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# TRANSCRIPT OF PROCEEDINGS

AGENCY FOR INTERNATIONAL DEVELOPMENT

DEPARTMENT OF STATE

## WOMEN IN DEVELOPMENT CONFERENCE

Date: October 29, 1975

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SECOND DAY

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1 AGENCY FOR INTERNATIONAL DEVELOPMENT

2 DEPARTMENT OF STATE

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11 WOMEN IN DEVELOPMENT CONFERENCE

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18 9:00 A.M.,  
19 Wednesday,  
October 29, 1975

20 Auditorium  
21 The National Academy of Sciences  
22 2101 Constitution Avenue  
23 Washington, D.C. 20418  
24  
25

SECOND DAY

Women in Development Conference

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P R O C E E D I N G S

1  
2 MS. LONG: I want to welcome you to our second day of  
3 our training seminar. I have a couple of announcements to make.  
4 One, if you do not find your name on the list of participants for  
5 workshops, would you please see Alex Ralli and he will arrange to  
6 have you in a particular workshop. Also, Joan Coe, if she is in  
7 the room, you have been assigned to the agricultural workshop,  
8 and George Hill of Guatemala has been assigned to the agricultural  
9 workshop.

10 We had a great demand for participants to sit in on the  
11 rural development workshop. I think that is a sign of the times.  
12 Not all of us are quite sure what all of rural development means,  
13 and we regret that we really can't accommodate any more people.  
14 We have about 32 or 33 in that workshop, and we were trying to  
15 keep it down to 20 to 25. So we are sorry that we have to be  
16 somewhat strict on saying no to some of you that now want to serve  
17 in the rural development workshop.

18 We also feel that this morning, just before the lunch  
19 break and the movie, those of you that want to continue the dia-  
20 logue with the mission representatives from Korea and Costa Rica  
21 and Ghana, and there are others that would want to join in this,  
22 we feel that it is better for us to arrange this this morning  
23 rather than tomorrow, because today we are still in the same audi-  
24 torium. It doesn't lend itself to that much informality, but I  
25 think we can continue the dialogue. The representatives from those

1 missions are prepared to answer your questions in detail, so that  
2 this will probably take place around 11 or 11:30 rather than to-  
3 morrow as I announced at the end of yesterday's session.

4 We also would encourage you, because this has a futur-  
5 istic 1984 atmosphere, to warm it up a little bit by coming down  
6 closer. It would facilitate listening to you and ease us in the  
7 discussion, so we would encourage you to please stay toward the  
8 front.

9 Now, I want to announce the room numbers for the work-  
10 shops tomorrow, the workshop assignments and the room numbers.  
11 The agricultural workshop is in the Department of State, room 2248,  
12 and for those of you who are new to the State Department maze,  
13 that is the second floor and the second corridor, which would be  
14 close to the "C" Street side, and 2248 would kind of be in the  
15 middle of the building. Nutrition workshop is 3886, and that  
16 would be the third floor, the eighth corridor, and so it would be  
17 almost to the other end of the building in terms of the corridor,  
18 near the "D" Street side and over towards the 21st Street corner.  
19 Room 3886 would be about 21st and "D" on the third floor. Family  
20 planning is in 2884. That is roughly also about the 21st and "D"  
21 section on the 2nd floor.

22 Then there will be two workshops here in the National  
23 Academy building, one in education, room 280, and the other in  
24 rural development, room 180 in this building. The chairman of  
25 each workshop will sort of determine the lunch break, but we can

1 assume that most of the breaks will take place by about 12:30,  
2 but that will be determined by the chairmen in the various work-  
3 shops.

4 We are sorry that we could not show the film yesterday  
5 when we had a much longer lunch period, but we are delighted that  
6 we can show it today. We recognize that we are kind of packing  
7 in lunch and films, but we hope that most of you can stay and see  
8 the film that will be at lunch.

9 I don't think it is sheer coincidence that in today's  
10 time we can have a panel of all men, as we had yesterday, and we  
11 can have a panel that was a mixture of men and women, and today  
12 we have a panel of all women. I don't think that is a reflection  
13 that the organization simply decided to find the woman who was  
14 serving in their organization to represent them because of the  
15 agenda topic. I think it is also reflective that these were the most  
16 knowledgeable representatives in the various organizations here  
17 today to speak on the problem.

18 We are delighted to have an opportunity to share with  
19 others who are involved in development assistance our concerns,  
20 our success stories and our failures in our effort to integrate  
21 women into development assistance. As many of you know, AID's  
22 efforts in developing countries may constitute less than 5 per cent  
23 of the total development effort. In many instances development is  
24 being totally undertaken by the countries themselves. Since our  
25 effort is only minimal, it is important that if we are to make an

1 impact on women in development that others share the same concern,  
2 the multilateral agencies, the private foundations, other institu-  
3 tions.

4           So that we are delighted today to see reflected in the  
5 presentation this morning that most of the institutions now in-  
6 volved in development assistance have a concern about the utiliza-  
7 tion of women in the development effort. We also think that for  
8 those of you who are out in the field, coordination of our devel-  
9 opment efforts will lead to much more effective impact in the  
10 countries in which we are trying to assist. So it is important  
11 for those of you, of course, who do talk to your UNDP representa-  
12 tive in the field, who do talk to your church organizations, your  
13 other voluntary organizations, to get the perspective from the  
14 headquarters of the organizations that do business in the field  
15 so that we can do a better job of coordinating.

16           In our presentation this morning -- did I see Turid  
17 come in?

18           MS. SATO: Yes, I am here.

19           MS. LONG: Oh, I saw you come in; I didn't see you  
20 sneak up. We are delighted to have Nellie Okello, who will join  
21 us in a few minutes, who is with the Economic Commission for  
22 Africa. A lot was said yesterday about the Economic Commission  
23 for Africa about the analysis they have done, about the develop-  
24 ment of the African center. She is a member of the ECA staff, and  
25 she is a lawyer in Kenya. She has participated in International

1 Women's Year conference, and also participated in the seminar that  
2 was held during the International Women's Year conference that  
3 was held by the National Council of Negro Women in Mexico City.

4 We are also delighted to have Patti Okura-Leiberg -- and  
5 I think I pronounced it right -- Leiberg -- who is with FAO, and  
6 this helps continue the dialogue that began -- well, it wasn't the  
7 dialogue yesterday, but it will help us facilitate a dialogue  
8 that was started yesterday about FAO's programs. She is an eco-  
9 nomist here in Washington, the FAO's staff for North America, she  
10 has served in Rome's headquarters, and she has served in Bangkok  
11 with the joint FAO-ECOFAY (?) Commission.

12 Turid Sato, who I have had the opportunity to serve on  
13 a panel with and she gets right down to the point about what the  
14 World Bank is doing and is not doing, is currently a loan officer  
15 for Kenya and Tanzania. She has traveled in the East and Southern  
16 Africa, and she has first-hand information on the role of women  
17 in these societies.

18 Ulla Olin -- and I didn't get the chance to correct  
19 myself, if that is not correct -- is the senior officer in the  
20 Program Policy Division of the UNDP, is responsible for women in  
21 development mandates within UNDP, including implementation of the  
22 Governing Council's resolutions of January 1975. We are delighted  
23 that she could come down from New York and be with us.

24 Maryanne Dulansey, and we are just pleased that we  
25 could have Maryanne because when you decide to find a representative

1 from the voluntary agencies, it is very difficult to make a selec-  
2 tion. We think we have an excellent selection. Maryanne is with  
3 the American Council of Volunteer Agencies for Foreign Service,  
4 she is chairperson of the Subcommittee on Women in Development, and  
5 she is currently employed as a development specialist with the  
6 Catholic Relief Service.

7 Elinor Barber, who I met before, and I don't know if  
8 Elinor knows this, but I often tell the story to Mr. Parker that  
9 very early in the development of the Percy amendment Elinor and  
10 Adrian Germaine came to see me, and the most refreshing part of  
11 that visit was that they came from the Ford Foundation asking how  
12 the Ford Foundation can supplement some of the things we were try-  
13 ing to do in the Percy amendment. They were the first people who  
14 came that didn't have their hand out for a grant. We wish we  
15 could coordinate a little more than we have, and I look forward to  
16 that continuation of our coordinating each other's activities.  
17 Elinor is with the Ford Foundation. She is currently program  
18 officer in the office of the Vice President, International Divi-  
19 sion, and she is a specialist in education and language.

20 I think we will start out as we did yesterday. I think  
21 we will start with Patti, to start out again with FAO, and then  
22 pick up with Turid and Maryanne and then Elinor, in the order in  
23 which I presented you.

24 MS. OKURA-LEIBERG: Thank you, Nira. I must correct  
25 one thing about me. I am not the most knowledgeable, or even a

1 knowledgeable person in FAO on these matters of women in develop-  
2 ment, and I am sorry that we don't have one of our really compe-  
3 tent people from the field or from headquarters here. I consider  
4 myself a nudger. I nudge people at headquarters to get on with  
5 this matter.

6           Yesterday the director general of FAO said to this  
7 audience: "I hope and believe that in the years to come we will  
8 look back on 1975 as a turning point in the international  
9 approach to the economic and social development of the poorer  
10 countries." He also said that in seeking new dimensions in assis-  
11 tance to meet the demands of a new economic order, it is very im-  
12 portant to remember that most of the problems that we have been  
13 facing for years would not have become as serious as they have if  
14 in tackling them we had concerned ourselves more with the women  
15 of the developing world.

16           I think that most of us here would like to support  
17 that hope and may agree with that perspective of the job ahead of  
18 us. As is probably true of our sister U.N. agencies, a few of  
19 us here represented, there has begun in FAO a process involving a  
20 look by the Secretariat at the programs that they are managing,  
21 perhaps even a look at our own attitudes and perceptions, as well  
22 as a parallel process at the level of member governments in giving  
23 more explicit consideration to the role of women in rural develop-  
24 ment.

25           Because of the close relationship between food and

1 women, and this has been brought out many times, particularly so  
2 in subsistence agriculture, promoting awareness of rural women  
3 about their role and contributions -- their potential role and  
4 contributions -- has been a part of the FAO work program from the  
5 start. The home economics program, which includes components of  
6 family research management and nutrition education, is one of  
7 long standing. There is a move through this program to give more  
8 recognition in development programs to the farm family household  
9 as a basic production and consumption unit, and as a place, as  
10 we have heard so many times, where important decisions are made.

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

15           A national demonstration project in Kenya, which pro-  
16 vides, for example, guidance to more than 2000 women's groups, is  
17 serving as a model.

18           FAO is partner with the Economic Commission for Africa  
19 in the newly established African Training and Research Center for  
20 Women, and I am sure we will hear more about that a little later  
21 this morning. For many years, FAO with the World Health Organiza-  
22 tion, UNICEF, and UNESCO has been supporting applied nutrition  
23 programs, nutrition education through schools, and other efforts to  
24 reach rural women with information on how to feed their children  
25 better.

1           FAO, in cooperation with the World Food Program, has  
2 been assisting preschool and school feeding programs. I would like  
3 to say a little more about the World Food Program projects in a  
4 few moments.

5           For the 1976-77 biennium, FAO plans to establish an  
6 inter-regional Women's Development Task Force which will help to  
7 promote innovative approaches and strategies for the integration  
8 of rural women in development on a country-by-country basis. The  
9 task force members, in coroboration with nationals, will review  
10 existing country plans and programs on rural development and will  
11 emphasize the provision of education extension and research pro-  
12 grams and services for the improvement of family food and nutri-  
13 tion, of household and farm management, and of home and community  
14 environment.

15           FAO, in corroboration in national institutions, is  
16 launching a program of comprehensive case studies on integrated  
17 rural development. These case studies will include an examina-  
18 tion of the functioning of the farm family and the role of women.  
19 In this connection, I believe a consultant has already begun a  
20 program of visits to Sri Lanka, Indonesia, and Nepal to explore  
21 and identify their requirements to further the participation of  
22 rural women. She is taking part in several consultations on  
23 policies and institutions for integrated rural development. One is  
24 being held in Sri Lanka this week, and there will be one in Indo-  
25 nesia in December and two others in Africa in the latter half of

1 1976.

2 Now, we recognize a great deal more has to be done by  
3 FAO, both at headquarters and at the field. At the government  
4 level, the five FAO regional conferences and the United Nations  
5 World Food Conference, which were all convened last year, did give  
6 us further impetus to re-examine and intensify our assistance to  
7 programs for rural women. Staff in our regional and country  
8 offices have been alerted and a follow-up is being planned.

9 Now, the FAO Council in June of this year had before  
10 it a draft resolution on the integration of women in rural devel-  
11 opment, and I was pleased to learn that it was strengthened con-  
12 siderably at the initiative of the United States and supported by  
13 many countries. The director general was requested to ensure that  
14 current programs and projects are reviewed with an eye towards  
15 incorporating a suitable component benefiting women, and he was  
16 also asked to direct all our departments and divisions concerned  
17 with these activities to investigate, design, plan and implement  
18 and review on a regular and systematic basis all proposed projects  
19 and programs that may affect women.

20 The Secretariat has proposed that within existing FAO  
21 structure and resources, some mechanism be established to coordi-  
22 nate and monitor these actions and to develop a unified FAO pro-  
23 gram for the integration of women in rural development. We have  
24 only begun to think about it.

25 Finally I should mention that the FAO Biannual Conference

1 which takes place next month has on its agenda the item on the  
2 role of rural women in development. Mr. Parker mentioned this  
3 yesterday, as you will recall. But I am afraid when he said it  
4 was a central theme of the conference, he may have over-exaggerated.  
5 It is being considered under major trends and policies in food  
6 and agriculture, but it is No. 11 out of 11 items.

7           Nevertheless, I for one look forward to the possibility  
8 that member governments would strongly support the argument that  
9 it is essential to go beyond the concept of women in family life  
10 to that of women who could or who are now a vital force in pro-  
11 moting all aspects of agricultural and rural development.

12           Now, I wanted to say a few words about the World Food  
13 Program, which as you know, is the food aid arm of the United  
14 Nations system. Dr. Cleo Pressvalew (?) was asked to evaluate  
15 WFP assistance and the role of women on two separate occasions.  
16 In her first study, a preliminary study, among other things she  
17 concluded that while substantial quantities of food assistance  
18 had been given to women and girls through nutrition and health  
19 programs, school feeding programs, and to a somewhat smaller ex-  
20 tent through work for food for work projects, it was evident that  
21 few of the planners of the WFP-supported projects had paid parti-  
22 cular attention to women's needs.

23           Now, for her second study, she visited six countries  
24 which had WFP assistance programs: Colombia, Mexico, Indonesia,  
25 Pakistan, Tanzania and Tunisia. Now, her recommendations are, I

1 am sure, are nothing new to the audience. But she did suggest  
2 that in the areas of nutrition and health education covered in  
3 supplementary feeding programs, these should be upgraded by adding  
4 vocational training to help mothers free themselves from the de-  
5 pendency relationship that they may establish with the aid orga-  
6 nization.

7           Family welfare through population education should per-  
8 meate all programs assisted by the World Food Program, not only  
9 those related to nutrition and health. Feeding projects should  
10 reach a larger number of outer school girls in both rural and  
11 slum areas. For example, daily meals should become an incentive  
12 in projects assisted by other U.N. agencies for training girls in  
13 skills needed in agriculture production and in the health sectors.

14           She also suggested that WFP priorities should be re-  
15 vised to include both girls and women in training for agricultural  
16 employment and to broaden their opportunities for work. Food for  
17 work projects, as I mentioned earlier, have not as a rule included  
18 women as direct beneficiaries, and might include home economics  
19 and agricultural extension services.

20           The governing body of the World Food Program did meet  
21 earlier this month, and they generally welcomed these and other  
22 recommendations, including the one that a woman be appointed in a  
23 senior post at WFP headquarters to ensure that the needs and as-  
24 pirations would be taken fully into account in the formulation and  
25 implementation of WFP projects.

1 So on that upbeat note I think I will stop.

2 MS. LONG: Elinor?

3 MS. BARBER: I thought I was last.

4 MS. LONG: Oh, did I come out of order? I am sorry,  
5 I am not looking at my program.

6 MS. BARBER: I thought as you read us I was last. I  
7 was settling back comfortably for the next several speakers, rather  
8 than being nervous.

9 I think as I follow on what Patti Leiberg said, I am  
10 very much struck with the fact that the Ford Foundation is still  
11 very much at the stage of talking about why we are doing what we  
12 are doing and how we should do what we might do, rather than so  
13 obviously doing things, as FAO is and I suspect some of the other  
14 agencies are. Some things are going on, but we are rather contin-  
15 uously in a stage, as I have heard someone call it, of pencil  
16 sharpening, getting ready to do things and figure out what they  
17 might best be.

18 So much of what I shall tell you has sort of the qual-  
19 ity of the rationale of what we might do, rather than a descrip-  
20 tion of what in fact we are doing.

21 The problem of the relationship between economic  
22 development in general and the participation of particular groups  
23 in the developing countries in the benefits of economic change is,  
24 of course, of key importance to all agencies working in the de-  
25 veloping countries. It was stated in a 1972 working paper where

1 we became first rather self-consciously aware of the problems of  
2 distribution, that the effect of development on the distribution  
3 of income, status and opportunity within nations has been an acute  
4 concern among our staff in recent years, but note it was only in  
5 recent years. The same paper noted rather perceptively that we  
6 have in some sense not been concerned directly with the people in  
7 the developing countries, but with the nations into which these  
8 people are aggregated and in which they are governed. Economic  
9 growth in and of itself does not reduce distributional inequities,  
10 nor does it necessarily reduce sex inequality. Indeed it may  
11 aggravate both.

12            Esther Boserup in her seminal book, "Women's Role in  
13 Economic Development," has analyzed the complicated consequences  
14 of economic development for women's productive roles and status.  
15 Among the negative consequences Boserup has pointed out that with  
16 increasingly specialized agricultural production, boys and men  
17 have received necessary systematic training, while women's pro-  
18 ductivity, while not their workload, has tended to decrease. Some  
19 of Boserup's findings are confirmed by the report of the Indian  
20 National Committee on the Status of Women, which puts the problem  
21 more bluntly, and this is a quotation. "Transition from tradi-  
22 tional agricultural and household industry to modern organized in-  
23 dustry and services and from rural to urban areas destroys the  
24 traditional division of labor and substitutes the competitive re-  
25 lationship between individuals as units of labor for the comple-

1 mentary one of the family. Technological changes in production  
2 methods call for new skills. Women, handicapped by lack of oppor-  
3 tunities to acquire these new skills, find themselves unwanted by  
4 the new economy." This may overstate the case, even for India,  
5 since at other points the report points out that women are very  
6 clearly needed for certain industries. But the problem remains  
7 that the positive consequences of economic growth for individual  
8 people as against nations cannot be taken for granted.

9           It should be pointed out that new attention to women's  
10 social contribution and to their social rewards does not reflect  
11 a new crisis. I think it is important to point this out because  
12 we are very much crisis oriented, and so I think it is necessary  
13 to emphasize that this is not a new crisis. Things have not  
14 suddenly become drastically worse. Indeed in some respects, they  
15 have been slowly improving. But the pernicious consequences of  
16 inequality are now perceived in relationship to problems that are  
17 of critical importance.

18           Among these problems -- I don't need to spell this  
19 out for you -- are such matters as agricultural productivity,  
20 population growth, and the development of modern attitudes, which  
21 is one that hasn't been mentioned very much around here, the sense  
22 of having some control over nature, of planning ahead, of openness  
23 to new experience, and of tolerance to diversity, and the communi-  
24 cation of these attitudes to children.

25           This kind of concern is very obvious in some of our

1 people who are working overseas.

2           In addition to this kind of perspective on the impor-  
3 tance of the participation of women, the Ford Foundation has a  
4 second perspective which I think is not quite so obvious among  
5 some of the people I have been talking to here, and that is what  
6 one might for practical purposes call a global perspective. The  
7 strong commitment to egalitarianism that has turned the spotlight  
8 on inequality between the sexes has led to an emphasis on the  
9 multiply disadvantaged, namely poor women in poor countries.  
10 This emphasis was apparent at the IWY conference and in the World  
11 Plan of Action.

12           It leads, however, we think, to excessively sharp dis-  
13 tinctions between rich and poor countries or modern and traditional  
14 societies, Western women straining to shed so-called trivial con-  
15 straints, and third world women struggling to keep alive. It is  
16 slightly overdrawn.

17           It is important for us also to maintain a kind of global  
18 perspective on the problems of women. With this perspective it  
19 is possible to compare the status of women and changes in that  
20 status under different social, cultural and economic conditions  
21 that cut across the developing-developed country dichotomy. Cross  
22 cutting variables might be the type of economy that affects the  
23 status of women, type of government, historical traditions with  
24 regard to women's place, religion, demographic trends, or levels  
25 of urbanization.

1           This perspective also leads to a general concern about  
2 the international state of knowledge with regard to sex differen-  
3 ces and about the advancement of theories of sex roles. A  
4 broader global perspective may also direct attention to certain  
5 internationally oriented efforts to make visible particular prob-  
6 lems relating to women, women's health, multinational corporations,  
7 women's employment, or women's special legal disabilities.

8           So there is an effort in our organization to have both  
9 these perspectives in mind.

10           Well, so far I have given you some of the language that  
11 has to do with our continuing effort to understand why we are do-  
12 ing what we are doing. There is still this concern for justifying  
13 to ourselves this concern which really should by now, perhaps, be  
14 past the point where it needs this kind of justification. But  
15 give us a few more months.

16           We also spend a good deal of time trying to understand  
17 how we might best go about it in spelling out these possible ways  
18 and means and identifying what for us would seem to be preferred  
19 approaches.

20           I am going to skip some of this because I don't want  
21 to take too much of your time. One point that I think is worth  
22 making is we need to say to ourselves quite frequently; and I  
23 think perhaps it is important more generally, that there is a  
24 great deal of discussion of the possibilities of being culturally  
25 imperialistic in this field. It is necessary to be neither over

1 cautious nor to do things simply because it is possible to do them.  
2 Those are both traps, I think, in this field, that I think it is  
3 necessary to avoid.

4           When we get finally to spelling out our preferred  
5 approaches, not surprisingly we wind up with a rather familiar  
6 trio, the trio being research, education and training, and action  
7 programs. The lines between those three are not that easy to  
8 draw either.

