

I look forward to working with you and your staff to develop the case studies which will illustrate the utility of the suggested data and information in Part 2 of this study. If you have questions or comments, please feel free to contact me at the address/telephone number listed below.

Very truly yours,

Mary M Blomquist

Mary M. Blomquist
President

MMB:rjb

Enclosure

DRAFT GUIDELINES FOR FOCUSING THE IMMEDIATE
DATA COLLECTION EFFORTS OF THE
WOMEN IN DEVELOPMENT OFFICE

INTRODUCTION

One of four centrally funded programs of the Women in Development Office (WID Office) concerns the improvement of national statistics on women. Other groups, both within AID and outside the agency, increasingly recognize the importance of this type of effort. Speaking of one aspect of the subject, the UN Economic Commission for Africa in The New Economic Order - What Roles for Women? wrote "It is of critical importance to quantify the economic contributions made by women and to monitor and compare their access with that of men to the available means of development because development planners, at both the national and the global levels depend heavily upon quantified data to assess the progress of development activities and to project further action." The UN World Plan of Action stresses "data collection and analysis on all aspects of the situation of women" and the U.S. Congress required a 1978 report from the President which included "an evaluation of progress toward developing an adequate data base on the role of women in the national economies of recipient countries," along with a 1980 update yet to be prepared.

The subject of "data concerning women" is extremely broad and progress toward a comprehensive accumulation of such data is of necessity slow. At the same time that existing data are being brought together into a data base, efforts must be made to ensure that primary data collection activities yet to be undertaken do not repeat the same mistakes made in earlier studies. Toward these ends, AID has entered into a contract with the Bureau of the Census (BUCEN) to obtain computer tapes of some basic demographic and social indicators classified by sex, age, and urban/rural groups. Simultaneously, a contract with Data Use and Access Laboratories (DUALabs) is directed toward improving the "accuracy and timeliness of data on women" collected during the 1980 Round of Censuses.

Both of these studies concentrate on data from censuses, and thus tend to emphasize demographic data, although some indicators of social and economic status are also included. The BUCEN contract will result in some data on women for the AID data base, the DUALabs contract is not intended for that purpose. Other AID efforts are directed toward collection of social and economic data but do not have the women-in-development focus.

It appears that improvement of the collection and storage of Census data will continue to be a general concern of AID. Efforts to obtain and improve other types of data on women will have to have the encouragement and support of the WID Office. But as mentioned earlier, the subject area is broad and needs some priorities established in order to accomplish results along the most important fronts. In discussions with the WID Office, it has been established that the purpose of this contract with Biocentric, Inc. is to provide guidelines for WID to use in establishing data priorities. Immediate areas of focus have been established as:

1. answering the concerns expressed by the U.S. Congress in their reporting requirements, and
2. responding to the emphasis of the World Conference of the United Nations Decade for Women and the program of action for the second half of the decade.

Both of these requirements need to be fulfilled quickly, and only modest amounts of time and resources are available to devote to the effort. We have prepared these guidelines in that spirit.

Looking at the WID Office program plan, we see four components: 1) strategies and resources, 2) organizations and participation, 3) technical assistance to WID centers, 4) improvement of national statistics on women. The fourth is, of course, the component which is the subject of these guidelines; the remainder are somewhat general, but share the concern and emphasis of Congress in the integration of women in the development process. In this paper, we will, therefore, integrate the discussion of the WID program plan into the section on congressional concerns.

NEAR-TERM STATUS OF WOMEN-IN-DEVELOPMENT
INDICATORS IN THE AID DATA BASE

During the course of several years work with the WID Office, we have jointly developed a framework or way of organizing data on women which includes the following:

1. Opportunities Available to Women
 - a. Educational
 - b. Economic
 - c. Organizational Participation
 - d. Management and Decision Making
2. Constraints Placed on Women
 - a. Time Oriented
 - b. Health Oriented
 - c. Legal
3. Basic Demographic Information
 - a. Age/Sex Distribution
 - b. Life Expectancy
 - c. Marital/Union Information
 - d. Household Information
 - e. Fertility
 - f. Migration

The following pages show how specific indicators being developed by BUCEN for the AID data base fit into this framework, and what other types of indicators would be of general utility. That section is followed by a discussion of more specific areas of focus suggested by the congressional and UN mandates. The suggestions will be more fully explored in the second half of this Biocentric contract.