9           First of all, then, research. Even in those countries  
10 where change in the position of women is a sensitive subject, it  
11 is possible to do research on many aspects of women's roles to  
12 obtain findings that have a significant impact on the recognition  
13 of inequality and potentially on the reduction of inequality.  
14 Furthermore, research both comparative and with a single-country  
15 focus is needed to understand better the extent to which sexuals  
16 are inter-related with economic problems, political problems,  
17 demographic problems and the like. Given the paucity of existing  
18 research, it seems premature to give support to only research that  
19 is directly policy relevant. You will notice that to some extent  
20 here we are sort of talking to ourselves. We are cautioning  
21 ourselves to stay away from things -- not to stay away from things  
22 simply because they are policy relevant.

23           The research that is needed may indeed be related to  
24 policy making in that it illuminates directly or indirectly the  
25 policy decisions of governments or other agencies, but research  
may also be important because it simply elucidates problems.

1           Then there is some discussion, again, about how we  
2 have to maintain this global perspective that I mentioned earlier.  
3 Again, I don't want to take too much time here.

4           One important component of program activities as we see  
5 them is education and training. In order to increase women's  
6 participation in policy making and in professional activities at  
7 various levels of professionalism, it is necessary to provide  
8 education and training. The justification for facilitating higher  
9 levels of elite participation by women is the fact that there are  
10 very few countries where there are significant numbers of women  
11 in government, in academia, or in the professions, the Philippines  
12 being a notable exception.

13           It is important to have women among the policy making,  
14 managerial and professional elites as evidence that women are  
15 valued and respected and that they can succeed. Also it is impor-  
16 tant, if not certain, that professional women will have special  
17 concern for the problems of poor women. By developing a cadre of  
18 elite women, it may be possible to exert wider influence on the  
19 welfare or rights of other women. This is to some extent an  
20 article of faith, but it is also one of the few things that for  
21 an organization such as ours it is really possible and practical  
22 to think about.

23           At a somewhat lower level of professionalization it  
24 would be well to increase the number of women who are able to  
25 provide agricultural extension services to women farmers who will

1 become local leaders of rural development programs for women.

2           Since even in those countries where there are only  
3 very few professional women there are at least those few, there is  
4 not likely to be very strong resistance to increasing the number  
5 of them. I would be quite consonant with our experience with  
6 regard to training men for planning positions and for different  
7 kinds of professional work if we make it possible for women to  
8 learn about development planning broadly defined, as well as about  
9 specific professional fields like educational administration,  
10 social science research or food production, or the management of  
11 population programs. The considerable experience we have gained  
12 in providing graduate training and internships from which, for  
13 the most part, men have benefited, could easily be applied to  
14 women. There is likely to be more support for this kind of acti-  
15 vity by other agencies, we think, and I think there were some  
16 examples of this given yesterday, but in the past our funds have  
17 been used constructively to support good people who could not find  
18 other sources of support. In the future we need to pay attention  
19 to the inclusion of women among those people.

20           We have given some support in the past to women's  
21 organizations, and if such organizations assume policy making roles  
22 or if they provide planned and effective social services rather  
23 than operating in the do-good context, their encouragement deserves  
24 a function similar to that of training.

25           Again, let me skip some of this prose.

1           The last component of this rather familiar trio are  
2 action oriented programs. There what we are going to is rather  
3 similar to the kinds of things that I have heard many times  
4 around here now, to go over all of the things that we are doing  
5 to try and figure out to what extent they might be modified, re-  
6 designed, expanded, so that they are more responsive to the  
7 inclusion of women to the needs of women, and so forth.

8           We, too, go around rather familiar tracks -- by now in  
9 this conference rather familiar tracks, I should think -- that  
10 have to do with the desirability of having one project that in-  
11 cludes men and women or having separate projects for women in  
12 certain situations, and I don't know that our thinking on these  
13 matters is any more sophisticated than anyone elses. I think we  
14 have come to the not surprising conclusion that in some situations  
15 you do one thing and in some situations you do something else.  
16 I don't think that this needs very much elaboration.

17           So, we come to the conclusion, and it is probably not  
18 a very surprising conclusion, that we find considerable overlap  
19 between what we are already doing and what it seems desirable for  
20 us to do. To some extent the differences are more quantitative  
21 than qualitative.

22           These major kinds of preferred program approaches are  
23 familiar, and many of the recommended kinds of research are al-  
24 ready going on to a limited extent and in a few contexts. What  
25 seems desirable is to encourage more efforts in increasing the

1 sophisticated efforts. The same is true of the development of  
2 professional women, that we are already doing some of this in ways  
3 that we know fairly well but that they need to be expanded.

4 I think I will start there, and later during the ques-  
5 tions there are some more specific things that can be said.

6 MS. LONG: I promised the panelists I will stay in  
7 the order, so Turid, we will start with you and keep from confus-  
8 ing everyone.

9 MS. SATO: I must say, though, contrary to perhaps what  
10 both FAO, which is fairly action oriented in terms of integrating  
11 women in their programs, and Ford Foundation, being on the talking  
12 stage, I think World Bank isn't even on the talking stage, in a  
13 way.

14 I would like to start with a little anecdote from my  
15 first day in the World Bank 5 years ago. I had asked to be as-  
16 signed to the East Africa Department because I had a background in  
17 Eastern African affairs, an economic involvement, and I thought  
18 that would be very useful for the bank. However, my personnel  
19 officer's immediate reaction was to say, "Well, we already have a  
20 professional woman working in the Eastern Africa Department, so I  
21 don't think we can assign you there." I asked, "Well, what about  
22 all the men who are working there?" Well, I nevertheless managed  
23 to get myself into the department, and I have been with them  
24 since.

25 The attitudes, however, have changed a lot since then.

1 Not only are the women being hired at increasing rates into the  
2 World Bank on the professional ranks, there is also an increasing  
3 awareness of the role of women in the development field. I think  
4 this can be explained to some extent by the departure of the bank,  
5 entering into a new type of lending. Several years ago you may  
6 recall that Mr. McNamara announced an all-out attack on poverty  
7 and also on trying to reach the so-called 40 percent poorest  
8 people in developing countries. This inevitably led into projects,  
9 rural development projects, nutrition-oriented projects, popula-  
10 tion projects, and also primary school education projects.

11 Inevitably the role of women would have to be considered,  
12 whether we wanted or not. After all, women comprise the poor, at  
13 least 50 percent of the poor segment of the people in the 40 per  
14 cent of the poorest people, and perhaps they are the larger por-  
15 tion of the two.

16 In reviewing bank supported projects, one will find that  
17 many projects take into account the role of women. For example,  
18 we had a dairy project in India supporting some 850,000 families.  
19 Well, in India the milking is done by women, so if they were going  
20 to have any improvement at all, the extension efforts would have  
21 to be addressed to women. If they were to train the men, clearly  
22 there wouldn't be much of an impact.

23 We had a similar case in Zambia. There was an educa-  
24 tion project where we were asked to finance farmer training cen-  
25 ters. Since women do about 60 or 70 or 80 percent of the farming

1 work there, and this is similar to many African countries, in  
2 fact, then the extension efforts would have to be addressed to  
3 women. The women should be invited to the farmer training centers,  
4 although in the past, the practice was that women did not get in-  
5 vited to the farmer training centers. Maybe only at the rate of  
6 perhaps 10 or 15 percent would women participate in farmer train-  
7 ing centers or the educational programs there, while the men were  
8 the major beneficiaries.

9           There was also a question raised in connection with  
10 raising the awareness of women in an education project in Oman a  
11 couple of years ago. The government preferred to construct --  
12 there were primary teachers colleges to be constructed, two of  
13 them, and the question was raised of who should these teachers  
14 colleges go to. Who are the students to be brought in? The imme-  
15 diate reaction was that of course men will become the teachers.  
16 The question was raised at a fairly high level in the bank, and  
17 finally it was felt that perhaps women also should have an access  
18 to teacher education, and in fact that became the outcome of the  
19 project. The project was constructed and agreement was reached  
20 that one would be for women and one would be for men. Neverthe-  
21 less, the large college was, of course, constructed for men.

22           So far there has been no instruction from our top  
23 management that in fact the role of women should be taken into  
24 account in the designing of development projects. However, there  
25 has been no construction to the contrary either, so in fact what

1 it means is that it is implicit that in the project design, if it  
2 is a good project it should be directed to the target group, and  
3 if the target group happens to be women, well then women should  
4 be considered. But as I say, it is not an explicit statement or  
5 instruction from the management, so that in fact it very much de-  
6 pends on the project officer or the loan officer to integrate  
7 women into projects.

8           So the problem as I see it in the bank is that the  
9 majority of the bank staff are ignorant, in fact, of the role of  
10 women in the development effort. It is no fault of their own. I  
11 think very few people in fact have considered this so-called new  
12 field. It seems evident to many of us that in fact it should --  
13 the role of women has to be considered in order to design a good  
14 project. But to some people they just haven't thought about it.  
15 They have never asked the right questions to enable them to de-  
16 sign the right project.

17           So I don't think there are many courses at the univer-  
18 sities that actually have programs on the integration of women in  
19 development. So we cannot really blame the bank staff for this.  
20 I think the bank staff, as you know, are mostly technical and  
21 mostly older and mostly men, and I don't think we can expect that  
22 they would automatically introduce the concept of women in devel-  
23 opment.

24           So, in my mind the real task then will become one of  
25 trying to prove or trying to enhance the awareness of these people

1 as to the role of women and the role they play in developing  
2 efforts. That would mean, of course, that some thousand staff  
3 members, of which about 97 percent are men, would have to be some-  
4 what re-educated, and I think that is a formidable task.

5 (Applause.)

6 I am nevertheless optimistic. I think that recently  
7 within the bank there have been a lot of discussion on the higher  
8 levels. I think there have been nudging and prompting from var-  
9 ious sources in connection with the International Women's Year.  
10 We thought some women -- some staff members within the bank felt  
11 that perhaps we ought to do something, since we are, in fact, the  
12 major lending institution for developing countries, so a limited  
13 effort was put up and we produced a little booklet which at least  
14 described a number of projects which we have, in fact, helped  
15 finance. I don't think it was by design that we happened to help  
16 women. I think it was, in fact, by necessity. But nevertheless  
17 we did make this effort, and it has caused a number of men and  
18 women within the bank to reconsider the position and start think-  
19 ing about the field. So I would say we are on the thinking stage,  
20 not on the talking stage.

21 I would hope, also, that the bank eventually will per-  
22 haps review the various activities or actions taken by a number  
23 of other agencies and perhaps learn from them, or also learn from  
24 some of the actions taken in terms of introducing, for example,  
25 the environmental awareness within the bank. Some years ago we

1 hired an advisor at a fairly high level who put up an environmental  
2 guidelines or handbook of sorts that was distributed to all the  
3 bank staff and all the project designers. The loan officers were  
4 required to read this book, and it was a formidable task, in fact,  
5 where they are illustrating several types of projects and outlin-  
6 ing the number of sensitive areas, for example, where a project,  
7 if not properly designed, could cause environmental damage, or  
8 where, for example, one could improve a project design by con-  
9 sidering the environmental implications.

10           Perhaps a similar effort ought to be done in connection  
11 with women. I would say that our booklet, and I don't have many  
12 copies -- if some of you want it, perhaps it has already been  
13 distributed -- gives a sort of introduction to that type of con-  
14 cept where analyzing, reviewing projects, the typical projects  
15 that we are involved with, and then citing a number of questions  
16 that ought to be asked in formulating projects. Perhaps that is  
17 one way that the World Bank could enhance the awareness of the  
18 bank staff. I think that to expect that everyone would be sensi-  
19 tized overnight is -- I don't have such high hopes for that. But  
20 at least it could be a first effort.

21           I believe it is really a question of time, and within  
22 a year or so I would think that we would have a more institution-  
23 alized effort in bringing up, or improving the awareness of bank  
24 staff in this field. We do, of course, have the traditional argu-  
25 ments to counter, and the most common argument used against

1 integrating women into development projects is: "Well, we don't  
2 know what the impact is going to be on the traditions and the  
3 cultures, so therefore we really have to be very careful." In due  
4 respect to the social and traditional sort of consideration, of  
5 cultural traditions, I believe that -- I go along with analyzing  
6 the impact that a project will have on changing cultural and  
7 social relationships; however, I don't think that that question  
8 should only be asked when it comes to integrating women in devel-  
9 opment. That question should really be asked when you are also  
10 talking about any development project. So to use that argument  
11 to dampen the effect, or to use that argument against integrating  
12 women, I don't accept.

13 I think, although this is maybe highly optimistic, I  
14 think in analyzing projects that a lot of these concerns become  
15 self-evident. I think the notion that a rural water supply pro-  
16 ject is contrary to broad progress, that it should not be consi-  
17 dered, of course that won't be possible. I don't think that that  
18 will follow. We have now launched a rural water supply program  
19 in a number of countries, or are about to launch some, and those  
20 projects, for example, inevitably would have a tremendous impact  
21 on women. I think woman, instead of carrying water for 2 or 3  
22 hours a day, she can use that time for better purposes and more  
23 productive use. Perhaps she can grow a little vegetable garden,  
24 she can start to introduce the vegetables into the diet, or she  
25 can sit up a chicken coop and she can use the protein and that

1 could improve the nutritionals. I think when it comes to projects  
2 of that sort, the bank will have to accept that the women are  
3 benefiting.

4 It is difficult to exclude women in a nutrition project;  
5 it is difficult to exclude women in population projects. It will  
6 come. It is a question of becoming aware or sensitized and per-  
7 haps improving the way a project is being designed so that it does  
8 take into account the effect on women, and perhaps designing a  
9 project in such a way that they will, in fact, improve the sta-  
10 tus rather than having a negative effect.

11 Now, I think that I will stop with that. I don't know  
12 how long I have taken, but perhaps we can go back to some of  
13 these questions later.

14 MS. LONG: Thank you. Incidentally, we do have copies  
15 of the booklet she has referred to, so we will try to get those  
16 to you, those of you that have not received one.

17 Ms. Olin, we will move in our order, then, to the  
18 United Nations.

19 MS. OLIN: Thank you. Well, taking my cue from the  
20 representatives of the Ford Foundation and the bank on the think-  
21 ing stage or action stage or wherever we are, I think we have  
22 reached the action stage, but don't worry. That doesn't mean that  
23 much, because we are also new to the game. Most things remain to  
24 be done, and whether the action we have taken is really effective  
25 remains to be seen, or rather depends on our following through on

1 what we have done.

2           Let me start by saying just a few words about what  
3 UNDP is and how it operates, not because I think you don't know  
4 these things, but to put the women's problem in its proper per-  
5 spective. UNDP is, of course, the largest source of funds for  
6 international technical cooperation, and all our projects, all  
7 our programs -- not all, but the vast majority, will involve  
8 three parties. There is the government, then there is what we in  
9 U.N. parlance call the participating and executing agency, which  
10 can be any one of the whole U.N. development system, and then  
11 there is the UNDP, that finances the U.N. contribution to a pro-  
12 ject.

13           Of course, UNDP tends to play a coordinating role in  
14 these activities. We have local offices in some 100 developing  
15 countries, and our operations are in very large measure decentral-  
16 ized, so it is our local resident representative who is quite  
17 crucial in working in our programs.

18           The way we program our activities is by means of a  
19 5-year -- usually 5-year program. It doesn't have to cover 5 years;  
20 it can be 3 or 4, occasionally even shorter periods of time, but  
21 this is the broad framework for our activities. It is a matter  
22 of the government indicating what type of project and activity  
23 they want to use the estimated UNDP funds that will become avail-  
24 able to them during a 5-year period. This estimate goes under  
25 the name of Indicative Planning Figure, the IPF, and at the moment

1 the programming cycle covers the period 1972 through 1976. We  
2 are just gearing up to the new programming cycle which will cover  
3 1977 through 1981. We hope, of course, that the problem of in-  
4 tegrating women in development may be given due attention in this  
5 new programming cycle, not least for regional and inter-regional  
6 projects which are, of necessity, programs in a somewhat differ-  
7 ent way from national projects, and which, of course, would be  
8 used to support training programs and research programs that to  
9 advantage can be done on a regional basis.

10           Then we have the Project Document for individual pro-  
11 jects design, and for the detail of operations it is the Project  
12 Document that one has to look to. The country program is a very  
13 broad framework and it is subject to change, because as I just  
14 said, it covers a 5-year period and very often one doesn't know  
15 very well what is going to happen beyond the first year of that  
16 country program. What goes into a country program does provide  
17 guidance to everybody concerned, but the country program can be  
18 revised.

19           Both the country program and the project design do, of  
20 course, reflect government planning. We work, in principle,  
21 through and with governments only. I think this is useful to re-  
22 member as the perspective from which one has to view the integra-  
23 tion of women in our projects and programs, because it means, of  
24 course, that women must become part of the government's machinery  
25 for planning and administration. This is in principle the only

1 way that they can become involved in our projects.

2           So you may think well, what on earth can we do? It  
3 reduces us to nothing. Well, not really. I think there is still  
4 considerable scope for our activities, but we can, of course, not  
5 force anything upon anybody, and it would be unproductive, in  
6 effect, to in any way try, regardless of the formalities. We do  
7 receive policy guidance from the governing bodies, most immediately  
8 the UNDP Governing Council, then the Governing Council in turn  
9 reports to the Economic and Social Council, and you have the sec-  
10 ond and third committee of the General Assembly, and finally the  
11 General Assembly itself. All the decisions and resolutions with  
12 a bearing on this problem are, of course, in a very broad sense  
13 our policy guidelines, but if we remember that these U.N. reso-  
14 lutions and regulations tend to reflect political, social and  
15 economic pressures of member countries, these very general direc-  
16 tives are not as uninteresting as one might think. I think they  
17 are usually quite pertinent to the problems that we are working  
18 on.

19           Of course, additionally, resolutions and recommendations  
20 of such major events in the international area as the World Popu-  
21 lation Conference, the World Food Conference, and the World Confer-  
22 ence of the International Women's Year are in many instances very  
23 clearly addressed to the U.N. development system.

24           We ourselves were asked at the Governing Council ses-  
25 sion in Manila in the summer of '74 to concern ourselves with

1 the problem of women's role in development, and we consequently  
2 presented a brief document on this subject to the January session  
3 this year of the Governing Council, and the Council, to some of  
4 my colleagues' surprise, endorsed everything we proposed, and in  
5 fact urged us to go beyond what we had said ourselves. We had as  
6 a result issued instructions to resident representatives which  
7 are similar to what I think some of my colleagues here have said.

8 We have instructed them to take up with governments the  
9 need to pay much closer attention to women's role in development,  
10 and wherever called for to try to include women in the very large  
11 number of projects involving rural development, for example, where  
12 they typically are excluded, no matter how relevant they are to  
13 food and other agricultural production. They do not get any bene-  
14 fits from agricultural extension projects.

15 But of course, as I think we all know, to change some-  
16 thing that is already in motion is not necessarily so easy, so I  
17 suspect that -- and also there is a lot of resistance some places,  
18 but not everywhere, and this I think it is important to remember.  
19 There is resistance, but it is not uniform. We are now working  
20 on a new policies and procedures manual, one concerning the pro-  
21 ject cycle, and here it is the nature of that instruction that the  
22 reference to women is very brief, but we have now a draft on pro-  
23 ject formulation, and in this one we have some very specific in-  
24 structions. It is a draft at the moment, but I think we have  
25 some very good instructions here, running three pages or something

1 like that, which deals not exclusively with women but certainly  
2 concerns women. I think it is well written and it mentions the  
3 problem in the proper ways, defines what the problems are, how  
4 complex they are, and that they cut across all areas, in fact.

5         Also, since the problem is so poorly understood, we  
6 felt it was necessary to try to educate and inform everybody what  
7 the problem is about, and for this purpose we asked Esther Boser-  
8 up, whom you all know, and a young writer called Christina Lillian-  
9 crantz (?), who is very much concerned with women's role in so-  
10 ciety, to work a book on integration of women in development, why,  
11 when and how, and I believe maybe you have it, and at the end  
12 there is an appendix which lists some useful questions to ask at  
13 the stage of designing whatever project you are dealing with. I  
14 think we have to remember it is not women's projects we are after.  
15 It is women's integration in the whole development effort.

16         Of course, we did participate and act as cosponsor to  
17 the seminar on women in development that was organized and spon-  
18 sored by the American Association for the Advancement of Science  
19 just preceding the Mexico Conference. We gave some financial  
20 support to the seminar, and I think it was a very useful under-  
21 taking, unfortunately too brief. That seminar was about 100  
22 ladies, mostly -- not only ladies but mostly women -- and was of  
23 a very high quality. It was an amazing collection of extremely  
24 competent women. It split up into five working groups, and I  
25 can, of course, only talk about my own working group. We dealt

1 with organizational problems, and I found it extremely good, very.  
2 useful, very productive, but the time was too short to write up  
3 our recommendations in sufficient length and with sufficient ela-  
4 boration and articulation so that the flavor of the discussions  
5 came through. We did produce some recommendations which I think  
6 were good, so I think it should have lasted a week rather than  
7 3 days.

8           Then, of course, as my colleague from the bank mentioned,  
9 I think it is indeed needed to increase the number of women on  
10 the staff of UNDP and in the other U.N. organizations, all the  
11 participating and executing agencies, and to hope that there would  
12 be more women on delegations coming to the meetings of our govern-  
13 ing bodies. If you do not have women involved in the planning  
14 stages, you are not going to get very far. UNDP has, as I just  
15 said, taken several initiatives. There has been a great deal of  
16 support, but now that 1975 is coming to an end, it is quite clear  
17 in many quarters that they feel that fine, we did it and now it  
18 is over, and that is all there is to it. By any realistic assess-  
19 ment, we have made a beginning, which I am very pleased with, but  
20 it is a beginning and without follow through it will not necessarily  
21 come to very much.

22           I think one of the questions that this conference --  
23 some key questions that this conference will concern itself with  
24 is the tools available. As I said, I think at the moment it is  
25 mainly a matter of we haven't reached beyond trying to inform

1 people so that they can start discussing the problem. Then for  
2 the details, well, it will take time, because we haven't done much  
3 and methods, et cetera, will have to be elaborated.

4 I think one thing that is needed and called for in one  
5 way or another, not least in the many resolutions passed in Mex-  
6 ico, is a need for a much more comprehensive analysis of develop-  
7 ment problems. In other words, I am quite happy when I hear that  
8 development is not only a matter of economics. I think it is  
9 rather a matter of proper economics. Of course it is a matter of  
10 economics. We are dealing with a world with problems of scarcity  
11 of resources, but we are talking as if economics is nothing but  
12 the narrowly mathematically conceived econometrics that some of  
13 our colleagues think of as being economics.

14 That is just not so. Women, in other words, are also,  
15 I think, needed as women. This I think we often tend to forget.  
16 We respond to the male establishment's definition of what develop-  
17 ment is, which is women are needed as women. This is not a prob-  
18 lem to women, that we are not necessarily as interested in some of  
19 the areas of competence that up till now are exclusively occupied  
20 by men. It may just be that something is lacking, and that women  
21 may have this to offer, because development, for example, is  
22 typically not only by the bank -- maybe most exclusively by the  
23 bank but certainly by other U.N. organizations, too -- conceived  
24 in rather narrow economic terms, and typically anthropology,  
25 sociology, demography, are happily excluded as being just sort of

1 marginal things, and yes, women, to the extent that there are  
2 resources, may concern themselves with this.

3 I think by now it is becoming even acknowledged that  
4 this is not the proper approach to development problems, and I  
5 think here is something that women need to emphasize as women,  
6 because in these other areas there is still a minority of women,  
7 but there are proportionately 10 or 15 times as many women in  
8 these areas at the higher levels as there are in economics, ad-  
9 ministration, business economics, et cetera.

10 Well, I think I will take too much time if I go on, but  
11 I think there are a number of illustrations of the complexity of  
12 the problem that are quite interesting and which I think may be  
13 clarified in order to generate ideas on what needs to be done.

14 Thank you very much.

15 MS. LONG: We want to end, then, with a view from the  
16 private voluntary agencies. As you can see, there are so many  
17 organizations involved and we could also have augmented this by  
18 adding other donor nations and their approach, and it has been  
19 very hard to narrow it, but we think we have given you a very good  
20 perspective. So that we will close on the private voluntary  
21 agencies' perspective to this problem.

22 MS. DULANSEY: Thank you, Nira. The American Council  
23 of Voluntary Agencies for Foreign Service has a constituency which  
24 is very heterogeneous and ranges from large agencies to small ones,  
25 from agencies who have an emphasis on relief and rehabilitation to

1 agencies which have very specialized, rather highly technological  
2 focus in development. Our membership includes agencies which have  
3 representation in developing countries and those which act as a  
4 channel for resources, without being there themselves.

5 So we have got a very motley crowd, you might say, and  
6 we have certain characteristics that it may be well to lay out  
7 for you. We are very different from the other groups who are  
8 represented here on this panel. We are non-governmental, to  
9 begin with. We are private. We represent people who are generally  
10 have a humanitarian concern for people overseas.

11 We have taken pride in focusing, in having our target  
12 group as the one which AID now in its policy statements has iden-  
13 tified, namely, the poorest majority. We have always been trying  
14 to reach them, albeit it is a difficult situation. It is hard to  
15 do.

16 We have prided ourselves on working with the people on  
17 the ground in developing countries and therefore perhaps have a  
18 somewhat different view of the situation of women in development.  
19 It may also be well to note that we have access to a meaningful  
20 amount of resources for development, some of which do come from  
21 the Agency for International Development, now beginning to come  
22 from the World Bank and UNDP, and to some extent the larger foun-  
23 dations, although not too much.

24 Therefore we are in a sense cooperants in the develop-  
25 ment process, but working from a different perspective and with

1 perhaps a different client group.

2           When International Women's Year came on, the Development  
3 Assistance Committee of ACVA created a Subcommittee on Women in  
4 Development. We quickly got down to a realization that two things  
5 were necessary. First of all, to think, to regard what we had  
6 done in the past, to examine it; and secondly, to take some kind  
7 of action about it. We hope there will be a balance between  
8 thinking and action. At the moment I can report that we are  
9 mostly still in the thinking stage, and it is coming down to the  
10 end of 1975. But I will give you where we are later.

11           We have prided ourselves, as I have said, on being hu-  
12 manitarian, on looking at the whole of the societies that we are  
13 dealing with, not dichotomizing it, because we feel that to com-  
14 partmentalize things, to cut things into pieces, is pathological.  
15 Our goal might be stated in general as improving the quality of  
16 life, another buzz phrase, currently. We have trouble, perhaps,  
17 targeting our objectives, and when we sat down as a subcommittee  
18 to look at some of the things that voluntary agencies have been  
19 doing and are doing which relate to women, we came up with a list  
20 of criteria against which we tried to look at our current programs  
21 to see whether they were really okay, as we thought they might be,  
22 or whether they were in need of major revamping.

23           I want to digress for a moment before we go through the  
24 criteria. I would like to make a comment on the title of the  
25 panel session. In the tentative agenda, this panel was listed as

1 "Integrated Rural Development," I believe, and it has become  
2 changed to "A Coordinated Approach to Assistance," which I think  
3 is very healthy and illustrative of the kind of thing that we in  
4 the subcommittee realized, that it behooves us to look at the  
5 problem as emanating, perhaps, as much from ourselves as from  
6 the target group, the people that we are working with. First  
7 things first, and it is ourselves that have to be examined first  
8 of all.

9 I would like you, if you feel like it, to take out a  
10 piece of paper and pencil and think of some project that you are  
11 involved in that has to do with women in development, and mentally  
12 run down this list of criteria with me. I will tell you that it  
13 is still in the process of formulation, that it is not for publi-  
14 cation yet, but the people on the subcommittee felt that it would  
15 be fine if I shared it with all of you. I would certainly like  
16 to have your feedback on what you think of it.

17 Okay. There are five major points, and some questions  
18 under each of these points. These criteria will apply to all  
19 development programs, not just those involving women.

20 No. 1, Initiation and leadership. Are there women in-  
21 volved in the initiation of this particular project? How many are  
22 there? Who are they? What kind of profile? What is their status  
23 in society? What is their role? Are they indigenous women? Are  
24 they responsible and are they responsive to the project partici-  
25 pants?

1           The second point -- and these are kind of overlapping,  
2 admittedly. The second point is about participation in the pro-  
3 ject and control of it. This we found to be kind of revolution-  
4 ary. We couldn't find any project in any case that we looked at  
5 that really met this particular criteria. Do women participate  
6 in the direction of the project? How? Characterize the struc-  
7 ture, whether it is formal or informal or perhaps non-existence,  
8 for participation and feedback. What is the participant's role?  
9 Will this experience change women's role?

10           We found out, parenthetically, that most of our pro-  
11 jects, many of which are targeted to women, -- voluntary agencies  
12 are very heavy in nutrition, health, agriculture, for instance,  
13 and general vocational education aimed at women -- we found out  
14 that women were target population. They were passive recipients  
15 or beneficiaries -- you have heard all of these terms before --  
16 and not really participants. That one shook us up a lot.

17           The third category is benefits. What are the benefits  
18 of this project to women? What are the direct and indirect bene-  
19 fits? How are they measured? Do the participants perceive them  
20 as benefits in key areas in their lives? Is the project structured  
21 so that having attained one objective the participants can move  
22 on to others? Does the project contribute to increasing women's  
23 access to knowledge, resources, the power structure? That is a  
24 very important one.

25           Four, social change, and this is really the first thing

1 that we thought of when we sat down to think about women in devel-  
2 opment. You know, is this going to change things. Does this  
3 project increase women's options? Does it raise her status? On  
4 the other hand, does it create dislocations, and if so, has the  
5 project anticipated them and made any provision to deal with them?

6 Fifth, process. Now, admittedly the definition of a  
7 project is something that has a beginning and an end. However,  
8 we think it is important to ask whether the project is treated as  
9 a piece of a process. How does the project relate to a larger  
10 plan? Does it stimulate a broader base for a continuing develop-  
11 ment? Is it flexible enough to adjust in course to changes  
12 identified as desirable? Of course, you have to remember that  
13 the people are participating, supposedly, and supposedly the  
14 people are the ones who are calling them desirable. Does the  
15 project treat women as an integral part of the family and of the  
16 community? Again here, we are conscious of the need not to  
17 dichotomize women, not so separate them out from the whole society.

18 The voluntary agencies feel that they have a long way to  
19 go in applying these criteria to the projects and improving them.  
20 We each trotted out what we thought was our best project, and we  
21 didn't look so good when we applied the criteria. However, every-  
22 thing is relative, and on balance perhaps the voluntary agencies  
23 do have something to contribute in the process of a cooperative,  
24 coordinated approach to assistance which attempts to reach groups  
25 of people who have previously been slighted, such as women. At

1 least we stand ready to join and see if we can do something.

2 MS. LONG: Thank you very much. May I just ask you if  
3 perhaps the questions are available -- I know they are still in a  
4 draft stage -- that we could reproduce them for those that may not  
5 have gotten them down. Of course, they will be on record, and  
6 they complement very well the questions in the appendix to the  
7 report that you mentioned in UNDP.

8 I think that we have too much to learn this morning to  
9 take very long with coffee, but I think this is the appropriate  
10 time for us to take just 5 minutes so that we can continue with  
11 questions, and I am going to be very strict about a coffee break  
12 and ask you to come back in 5 minutes. Thank you.

13 (Brief recess.)

14 MS. LONG: I hate to push you this way, but we are  
15 jammed today with outstanding resources. Someone mentioned on  
16 the panel the AAAS, the American Association for Advancement of  
17 Science seminar in Mexico. Dr. Irene Tinker directed that, and  
18 she will be here this afternoon, plus we will have other resources  
19 in the early part of the afternoon. I think it is a tribute to  
20 the people who are participating that all of us sort of wish  
21 that they could be it for the entire day.

22 We would like very much, then, to give enough time in  
23 our discussion at least to go on till about 11:30 to address ques-  
24 tions to our panelists. Also, I have asked those who were part  
25 of the panel yesterday to sit near a mike so that after a few

1 minutes of addressing questions to the panelists, you can also  
2 address any further questions you have to the panelists dealing  
3 with Korea and Ghana, and they are stationed by the mikes out in  
4 the auditorium.

5           What I am hoping to do is run this till 11:30 because  
6 many of you have asked to see the films, and they are excellent  
7 films, so that if we could start a little ahead of the lunch  
8 break, then all of you could take advantage of the time. So with  
9 your permission, then, we will run it till about 11:30 and hope,  
10 then, that we can start the films about 11:30. Some of you have  
11 asked to see them later in the evening, but I would rather take  
12 a chance on moving it up now if we can.

13           So without any further delay, let us open up questions  
14 to our panelists, and again I am just delighted at the represen-  
15 tation that we have.

16           I want to ask one, if you will let me just start,  
17 because I need to do some homework. We have been asked thus far  
18 if the UNDP has adopted a sort of impact statement approach. Are  
19 you applying the questions raised in the appendix to every project  
20 now at this time, and are you now adopting a sort of impact state-  
21 ment or series of questions that have to be addressed?

22           MS. OLIN: We have, indeed, issued these kind of in-  
23 structions. Whether they are in all instances being complied  
24 with at the present is something I can't answer, although I would  
25 venture to guess, given the nature of the problem and the state of

1 ignorance that we are all in varying degrees in, I doubt that it  
2 is as yet always being complied with. We are certainly aiming at  
3 that, and the guidelines that we are now working on for the new  
4 policies and procedures manual contain this kind of instruction.

5 But I must confess the other day I was invited to a  
6 meeting that considered the approval of a project in one of the  
7 Muslim countries, and nobody had given one thought to this problem,  
8 and the project most definitely would deal with women's problems,  
9 and if you are to deal with women's problems in one of the most  
10 heavily traditional Muslim countries, how can you do it unless you  
11 have women among the experts?

12 But that immediately leads to another problem and ano-  
13 ther question which I think is a good illustration of what kind  
14 of problems we are dealing with, namely, for the same reasons that  
15 you must have women to deal with women in some countries, single  
16 female experts cannot very easily live in some of these countries,  
17 so you have to consider the employment of married people and a  
18 married couple working on a project. So some of the problems we  
19 thought we had solved about nepotism and the like are right back,  
20 and we better take a fresh look at all kinds of things, including  
21 this one.

22 MS. LONG: Thank you. Yes.

23 MR. MONTENEGRO: A mere male may start the ball rolling  
24 here with questions from the floor. My name is Dan Montenegro  
25 from the American Institute for Free Labor Development. We are

1 under a contract to AID and work in Latin America and the Caribbean.  
2 I would like to address my question to several of you, and it has  
3 to do primarily with the criteria just listed and explained by  
4 Ms. Dulansey. Is there a chance that some of these things will  
5 come out in written form from this conference and be made avail-  
6 able to the participants? In our own program, in which I am the  
7 evaluation and internal review officer, the participation of women  
8 is one of our chief objectives today in training trade union  
9 leaders throughout Latin America and the Caribbean, and it would  
10 be very useful to have some of these criteria and other recommenda-  
11 tions and pragmatic suggestions from this group, and I have won-  
12 dered whether anything would be done in that field.

13 MS. LONG: Let me just interrupt for a moment to say  
14 the entire conference proceedings are being recorded and a report  
15 of the conference and a very definitive report of the conference  
16 will be distributed, and there will be probably some sections, an  
17 appended section, that would include this kind of comprehensive  
18 statement that was made by participants.

19 MR. MONTENEGRO: Well, I am glad to hear that, but may  
20 I suggest from personal experience in the past with such confer-  
21 ences that if criteria, pragmatic suggestions and so on are  
22 drowned in a great body of information on the whole conference,  
23 they are less likely to be useful than if these could be circu-  
24 lated separately as guidelines.

25 I would like to indicate just one approach that we are

1 using in the Institute that might be of interest to the others  
2 in this audience and the members of the panel. In our training of  
3 trade union leaders of all levels throughout Latin America and  
4 the Caribbean, we have made a conscious effort in the last year  
5 and a half to incorporate more women in the training courses than  
6 the number of women actually in positions of leadership, a sort  
7 of operation bootstrap, in order to break the vicious circle that  
8 has existed of not having more women than there already were  
9 leaders. So that hopefully this will result, and I think it is  
10 resulting in more women leaders emerging within the whole labor  
11 movement, and this is a very important channel to the power  
12 structure mentioned by Ms. Dulansey, of course. Some of these  
13 women, incidentally, have been so successful that they are sec-  
14 retaries general or presidents of large trade unions in which the  
15 membership is over 70 percent men. Thank you.

16 MS. DULANSEY: May I comment? Right on there, Mr. Mon-  
17 tenegro. I want to let all of you know that at the last meeting  
18 of the Subcommittee on Women in Development we decided that we  
19 wanted, indeed, to share these criteria with the whole development  
20 community, both the developed world and the developing world. We  
21 intend to publish these criteria, probably with fragments of case  
22 studies that we have looked at, as illustrations of how they  
23 pertain in an actual real world project situation.

24 The American Council of Voluntary Agencies does dissem-  
25 inate information to almost anyone who asks for it; however, if

1 there is any contemplation of a large user population I think that  
2 we would appreciate knowing ahead of time so that we might make  
3 printing provisions for it. We are very happy to share them,  
4 though. It is just that they are not quite in shape yet.

5 MR. MONTENEGRO: Thank you.

6 MS. LONG: There is a question.

7 SPEAKER: I would like to address this, please, to  
8 either Ulla Olin or Turid Sato. By the way, I was thinking that  
9 she was a different person from the World Bank, so I think perhaps  
10 some of us didn't quite hear that. We were assuming that she was  
11 the person reported in the program.

12 I have three strikes against me. I am an anthropologist,  
13 a woman, and even worse than that, I am interested in a very  
14 tabooed subject, namely breast feeding. One of the problems we  
15 find is, that you can find out any sort of information you want  
16 about sexual behavior, you can even get grants to study it, but  
17 there is something peculiar about breast feeding that seems to  
18 turn people into another kind of mind set completely. One of the  
19 problems we have in presenting this to any board is the tittering,  
20 the laughing and the, of course, breast jokes, which I collect, by  
21 the way, if anybody has any.

22 (Laughter.)

23 What I would like to ask you is -- I mean, this is a  
24 particular problem, as you can well see, which we have learned or  
25 are learning how to deal with, but we are not unique in that we

1 are presenting female problems. We happened to have picked a  
2 real roughy, and what we are interested, of course, in, ultimately,  
3 is infant nutrition. There are 2 billion human beings doing this  
4 particular function. We can't even get to first base to have it  
5 recognized anywhere. It is the major feeding mechanism wherever  
6 mammals are. Have you got some hints? Now to my direct ques-  
7 tion. Have you hints for us as to how to present not particularly  
8 mine but other female directed projects and concerns to the var-  
9 ious agencies which you represent?

10 MS. SATO: I think you are representing a certain type  
11 of project with the main objective of -- if the main objective is  
12 to help women, I think the reaction would be perhaps negative, in  
13 a sense, for example, in the World Bank. I think the main ob-  
14 jective that we are looking towards is to, let us say, reduce  
15 infant mortality rates, or in the population project it would be  
16 to reduce population growth rates. However, the beneficiary, of  
17 course, would be a woman, but the ultimate objective is not to  
18 reach women as such. It is to achieve a development effort that  
19 might benefit women but might not necessarily be the direct tar-  
20 get. In some cases it has to be the direct target, and I think  
21 in a breast feeding -- I don't know in what form you would struc-  
22 ture a project, but I was, for example, working on a project in  
23 Zambia, and education project where we also had the farmer's  
24 training centers for women. This project also had a component in  
25 it for health education, and the main aim was to -- well, Zambia

1 has a very high malnutrition rate, and they also have a very high  
2 infant mortality rate, one of the higher ones in the world. We  
3 introduced the curriculum in the nurse's -- well, we actually fi-  
4 nanced a number of nurse's training schools for all grades of  
5 nurses and medical assistants, and so forth. One of the aims would  
6 be to introduce the nutrition-oriented curriculum which also  
7 stressed breast feeding of one component, because we found in  
8 Zambia that the mothers who were so-called modernized liked to  
9 feed their little infants coca-cola, which, of course is not  
10 necessarily -- unless you can fortify coco-cola with something, I  
11 don't think that is the best nutritious food for a little infant.  
12 So, there was an emphasis on breast feeding in that program.

13 But it is usually tailored either in education programs  
14 or in nutrition programs, and the emphasis would perhaps not be  
15 to improve -- or the target is not woman, but she will be the  
16 beneficiary, in effect. There are a number of other examples, too.  
17 Perhaps --

18 MS. LONG: Judy -- we have some examples from Ghana,  
19 and Judy wanted to add to the question on --

20 MS. BRYSON: I would just suggest that one of the ways  
21 that is helpful on something like breast feeding is to dramatize  
22 its economic importance. This is what was done by a Ghanaian  
23 doctor who worked out that it would cost the country \$62 million  
24 per year in foreign exchange if Ghanaian women decided that in-  
25 stead of breast feeding their children they would all use formula.

1 This is quite an astounding figure when you estimate what an im-  
2 portant component of the import bill it would be there. So that,  
3 by putting it in these kinds of terms, then it becomes something  
4 which people in foreign assistance agencies can relate to. So  
5 you might look for this kind of way to put your problem across to  
6 get to the bankers and the financial experts.

7 MS. LONG: There was another question. Judith?

8 MS. BRUCE: Yes. This is related. I am from the health  
9 and planning field, and I am very accustomed to having people say,  
10 "Well, we have to be concerned with both men and women, and we  
11 must be integrated, and we must be holistic." I think that is a  
12 lie in many cases, because breast feeding is directed to women,  
13 and certainly family planning, given the current technology, the  
14 fact that women have babies, is 95 percent women currently, that  
15 we reach. By saying we have got to be integrated and holistic,  
16 much of what has been done has neglected the networks that exist  
17 between women, has served as a rationale to put men in the leader-  
18 ship positions and keep women out of the leadership positions, in  
19 family planning in particular, and in our efforts to understand  
20 that we are trying to address all of society and shrink from  
21 having categorical women's programs, we neglect very important  
22 ways of reaching women and involving them. I understand the  
23 argument for integration into all of development programs, but I  
24 think there are certain aspects of development and of health which  
25 are categorically focused on women, and if we understand that we

1 will be much more effective in reaching them and getting the  
2 message.

3 MS. LONG: Thank you very much. This is Judith Bruce,  
4 who is going to be with us also in our workshops tomorrow. If  
5 you could remember to give your names when when you speak. Joy?

6 MS. ZOLLNER: I am Joy Zollner. I think, though, the  
7 problems you talk about breast feeding illustrate perhaps one of  
8 the failures of the development process, because I think that the  
9 problem of changing from breast feeding to the formula came with  
10 a whole objective of modernization and development and education  
11 and you name it. I think one of the sad things about it is that  
12 it has been neglected. The nutritional value, the health value  
13 has been neglected for an economic and "social" development value,  
14 and I think it illustrates a very difficult problem when we are  
15 talking about development and some of the questions that really  
16 have to be asked when we do come in with development projects.

17 There was a doctor who died recently who was working  
18 with AID, I think in Dacca, as a matter of fact, and who had been  
19 working on the problem of nutrition and breast feeding and the  
20 whole process of child rearing in West Africa. He told several  
21 stories. On one side, here he was working for AID, he was a con-  
22 sultant, here he was trying to say to people, "Here is the best  
23 food you could ever give, the best thing you could ever do for  
24 your children if you continued in your traditional method," and  
25 in other areas he was having people also working for development

1 agencies saying, "It is more hygienic to boil water," where there  
2 was no water, to sterilize bottles, where it was difficult to get  
3 bottles, where it was very expensive to buy Nestle, and all the  
4 other products that were being sold. So I think it illustrates a  
5 very, very important problem when we are talking about the devel-  
6 opment process and women.

7 MS. DULANSEY: In the preamble to the criteria that we  
8 have there is a sentence that gets right at that, Joy. It says  
9 intervention may have negative consequences and we better think  
10 about them.

11 MS. LONG: Does someone else on the panel care to react  
12 to the comments? Turid, were you?

13 MS. SATO: Well, I was just going to say that I think it  
14 is not necessarily what, let us say, the development agencies are  
15 doing or not doing. It could be, but I think it is really the  
16 question of modernization having done away with some very sound,  
17 good practices of the past and having adopted a Western or some  
18 of the bad elements in, let us say, our society, where breast  
19 feeding for some reason, at least in this country, seemed to be  
20 out of mode and is only now being reconsidered as a possible way  
21 of feeding the child. Thank you.