It can be seen that a majority of the sixteen BUCEN-provided indicators fall into the Basic Demographic Information category, although some information on educational and economic opportunities are provided. Some of the demographic information can, in addition, be used as rough surrogates for time and health-oriented constraints to women's full participation in the development process. The basic demographic information will be valuable in providing a base from which to evaluate other data as they are obtained. It will be important, however, to obtain such data for a series of years in order to observe trends within a country, and to provide a basis for updated social and economic indicators.

OPPORTUNITIES

EDUCATIONAL

Bureau of the Census (BUCEN) List:

Literacy * Ages, 10+ * Sex * Urban/Rural

Formal Education Enrollment * Ages 5-24 * Urban/Rural

Other Variables Available from Census and Administrative Records:

Formal Educational Attainment

Age-specific educational attainment indicates the trends in education not available through enrollment figures. Literacy and school attendance are closely related; thus, age-specific literacy rates can be used as a surrogate for attainment of at least minimal schooling. However, it furnishes no information concerning trends in secondary and higher educational opportunities and attainment.

Foreign Educational Opportunities

In developing countries, much of the higher educational training is provided by sending students to foreign institutions. Governmental funding is frequently available and is provided to those individuals and subject areas deemed to be the most promising or to have the greatest influence. Job opportunities increase with this training, particularly in the more prestigious positions. Differences in access to this training for women and for men can exacerbate limitations already imposed on job opportunities for women. This information should be available through governmental administrative records but generally has not been collected in the form desired.

Other Variables, Not Readily Available

Program Content, Formal Education

Non-Formal Education

Special Aids (Housing, Finance)

Persistency/Attrition

OPPORTUNITIES

ECONOMIC

Bureau of the Census (BUCEN) List:

Labor Force Participation (Economic Activity) * Age, 10+ * Sex * Urban/Rural

Employment Status * Ages, 10+ * Sex * Urban/Rural

Income, Median * Ages, 10+ * Sex * Urban/Rural

Other Variables Available from Census and Administrative Records:

Occupation

The four readily available economic activity indicators, 1) Labor Force Participation, 2) Labor Force by Industry, 3) Labor Force by Employment Status, 4) Labor Force by Occupation are, in most cases, obtained from the same source and are highly interrelated. The information obtained from these indicators is synergistic, i.e. more can be gained from analyzing all four simultaneously than from considering each of the four independently. Comparative information on occupational groups (professional/technical; administrative; clerical; etc.) provides an indication of current types of paid work performed by sex, urban/rural and age groups. This information is not available through either employment status or industry groupings, and provides the only readily available surrogate for opportunities in management and decision making roles, or in positions requiring a higher degree of training than others (professional/technical).

Industry/Sector

Labor force data from the agricultural sector provides a good indication of the "quality" of other labor force data. By comparing the reported number of female agricultural workers, particularly those designated as "unpaid family workers" with the same data for male workers and with other related information, one can make a judgement as to whether the reported number is reasonable. If the data are reasonable, having the total picture as supplied by the four indicators (Participation, Industry, Status, Occupation) is of great value in providing an overall view of the employment opportunities available to women. If not, such data should be deleted completely from the data files, not only in the Occupation indicator (agricultural component), but also from the Status indicator (unpaid family worker component), the Industry indicator (agricultural worker component) and the Participation indicator.