22 MS. LONG: I might add, now, that our other panelists  
23 are by mikes, so we are sort of opening up the questions to any  
24 of the -- when Ghana talked yesterday about this re-evaluation  
25 which also was going on with some of the organizations in light of

1 International Women's Year, you recall a couple of our missions  
2 have mentioned that they not only looked at their possible new  
3 programs, but they went back and looked at the programs that were  
4 in operation. I am very curious, not only from the point of view  
5 of how we are doing that in the missions but how you are doing  
6 that in your organizations. How do you go back and look at pro-  
7 grams that are now in operation? If you find that there are  
8 modifications required, is it easy to make modifications in on-  
9 going operations? I just sort of throw that out to all of the  
10 panelists who have mentioned that they have gone through this  
11 re-evaluation of ongoing projects.

12 MS. OLIN; Well, I think the time scale is longer than  
13 half a year or one year, and we issued our instructions in the  
14 first form a year ago, and then we elaborated a few months later.  
15 It is too early to really report. We had reports from our resident  
16 representatives in the spring and they said they were looking  
17 into the matter. The results of this kind of thing, it takes a  
18 while before one knows. So I think it is generally too early. I  
19 am sure for many projects it can be done without any doubt at all.

20 May I come back to this one question about the need for  
21 approaching women only and statements against the holistic ap-  
22 proach in talking about women's role in development. The problem,  
23 as stated, I think, is more a matter of semantics, you know.  
24 Integration is a very broad term; it can mean many things. I  
25 think what is meant when we talk about the integration of women in

1 development is to include them in the development process. Not  
2 necessarily to neglect that women as mothers have special prob-  
3 lems, but in many societies you mentioned that certain problems,  
4 like breast feeding that we were talking about here, does not  
5 concern men. In order to work with women and to get women in-  
6 volved as leaders and all that, you can't do it without address-  
7 ing yourselves to men as well. It is impossible.

8 *DR. MARY RAINEY* SPEAKER: I don't know if this is going to work any  
9 better; maybe I will just forget about it. It helps? I am a kind  
10 of quiet speaker.

11 I have been wondering in the last day and a half now  
12 about another perspective, perhaps, on our question. Basically,  
13 it comes out this way in terms of this panel. Do we need to in-  
14 clude an impact statement on the effect of programs on the family?  
15 I was noticing yesterday when we had a panelist from Costa Rica  
16 that she was emphasizing a kind of a cost-benefit approach to a  
17 criticism in her statements about the fact that 50 percent of the  
18 people in higher education were women in Costa Rica, but that when  
19 it came to participation in the labor force that only 20 percent  
20 were participating in the labor force, and that this was a loss.

21 What bothered me here was I feel that this basic cost-  
22 benefit approach may be undervaluing the impact of education on  
23 the non-market activities of women, and specifically, that it  
24 may undervalue the role of the family in social and economic de-  
25 velopment. I see the family as being both an economic unit, in

1 that it produces goods and services for maintenance of family  
2 members, and also that it is a socialization unit, not only with  
3 respect to the socialization of children but in sort of a life-  
4 long sense in that it resocializes adults to enter and re-enter  
5 the labor force. It keeps people's morale up so they can go back  
6 and participate in school and in work, and it is sort of a  
7 problem solving arena. It has many lifelong sort of socializa-  
8 tion functions, and these, I think, could be enumerated in the  
9 sense that we can do time studies to show what family members are  
10 doing for each other, and perhaps if we need to, assign it some  
11 sort of monetary value.

12 But I also think that that approach, whereas it can be  
13 carried a lot further than it has been, because we just started a  
14 few of those kinds of studies, that there are still other func-  
15 tions that the family performs that cannot be measured that way.  
16 For example, Bolding (?) has pointed out the integrative function  
17 of the family, that it is the basic place where the foundations  
18 of trust are laid; you know, when the child is an infant it has  
19 its immediate needs satisfied, and it begins to trust its environ-  
20 ment. Later on the sort of reciprocity situation, where the  
21 adult does that for the child with a sort of expectation that when  
22 it gets to old age that it, too, will receive both financial and  
23 emotional support. Bolding goes on and posits that as the basis  
24 for trust in society, the social security system that you will in  
25 your old age in society receive benefits from having your income

1 taxed when you are a working individual.

2           So all this is to try to point out the role that the  
3 family plays in development that I haven't heard us yet make the  
4 case for here, and it would raise questions such as when we do  
5 our programs, if we are taking someone who has been a heavy parti-  
6 cipant in the non-market activity of the household, the non-market  
7 activities there, and we move them into the economy, if we consi-  
8 der those family functions to be essential in development, then  
9 perhaps we ought to ask the question how are we going to account  
10 for the functions that that person used to perform in the non-  
11 market area?

12           I don't want to be taken as making the case that we  
13 should not be moving women into the market area. In fact I think  
14 that may be the way of revaluing some --

15           MS. LONG: Could we hold the screen? Okay, thank you.  
16 Could you just repeat that last sentence? This was not any intent  
17 to cut off our discussion. It can go on as long as we feel that  
18 we have areas to explore, so our apologies.

19           SPEAKER: Thank you. I was trying to point out that I  
20 wasn't trying to focus on the family in the sense of justifying  
21 keeping women in the family. That in fact their earning in the  
22 marketplace may be a way of revaluing some of those very important  
23 roles that occur there.

24           At any rate, let me bring it back down to the question  
25 for the panel. To what extent do you see the family as an

1 important social unit to consider in development? If you go down  
2 statistics, you can compare men and women on a number of statis-  
3 tics, but you may miss -- you can say, okay, women are less well  
4 off in terms of literacy and a number of statistics -- but you  
5 miss the social unit of organization in society and how it may  
6 function. So I guess I have gone on enough.

7 MS. LONG: All right. Does anyone want to -- Ms.Olin?

8 MS. OLIN: Thank you. I will attempt a very brief re-  
9 ply, which I think also ties in with the earlier question and  
10 the comments I made about what we mean by integration. Personally,  
11 I surely see the family as a basic social unit, and I see no  
12 possibility of ever replacing the family as the basic social unit.  
13 Nevertheless, the problem of development is specialization, and  
14 all the functions that traditionally done by the family as an  
15 economic and social unit are now in large measure done outside,  
16 economic as well as social functions.

17 But of course in developing societies more than in the  
18 heavily industrial societies, the family remains a much more im-  
19 portant unit than it is with us. Nevertheless, again I think  
20 what we are dealing with is a very complex problem, the complexity  
21 of the problem of the integration of women in development. It  
22 is a matter of integrating women in development in such a way  
23 that you do not force her -- because you can't do it -- to abandon  
24 her traditional functions. But there are ways, surely, of teach-  
25 ing women modern farming methods so that they can grow more food

1 than they need themselves and they can sell part of it, and in a  
2 small community you can arrange for child care facilities. So  
3 you know, depending on where you are, you make the appropriate  
4 arrangements for what in modern society I see as what seems to be  
5 a very neglected problem, namely that we need partime work. I  
6 personally don't see why it should be limited to women, but I do  
7 expect more women with small children to take advantage of such  
8 arrangement, if we have it. Then also the child care center  
9 problem appears to me, at least, in a completely different light.  
10 If it is a matter of leaving children there for either 2 or 3 days  
11 for a full working day a week or for half a day, it is a totally  
12 different thing from leaving children in child care centers all  
13 the working week, which I myself see for small children as not  
14 such a very good arrangement at all.

15 So, you know, just hinting at the complexity of the  
16 problem, but of course the family is important, to me.

17 MS. LONG: Maryanne, did you have something to add?

18 MS. DULANSEY: I would like to use this question to  
19 illustrate how we are getting back to redressing an imbalance in  
20 how we are looking at and going about development, the one that  
21 I pointed out in the change of the title of this panel, and give  
22 you an illustration of something that actually happened. All of  
23 the agencies represented at this table have made policy state-  
24 ments about participation in development, and indeed it is one of  
25 the criteria. We avoided this very problem at sort of an early

1 stage of project development because of the participation.

2 We had a rather successful project in Honduras which  
3 organized rural women. We sought to use it as a model for regional  
4 programs in Central America and had a consultation with our coun-  
5 ter parts, who said no, this will create dislocation in the family  
6 structure, in society of the villages, that we don't think are  
7 healthy, the way we want our lives to go. It is much better to  
8 focus on the family as a unit. We avoided the problem. We make  
9 our own problems sometimes.

10 MS. LONG: Elinor?

11 MS. BARBER: I simply wanted to comment very briefly on  
12 my sense that the kind of question that was asked about breast  
13 feeding and the question that was asked about the family both  
14 show that an increasing concern for the role of women sharpens,  
15 I think, our realization that we don't know what we mean by devel-  
16 opment and we don't know what we mean by modernization. That the  
17 kinds of considerations that were raised by Maryanne Dulansey are  
18 terribly significant. That there are non-economic aspects -- and  
19 you raised this too -- to development, and that modernization does  
20 not mean something simple like modern technology, and that it  
21 seems to me that this new concern, for whatever reasons it has  
22 arisen, about the participation of women, may have the very im-  
23 portant additional function of making us think much more care-  
24 fully about what this by now sort of camp notion of development  
25 and modernization is all about, and we have come to reify devel-

1 opment in some curious way without ever asking us what it means.  
2 This gives us a new opportunity to step back and ask ourselves  
3 what we really mean by it.

4 MS. LONG: Jean?

5 MS. NORTH: I just wanted to say that in some societies,  
6 particularly most of them in Ghana, the issue is not one of taking  
7 women from the family and putting them into an economic situation.  
8 In most of the southern parts of Ghana, at any rate, women are a  
9 functioning part of the economic life, whether they are farmers  
10 or traders or a combination of both or other sorts of things. I  
11 believe that the family life can be enhanced, particularly in the  
12 more unsophisticated lifestyles, with an attention to improving  
13 the quality of their economic life.

14 This may be a different matter in areas where women be-  
15 come executives. They are separated from their families more,  
16 perhaps, but it seems to me that the issue of whether we are in-  
17 terested in developing women participating in a family towards  
18 development or participating in the economic sphere as an effort  
19 toward increasing development of a country, it is not pertinent  
20 in some societies.

21 MS. HUDDLESTON: My name is Vicki Huddleston, and I have  
22 worked in the field for a number of years, principally with trade  
23 union women and men. Right now I am consulting on women's sub-  
24 jects and evaluation.

25 I would like to address my comment and sort of question

1 either to the UNDP representative or the bank representative. It  
 2 is my feeling, at least at present, that it isn't so much a problem  
 3 or a concern of how do we put women into one kind of project in  
 4 one country, or how are women going to affect nutrition. These  
 5 are all very, very important, but basically it is not just even  
 6 development, it is a universal problem of women. It is a problem  
 7 in developing countries as well as countries that are developed,  
 8 women as they perceive of themselves.

9           Now, it would seem to me that if any project in develop-  
 10 ment is going to be effective, the people in the project who are  
 11 carrying it out, as well as those who are being acted upon, must  
 12 be aware of what is needed and aware of themselves, self perception.  
 13 Therefore, if women are carrying out projects, which they are in  
 14 very many cases, nutrition, public health, ec cetera, then the  
 15 perception these women have of themselves is vital to whether  
 16 these women will be effective in the project.

17           So far nothing has been done to direct any training  
 18 towards these women that would help them as women perceive of them-  
 19 selves as competent to carry out the role in which they have been  
 20 trained. Any kind of program, though, in which women will be in-  
 21 volved, or in which a development effort is made, has to rely upon  
 22 the local people in the population. Therefore, it is the effective-  
 23 ness, again, of the local person.

24           So, what I am directing my question to is what ways can  
 25 we think of this as a universal problem, and how can we integrate

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1 women into the development process through making her a more  
2 effective individual in carrying out any development project?

3 Thank you.

4 MS. SATO: I think I fully agree with you. It is a very.  
5 difficult problem of trying to, I suppose, train leadership in  
6 various countries. I think it is a question of education, I think  
7 it is a question of exposure, and those go far beyond whatever the  
8 World Bank could be doing in the field. The opportunities should  
9 be open to them is basically what we are saying. Provide the  
10 facilities, for example, educational facilities, for women to  
11 develop. To go into and start organizing an effort in terms of  
12 either a political or a social -- well, to have a program or a  
13 project that would actually enhance the awareness of women as  
14 leaders I think would be very difficult to have financed at this  
15 stage, at least by the World Bank.

16 I think really the question that we are finding diffi-  
17 culties, and this ties in with the social impact and the economic  
18 impact of women, is really a question of quantifying the economic  
19 impact of women. A woman has a tremendous economic impact in the  
20 home. It just so happens that we are not able to measure that  
21 impact. I.L. Lowe (?), for example, in his recent booklet on  
22 woman power, states that in fact the activities at home are not  
23 quantified in any way. They don't count these women as part of  
24 the labor force. Well, they are working 16 hours a day sometimes,  
25 but nevertheless they are not drawing a salary and therefore not

1 participating.

2           You have to appreciate, I think, our problems in trying  
3 to justify a project. We can only support projects that are  
4 economically justified, so the difficult task of quantifying bene-  
5 fits becomes and in fact is an enormous task. We are willing to,  
6 for example in an educational project, to forego the economic  
7 analysis in certain terms. That is, we believe that education is  
8 inherently good, and therefore we are willing to finance education  
9 projects without making those calculations. The same is true with  
10 population projects. So some extent this could be applied to  
11 perhaps some nutritional projects, but we are trying to quantify  
12 benefits, or if we cannot then we have to make qualitative state-  
13 ments. It becomes difficult if you cannot relate it to, let us  
14 say, the foreign exchange savings or the increased productivity of  
15 one sort or another. So we do have a real dilemma, and nobody has  
16 so far been able to work out an economic justification for, let  
17 us say, women in their -- economic justification or quantify the  
18 value of woman's work. Some countries, I think Sweden perhaps,  
19 is putting a value on that, but it has certainly not been accepted  
20 as part of our work.

21           So this is the dilemma I think we are facing. But I  
22 believe, to close on this, I believe that if we are able to come  
23 up with a fairly rigid analysis on the contribution that women are  
24 making we could perhaps be able to justify projects much more  
25 easily and be willing to consider them.

1 MS. LONG: Maryanne, did you want to add something to  
2 that, and then we have another question from the audience.

3 MS. DULANSEY: I just wanted to say that this problem  
4 illustrates very well the role for voluntary agencies, one that  
5 we have been filling. We have been very heavily involved in what  
6 is variously called leadership training or formation or human  
7 promotion or rural innovation. It goes by a lot of different  
8 names, but it is consciousness raising and preparing women for  
9 roles in the community.

10 We have also done an awful lot in what could be called  
11 the predevelopment arena, working with community groups before  
12 they are ready to form a credit union or a cooperative, for in-  
13 stance. I think that, again, this illustrates that we need to  
14 get together and talk to each other more so that we don't just  
15 look at one piece, a project as one piece of the whole process  
16 and not realize what went before and what has to become after.

17 MS. OLIN: I think this problem -- I don't see it in  
18 quite the terms in which the questioner put it. I think the status  
19 and the appreciation that we have of ourselves is something that  
20 derives from what we do and how the society views our activity.  
21 If you see the problem in this light, I think that everything we  
22 would be doing and hope we would be doing to better integrate and  
23 increase women's role in development will have just this effect.  
24 Then, of course, as part of increasing women's role in development  
25 is included communication program, the involvement of mass media

1 and problems like reclassification of the economically active  
2 population, changing the standard international classification of  
3 occupations, which is very biased. All these things are part of  
4 the research program on women's role in society and on the need  
5 to change the statistical base for the computation of the gross  
6 national product, and et cetera. It is a big long subject. I  
7 don't really think that it is primarily a separate problem. If  
8 women get more economic power, if they work -- it is not that they  
9 are not working. They are working most of the time more than  
10 men, at least in many, many instances more than men. It is that  
11 their work is so unproductive, and we have to see to it that their  
12 work becomes more productive. If we do all these things, then  
13 the women will act accordingly, and the status problem and all  
14 that will disappear.

15 MS. LONG: There was a question, and then I saw your  
16 hand, too.

17 MS. STADEL: Yes. I guess it is more of a comment,  
18 still. In listening to the panel yesterday and today, I still  
19 get the feeling that we are still designing projects for women,  
20 and I guess I want to ask where in the design of the project do  
21 we begin asking women to identify their needs? Where do we begin  
22 developing projects that respond to the needs of the people with  
23 whom we are working as they see them? To me real growth begins  
24 to take place when people can, rather than have other people  
25 identify their needs and their problems for them, when they can

1 begin to do this themselves, and choose alternatives that they can  
2 select and act upon.

3 I guess in the design of projects I seem to hear -- and  
4 correct me if I am wrong -- over and over again that the project  
5 is designed and that the local people might be consulted with, but  
6 I see you shaking your head. I guess that is what I heard yester-  
7 day, a little bit, where there seemed to be a problem with listen-  
8 ing, people said, to the local groups.

9 MS. LONG: Let me just start, speaking for some of the  
10 panel members as well as for AID. I think part of the problem, of  
11 course, is that most of us represent agencies that are responding  
12 to government's requests, and the difficulty, except for occasion-  
13 ally the private voluntary agencies which do not have to work  
14 directly with the government, is the way in which the governments  
15 themselves have developed the projects in which they come to us  
16 for assistance. I am not trying to offer it as a defense or an  
17 apology. I throw it out as a situation that simply exists. As is  
18 explained in UNDP, they are responding to a governmental request.  
19 AID in many instances is responding to a governmental request in  
20 which of course there is room for negotiation and nudging and ask-  
21 ing the pertinent questions, and of course, in order to ask those  
22 pertinent questions, becoming knowledgeable in some other fashion  
23 about the desires of the people that are to be the beneficiaries  
24 and participants.

25 But we do have a difficult problem that we ought to

1 acknowledge, and that is that many institutions are set up to work  
2 on a government-to-government relationship, and how do you over-  
3 come that I think is the question, and get to the people that you  
4 are attempting to serve with this two-way sort of work. With that  
5 I will let somebody else try to answer the question. I think you  
6 have that problem in the UNDP.

7 MS. OLIN: We do. I think I tried to refer to this  
8 problem in my opening remarks, that ultimately women do indeed  
9 need to organize themselves and make sure and work very hard to  
10 get a voice in their own governments. This is true for all of us.  
11 There is no other way of going about the problem ultimate. This  
12 doesn't mean that we cannot assist in the process, and the ques-  
13 tions that are listed here, for example -- are women included in  
14 the project planning team, and on and on -- you must have women as  
15 designers of projects and programs, and that is one aspect. The  
16 other thing is to reach women with project activities. Both areas  
17 need --

18 MS. LONG: I want to point our own experience. I worked  
19 in the war on poverty here in the United States, and as much as  
20 we are advocates of participatory democracy, I can well recall  
21 how revolutionary it was to consider the recipients as decision  
22 makers, and those of you who followed the domestic scene well  
23 realize what was unleashed when we attempted in poverty programs  
24 to include the recipients as participants and decision makers.  
25 We have an awful lot to do in developing government systems that

1 allow for that participation, and it is not always easy to do.  
2 It wasn't easy to do in our own country.

3           There was one question on this side, and then I see two  
4 questions, three over here. There was one more person I thought  
5 I had overlooked in this section. Yes.

6           MS. JONES: I have a comment with relation to my exper-  
7 ience in Nicaragua. I am Charlotte Jones with AID in Nicaragua.  
8 With particular to one project that was written up in the little  
9 orange book, I would like to clarify, first of all, that that pro-  
10 ject is not -- in English it is called The Role of Market Women  
11 Co-ops, but actually, the translation from Spanish is The Small  
12 Industry, Small Merchant Credit Union Program. We threw in the  
13 Role of Market Women slang in order to get it approved for sure.

14           (Laughter.)

15           It is one of the projects I would sort of like to have a  
16 comment on semantics. We keep talking about integrating women  
17 into national economies, and then everybody is getting up and  
18 saying well, women are already working, and it is quite true. What  
19 we need to do is make sure in AID, and I hope in the World Bank,  
20 which is harder since you don't have field missions, and in UNDP  
21 which is, I think, harder because they don't take it as seriously,  
22 at least the UNDP officers I know, and the others who have field  
23 missions, they have to sit down and look and not wait for the  
24 national planning offices, but take time out of their own staff  
25 time or take money out of their own pockets to do a little study

1 and find out exactly what roles women do play in each of the coun-  
2 tries. As I was saying yesterday, that is what we have done in  
3 Nicaragua.

4 Before we even did that, however, we had this particular  
5 project handed to us by a PVO in Nicaragua, and they came up to us  
6 having figured out what AID strategies are, and they said, "Have  
7 we got a project for you." They said, "We know AID likes rural  
8 areas, we know AID likes PVOs, and we know AID likes women." This  
9 was like a year and a half ago when they came up, so they had  
10 figured us out before we published all of the things, which gives  
11 me a great deal of hope about the PVOs, I will tell you.

12 Anyway, this project was an example of how we integrated  
13 a project, just one project, into the area, not aiming it at women  
14 but into an area where women are very economically active, and that  
15 is in the trade business, the commercialization, the small shops,  
16 almost all the small trades, the small industry in little towns,  
17 the rural areas which are service areas for your whole rural popu-  
18 lation, your famous poor majority. These women are maybe 60 or 70  
19 percent of the people who do handle that. They are not cultiva-  
20 tors of crops, but they are in fact maybe 50 percent of something.  
21 If you think of agricultural as the whole food production process  
22 rather than just the growing of a stalk of corn, you suddenly  
23 realize that the women are the ones who probably harvest that.  
24 Maybe they haven't planted the seed or run the ox around, but they  
25 have taken this thing off of the stock, they have stored it in

1 their house, which is a technology problem, they have saved seeds,  
2 maybe, for next year. Nan Frederick and I have had these conver-  
3 sations. They have shelled the corn, they have ground it up, they  
4 have fed their families, they have made the tortillas, and so many  
5 points along that line the word agriculture just doesn't refer  
6 to. The famous GNP measurements and economically active measure-  
7 ments that census takers take do not take that into account.

8 I am going to be wandering a little bit, but I would  
9 like to emphasize the need for all of the international agencies  
10 to look very closely in each country, country specific studies  
11 about what roles women are active in and not try to integrate them  
12 into our programs but rather integrate our programs to where they  
13 are active already.

14 One last point about this particular project with rela-  
15 tion to women's view of themselves. We thought, here we were, we  
16 had helped set up credit unions all around which really provided a  
17 necessary service to women, we set it up so that they could govern  
18 themselves. The credit union elects three committees: a credit  
19 committee to decide on an administration committee and a vigilance  
20 committee to sort of make sure everybody is doing it. These  
21 credit unions were 60 percent, 70 percent women, and do you know,  
22 with very few exceptions they all elected men as presidents of all  
23 of these committees. I went around and visited about five of them.  
24 I just tore my hair out and I said to them, "Why are you doing  
25 this, because the project is not for women, but here you are the

1 majority?" "Well, men are the ones who speak to the public; men  
2 are the ones who make the decisions." These are the answers. So  
3 I think if we provide opportunities we shouldn't be so ready to  
4 assume that women will snap them up as far as leadership, as far  
5 as -- I am not saying participation, because they were very quick  
6 to join, but they were not quick to become leaders of their own  
7 credit unions.

8 Thank you.

9 MS. LONG: The gentleman here, and then Judy.

10 MR. LANDGREN: I just would like to make a comment that  
11 is sort of the reverse of much of what we have been talking about  
12 this morning. My name is Ray Landgren and I am the Food for  
13 Peace officer from Mauritania, which is a place that doesn't fit  
14 most of the patterns in that, as you probably know, it is a  
15 West African country, one of the Sahel countries that has been  
16 very badly hit by the draught. It is, of course, one of the  
17 Islamic countries, yet it doesn't fit any of the normal patterns.  
18 You have the most active woman's lib that I have seen anywhere in  
19 the world. You have women in more positions of real authority  
20 than most places, and certainly for an Islamic country it is in-  
21 credible. You have now for the first time, since the month of  
22 August, you actually have one of the cabinet members who is a  
23 woman. You have the head of the Red Crescent who is a woman. You  
24 have the head of a special education program for women who is a  
25 woman, and so forth. So there is no shortage of people to talk to

1 to find out what they want and this sort of thing, and they are  
2 actually going ahead and doing it.

3           But here I would like to get back to the title of what  
4 this particular panel is. One of the things that I have found is  
5 the real need for donor coordination. Of course, that is not  
6 unique to this particular field, but in a place like Mauritania,  
7 where you have probably 15 or more assorted donor countries plus  
8 volag's (?) plus this, that and the other thing, one of your  
9 primary problems is just trying to know what the other guy is  
10 doing and make sure you are not going down the same road, because  
11 the World Food program officer is the one in the U.N. who is re-  
12 sponsible for the women's programs. Fortunately he and I already  
13 have a very close sort of working relationship, both being in  
14 the food business, but we have to keep comparing notes, and we  
15 keep tripping over people who are involved in things from other  
16 donors that we didn't know about, and so forth.

17           So, I would just like to say that in this particular  
18 situation it is not so much finding the right people to talk to  
19 or finding things that need to be done, it is trying to be sure  
20 that you are all advancing more or less down the same path and  
21 not all doing the same thing at the same time.

22           MS. DULANSEY: Nira, may I make a comment?

23           MS. LONG: Yes, go ahead.

24           MS. DULANSEY: I don't know Mauritania, really, but I  
25 would just like to make a comment about what he said. In our

1 criteria formulation we became aware that women can be male chau-  
2 vinist pigs, women can have internalized value structures of male  
3 dominated society and act in the same fashion as men do. There-  
4 fore, we took care to ask in our first item whether the women  
5 leaders, for instance as you mentioned, the leader of the Red  
6 Crescent, were responsible and were they responsive to the project  
7 participants. Do they take care for the women who they are serving  
8 in their work or in their projects? It is tricky, but it is one  
9 of the things we found out we have to watch for.

10 MS. LONG: Judy.

11 MS. BRYSON: This is off of this sort of subject, but  
12 I wanted to go back to what you asked some time ago about the  
13 difficulty of integrating new elements into ongoing activities.  
14 I think there is a tendency to think that if you don't already  
15 have an impact statement in a project or a project is already  
16 approved and the people are on the ground and they are acting,  
17 that everything is sort of set in iron and you can't bring in  
18 these new ideas. In actual fact, development is a very dynamic  
19 process, and I think if we look at most of our projects we find  
20 that what we came out with in the end, even with all the sophis-  
21 ticated design systems and evaluation systems and so forth, is  
22 something very different from what we started with. That even  
23 though in the past we have got a project approved and is now  
24 operating, it hasn't taken into account some of these concerns of  
25 knowing for sure that the recipients are -- that what the project

1 is providing is what the recipients want, or that the project is  
2 responsive to the role of women.

3           If we try systematically to get the answers to these  
4 questions and then to work with the people who are implementing  
5 the project, I think that if we have hard facts and information it  
6 is very easy to change these people's method of operation, because  
7 most of them really are sincerely wanting to have their projects  
8 be a success. When they become aware that because their actions  
9 are misdirected and not being responsive to the people's needs,  
10 not talking to the people that are actually performing a particu-  
11 lar function, then --- this is what I have found, anyway, with the  
12 technicians I have talked to in Ghana, as I was mentioning yes-  
13 terday with this agricultural management seminar, -- when they  
14 became aware that if they didn't help their extension agents to  
15 focus on the problem of women in agriculture -- because in the  
16 past, as far as we can tell, most of the 1500 male extension agents  
17 are talking only to men and they are very discouraged because they  
18 are not achieving anyways near the impact that they would like to  
19 achieve -- so if they then become aware that the reason why is  
20 because they are directing their efforts properly, they want to do  
21 a better job and I think they will try to integrate these things.

22           But it is a question of having the facts so that you  
23 can make people see it, and I think this means that an awful lot  
24 more research needs to be done to find out what people really want  
25 and what women's role really is.

1 MS. LONG: I think we have time for just one more ques-  
2 tion.

3 SPEAKER: I am from USAID Peru. This is working, I  
4 guess?

5 MS. LONG: Yes, I think so.

6 SPEAKER: This is really a statement more than a ques-  
7 tion and is addressed to the voluntary agencies. After 6 months  
8 of study in the mission, the needs of our programs of the Peruvian  
9 women, we have practically decided that we would like to have a  
10 women-only activity. Washington is not providing funds and nei-  
11 ther is the mission, and in this sense we have found the OPGs very  
12 useful. Some of our activities have begun with special development  
13 SDAA assistance and then graduated into voluntary programs, and I  
14 would like to see the availability of the OPG fund made a little  
15 more public. We have already two groups which we are working with.  
16 One of these groups is, in fact, coordinating activities with a  
17 local women's group, and this would hopefully come up next year in  
18 a series of feasibility studies and economically productive acti-  
19 vities for women in intermediate migration zones, which is part  
20 of the target population.

21 MS. LONG: We had anticipated questions about the OPGs,  
22 so that not only have we asked John Ulinski to speak on that, but  
23 we also are going to ask the deputy administrator to discuss it,  
24 because it is a combination of the problems within the regional  
25 bureaus and also in the PHA. So that you raise a very good question,

1 and we hope that we will have other people throughout the week  
2 that are going to address themselves to AID's approach with the  
3 OPGs.

4 I want to thank all of the participants, and that includes  
5 all of you out here as well as the panelists that stimulated such  
6 a provocative discussion.

7 We will recess now. I apologize for the fact that we  
8 are giving you a short lunch break and we are filling it with a  
9 film, but we are also going to see if we can work out another time  
10 for the film, but we advise all of you to take advantage of this  
11 scheduling of the film now because all other possibilities are still  
12 iffy. So those of you that can remain, please stay. There are  
13 three. Some of you may not be able to stay for all three, but  
14 together they would run, I think, about 45 minutes.

15 Thank you very much, and we will be a little tolerant  
16 for those of you that are late returning from lunch.

17 (Thereupon, at 12:00 noon the conference was recessed  
18 until 1:15 p.m. the same day.)

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AFTERNOON SESSION

1:15 P.M.

1  
2 MS. LONG: I think we ought to get started. I want to  
3 apologize to all our participants for the tight schedule today.  
4 We have really been pushing you with 5 minute coffee breaks and  
5 one hour for lunch. I think we are also leaving you asking for  
6 more.

7 I might want to point out that this morning's panel was  
8 so exciting to the panelists that we kind of decided at lunch time  
9 that we ought to do something to sort of continue a dialogue be-  
10 tween the international agencies on these issues, so we are kind  
11 of formulating a kind of ad hoc organization where we can continue  
12 this exchange. Everyone was sort of committed to this coordinated  
13 approach to assistance, so out of the panel today may come some  
14 sort of permanent committee to exchange information on what we are  
15 doing.

16 This afternoon we are attempting to do several things.  
17 One, because we are going to move into workshops tomorrow along  
18 sector lines, we thought that those of you who are here from over-  
19 seas particularly would be interested in a sort of quickly overview  
20 of any new directions or new trends in special emphasis areas here  
21 in AID. So what we are attempting to do, and we hope it works out  
22 because we have really packed too much, I think, into today's  
23 schedule, is we want to provide you with an opportunity, so that  
24 you won't feel shortchanged when you go into your workshops tomor-  
25 row, with a chance to hear from our population and private voluntary

1 and humanitarian disaster relief people, and also from our techni-  
2 cal assistance bureau that has so much to do with the directions  
3 in which we are going in rural health, in agriculture and educa-  
4 tion and nutrition and what have you.

5           Before we do that, we think that it is appropriate that  
6 since we have a new bill that we get a sort of feeling of perspec-  
7 tive of an overview approach to many of the Congressional mandates,  
8 and we are very pleased that we have with us to start off this  
9 afternoon's session Alex Shakow, who is our Deputy Assistant Ad-  
10 ministrator for PPC, and without any further delay we are going to  
11 call on Alex first. Then we will have any questions you might  
12 have to Alex before we go into the next section.

13           So Alex, this is a presentation rather than an intro-  
14 duction, because I think you are known to most of us, and again,  
15 we will have a chance to react again to some of these PPC guide-  
16 lines and so forth that so many people in the field react to on  
17 Friday when we have another session with PPC in terms of documenta-  
18 tion requirements. But today's session is not on documentation  
19 requirements. Thank you, Alex.

20           MR. SHAKOW: This hall is somewhat foreboding. Can you  
21 all hear way out there? Nira has suggested that she would like  
22 this to be a transition, and I am not sure I know quite what she  
23 means by that, other than it is clearly a transition from lunch to  
24 the panel that you are going to have coming up this afternoon.  
25 I also think that you are quite likely to find that the panel is

1 in a much better position to give you a sense of where the new  
2 directions in the new mandate areas are than I will be able to in  
3 this very brief presentation. But I will try to ~~briefly~~ run through  
4 a few items, and then if there are any questions I would be happy  
5 to react to them, and if not, then just move on and let you hear  
6 from the experts in these various areas.

7 <sup>Congressually mandated.</sup> The <sup>clear</sup> areas of emphasis for the Agency generally in  
8 ~~these mandated areas~~ cover a wide spectrum, and as you know, the  
9 women in development aspect is one of the most important ~~of the~~  
10 ~~various mandate issues that the Congress has stressed to us.~~ <sup>As</sup> But  
11 we now ~~do~~ have a <sup>new</sup> bill, and I think it is important to indicate  
12 where we ~~are in this~~ <sup>stand with the</sup> new 1975 legislation, which ~~at least on the~~  
13 ~~House side~~ <sup>The House</sup> has passed, <sup>be</sup> and we ~~hope it will~~ brought up <sup>in</sup> on the Senate  
14 side very soon. What it ~~has done is to really take the areas of~~ <sup>This bill does make part of the 1975 legislation</sup>  
15 ~~emphasis stressed in the 1973 legislative history and generally in~~ <sup>specific emphases laid out in committee reports on the FAA of 1973.</sup>  
16 ~~the legislation and draw them entirely into the act itself, or~~  
17 ~~what we hope will soon be an act.~~

18 I don't intend to <sup>today</sup> ~~try~~ to exhort you <sup>once</sup> again on all the  
19 various elements of the mandate, but I do want to make sure that  
20 we <sup>pick</sup> ~~pick~~ off some of the important aspects. I hope that you have  
21 been able to keep up with where Washington, at least, thinks <sup>we</sup> ~~we~~  
22 <sup>is</sup> are on implementation of the mandate, <sup>You have received various</sup> both in terms of what you  
23 <sup>papers</sup> ~~have received~~ from us, <sup>including</sup> as the "poor majority" paper which came out  
24 as an <sup>aerogram</sup> ~~aerogram~~ several months ago and most recently by the full  
25 report to the House International Relations Committee on the

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1 implementation of AID's mandate. ~~There~~ I think we have tried as  
2 candidly as we possibly can to <sup>tell</sup> ~~lay out before~~ the Congress what it  
3 ~~is that~~ we think the mandate is and where we think we are going  
4 with it. I will come back to that in a moment.

5 The new bill, <sup>H.R.</sup> ~~the House 9005~~, ~~bill that has been passed~~  
6 ~~and was passed, in fact, by the House~~ by the largest majority or  
7 largest number of votes of any AID legislation, <sup>we</sup> I think, for the  
8 last 10 years -- something like a 90, 95 vote margin. <sup>It</sup> is a strong  
9 reiteration of <sup>points</sup> ~~certain of the elements~~ stressed, particularly by  
10 the House International Relations Committee, in its earlier <sup>reports.</sup> ~~work~~  
11 It stresses, of course, the three key sectors of ~~really~~ rural  
12 development or food and <sup>nutrition, including</sup> ~~agriculture, and food and nutrition, and~~  
13 the interrelationships <sup>of</sup> with agricultural development and rural  
14 development, population planning and health, and ~~then~~ education and  
15 human resources development.

16 The <sup>bill emphasizes the need to</sup> ~~stress throughout, and again drawn into the legis-~~  
17 ~~lation itself, is on reaching~~ the poor majority, which includes,  
18 of course, the selection of <sup>the people</sup> target populations, <sup>including</sup> particularly with  
19 reference to ~~including women, since that is the area that most in-~~  
20 ~~terests us at the moment; but clearly the poor majority emphasis is~~  
21 ~~strengthened by the references to the role of women in enlarging~~  
22 their participation in the development process.

23 The ~~emphasis on the~~ participation of the poor in the  
24 development process ~~itself, increasing their access to the resour-~~  
25 ces that ~~will~~ make possible <sup>improved</sup> ~~their improving their own status, both~~

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1 political, economic and social, is very much part of the new  
 2 <sup>Release</sup> legislation. ~~The stress on the use of private voluntary organiza-~~  
 3 ~~tions and increasingly on the university community, and the agricul-~~  
 4 ~~tural research area)~~ is stressed again in this new legislation, and  
 5 <sup>S</sup> special funding arrangements have been made for both of those  
 6 large resources <sup>of talent</sup> outside of AID's own direct hire or the private <sup>Capacity</sup>  
 7 <sup>Commercial</sup> sector, ~~areas of the U.S. economy.~~

8 <sup>The bill gives</sup> ~~On the health side there is additional emphasis being~~  
 9 given integrated health delivery systems, the merging together  
 10 wherever possible of ~~population and family health care~~ popula-  
 11 tion activities and family health care, ~~and this is an area~~  
 12 ~~where I know this afternoon you will have an opportunity to raise~~ <sup>ask</sup>  
 13 <sup>The panel</sup> some questions <sup>on this topic, ask</sup> ~~of those people who are here on the panel.~~

14 ~~There are in addition to these areas of emphasis that~~  
 15 ~~are consistent with the past legislation and with the legislative~~  
 16 ~~history~~ <sup>S</sup> some additional items that have been added in the new bill  
 17 that I think we need to look at, <sup>They are</sup> ~~as being~~ complementary to rather  
 18 than competitive with the ~~earlier~~ the legislation of the last  
 19 couple of years. There have <sup>for example,</sup> been some correctives added to the  
 20 stress on the rural poor by ~~some references to the need to also~~  
 21 ~~be of help to the urban poor.~~ As you know we have interpreted  
 22 <sup>Section 103 - Jordan and we have</sup> ~~rural poor~~ quite broadly to include, ~~under financing for section~~  
 23 ~~103,~~ market towns and those smaller urban areas that are quite  
 24 directly linked to the agricultural sector and are <sup>a</sup> very large part  
 25 of an rural development, integrated approach

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1 ~~So that the stress on~~ <sup>T new mention of the</sup> urban poor is really mostly <sup>intended</sup> to  
 2 assure that we are not going against the Congress's wishes as we  
 3 move into health or population or education activities in urban  
 4 areas. This is not a <sup>however, to be read as</sup> redirection of our emphasis away from the  
 5 rural poor and <sup>rewards</sup> to the Calcuttas of this world.

6 Energy conservation is another area where there is addi-  
 7 tional Congressional language, again <sup>using AID</sup> trying to find some ways of  
 8 modestly <sup>supporting development of</sup> being of support to fuel saving devices, particularly in  
 9 rural areas.

10 Then there is ~~a whole~~ special emphasis on intermediate  
 11 technology, which ~~again~~ either Ted Owens or Curt Farrar will be  
 12 able to talk about this afternoon if you wish to get into it in  
 13 detail. <sup>while</sup> Again, <sup>dubbed</sup> we have been in this area in the past, <sup>The bill calls for</sup> ~~this is a~~  
 14 higher focus on it, a more direct link of intermediate technology  
 15 to the other priorities of the legislation.

16 All of these, <sup>new elements</sup> ~~as I say, I think~~ are consistent with and  
 17 complementary to the general themes that have been emphasized in  
 18 the House legislation in the past and now by the Senate as well.

19 The major deletion from the old legislation ~~that now is~~  
 20 ~~part of the new legislation~~ is that there will be no more program  
 21 lending. That is basically the theme of the House-stimulated  
 22 legislation, and we have <sup>been</sup> operating on that assumption for the last  
 23 couple of years anyway, but <sup>HR 9005</sup> ~~it is now made~~ <sup>it is</sup> very clear that program  
 24 lending per se, and the transfer of resources <sup>via</sup> ~~in that~~ commodity  
 25 import <sup>program</sup> ~~is not~~ is not in the Congressionally supported program of

1 AID.

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2 The report this year stresses something which has become  
 3 a part of the Agency's interest in the last couple years in parti-  
 4 cular, and that is an increasing emphasis upon ~~output and~~ <sup>on</sup> output  
 5 orientation, ~~an ability to be able to point to our~~ <sup>the need to develop</sup> ~~our~~ <sup>Q</sup> project design,  
 6 and ~~project~~ implementation and evaluation systems which will per-  
 7 mit us to ~~be able to~~ determine that we have actually accomplished  
 8 something, and that is, of course, <sup>O</sup> One of the primary difficulties  
 9 that we have ~~in dealing with issues in areas that are so complica-~~ <sup>is proving that we have been successful; the problems</sup>  
 10 ted and so difficult, not ~~least of them~~ <sup>the</sup> being ~~enhancing~~ <sup>the task of</sup> the role  
 11 of women in development, but cutting across the board in all areas  
 12 that we work in. Finding an effective method of determining how  
 13 successful and how effective we have been is ~~one of the areas that~~ <sup>extremely hard.</sup>  
 14 ~~we are troubled by.~~ We are trying through various devices to  
 15 attack that problem. The Congress has given us special impetus  
 16 this year in ~~stressing that we ought to take very special note of~~  
 17 ~~this~~ <sup>has asked that we</sup> and start producing in our Congressional presentations and  
 18 elsewhere a ~~kind of~~ output data that would substantiate ~~the kind~~ <sup>one claim</sup>  
 19 ~~of problems that they are interested in our attacking.~~ <sup>that we are seeing results more attack on basic development</sup>

20 ~~problems.~~ <sup>problems.</sup> So, I guess <sup>W</sup> what I ~~need~~ <sup>mean</sup> to say is that the mandate is  
 21 here to stay. At various times, and particularly at the most  
 22 recent Africa mission directors conference, some of you heard me  
 23 say this. The mandate is not a one-time thing. We are ~~not~~ <sup>for example,</sup> going  
 24 to ~~go back~~ <sup>revert</sup> to program lending next year. There are obviously  
 25 various parts of the Congress that will differ as to how much money

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1 ought to be in the AID program, but I think there is now a great  
 2 deal ~~of~~ consensus <sup>on</sup> that the broad lines of the approach, <sup>on</sup> of the  
 3 participation strategy, and the emphasis on reaching the poor ma-  
 4 jority, and the concentration on sectors <sup>These elements are</sup> is very much a part of  
 5 the total Congressional support, and apparently also public sup-  
 6 port, for an assistance program.

7 ~~The important thing for me to emphasize beyond this,~~  
 8 ~~though, is that we tend to think that this is not an area that is~~  
 9 rigid or fixed. <sup>T</sup> That the broad lines are fairly clear but ~~that~~ in  
 10 our interpretation of the mandate, whether it be women in develop-  
 11 ment or any other aspects, ~~we find that~~ there are many difficulties  
 12 in proceeding swiftly and clearly because we are not as certain as  
 13 we might be as to how each of these approaches will play out in  
 14 the immediate circumstances of <sup>The</sup> each local country environment.

15 ~~That~~ <sup>W</sup> we have tried to tell the Congress that we do not have pana-  
 16 ceas<sup>and</sup> ~~That the kind of job that~~ they have assigned to us and <sup>which</sup> we  
 17 have eagerly accepted is a massive task which is going to take  
 18 many, many years to accomplish; ~~and~~ even to move slightly in these  
 19 directions is going to take a great deal of time, <sup>and money. In context on AID</sup> ~~That~~ we need to  
 20 find ways ~~which we don't now have of approaching problems with the~~  
 21 ~~largest degree of success in~~ <sup>D</sup> reaching the largest number of people  
 22 within the poor majority; <sup>helping to bring about</sup> and this means ~~seeking~~ basic changes in ~~men~~  
 23 societies, not simply by attacking small problems in small ways.  
 24 ~~There may be opportunities for doing that as well, but seeking~~  
 25 ~~basic change which will affect large numbers of people is one of~~

1 <sup>This is a</sup> the major targets of the new legislation.

2 <sup>admit that</sup> I think ~~from our standpoint~~ we don't really know exactly

3 how we are going to be able to do this, despite the long, accumu-

4 lated expertise that the Agency has. So we want to urge you to

5 ~~come to us and to come~~ forward with projects and ideas that you

6 think are responsive to the general themes of the mandate, but

7 don't feel that you are hamstrung by rigid Washington requirements.

8 ~~as to exactly what this mandate must be.~~ As I say, we have tried,

9 and particularly if you take a look at the implementation report

10 to the Congress, we have tried to make clear that there is a lot

11 of room for experimentation, that we are going to make mistakes

12 and there are going to be some failures, <sup>W</sup> but ~~that~~ where we think

13 the mandate in its <sup>guidance is</sup> ~~general sense may be~~ incorrect, we ought to

14 tell the Congress, or we ought to talk about ~~what~~ the difficulties

15 ~~are~~ at the same time that we forge ahead as ~~quickly and as rapidly~~

16 as possible ~~with the greatest degree of support that we can give~~

17 ~~you and you can give us in support of those~~ <sup>with</sup> projects which really

18 do attempt to reach the poor, ~~in a way that we have not always been~~

19 successful in the past.