ECONOMIC (CONT)

Other Variables, Not Readily Available

Unpaid Family Workers, "Domestic" Economic Activity (Note:
These Activities Can Also be Considered as Constraints to
Employment in the Formal Sector)

Marketing

Subsistence Farming

Food Processing Preparation

Provision of Fuel, Water, Clothing

Household Labor

Child Care

Health Care

Community Projects

Credit Participation

OPPORTUNITIES

ORGANIZATIONAL PARTICIPATION

Bureau of the Census (BUCEN) List:

None

Other Variables Available from Census and Administrative Records:

Participation in Family Planning Programs

These data are regularly collected and are available for most of the developing countries. While they are very important for various AID projects, they do not provide as much information relating to the Women In Development Office goals as does the more direct change in fertility rates (listed under the CONSTRAINTS Section), or other Organizational Participation variables.

Other Variables, Not Readily Available

Participation in Women's Organizations

Civic, Community, Political Organizations

Health Programs

Day Care Centers

Infrastructural Organizations (Developed to Reduce Work Loads)

Welfare Services

Self Help Organizations

Credit/Financial Organizations

OPPORTUNITIES

MANAGEMENT AND DECISION MAKING

Bureau of the Census (BUCEN) List:

None

Other Variables Available from Census and Administrative Records:

Occupational Groups (Professional/Technical, Administrative Used as Surrogate for Management Positions) (See OPPORTUNITIES - Economic)

Other Variables, Not Readily Available:

Paid Policy Positions

Office Holders

Nonpaid Management Roles

Land/Property Holders

Contractual Arrangements

CONSTRAINTS

TIME ORIENTED

Bureau of the Census (BUCEN) List:

Household Size (Surrogate for Household Labor)

Age-Specific Fertility Rates (Surrogate for Child Care Time Constraints)

Other Variables, Not Readily Available: (Note: These Activities Can Also Be Considered As Employment in the Informal Sector)

Marketing

Subsistence Farming

Food Processing, Preparation

Provision of Fuel, Water, Clothing

Household Labor

Child Care

Health Care

Community Projects

CONSTRAINTS

HEALTH ORIENTED

Bureau of the Census (BUCEN) List:

Infant Mortality * Sex * Urban/Rural

Life Expectancy at Selected Ages * Sex * Urban/Rural

Other Variables Available from Census and Administrative Records:

Causes of Death

Leading causes of death, by sex, are available for some developing nations, particularly in Central and South America, from the World Health Organization (WHO). Statistics for Asian and African countries are more difficult to obtain but can be found for a few from country health ministries.

Deaths Associated with Pregnancy and Childbirth

Death from "complications of pregnancy and childbirth" is included as one of WHO's Causes of Death categories. Thus, wherever cause of death data are available, pregnancy/childbirth related deaths can usually be found. In addition, some special studies have compiled available data on maternal deaths.

Other Variables, Not Readily Available:

General Nutritional Level

General Health Level

Sanitation

Health Care (Maternity)

Participation in Health Care Programs

CONSTRAINTS

LEGAL

Bureau of the Census (BUCEN) List:

None

Other Information (Rights, Constraints), Available from Laws:

Contractual

Property

Employment

Credit/Investment

Marriage

Organizational

Citizenship

Office Holding

Voting

BASIC DEMOGRAPHIC INFORMATION

Bureau of the Census (BUCEN) List:

Age * Sex * Urban/Rural Distribution

Ethnic Group * Age * Sex * Urban/Rural Distribution

1st Level Administrative Division * Age * Sex * Urban/Rural Distribution

Life Expectancy at Selected Ages * Sex * Urban/Rural (Also Listed Under CONSTRAINTS - Health Oriented)

Marital/Union Status * Age * Sex * Urban/Rural Distribution

Age at Which 25/50/75% are Ever Married * Sex * Urban/Rural

Household Size * Urban/Rural Distribution (Also Listed Under CONSTRAINTS - Time Oriented)

Age-Specific Fertility Rates * Urban/Rural and Selected Derived Measures (Also Listed Under CONSTRAINTS - Time Oriented)

Sex of Household Head * Age * Urban/Rural (Used as Surrogate for Family Provision Responsibility)

% of Native Born Population Born Outside Civil Division * Age * Sex

Other Variables Available from Census and Administrative Records:

Mortality Rates

Children Ever Born

Growth Rates (Urban, Rural)

Percent of Population Living Outside Civil Division at Various Years Previous

International Immigration and Emigration

Other Variables, Not Readily Available:

Duration of Marriage/Union

Divorce Rates

Extended Family Information

Family Provision Responsibility

CONCERNS OF THE U.S. CONGRESS

From this outline of basic indicators, we have selected for particular emphasis, those which help in answering the concerns expressed by the U.S. Congress when they stressed the evaluation of the impact of AID programs on the

Incomes,
Productivity, and
Literacy of women and the
Level or extent of their participation in the
development process.

Let us examine each of these categories and relate them to the opportunity and constraint categories indicated earlier. They are both very specific (income and literacy) and very general (productivity and participation in the development process). The specific concerns are by comparison, relatively easy to define although not necessarily simple to measure, particularly in the case of income. The general concerns of productivity and participation are both more difficult to define, and consequently to measure.

INCOME

Income is usually measured in terms of a gain in money that derives from capital or labor. There are limitations as to how income figures can be interpreted even in an industrial society; the inability of these figures to convey meaningful data concerning the "earning power" of women and men in developing countries where the exchange of money may accompany only a small portion of the transactions of certain rural societies must be stressed. Income data in developing countries can, however, be used to compare the wages paid to specific groups of workers (age groups, sexes, urban/rural residents) in the more modern sectors from region to region and country to country. They cannot be used to compare the "productivity" of different groups, nor for the most part, the economic well-being of household units.

The BUCEN will provide tables of cash income for various age, sex and urban/rural groups where it is available. If this information can be expanded both backward and forward in time to allow examination of trends, AID and Congress can begin to evaluate the impact of a variety of factors on incomes of women in AID recipient countries. However, differences in incomes between men and women are dependent on many factors; included are type of job, experience, and degree of training as well as responsibility level given to or sought by individuals. It will be many years before we can obtain income data for men and women cross tabulated by all of these factors for comparison. However, it would be helpful to have even the following:

Median Income * Occupation * Status * Age * Sex * Urban/Rural
Median Income * Occupation * Age * Sex * Urban/Rural

The second table could, of course, be obtained from the margins of the first. We will try to find examples of data from developing countries where these tables are given, but will use U.S. Census information as examples if necessary.

Even more illustrative than median income would be the distribution of income at various levels such as income earned by 25%, 50%, 75% of the women and men. Finally if possible, we would like to see more studies aimed at determining both monetary and nonmonetary income and will look for examples of how this information can be used when available.

PRODUCTIVITY

The term productivity is used to denote the ability of a paid worker to produce goods, results, benefits, or profits in developed countries. Care must be exercised in applying this term to workers in developing nations. For example, most women in the developing world do not derive an income as a product of their extensive labors, yet certainly cannot be considered to be unproductive. The interest of Congress in the effect of AID programs on the productivity of women is interpreted by the WID Office as concern for the effect on performance of traditional types of activities as well as a desire to enhance productivity as interpreted by the industrialized world.

In order to define the current productivity levels of women (and men) in developing nations, we must be able to determine how their activities contribute to the well being of the household unit, and provide some measure of productivity in performing these activities. One means, which is currently receiving much closer scrutiny, is through time allocation studies. Based on the concept that time is a resource of limited and fixed quantity, the allocation of time to various activities (resource input) can supplement measures of productivity (output) where such output is extremely diverse and difficult to measure. Time allocated to family subsistence farming operations (unpaid agricultural workers) is gaining increasing recognition as an important contribution by women in developing nations. However, time spent in the provision of fuel, water and clothing, in household labor, in child care and in health care have not yet been recognized, or at least counted, as productive activities. Yet they are extensively replaced by purchased goods and services in societies where all adult members of a household frequently are engaged in paid activities away from the household, an indication that the family unit considers them necessary and that they are productive.

In exploring data concerning productivity, we will utilize case studies of time allocation data which have been developed to indicate the comparative productivity levels of men and women in developing countries.