20 So <sup>we</sup> we really do have a great deal to learn, and I hope

21 that you and your colleagues in the field, as you ~~begin to~~ examine

22 the problems of dealing with cross-sectoral issues or the specific

23 problems of women in development, ~~which is~~ one of the most serious

24 difficulties that we ~~probably~~ have to cope with, will feel free to

25 explore a bit, <sup>I hope</sup> and ~~that~~ you won't feel that you have to do exactly

1 what somebody may have done somewhere else, <sup>of</sup> ~~because~~ it clearly  
 2 does not necessarily fit the circumstances of your <sup>best</sup> country. If  
 3 people <sup>are told</sup> tell you that Washington is stuck on any particular approach  
 4 or, <sup>if you are given</sup> a rigid interpretation, I hope you will challenge us ~~on this,~~  
 5 because it may just be that we ~~ourselves~~ haven't communicated very  
 6 well. ~~to ourselves,~~ <sup>let alone to others.</sup>

7 ~~There was a task force~~ which I <sup>am</sup> in charge of which <sup>a task force</sup>  
 8 <sup>is</sup> was responsible for <sup>assuring implementation of</sup> ~~trying to implement~~ some of the mandate work  
 9 and to try to make clear that the mandate was part of the Agency's  
 10 overall business, and I want to stress that ~~from my standpoint~~  
 11 <sup>I</sup> this implementation of the mandate is not a PPC responsibility, it  
 12 is not a task force responsibility, but it really is the entire  
 13 Agency's program. All that we are trying to do is to serve as a  
 14 gadfly, or a supporter or a guide, ~~wherever possible to further en-~~  
 15 <sup>opportunities in</sup> hance ~~the opportunity of~~ the Agency to ~~effectively~~ implement the  
 16 mandate in its broadest sense.

17 So I ~~would~~ hope that during this conference or at any  
 18 other time that you find <sup>an idea</sup> ~~a way~~ that you ~~think~~ would be conducive  
 19 <sup>to others</sup> or helpful ~~to us as we provide further help to you,~~ that you would  
 20 make clear what that is, and tell us when you think we are wrong.  
 21 Even PPC has been known to have been wrong in the past. We are  
 22 willing to listen, and I think <sup>I</sup> the question of documentation, as  
 23 Nira said, will come up on Friday, ~~specifically,~~ and we will be  
 24 happy to talk about it then. But most of all, don't let people  
 25 tell you that there is a magic formula that can be applied which

1 is "the mandate." It is obviously <sup>marked by many</sup> ~~filled with lots of~~ areas of  
2 difficulty and we are all feeling our way.

3 So I think, Nira, at this point I would like to stop.  
4 ~~I maybe talked to long, and --~~

5 MS. LONG: Alex, I think you can field your own ques-  
6 tions, if there are any questions.

7 MR. SHAKOW: Okay. Yes.

8 SPEAKER: Alex, yesterday the regional administrators  
9 talked about the role of women as being like women in development,  
10 the environment in development, donkeys in development, any other  
11 aspect that you might want to include that is impacted on in some  
12 way, in contrast to their being a specific target group that might  
13 cause a disadvantage of the poor majority, someone that you would  
14 work with and through and somehow work together as a target for  
15 specific projects. They didn't preclude establishing projects  
16 that were directed specifically toward women, but again the empha-  
17 sis was rather on thinking through how a particular project would  
18 affect them. Do you see this as the major thrust of what the man-  
19 date is?

20 MR. SHAKOW: ~~I think the major theme is that~~ You need to  
21 look at who the beneficiaries are of the project. What is your  
22 target group, why did you decide to focus on that target group?  
23 Who are they and what are their problems? We have <sup>if you</sup> given some  
24 general guidelines as to <sup>what</sup> ~~what we think~~ the poor majority ought to  
25 be, and that includes, obviously, men and women and children, but

1 ~~the focus in all projects ought to be basically as to who are you~~  
 2 ~~trying to reach~~ <sup>is to be reached</sup> and why, and the analysis ought to be such that it  
 3 permits a reasonable person to look at a project and see that that  
 4 sort of an approach makes sense.

5 ~~Now, it seems to me that~~ <sup>S</sup> some projects are going to be  
 6 concerned across the board with enhancing the opportunities of the  
 7 poor people, whoever they might be, to gain greater access to re-  
 8 sources or have a better opportunity to enhance their lifestyle.

9 ~~It seems to me that~~ <sup>T</sup> there is lots of room for making sure in the  
 10 analysis that you do not in some ways restrict the opportunities

11 <sup>are not</sup> for women <sup>restricts in such a broad project</sup> unconsciously in that kind of arrangement, and the

12 ~~analysis would permit one to examine that question.~~ There are

13 other occasions where you <sup>we wish to achieve a</sup> really want to do something very speci-

14 <sup>purpose</sup> fically for a specific portion of the target group. ~~It seems to~~

15 ~~me that~~ <sup>T</sup> there is now fixed view as to how that ought to come

16 about; <sup>become clear from</sup> that it ought to ~~come out of~~ the analysis of the situation,

17 <sup>how</sup> ~~in where~~ we can be most effective in supporting a program that

18 will improve the lives of the most possible people.

19 I am not sure whether that answered your question or  
 20 whether I was just using it as a chance to get across something I  
 21 forgot to say <sup>before</sup>!

22 SPEAKER: I think it is a question of emphasis, because  
 23 if you decide that women are an objective in themselves, you would  
 24 establish criteria for determining what are acceptable levels of  
 25 what the administrator called quality in his keynote address

1 yesterday.

2 MR. SHAKOW: I guess I am troubled by any universal  
3 application of rigid criteria. It <sup>does</sup> seem to me <sup>that</sup> ~~we have to do some-~~  
4 thing special <sup>must be done</sup> in many circumstances for women. In other circum-  
5 stances just doing something for the group as a whole, for a  
6 society as a whole or a group in a society, will have the impact  
7 that you wish it to have. To prejudge it, <sup>is a mistake, I think,</sup> other than to recognize  
8 that of course there is a great deal that needs to be done to ~~kind~~  
9 ~~of~~ correct the imbalance <sup>against women</sup> that already exists in <sup>many societies,</sup> ~~society in support~~  
10 ~~of women, it seems to me that one has to~~ <sup>At one must</sup> again go back to the  
11 basic analysis. We need to focus on this topic, <sup>more carefully</sup> but I wouldn't  
12 wish to say at this stage that every project has to make a special  
13 exception for women. ~~That really needs to come out of the analy-~~  
14 ~~sis, conscious as we must be of what needs to be done to correct~~  
15 ~~that imbalance.~~ Obviously it depends to a large extent on how  
16 successful <sup>we</sup> you are in ~~convincing~~ working with the host govern-  
17 ments. I don't mean to imply here that the mandate in any way is  
18 intended to be a U.S. operation. In the shorthand of talking to  
19 this group about it I may be understating the continued emphasis  
20 upon the collaborative style of working with governments in a way  
21 which will come out with projects that are ~~joint~~ mutual concerns  
22 to both them and to us. But I am a little wary of excessive <sup>preconceived</sup> rigi-  
23 dities in this area.

24 MS. JOHNSON: In reviewing the total mix of missions work  
25 while it would not be expected that project for project women would

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1 be necessarily a subject of attention, would not a mission and a  
2 region expect that every country program would have a sufficient  
3 number of activities, projects which give evidence that the mis-  
4 sion is clearly working on integrating women into development in  
5 the sectors of activity? ..

6 MR. SHAKOW: I didn't hear the discussion yesterday of  
7 the regional administrators, and I would be interested on their  
8 views on that, but I think my view would be yes, ~~that we are, again,~~  
9 adjusting for individual country circumstances or areas of inter-  
10 est of the Agency and of the host government. ~~That~~ <sup>W</sup> we need to  
11 press and probe as far as we can in this area, but ~~that~~ in some  
12 countries <sup>it</sup> <sub>A</sub> may be possible to move much more swiftly and have many  
13 more projects which would directly relate to enhancing the role of  
14 women in the development process. In others it may not be. ~~I~~  
15 ~~think that,~~ <sup>A</sup> again, we need to guage the circumstances in each coun-  
16 try and each program appropriately. I would hate, <sup>In example</sup> ~~again,~~ to say  
17 that 40 percent of every country's program needed to be addressed  
18 to the problems of women. In some cases it may be, of course, much  
19 more than that and in other cases less so.

20 MS. JOINSON: Well, if we just put a country program on  
21 a scale of 1 to 10, a level of 1/2 point where there was activity  
22 that impacted on women and 9-1/2 that had no bearing whatsoever  
23 would, I assume, cause eyebrows to raise for any country program;  
24 whereas one would not say that every program should shoot for 4 or  
25 5 or 6. Is this a fair way to put it?

1 MR. SHAKOW: I am not sure myself on some of these  
 2 rough calculations of percentages of how much weight you attach  
 3 to this element in project review. I can easily conceive of pro-  
 4 jects where one ought to ~~mainly~~ stress the fact that it would be a  
 5 ~~non-negative~~ <sup>not have a) effect</sup> element. In other cases it would need to reach very  
 6 high. ~~I guess what I am saying is that~~ I am not sure that we are  
 7 far enough along now to know exactly how much weight we can apply  
 8 to this <sup>issue</sup> or even what makes the most sense as an objective way of  
 9 approaching enhancing the role of women. ~~But I am a little~~ wary  
 10 of getting too mechanical about it at the moment. We are at an  
 11 early stage, and perhaps out of this conference there is more  
 12 clarity than I am yet aware of. It is obvious that in reviewing  
 13 projects we need to be very serious about looking at the ~~question~~  
 14 ~~of~~ how the ~~problem~~ of women's role in this particular project in  
 15 this particular sector in this country is going to be addressed.  
 16 Then we have to make a judgment about whether we think that ~~that~~<sup>J</sup>  
 17 has been taken into account seriously enough or not. Following  
 18 a rigid pattern, I think if we began to see that we were concluding  
 19 over and over again that there was nothing we could do, clearly  
 20 that would be very troublesome and we would need to go back to  
 21 Square 1. ~~I think~~ <sup>Q</sup> on the other hand, ~~though, that~~ we are quite  
 22 likely to find that there are ways where we can make significant  
 23 inroads in various kinds of projects. But what proportion or what  
 24 average? I don't know enough about it to make that kind of judgment.  
 25 I am not sure we can do it ~~about~~ <sup>for</sup> other <sup>project</sup> elements; for example,

1 participation. A very key part of this whole strategy is that the  
2 poor will be engaged in the development process, and that means not  
3 simply as recipients but as active participants in decision making  
4 at all levels. *But*

5 I would venture that most of our projects don't have  
6 that in yet, in any serious sense, and it is something that we  
7 need to work on much much more. Now, one aspect of that is the  
8 role of women in participation, how women will participate. But I  
9 am afraid that we are still not doing nearly as well on the parti-  
10 cipation side in general, and that requires a good deal more empha-  
11 sis, a good deal more stress, and the integration of women's issues  
12 into that should be carried on at a higher level of intensity.

13 If Ted Owens were up here he would say that we are not doing nearly  
14 as well in implementation of the mandate as I ~~probably would~~ sug-  
15 gest. In fact, I keep using his imagery in saying that he thinks  
16 we are moving at 10 miles an hour when we ought to be moving at  
17 50 miles an hour, so you will find even within the Agency and  
18 among those of us who talk about the mandate from time to time, a  
19 good deal of disagreement as to exactly how much the Agency has  
20 done and not done.

21 In this area I would certainly agree that we are not  
22 doing as much as we need to, as much as we ought to, recognizing  
23 that this is one of the most difficult areas to work in, ~~and that~~  
24 Ted has a good deal more knowledge and experience in this area than  
25 I do and he is a lot more secure about how he thinks this might be

1 accomplished. We do have a great deal to learn about how this  
2 program could be made more effective and how in the kinds of environ-  
3 ments and societies we work in, that better participation can be  
4 applied effectively.

5 That is only one piece of it. Our rhetoric is a good  
6 deal farther ahead of us than the reality, and I think that we  
7 recognize that. That is why we are trying to tell the Congress  
8 that we have troubles in carrying out <sup>the mandate</sup> at the rate ~~in~~ which both  
9 we and they would like us to, ~~the full impact of the mandate.~~

10 MS. LONG: I think, Alex, we have time for one more  
11 question.

12 MR. SHAKOW: Well, you are saved. My long-winded answer  
13 has silenced everybody. On to your panel. The transition is now  
14 over, ~~and now into the panel.~~

15 MS. LONG: While our panel is assembling, we want to  
16 thank Alex. He was more than a transition from lunch to the next  
17 panel. The worst thing that could happen to a coordinator for a  
18 program is to have a change in schedule, and we do have a change in  
19 schedule, and it is germane to many of our panelists who are going  
20 to be workshop leaders and for those of you as participants.  
21 Senator Percy will not be able to speak to us as our final speaker  
22 on Friday; however, he is very much anxious to address the group,  
23 so he can come at 9:45 tomorrow. So what we plan to do is have  
24 you meet in the workshops as planned at 9:00, get organized in  
25 terms of your agenda and the introduction of the resource people,

1 and then we will ask you to come over here at 9:30. Senator  
2 Percy and Administrator Parker will both be here. We expect that  
3 this will last no longer than about a half hour, and then you can  
4 go back to your workshops as planned.

5 We regret this change, but this is what happens when you  
6 are utilizing people on the Hill, because there can be many  
7 changes. So, Senator Percy will be here at 9:45 tomorrow. We will  
8 ask you to come back into this room about 9:30. We will pass that  
9 word along to those of you who are not present.

10 What we are trying to do this afternoon, and I apologize  
11 for the time in which it is slotted, because I think that all of  
12 our panelists will have a great deal to say, but I won't pre-empt  
13 the people who are going to introduce the other resource people.  
14 Because Curt will have to slip out, and I am going to reverse the  
15 traditional order and permit Curt Farrar, our Assistant Administra-  
16 tor for the Technical Assistance Bureau, to make a few remarks, and  
17 then he will introduce his people, who won't talk, but just intro-  
18 duce them, and then we will have Harriet Crowley, our Assistant  
19 Administrator for Population and Humanitarian Assistance -- I never  
20 get the full title of that bureau correct -- who will address us.  
21 She will also introduce the people who are representing the humani-  
22 tarian side as well as the population side.

23 What we are attempting to do in the next hour is to give  
24 you a kind of quicky overview of our sector approaches, because as  
25 the mandate calls for the integration of women in development, and

1 it cited Sections 103 to 105 -- I should know it by heart -- but  
 2 it cited it in reference to the sector approaches, we think that  
 3 you deserve a kind of overview from those people who are working in  
 4 it.

5 Now, without pre-empting their speeches -- and I am going  
 6 to also ask Curt and Harriet, to the extent, Curt, you can stay  
 7 around, to field the questions, because I would love to sit in the  
 8 audience and learn. We will ask you, Curt, to start off.

9 ~~MR. FARRAR: From here?~~

10 ~~MS. LONG: Yes, if you want to. Wherever you are com~~  
 11 ~~fortable.~~

12 MR. FARRAR: ~~This is fine.~~ Thank you very much, Nira.

13 I appreciate the chance to start, and I will stay as long as I can.

14 I perhaps should <sup>explain</sup> ~~make a word of explanation~~ that at 3:00 there is  
 15 the first formal meeting of the U.S. delegation to the Food and  
 16 Agriculture Organization conference which begins about 10 days  
 17 hence in Rome, and one of the reasons I ~~do~~ want to be there at the  
 18 beginning and throughout is that there is a small argument over  
 19 what our position ought to be on the subject of women in develop-  
 20 ment, which is one of the main topics on the agenda of the <sup>FAO</sup> confer-  
 21 ence, as you learned yesterday when Dr. Boerma was addressing you.  
 22 There is a slight move on to try to take this occasion to reintro-  
 23 duce the subject of home economics as a major theme in FAO pro-  
 24 grams, and ~~I guess~~ it is my opinion that perhaps we might have a  
 25 few other things a bit more relevant to say on that subject when it

1 comes our turn to address the FAO conference in Rome. I hope that  
2 you will think I am absenting myself in a good cause.

3 I face a difficult job in talking to you even briefly at  
4 the moment, which is quite the usual situation for me as head of  
5 the Technical Assistance Bureau. All the interesting and specific  
6 subjects are left to my colleagues, and I have a hard job to  
7 choose something to say without pre-empting what they will be talk-  
8 ing about as we go along.

9 As you listen to each of them talk about how the programs  
10 they are responsible for relate to women in development, I think  
11 you will hear three kinds of things. There will be some <sup>activities,</sup> not very  
12 many ~~activities~~ yet, but ~~there are~~ definitely some, that are spe-  
13 cifically concerned with the role of women in particular develop-  
14 ment activities or in developing society and the development  
15 process in general.

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

22 There are also some projects which are specifically con-  
23 cerned with the role of women in particular fields, such as nu-  
24 trition, <sup>or family planning.</sup> ~~and on the population side of the~~  
25 ~~house in that field.~~

1 Probably <sup>most</sup> ~~more~~ of our attention to the question of women  
2 in development <sup>until now</sup> ~~to this point~~ has been devoted to ~~an effort in~~  
3 looking at our whole program. Here I should perhaps add that the  
4 Technical Assistance Bureau, ~~of course~~, is not concerned only with  
5 the particular centrally funded activities that we have to budget  
6 for and manage, but with the entire range of the Agency's programs  
7 in ~~the particular~~ technical fields. <sup>And</sup> ~~We~~ are concerned with how our  
8 work in education, in nutrition, in agriculture does affect the  
9 role of women, even when the particular subject of the project is  
10 not specifically the role of women.

11 Now, one more general comment, and then, I am <sup>well</sup> ~~going to~~  
12 as Nira suggested, introduce my colleagues. I have a certain  
13 sense that I am participating in a continuous conference. Alex,  
14 ~~and~~ Harriet and I were all last week at Dakar in Senegal with the  
15 African mission directors, and quite a number of you were also  
16 there and are now here listening to us again. The subject I am  
17 going to address now was a principal subject there, but I guess it  
18 really is one of concern throughout the Agency, which is: how does  
19 what is done in the centrally managed programs, particularly the  
20 research programs, relate to the problem on the firing line <sup>in</sup> ~~on~~  
21 the field, in the missions, where the specific targeted development  
22 activities of the Agency are designed and are managed.

23 ~~I think that~~ In general terms, the relationship ought to  
24 involve first all selection of the right topics, so that research  
25 can be done on issues that are of importance to the countries in

1 which we are working and the people of those countries, and hence  
 2 to our programs. It depends on very effective communication of  
 3 results. It depends on not only selection of the right topics but ~~on~~  
 4 <sup>Careful</sup> design of projects <sup>so</sup> that <sup>they</sup> ~~are going to~~ produce results in a usable  
 5 form. And it depends, perhaps more than anything else, ~~I think~~  
 6 on the continuous searching efforts by people throughout the Agency  
 7 to be aware of what is being learned and to look for ways to apply  
 8 it, to come to the task of program development and program design  
 9 with an open mind.

10 We are trying very hard ~~in this year, throughout this~~  
 11 ~~year, from the point of view~~ <sup>in</sup> of the Technical Assistance Bureau  
 12 ~~to try~~ to open means of communication in both directions. We are  
 13 specifically looking at activities ~~that are~~ going on under the  
 14 management of the missions or regional bureaus to see ~~what results~~  
 15 ~~they throw up~~ <sup>which of them</sup> that should be spotlighted and made available to  
 16 the rest of the Agency for application. When it comes to applying  
 17 these general principles in the area of women in development, ~~you~~  
 18 ~~have~~ <sup>there is</sup> first of all a major opportunity for any of you, formally or  
 19 informally, to point out areas in which research and development  
 20 activities are needed.

21 Obviously your suggestions will have to compete in  
 22 priority for money and even more for the time of the experts, but  
 23 those suggestions are certainly welcome. ~~and~~ They can lead to  
 24 implementation through centrally financed activities of a large  
 25 nature; through what we call small research, which can be done very

1 *if the total cost is*  
 quickly, ~~projects costing~~ not more than \$25,000 to get a particular  
 2 piece of information or survey a particular area, ~~or~~ perhaps most  
 3 frequently, *all that is needed is to locate* through a sharing of knowledge that already exists  
 4 which may help in answering the question.

5 The second thing you can do is to be sure that whatever  
 6 is learned in your own programs is fully communicated and reported  
 7 in such a fashion that its significance for the rest of the Agency  
 8 is highlighted and can be taken advantage of.

9 Now, Marty, ~~I think you are there -- are you? This is~~  
 10 ~~your chair.~~ I will just say a word about each of the people who  
 11 will be talking <sup>with</sup> ~~to~~ you later on. Leon Nesser, ~~who is not the~~  
 12 ~~acting, but the Director of the Office of Agriculture,~~ <sup>is</sup> on the end.  
 13 ~~I first met Leon, whom I first met~~ <sup>who I first knew</sup> when he was working in ~~Bangladesh and~~ Pakistan,  
 14 ~~both at the same time, before the division,~~ <sup>and</sup> who is by background  
 15 an agricultural economist, ~~and who is in charge~~ <sup>Director</sup> of the largest  
 16 office in the Technical Assistance Bureau, the Office of Agricul-  
 17 ture.

18 Next to him is Jim Chandler, the Director of the Office  
 19 of Education and Human Resources, whose academic training is in  
 20 linguistics and whose experience includes Africa and quite a long  
 21 time in Laos.

22 Next to him, Marty Forman, the Director of the Office of  
 23 Nutrition, who is by training a sociologist and who recently  
 24 received a Distinguished Honor Award for the development of the  
 25 nutrition program on which he worked so effectively.

1           Then, skipping so I will stay in the order of your  
2 program down to the end, Dr. Lee Howard. He is the genuine doc-  
3 tor of the bunch, being a medical doctor, the Director of the  
4 Office of Health and a person who has specialized ~~really~~ in the  
5 area of development of medical services at low cost for people in  
6 the developing countries.

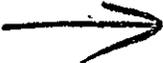
7           Finally, next to him toward me, Edgar or Ted Owens, co-  
8 author of the book "Development Reconsidered," a very successful  
9 practitioner of the philosophy that if you don't like the laws  
10 that affect the way you have to do your job, change them; ~~and the~~ <sup>he</sup>  
11 <sup>is</sup> head of our Office of Rural Development and clearly a leading  
12 spokesman for new ideas about the AID program.