LITERACY

Congress is rightly concerned about the literacy of women, and how the various AID programs impact this vital skill. Basic literacy in one or more languages is, fortunately, an indicator generally obtainable for developing countries through censuses and national surveys.

Literacy * Age * Sex * Urban/Rural Residence is one of the indicators being provided under the BUCEN contract. It must be kept in mind, however, that disparities exist between attaining literacy at some point in one's life and maintaining a functioning literacy level, particularly for those who do not have a continuing

requirement to read and/or have access to written materials. These questions concerning functional literacy are well recognized and are being explored by the scientific community on an ongoing basis. It is necessary to keep abreast of developments in this area, but does not appear to require special WID efforts to insure continued improvement in the measurement of literacy of women.

PARTICIPATION IN THE DEVELOPMENT PROCESS

The WID Office interprets participation in the development process to include at least the following:

1. More efficient and effective participation in traditional activities, e.g. use of appropriate technological improvements such as improved hoes or more efficient cook stoves;
2. Changing roles within traditional informal sectors, e.g. increased responsibility for household/farming decisions;
3. Participating directly in the nation's movement toward a changed economic order, e.g. taking a paid position in expanding industrial sectors;
4. Participation in management and decision making, e.g. paid policy positions or holding of office;
5. Participation in organizations such as civic, political, community, women's and self-help groups.

Measurement of participation in traditional activities and sectors can be integrated into the time allocation studies mentioned previously and at least initially will require in-depth analysis. Participation through wage employment in the formal sector can be measured directly through information available from censuses. The BUCEN is providing labor force participation and employment status data which will provide an indication of how many women are considered (or consider themselves) to be employed, whether they are employed in the formal sector, self-employed or whether they employ others. Industry data, such as employment in manufacturing, transport, storage and communication, electricity, gas, water and sanitary services provide an indication, when compared with agriculture, for example, of the change in types of economic activities in which women are participating. Occupational categories such as professional, technical and related workers, administrative, executive, and managerial workers provide some of the

information needed to evaluate participation in paid policy, management and decision making positions.

Other indices of import are the number of female office holders, participation in nonpaid management roles in educational, health, community and other volunteer organizations, the type and amount of land and other holdings of women, and the type and number of contractual arrangements (including credit and loans) into which women enter.

The WID Office has placed particular emphasis on the building of "capacity, skills and confidence ... through work in organizations which have purpose, direction, leadership and resources." One component of this, participation in women's organizations on local, national, regional and international levels is receiving direct support from WID as one of its four major centrally-funded programs. An International Directory of Women's Development Organizations was published and plans are being made to update it periodically. Other sources of information concerning women's participation in organizations of various types should be explored.

WCRLD CONFERENCE OF THE UN DECADE FOR WOMEN

The program of action for the second half of the UN Decade for Action places special emphasis on the

Employment,
Health, and
Education of women.

This emphasis is somewhat different than the direction given by the U.S. Congress in that it stresses the factors which provide the opportunity for women to participate in the development process, rather than on the actual participation and rewards emanating from such participation. Given good health, educational and employment opportunities, and of course enough time, women can and will expand their productivity in whatever terms it is measured, and bring to the development process the type of informed participation so desperately needed by developing countries. This "apple pie" type of statement applies, of course, to men as well as to women and is merely used to illustrate how the U.S. Congress and the UN areas of concern intermesh in providing guidance to WID for the collection and improvement of data on women.

EMPLOYMENT

The broad Congressional concern for participation of women in the development process seems to encompass this first point of emphasis of the UN. Employment, like participation, can refer to activities and opportunities in both the formal and the informal sectors. Traditionally, employment has been considered to be those efforts compensated by money or cash income. Increasingly, as indicated earlier, employment is being broadened to include efforts compensated through bartering for goods, exchange of services or where compensation is to the household unit rather than to the individual as in the case of unpaid family workers. With very few exceptions, however, the concept of employment has not been expanded to include such activities as provision of fuel, water, clothing, child care, health care or food processing and preparation.