13           ~~Now~~, Nira, I think I will stop at ~~that~~ <sup>this</sup> point and hand it  
14 over to Harriet. ~~Is that right?~~

15           MS. LONG: <sup>thank you.</sup> ~~That is right.~~ I do want to add that I failed  
16 to add in my presentation of Curt that he is an original member of  
17 the working committee that developed the guidelines of Women in  
18 Development after the Percy amendment was passed. I will use that  
19 as a transition to say Harriet, when you finish with your remarks  
20 then we will start out in the order of the program. I am sure  
21 that Harriet is perfectly capable of fielding all the questions  
22 that we will have after that.

23           I am very pleased to present Harriet Crowley. I hate to  
24 have a token, but Harriet is more than a token, but it is very ob-  
25 vious and we are pleased that this is our symbol of success as our

1 only woman assistant administrator in the Agency. But the one  
 2 thing about Harriet is she is not satisfied being the only one.  
 3 She is working very hard to have others join with her. So Har-  
 4 riet, we are very pleased to have you make your remarks now.

5  MS. CROWLEY: Thank you, Nira. I sound terrible, I look  
 6 terrible, and I feel terrible. It is all a result of the Africa  
 7 mission directors meeting, but I obviously couldn't miss this  
 8 opportunity.

9           The Bureau for Population and Humanitarian Assistance,  
 10 which includes disaster relief, but <sup>which</sup> ~~I think that~~ is not at point  
 11 here today, does include two major programs which are related to  
 12 women in development. The population area, a very major program,  
 13 is clearly directed at women, more than it should be, I understand  
 14 sometimes from the people in the field, particularly from women  
 15 who <sup>asked</sup> ~~say~~ why don't we have more women population officers in the  
 16 field. Why do men have all the jobs, and why aren't <sup>women</sup> ~~men~~ included  
 17 a little more? But nevertheless, in many ways it does offer,  
 18 aside from women's rights, their rights to control their fertility,  
 19 and ~~sexes~~, it offers training opportunities for women in large num-  
 20 bers and will continue to do so.

21           I am very impressed by the paramedical auxiliary nurse  
 22 training programs that are going on around the world. I think  
 23 these are going to increase.

24           It offers other opportunities as well, and I am going  
 25 to leave some of those for Dr. Joe Spidel.

1 The other major activity in <sup>the</sup> central bureau is the  
 2 private and voluntary programs, which as you know have started on  
 3 an <sup>expansion of</sup> upward path in the last 18 months and <sup>are</sup> growing <sup>ing</sup> very rapidly. These  
 4 are particularly interesting, I think, because I ~~think it is not~~  
 5 ~~in the things that I have been reading on the private programs,~~  
 6 <sup>while</sup> there is a mention (always) of the Percy amendment, which is required  
 7 ~~but~~ I detect there is a lot more interest in these <sup>programs</sup> in offering  
 8 opportunities to women than compliance with the amendment.

9 Some are particularly directed, some of the new grants,  
 10 to opportunities for women. But more than that, I am very inter-  
 11 ested in a kind of summary of last year's international meetings  
 12 that I attended. As the doggy in the window, I get put on inter-  
 13 national delegations. (Laughter.) I don't much like conferences,  
 14 but these I found interesting, and I was particularly interested  
 15 in Asian women who would get up in these meetings and say, "Please,  
 16 we want training in new agricultural methodology, in crops and  
 17 seeds for our women. First we want education."

18 Very practical pragmatic kinds of wisdom. In Africa  
 19 I found probably women more independent than in Asia, but also  
 20 seeking very pragmatic <sup>training</sup> marketing, the various types of skills which  
 21 are needed to produce things, and certainly in agriculture. Yet  
 22 few of the agricultural programs, for instance, offer any training  
 23 for women. Many of them are integrated, I should say, and I think  
 24 that is good. I think while sometimes you do need the special  
 25 <sup>programs for women</sup> programs, and I gather you have been over that point before, ~~for~~

1 women, the real problem is to include them in whatever the devel-  
 2 opment program is. My advice to most of the women in the inter-  
 3 national meetings was to go back and tell <sup>their</sup> ~~your~~ own government that,  
 4 ~~because that~~ is where the programs are approved and designed, and  
 5 you can be sure that you will have our cooperation. That is a  
 6 little harder said than done for many, of course.

7 I should add that in the disaster area, which is also  
 8 managed by this bureau, that we are soon to have a new woman  
 9 appointee next week at a high level, which will give us one more  
 10 point up.

11 I would like to introduce Dr. Joe <sup>Speidel</sup> ~~Spidell~~ of the Popula-  
 12 tion Office, who has a very good handle on research, which he  
 13 manages, but also on the broad range of programs; and Mr. John  
 14 Ulinski on my right, who is head of the private and voluntary  
 15 effort.

16 DR. <sup>el</sup> SPIDEL: Thank you, Harriett.

17 MS. CROWLEY: What do you want us to do now, Nira? Open  
 18 to questions?

19 MS. LONG: You can just go in the order of the program,  
 20 and then open for questions from the entire audience. We will just  
 21 go in the order of the program and have each division give their  
 22 remarks.

23 MS. CROWLEY: Where do you want to start?

24 MS. LONG: Well, you can start with Dr. <sup>el</sup> ~~Spidell~~.

25 DR. <sup>el</sup> SPIDEL: <sup>The programs</sup> ~~It~~ says Dr. Ravenholt, for whom I am

1 filling in. Dr. Ravenholt is ~~in~~ <sup>in</sup> another city giving  
 2 another speech, and is sorry he couldn't be here today. ~~I think~~  
 3 when we consider the population program in AID, as Harriett Crow-  
 4 ley mentioned already, <sup>we are dealing with</sup> ~~this is~~ a program which does focus more than  
 5 some of our others on concerns of women. Certainly the burden of  
 6 excess fertility and unwanted childbearing does devolve unequally  
 7 in a family, and it devolves more strongly on women. Therefore our  
 8 efforts to relieve this burden are, in effect, focusing a major  
 9 aid program on needs of women.

10 There are something like 3 billion ~~women living~~, men  
 11 and women, living in developing countries, and about one-fifth of  
 12 this number <sup>are couples where the wife is of</sup> ~~is of~~ reproductive ages, or about 600 million. Not all  
 13 of these couples ~~or numbers~~ are married ~~couples~~, and not all of  
 14 them are fecund, and some of them are in the process of achieving  
 15 desired pregnancies and childbearing. <sup>A couple can have</sup> ~~You are allotted~~ about 2.2,  
 16 <sup>children and without</sup> ~~I guess, for zero~~ population growth, <sup>these days</sup>. <sup>These factors</sup> ~~So that~~ reduces  
 17 the target population <sup>to whom</sup> we are concerned with providing fertility  
 18 control services ~~to~~ and solving other aspects of population problems  
 19 to something like 400 million couples in developing countries.

20 Now, a large number of these couples live in countries  
 21 where AID and other donor agencies cannot work, principally the  
 22 Peoples Republic of China, but it does cost, we know, somewhere  
 23 around \$10 a year to provide fertility control services and to run  
 24 a comprehensive <sup>population</sup> program which would include more than services  
 25 alone, but would include adequate studies of demographic data,

an 1 adequate look at what policies are appropriate for that country,  
2 and so on.

3 . Anyway, what we are facing is about \$10 per year per  
4 couple or \$3 billion price tag around the world. If we look at  
5 how the donor agencies and the developing countries themselves are  
6 doing, you can see they are falling far short. We are providing  
7 somewhere around \$500 million, about half from donor agencies and  
8 about half from countries themselves.

9 The problem of population has been one <sup>to</sup> which outside  
10 assistance has been extremely important ~~in~~, I think perhaps as  
11 important as <sup>to</sup> any other kind of developmental program. The per-  
12 ception of need is sometimes somewhat less than when we are talk-  
13 ing about such things as health, ~~and~~ nutrition and food, because  
14 ~~the~~ population growth is <sup>often perceived as being</sup> usually a problem for tomorrow or the next  
15 decade. But an increasing number of countries are recognizing  
16 that this is an important problem. I would say as little as 15  
17 years ago ~~virtually~~ maybe a handful, less than 5, developing coun-  
18 tries had policies and programs. Now somewhere around 100 countries  
19 have ~~or~~ policies and ~~or~~ programs relating to population.

20 I think if the majority <sup>of citizens</sup> in the United States, <sup>who happen to be</sup> ~~which is~~  
21 women, were to really speak up and be heard politically, the sup-  
22 port for population programs would certainly be very strong in-  
23 deed. In developing countries, though, <sup>Dr.</sup> -- Howard can correct me  
24 if I am wrong -- ~~but~~ I think women <sup>do not</sup> <sup>make up 2</sup> are really ~~not~~ the majority in  
25 ~~developing countries~~ because of differential death rates in infancy

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1 where the favored male child is often given what little food or  
 2 medical care is available, <sup>also because</sup> ~~and, I am sure on this point,~~ There is  
 3 a differential death rate in the childbearing years, during which  
 4 maternal mortality results in a much higher death rate for women  
 5 ~~throughout the world of~~ <sup>in developing countries at</sup> the ages of 15 to 45. Certainly if we could  
 6 confine childbearing to one <sup>or two or three</sup> children and to the ages between 20  
 7 and 30, this would have a significant impact in decreasing death  
 8 rates ~~among~~ <sup>among</sup> young women.

9 The AID program focuses on what we <sup>have</sup> called <sup>the</sup> "six" goal areas:  
 10 1) Improving demographic data so we know what is actually happening  
 11 in these countries, 2) funding studies of policy and social science  
 12 research 3) funding research on delivery of services and fertility  
 13 control research, and I might mention that last year for the first  
 14 time, the Federal Government put more funds into studies of male  
 15 fertility than into studies of female fertility. It has been more  
 16 difficult to develop a technique which is effective for the male.  
 17 AID has sponsored about \$2 million worth of research on male me-  
 18 thods, and we had a major conference about a year ago in which we  
 19 reviewed the entire issue. Unfortunately, it seems easier to take  
 20 care of that single ovum which is released once a month than the  
 21 billions of sperm that are present at all times.

22 4) ~~At any rate, we also have~~ the major focus of resources in  
 23 the AID program <sup>is</sup> on delivery of family planning services and commo-  
 24 dities, means of fertility control in the developing countries. 5)  
 25 ~~We also have~~ programs in information, education and communication,

2nd 6)  
1 training of paramedics and nurse midwives, training physicians,  
2 and development of appropriate institutions to solve population  
3 problems.

4 A large part of AID support has gone to intermediaries,  
5 particularly private voluntary agencies such as International  
6 Planned Parenthood, Pathfinder, Population Council, and another  
7 very large amount of support has gone to the U.N.

8 I think I will just close and await any questions on  
9 this particular area by commenting on the new initiatives for de-  
10 livery of family planning services. There are several winds of  
11 change about, including integration of health and family planning,  
12 ~~and~~ <sup>These new methods</sup> also including distribution of contraceptives through non-  
13 medical channels such as commercial distribution and household  
14 distribution systems. I think we are into a period of very healthy  
15 examination of what the most appropriate way to go in providing  
16 fertility control services around the world is, and it will be  
17 interesting to see how it all works out.

18 MS. CROWLEY: We will finish with PHA <sup>program</sup> ~~things~~ and then  
19 we will move into broader subjects.

20 MS. LONG: I think we will just have John speak and  
21 move onto the TAB presentations and then take the questions.

22 MS. CROWLEY: Okay.

23 MR. ULINSKI: Nira's velvet glove passed a note up here  
24 just before we started saying, "Limit your discussion to 4 minutes."  
25 If I talk fast and abruptly, it is not because we can't say more

1 but because we are being cut off.

2           No matter how you define sector, the community of volun-  
3 tary agencies doesn't fit into it, but we are going to take our 4  
4 minutes in any case. This community of voluntary groups is not  
5 a new one for AID. We have been working with it for almost 30  
6 years, but in another period of simultaneous discovery the execu-  
7 tive branch and the Congress both decided that this was a resource  
8 to be taken advantage of and to be used to a greater extent in our  
9 development efforts, and that is what we have been doing these  
10 last few months.

11           I think we ought to say something about the size of this  
12 community, because that will give you some indication of how large  
13 a resource it is and how valuable it is for our activities. The  
14 95 registered agencies -- and they are a small part of the number  
15 of voluntary agencies that we know of -- had an income available  
16 to them last year of over \$1 billion. Voluntary agencies, includ-  
17 ing the registered agencies as well as others, are responsible for  
18 a flow of \$700 million in cash to the developing areas during the  
19 last calendar year. When we last took an inventory of those  
20 interested in development overseas we counted 850 agencies engaged  
21 in this, and we had responses from some 450 which described their  
22 programs.

23           So no matter how you slice this, this is a big community,  
24 and there is a lot of resource there which, with a little support  
25 from this agency, with a little participation on the part of the

1 agency along with the voluntary agencies, can produce a great deal  
2 more mileage in the development effort than we have been acquiring  
3 up to now.

4           AID did do \$79 million worth of grants and contracts with  
5 the voluntary agencies last year. Organizations like Catholic  
6 Relief Service obtained something like \$130 million in resources  
7 including food for their programs, and CARE was a close second with  
8 something like \$119 million in resources, suggesting that the  
9 magnitude of this relationship between government and the agencies  
10 is of considerable size.

11           But despite that kind of activity, the normal activity  
12 between AID and the voluntary agencies, we launched some 18 months  
13 ago new initiatives to bring them into the development effort to  
14 a greater extent and to a more professional level. We created two  
15 kinds of grants: the development program grant, which is admin-  
16 istered by my own office, and the operating program grant, which I  
17 would point out is the responsibility of the regional bureaus.  
18 The development program grant was designed to enhance the capacity  
19 of the agency generally to design and evaluate and execute projects  
20 while the operating program grants were designed to finance  
21 specific project activities in the field.

22           We provided some \$11 million for these programs in 1975  
23 and spent that on 24 development program grants and about 40  
24 operating program grants. This year we plan to do \$15 million  
25 worth in a combination of both of these, but Congress has suggested

1 that we raise that level to something closer to \$25 million. Some  
2 of our predictions for next year's requirements suggest that as  
3 much as \$25 million in the operating program grants might be nec-  
4 essary.

5 We view the DPGs, as we call them, as a kind of short  
6 run phenomenon. We expect to be making the last of these during  
7 the next fiscal year, but we would hope that the operating program  
8 grant becomes a way of life with AID and that it is so well inte-  
9 grated into our country programs that it becomes routine.

10 Among the development program grants that we have made,  
11 some were made to agencies that are agencies of women, and others  
12 were made to agencies which have plans for programs for women.  
13 The Asia Foundation, for example, has for a long while had some  
14 very active programs to bring women into the development effort.  
15 The Overseas Education Fund of the League of Women Voters was a  
16 recipient of a DPG last year, as well as World Education, the  
17 National Council of Negro Women, the YMCA, <sup>Acc 1277</sup> ~~Exion (2)~~ International,  
18 and <sup>P</sup> ~~F~~ ~~B~~ ~~I~~ ~~A~~. I think one should take note, too, of the work of the  
19 Subcommittee on Women in Development of the American Council of  
20 Voluntary Agencies and Foreign Service. They are setting up pro-  
21 gram criteria and guidelines for the community of voluntary agen-  
22 cies for these kinds of activities.

23 Not only is there interest in the United States in the  
24 role of voluntary agencies, but some 13 European countries met a  
25 couple of months ago to talk about initiating such efforts on their

1 turf. We were asked to attend that session and to give them some  
2 idea of the genesis of our own program. One thing that came out of  
3 that meeting that I would like to leave with you, since I have  
4 exceeded my 4 minutes already, is a notion that was proposed there  
5 which they labeled coherence, and that is the suggestion that at  
6 the local level, at the country level, there ought to be some kind  
7 of information networking that would make available to all those  
8 working that turf complete information on the activities of volun-  
9 tary agencies, so that you have more than just information but you  
10 do something with that information to make sure that the programs  
11 of voluntary agencies are coordinated among the voluntary agency  
12 activities as well as those of government.

13           The suggestion was that this kind of initiative ought to  
14 be seized by the voluntary agencies themselves, because the hands  
15 of IDC governments are just as heavy as our own. But that is one  
16 thing, that plus any kind of information that you have about vol-  
17 untary agency activity that you might want to send to us, plus  
18 this notion of coordination or coherence, are things that we would  
19 like to be hearing about from you. Thank you.

20           DR. HESSER: The role of women in agriculture in devel-  
21 oping countries is obviously very important. This role probably  
22 varies from country to country, from certain areas in Africa where  
23 a very high percentage of women do most of the field work, to  
24 other countries where they are perhaps less visible but still do-  
25 ing a lot by way of tending the livestock and doing the accounting

1 and so forth. I think it is probably safe to say there are more  
2 women involved in agriculture in developing countries than in any  
3 other sector. I say involved. I am not sure whether we should  
4 say employed or engaged or working; at least they are very much  
5 involved. They are working in the fields planting, transplanting,  
6 weeding, harvesting, threshing, and most of this is by hand, at  
7 least in a good many countries. They are tending the flocks of  
8 chickens and pigs and cows, they are tending the home gardens, and  
9 all of this in addition to being a mother and a housewife and a  
10 manager of the finances in a good many cases, so they play multiple  
11 roles and very important roles.

12           There are several problems involved in this. One is that  
13 most of the tasks that are being performed by women, particularly  
14 in the field, are menial. It is hard work. Another is that the  
15 status of the women in agriculture in most of the countries is  
16 low. The status of farmers is low, and the status of farm wives  
17 is probably even lower.

18           This raises the question, then -- and at this point I  
19 certainly have more questions than I have answers -- but it raises  
20 the question of what should be the strategy. What should be the  
21 role of women in agriculture in these countries? One of the things  
22 that we might consider is whether developing small scale farm  
23 machinery that would make the tasks easier would be a good thing  
24 to do. In fact we in TAB have been sponsoring a research project  
25 carried out by the International Rice Research Institute in the

1 Philippines. They have developed some small scale machinery that  
2 probably is reducing the toil of some women in the world, but I  
3 am not sure whether on balance this is good or bad. It probably  
4 varies among specific situations, but in some cases where this is  
5 adopted on a wide scale it may reduce the toil of the women, but  
6 it may also put them out of work. If they were getting paid for  
7 this, it may have a negative effect rather than positive, so I  
8 think we need to think about some small research activities to  
9 evaluate what the effects of these might be.

10 Another element of the strategy might be to foster more  
11 widespread education for women in developing countries, for farm  
12 women. In other words, maybe the best thing to do for farm women  
13 is to help them get off the farm, to become teachers, merchants,  
14 paramedics or maybe even doctors and other professionals. This is  
15 probably a longer term proposition.

16 One thing that I would like very much to see is a larger  
17 percentage of women scientists in agriculture. This will reach  
18 only a small number for a while, but could have at least a very  
19 strong demonstration effect. One reason I feel this is that one  
20 outstanding example of a woman scientist is Dr. Dobriner in Brazil,  
21 the young lady who is doing some very, very outstanding basic re-  
22 search work in some of the fundamentals of biological fixation of  
23 nitrogen in grasses, *which includes the basic cereal grains.*  
~~to try to interpret what that means.~~ If she  
24 is successful in her research, there is the possibility that over  
25 the next 10 to 15 years we can start breeding into some of the

1 grass plants, which would include ~~the~~ rice, corn, wheat and the  
2 major cereal crops, the capability to assimilate some of their  
3 nitrogen from the air, which would reduce the need, then, for  
4 applying commercial fertilizer. It is very outstanding work that  
5 she is doing.

6 I was impressed last week by two young girl graduate  
7 students from George Washington University who were two members of  
8 a three person team that went to the Philippines to evaluate this  
9 farm machinery project that I mentioned a while ago. They pre-  
10 sented a seminar last week before an audience which was mostly  
11 men, but did it with composure, with confidence, and just did a  
12 terrific job. I wondered whether 10 years ago this would have  
13 been possible. I think we have made a lot of progress in this  
14 country along that line.

15 A statistic that I saw in a brochure from my alma mater,  
16 Purdue University, last week was striking to me. It shows the  
17 percentage of students entering Purdue in the agriculture school  
18 as freshmen, or should we say freshpersons, in this year compared  
19 with 10 years ago. Ten years ago the percentage entering the  
20 agriculture field was 7.2 percent female and almost 93 percent  
21 male. This year 31.2 percent <sup>*of the entering freshmen are*</sup> female in the school of agriculture.

22 I was surprised at that, but very pleased.

23 One of the things we can do, I think, as a strategy  
24 element, is to encourage our host governments to send more female  
25 students under our projects for participant training. I think this

1 parallels what Harriett mentioned a while ago.

2 One of the things that we in TAB are doing is as we  
3 negotiate contracts with the institutions in the U.S. and renego-  
4 tiate old contracts we are trying to encourage them to add more  
5 women to those contracts as scientists, where they can find quali-  
6 fied ones, and furthermore, where it is appropriate, to send women  
7 on teams overseas to demonstrate to the countries what the role of  
8 women is in this country.

9 I am going to finish off very briefly by describing a  
10 little bit about what we are doing in TAB on the mandate more  
11 generally, that is focusing on the rural poor rather than women  
12 per se. One of the central elements of our strategy in agriculture  
13 is to focus on the major cereal grains, wheat, rice, corn, and grain  
14 sorghum, grain sorghum being important because it is grown in  
15 and eaten in the poorest of the poor countries by the poorest peo-  
16 ple, with two objectives in mind. One is to try to improve the  
17 yeild of those grains, and the other to try to improve the protein  
18 content for nutrition reasons. A good many people don't have the  
19 money to buy meat, eggs and other forms of protein.

20 Coming right under that is an emphasis on food grain  
21 legumes, the beans, pulses, <sup>(grains) -- The kinds of vegetable foods</sup> ~~grahams, that kind of food~~ which are  
22 very high in protein, again for those people <sup>who</sup> ~~that~~ can't afford the  
23 animal kinds of protein.

24 We are also putting more emphasis in our research and  
25 development activities on those resources in the poorest countries,

*with low levels of rainfall,*

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1 on managing the soil and the water, in particular, to grow more  
2 food from those <sup>areas,</sup> rather than concentrating more heavily on the  
3 irrigated areas as we have in the past. To try to assist the  
4 small farmers who sometimes either don't have access to purchased  
5 inputs or don't have the money to buy them, we are sponsoring some  
6 work in trying to reduce the need for fertilizer and pesticides.  
7 I have already mentioned the biological fixation of nitrogen prob-  
8 lem area. This is one of our new emphases, to try to reduce the  
9 need for adding chemical nitrogen fertilizer.