By contrast, the UN World Plan of Action and subsequent activities based on its concepts emphasize "the economic value of women's work in the home, in domestic food production and marketing and voluntary activities not traditionally remunerated." Therefore, we feel confident in interpreting employment (when expressed in conjunction with the UN World Plan of Action, with the program of action for the second half of the UN Decade for Action, and with the mid-decade World Conference) as including activities in both the formal sector and the informal sectors.

HEALTH

Health of women in developing countries is a vital concern to the UN as shown by its inclusion as one of the three main points of emphasis of the World Conference. Health, sanitation and nutritional education, as well as direct provision of health care services, are included as areas in which assistance can be given to these women to improve not only their own health, but that of their families as well.

Health status is one very important factor in determining the level of participation and productivity of these women. As was noted in the 1978 Report to Congress:

"Health constraints to women's participation include their general nutrition and health status, as well as their condition during pregnancy and lactation. In addition, time constraints are imposed by the woman's roles as "deliverer" of health care to family members. General health status is seldom known. Its most frequent surrogate occurs in the form of life tables and life expectancy, i.e., measures of the ultimate results of health conditions. Nutritional surveys also provide an indirect measure of some aspects of general health but are available for individuals rather than households. It is often reported that women in many developing countries have poorer diets than men, even though during pregnancy and lactation their requirements are critical. However, little data are available to either prove or disprove these statements. Visits to health care facilities cannot be used as an indication of health status since lack of such visits may reflect neglected health rather than good health. Thus, life expectancy, life tables and related statistics, such as maternal death rates, are the only type of nationwide data generally available which hint at the relative health status of men and women. Further insight to health constraints must

come from in-depth micro studies of the health status of women in developing countries. It will take many years before enough information can be compiled on a nationwide basis to produce a comprehensive data base. Where available, results of pertinent studies can be included as a part of the profile of women in areas or countries."

The BUCEN is providing basic tables of life expectancy at specific ages by sex and urban/rural residence where it is available. They also will provide infant mortality rates by sex and urban/rural residence. Both of these indicators, as noted above, provide some measure of overall health of various population groups.

There are other indicators, although not as widely available, which should be considered. They are:

1. Maternal mortality (death associated with pregnancy and childbirth),
2. The availability of maternal health care facilities in urban and rural areas, and of trained personnel to care for women during pregnancy and childbirth,
3. General nutritional and health levels,
4. Health-related educational programs.

Mortality data for some developing nations can be found in WHO reports. Data concerning maternity health care facilities and personnel have been compiled by the International Federation of Gynecologists and Obstetricians and the International Conference of Midwives. Data on women's general nutritional levels and general health levels and on sanitation are not generally available; however, some information may be available on the educational aspects of these topics, i.e. on number, type and participation in health-related educational programs in rural and urban areas of developing countries. Availability of more general health services will give an indication of health care of the populace in general, but supply no information about health care of women.

EDUCATION

Formal educational enrollment and attainment are available for women in most developing countries. The BUCEN is providing information on enrollment by sex, age and urban/rural residences as well as on

literacy crosstabulated by the same factors. It is, however, of importance to obtain information concerning other aspects of educational attainment such as completion of various levels of formal training.

Attainment is an important additional indicator because it allows analysis of educational trends (if given by age group as well as sex) based on a single census or survey. For example, the 1980 Census of most developing nations will likely show a higher percentage of females, aged 25-30, who have completed their secondary education than those of older age groups or, if not, should raise questions as to why no progress has been made. Enrollment figures give the same type of information when compared year after year (and are more current in addition), but are subject to changes in administrative record keeping procedures over time.

The content of both formal and informal educational training available to girls is extremely important in determining whether they will be able to participate in the development process, and in what role. It should be obvious that participation in any of the five ways listed under PARTICIPATION requires some type of training to be effective. Educational program content and degree of participation must be analyzed to determine whether girls and women are being prepared to fulfill both their needs and that of their developing society.