10           Some of the plant breeding work that we are sponsoring  
11 is to breed into the plants, the crops, resistance to diseases and  
12 insects, to reduce the need for pesticides and chemicals. While  
13 this will also benefit the large farmers, it in some sense is  
14 skewed towards the smaller ones.

15           We are trying to develop more emphasis on intensive  
16 cropping systems, which is certainly skewed to the smaller farm  
17 areas where there tends to be a surplus of labor.

18           I think I will stop there, then, and wait for questions.

19           DR. CHANDLER: I think in the interest of keeping this  
20 short all I can say is you will have to wait till Friday morning  
21 for a discussion of what is really going on across the board in  
22 education, except for one point that I would like to make relative  
23 to that, and then a rather more general point I would like to  
24 discuss in a bit more detail.

25           Our experience to date in addressing this problem in the

1 educational area doesn't seem to help very much with the problem  
 2 that was posed at the beginning of the conference as to whether one  
 3 should emphasize the problem of women as a discreet and separate  
 4 problem or whether one should treat that as part of a larger problem  
 5 We have tried both approaches in the area of research, and to some  
 6 extent this shows up in field projects. Both approaches turn out  
 7 to be useful, so we are not able at this point in time to draw a  
 8 conclusion except that probably one is going to have to consider  
 9 both approaches almost on a case-by-case basis.

10 I would like to take just a moment to review with you  
 11 briefly, and I hesitate to do this since Curt was chairman of the  
 12 committee which produced this report on education in relation to  
 13 the aspects of the question we are discussing, and I have done a  
 14 precis of his conclusions here. But I will go ahead. The AID  
 15 subcommittee looking at the educational aspects of the question of  
 16 the involvement of women in development developed three foci which  
 17 I think are important, the first being opportunity, the second  
 18 substance, and the third participation.

19 Basically the subjects which were addressed are things  
 20 which we have already been discussing here. I will mention a few.  
 21 The lack of access to education by women on the same relative  
 22 scale as men, differential dropout rates, lower participation rates  
 23 at higher levels of education, and so on. The substance of educa-  
 24 tion, problems we have already addressed, the tendency of many  
 25 curricula to set dysfunctional notions of sex roles and so on, and

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1 in the third area, something we haven't touched on, I believe, yet,  
 2 but something which is very much reflected in our present policy  
 3 that is one aspect relative to participation, the possible negative  
 4 consequence of educational reform and innovation on the role of  
 5 women both as students and teachers, where the impact, the result  
 6 of those innovations and reforms, is not taken into account.

7           We have heard this morning representatives of private  
 8 and voluntary agencies and multilateral groups. I hesitate to try  
 9 to summarize all of their policy positions, but certainly if you  
 10 look at the written expressions of these they will tend to relate  
 11 to the question of employment, productive employment, and in some  
 12 cases expressing preferences for particularly promising approaches,  
 13 non-formal education, educational technology, adult basic education,  
 14 special training centers. I don't think we have time to go over  
 15 all the literature on that.

16           However, I think there is one question which none of these  
 17 has really addressed, and if I can put this in the simplest possi-  
 18 ble terms, the what rather than the how. To get at this one I  
 19 would like to take just two recent rather valuable perceptions  
 20 relative to education, familiar, I think, to a great many of you,  
 21 Phil Coombs (?) tripartite division of the total educational ex-  
 22 perience as informal, nonformal, and formal. You can argue with  
 23 that, but some kind of division along those lines, I think, is  
 24 valid. Harbinson's concept that while education is a powerful  
 25 catalyst and accelerator for conditions of socio-economic change,

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1 it is much less effective as an initiator of change. I think  
2 those are two points to keep in mind. If you keep those two points  
3 in mind, it seems that the dilemma that we have been discussing  
4 earlier, whether programs should be directed specifically toward  
5 problems of women's participation in development, or whether these  
6 problems should be treated as a component of larger sectoral pro-  
7 grams, will tend somewhat to disappear because you must judge each  
8 case on its own merits. You cannot make decisions about what  
9 phase of education, what field of education you are looking at,  
10 and you can't really make judgments about the education problems  
11 unless you are looking at the total problem of the target popula-  
12 tion.

13           If it is assumed that the role of education is to en-  
14 hance behavioral change in certain directions in such a way as to  
15 maximum participation in and benefit from developmental actions,  
16 then that role in any given situation will perforce have to be  
17 determined to a large extent by the purposes, objectives and goals  
18 of the particular development action. However, this concept  
19 becomes rather tricky in the application, since it is in the nature  
20 of educational intervention that both short and long range conse-  
21 quences must be determined.

22           On the view that education does not suddenly begin on  
23 the first day of the day care center or the kindergarten or the  
24 first year of primary school or the first preparation for puberty  
25 rites or whatever the case might be, one has to accept that

1 informal education, using Coombs' term, begins in the family  
2 setting from the moment of birth and starts the educational pro-  
3 cess, the consequences of which will be evidenced over the life  
4 span of the individual. At each stage at which new educational  
5 interventions occur, the same short range and long range conse-  
6 quences are entailed.

7           In looking at educational problems which might be  
8 addressed by formal education, nonformal or informal, we see that  
9 each of these entails a different set of parameters in which these  
10 consequences can be determined. In the case of formal education  
11 the goals will be set in a broader, more aggregated way. In the  
12 case of nonformal education they are likely to be quite precise  
13 and expect an immediate and short term payoff.

14           This, then, to me, is the arena in which the problem of  
15 education as a catalyst to the promotion of women's role in devel-  
16 opment is played out, and where the, if you will, hard goods of  
17 educational assistance, curriculum, methodology, technology, man-  
18 agement, administration, decentralization, analysis and planning,  
19 investment training of intermediaries, that is, what we have to  
20 offer as tools for problem solving, are still merely tools. With  
21 that view, then, coming back to the starting point for this con-  
22 ference, the question of statements of social impact in relation  
23 to projects suggests that that statement and that analysis becomes  
24 much more than a mere requirement to comply with legislation. It  
becomes one of the factors most likely to determine success of any

1 undertaking, both on the very short term life of the project  
2 scale and the more significant range life of the population scale.

3 We have had some examples cited earlier regarding the  
4 results of developmental interventions which to some extent under-  
5 mine the traditional role of women. Let me see if I can formulate  
6 that briefly and suggest another way of looking at this, except  
7 that Leon just beat me to it. Where modernization occurs, and for  
8 the time being let us define that for our present purposes as a  
9 role change for women resulting from labor requirements which are  
10 less intensive than traditional ones, then there is opportunity  
11 and there is a need for choice.

12 Here, I submit, is where decisions must be made to ad-  
13 dress immediate problems or longer range problems or whether it is  
14 feasible with available resources to address both. The failure to  
15 address this problem in terms of the analysis of the needs of the  
16 population addressed by too ready a recourse to traditional solu-  
17 tions, or worse than that, deciding on inaction, is a copout.

18 In sum, we cannot expect to fulfill our responsibilities  
19 relative to the goal of the fullest feasible participation of women  
20 in development by the offer to our LDC collaborators of a bag of  
21 ready made solutions. A real task is to bring ourselves and our  
22 LDC collaborators to a full understanding of the problem of women  
23 in development and to that choice among alternative actions and  
24 investments which will produce the optimal short and long range  
25 outcomes.

1 DR. FORMAN: Switch gears to nutrition. In the area of  
 2 nutrition programming or trying to cope with the nutrition problems  
 3 of developing countries, a number of us undertook to try to iden-  
 4 tify what were the realistic constraints to making a bigger impact  
 5 on the problem. ~~and~~ <sup>W</sup> We concluded that while there were problems of  
 6 inadequate production, ~~or~~ inadequate distribution, ~~or~~ inadequate  
 7 technology, ~~or~~ difficulties in distribution and all of these kind  
 8 of things, ~~that~~ the main and prior barrier to making a greater  
 9 impact on the problem was a lack of motivation on the part of the  
 10 power structure. ~~the feeling was~~ <sup>the feeling was</sup> That if people ~~had~~ really wanted ~~to~~ to do something  
 11 about the problem and ~~had~~ <sup>made</sup> a commitment to do something about  
 12 the problem, ~~we~~ <sup>they</sup> could really deal with all these other questions  
 13 of technology and delivery, ~~and so on.~~

14 ~~Now,~~ <sup>W</sup> when you identify that as a problem and try to do  
 15 something about it, ~~then~~ <sup>a</sup> the real problem is posed, ~~because~~ <sup>How do</sup>  
 16 you cope with trying to achieve commitment? How do you cope with  
 17 trying to motivate the power structure? How do you do that in a  
 18 programmatic sense? Just what do you do? Do you try to be per-  
 19 sasive in conversations with government leaders? Do you try to  
 20 <sup>in private</sup> ~~get next to~~ the presidents or prime ministers' wives and <sup>try to</sup> get them  
 21 ~~you know,~~ <sup>to influence their husbands?</sup> that doesn't make sense programmatically.

22 In trying to cope with this problem we concluded -- and  
 23 the we, I must say, is not <sup>just</sup> AID or some small office, <sup>with AID</sup> but the  
 24 broadest involvement of the international community involved in  
 25 planning and involved in nutrition, -- we concluded that the best

1 way to do this was to get the nutrition problem institutionalized  
 2 as a part of the planning process, to get the problem ~~one~~ raised  
 3 from the level of the nutrition people to the level of national <sup>in the ministry of health</sup>  
 4 planners, and to get the problem broadened from that of nutrition-<sup>health</sup>  
 5 ~~people traditionally thought of as health people, broadened to~~  
 6 other sectors, <sup>such as</sup> agriculture, health, family planning, industry, and  
 7 education, ~~and so on.~~

8 ~~This meant that~~ <sup>part of our</sup> as a strategy, we now try to get nutrition  
 9 incorporated into the planning process so that <sup>the problem</sup> ~~it~~ cannot be <sup>ignored</sup> ~~denied~~,  
 10 <sup>and</sup> so that governments <sup>consider</sup> ~~think of~~ what do you do rather than whether  
 11 you should do. This is the basis for first, the AID nutrition  
 12 programming strategy, and then the strategy that we would opt to  
 13 have other international agencies, such as the U.N. agencies and  
 14 others, also adopt.

15 ~~Now~~ With the limited experience ~~that~~ we have had in  
 16 implementing this strategy with planning personnel in developing  
 17 countries, we feel encouraged that we are on the right track, <sup>and</sup> that  
 18 this will begin to have the kind of impact that is necessary both  
 19 in terms of the broadened intersectoral aspect and ~~second~~ in the  
 20 level of resources that would be diverted to these types of problems.  
 21 Instead of nickels and dimes; dollars. Instead of tens of thou-  
 22 sands of dollars; millions. This is the kind of strategy that we  
 23 are embarked upon.

24 In other words, I am saying that I think we have now the  
 25 devised and the sound strategy. Now we come to the next question

1 in the context of this meeting. Where do women fit in <sup>into</sup> ~~in~~ this  
2 strategy? How does one pursue this strategy and involve women to  
3 a greater extent in the development process? How does one use ~~use~~  
4 nutrition programming to greater involve women in the development  
5 process?

6 I think if one follows a ~~sort of a~~ logical sequence of  
7 thought, ~~in this business~~ one thinks first, what is it we are talk-  
8 ing about when we say <sup>involving</sup> women in the development process. Are we  
9 talking about women as the target group to which nutrition is  
10 addressed, or are we talking about women as the workers, as the  
11 implementers of the strategy, or are we talking about both? ~~We~~  
12 ~~for starters~~ <sup>indeed</sup> we are saying that we are talking about both. ~~We~~  
13 ~~are talking about~~ women as the beneficiaries of nutrition program-  
14 ming and women as the workers, if you will. So ~~one begins to~~  
15 ~~outline the problem.~~

16 ~~Now, let me say that~~ <sup>careful</sup> we have given this some thought,  
17 <sup>having</sup> ~~we have~~ solicited views of a number of people, people working in  
18 the field, people in developing countries, <sup>and</sup> people in AID missions  
19 overseas and in Washington, ~~and I would like to tell you where I~~  
20 ~~think we are at.~~ In nutrition just as in any area where one talks  
21 about women in <sup>the</sup> ~~development~~ <sup>ment</sup> process, I think we are at the point  
22 where we can identify the problem. ~~Now, I think~~ <sup>we</sup> while one can attempt  
23 <sup>to</sup> identify more and more aspects of the problem, it is <sup>already</sup> sufficiently  
24 identified, <sup>and</sup> ~~but for anybody who really gives a damn~~ <sup>most people</sup> the point is <sup>has been</sup>  
25 driven home. There are an insufficient number of women involved

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1 in the development process, either as planners, ~~either as~~ doers,  
 2 ~~either as~~ <sup>and</sup> workers ~~on that side~~, and also as beneficiaries.

3 In other words, one can identify very clearly, and detail  
 4 the evidence and ~~one can~~ spend the next 10 years, if you wish,  
 5 piling up more and more evidence that women haven't gotten their  
 6 fair share, ~~as I say~~, either as a voice in planning, <sup>and</sup> ~~as a voice~~  
 7 ~~in~~ doing, or as the beneficiaries of any of these actions that are  
 8 being done. ~~As I say~~, <sup>however, information</sup> there is <sup>even though</sup> enough there to act upon <sup>while</sup> we  
 9 <sup>could</sup> ~~can~~ spend another 10 years accumulating more ~~and more~~ evidence.

10 Second, there is a certain amount of evidence, <sup>albeit</sup> not as  
 11 great, ~~but there is a lot of work~~ that thoughtful people have ~~got~~  
 12 ~~accumulated in~~ <sup>accumulated in</sup> ~~ten into~~ in terms of trying to identify the reasons, ~~the reasons~~  
 13 why women have not gotten their fair share in nutrition programming.

14 ~~By the way~~, (I think this is true of other <sup>sectors</sup> ~~areas~~ as well) ~~of other~~  
 15 ~~sectors~~. ~~So there are a number of people who would point to why.~~

16 One could point to tradition, where <sup>women have been the</sup> ~~the~~ victims of  
 17 hundreds and hundreds of years ~~of tradition~~, of traditional con-  
 18 cepts of roles, <sup>have been</sup> and these concepts ~~being~~ translated into law in  
 19 some cases, and in <sup>other</sup> ~~some~~ cases tradition <sup>has emerged</sup> even stronger than law.

20 ~~Again, It is useful, I suppose, and I think people can spend time~~  
 21 <sup>as well</sup> ~~trying~~ to amass additional evidence as to the reasons <sup>why</sup> ~~for the fact~~

22 ~~that~~ women are not sufficiently involved in the development pro-  
 23 cess. ~~in nutrition, and as I say, I think this holds true for other~~  
 24 ~~areas~~.

25 While I would not discourage anyone from exerting energy

1 ~~time and effort into trying to better analyze the reasons, and I~~  
 2 ~~think that that is important, it would seem to be~~ <sup>And time to</sup> overdue rather  
 3 than merely timely to begin getting onto the next aspect, and that  
 4 is that when you have identified the fact that we have got a prob-  
 5 lem and you have begun to identify some of the reasons for a  
 6 problem, that that is only a small part of it, and that we have  
 7 ~~got to get on to a positive program of saying how do you therefore~~  
 8 involve <sup>with</sup> women in the development process <sup>which address the "how to" of</sup> ~~through~~, whether it be <sup>through</sup>  
 9 agriculture, education, family planning, health, nutrition or any  
 10 other intervention.

11 ~~Frankly, I would say that~~ From our assessment of the  
 12 present state of the problem ~~and the state of the art,~~ if indeed  
 13 we yet have an art, that is about where we stand. We have identi-  
 14 fied ~~the fact that there is a problem, we have identified some of~~  
 15 the reasons for the problem, and a lot of people are working on  
 16 refining that, <sup>however,</sup> but we have only merely scratched the surface of  
 17 positive actions for what <sup>we must</sup> ~~one has to~~ do now to help ~~to~~ redress the  
 18 problem, to ~~help~~ bring about change.

19 ~~Now, let me add that I would say, and I say having gone~~  
 20 ~~through this, thought through this,~~ <sup>Having</sup> talked to numerous people and  
 21 done a considerable amount of searching, <sup>I must add</sup> that there are no experts  
 22 in this field who can teach a course or ~~can~~ give a lecture to  
 23 people in what you should do. There is <sup>no collective</sup> ~~no~~ wisdom <sup>which of people</sup> ~~of people who can~~  
 24 ~~say to other people:~~ <sup>who can say:</sup> "I have studied the problem, I know, what you  
 25 should do, and here is what you should do." That is not where we

1 are, [unfortunately,] in 1975. ↘

2 therefore, where ~~we~~ are is that we are still at the  
 3 stage where we ~~have to~~ <sup>must</sup> cull experience, knowledge, insight from  
 4 people of all kinds, Americans working in various programs over-  
 5 seas, people from developing countries, anyone who is interested  
 6 and ~~gives a damn~~ <sup>cares</sup> about the problem, ~~to~~ <sup>We must</sup> bring together our best  
 7 knowledge, our best insights, and together ~~to~~ arrive at the "how to"  
 8 because as of now, and I would be pleased to stand corrected on  
 9 this, we do not have a "how to." ~~We have to get the how to. And it~~  
 10 ~~seems to me that that~~ <sup>is</sup> <sup>indeed</sup> the purpose of this four-day meeting, and  
 11 ~~that~~ more particularly, since we are approaching the end of the  
 12 second day of the four-day meeting, ~~that~~ <sup>is</sup> the purpose of tomor-  
 13 row's workshop where we will try to sit down together ~~and~~ not  
 14 ~~come~~ to listen to any experts who are going to bring to us some  
 15 great wisdom as to what we should all ~~go out and~~ go back to our  
 16 respective jobs and do, but ~~together~~ <sup>rather</sup> to be the creators <sup>together</sup> of that  
 17 wisdom, to try ~~together~~ to work out some starting points which we  
 18 can ~~go out~~ <sup>do</sup> tomorrow, and next week, and next month and next year.  
 19 ~~program, as you translate it into~~ <sup>We must attempt to create starting points which reflect</sup> the realities of programming,  
 20 and what we can do. ~~This is the subject of tomorrow's all day~~

21 ~~workshops.~~ *This is the subject of tomorrow's all day workshops.*

22 I am looking forward to it. While we have a small  
 23 group in number, it is a carefully selected group and I would hope  
 24 that if we approach it that way we will indeed be able to come up  
 25 with some very specific positive recommendations for ~~what we do~~  
*future nutrition programs.*

1 ~~next week and next month and next year in this area.~~ So <sup>F</sup> For those  
 2 of us who will be participating in that particular workshop, I  
 3 look forward to sitting down with you tomorrow to help work that  
 4 out. Thank you.

5 MS. CROWLEY: Lee, I will ask you to be very brief, be-  
 6 fore our colleagues from the field go home and say, "They never  
 7 gave us a chance to ask questions; they just talked at us."

8 DR. HOWARD: It is worse than that, Harriett. I have  
 9 been wondering how people can survive a long session like this  
 10 after a meal, knowing exactly what happens to the stomach after  
 11 lunch, ~~and I~~ <sup>I</sup> admire very much that people are staying awake. To  
 12 be very brief, ~~here,~~ the 49 poorest countries have a life expectan-  
 13 cy of somewhere between 35 to 62 years, ~~and~~ <sup>except</sup> <sup>for</sup> Sri Lanka, ~~these~~ <sup>t</sup>  
 14 countries do not have a life expectancy at birth of over 48 years.  
 15 ~~Now~~ <sup>T</sup> That means that the average life expectancy is 25 years, a  
 16 quarter of a century, less than in the United States.

17 ~~What we are not trying to do here is to indicate that~~  
 18 ~~one can lengthen the life.~~ <sup>Potential</sup> <sup>approximately</sup> Lifespan is the same for all people.  
 19 ~~What we are saying is~~ <sup>we</sup> we are trying to increase the <sup>proportion</sup> ~~number~~ of in-  
 20 dividuals who ~~can~~ survive the normal life span. If you take a look  
 21 at why people do not survive <sup>a full</sup> ~~this~~ life span in <sup>the poor</sup> ~~these~~ countries,  
 22 one finds out that it is ~~indeed~~ <sup>who</sup> the women and young children ~~that~~  
 23 ~~are~~ <sup>are</sup> bearing the heaviest burden, ~~of this problem.~~  
 24 vulnerable? <sup>Simply</sup> <sup>B</sup> Because of a whole variety of developmental  
 25 factors. It can't be narrowed down to any <sup>single point</sup> ~~simple~~ point. ~~and~~

1 matter of fact, one might even say that one reason why women may  
 2 be vulnerable is because husbands don't have employment. It is  
 3 certainly a very mixed bag.

4 Yet we do say specifically that the high reproductive  
 5 rates, about which Dr. Spidell has spoken, the problem of malnutri-  
 6 tion which Dr. Forman addresses, the inability to reach more than  
 7 20 percent, are among the <sup>many</sup> factors which make it impossible to even  
 8 ~~help people~~ <sup>reach the majority</sup> with minimal information, <sup>or services</sup>. It is not an accident,  
 9 therefore, that the objective in the health sector is ~~not only~~ to  
 10 reach <sup>the majority of</sup> women and ~~their~~ children but to ~~continue the~~ employment --  
 11 ~~let us say it is not surprising that~~ women have <sup>(7<sup>th</sup>)</sup> played  
 12 a major role in being the providers of <sup>of health care at home</sup> ~~this care~~, and that is some-  
 13 thing to which we are providing considerable attention.

14 ~~The legislation then in Section 104,~~ <sup>legislation</sup> about which we will  
 15 be talking tomorrow, does <sup>specify the</sup> ~~talk about~~ increasing <sup>in</sup> opportunities for  
 16 motivation and family planning, ~~about~~ the reduction of the popula-  
 17 tion growth rate, ~~it talks also about~~ the prevention and combatting  
 18 of disease, and finally the provision of health services for the  
 19 majority.

20 ~~Now~~ <sup>now</sup> the legislation ~~then~~ <sup>it</sup> with new special emphasis on  
 21 the extension of delivery systems for the rural poor, makes it  
 22 possible for <sup>AID</sup> ~~us~~ to move very forcefully into actions which directly  
 23 benefit women. From the legislation, therefore, there are five  
 24 health related, ~~or let us say five~~ program areas which affect the  
 25 lives of women, ~~dominantly~~. ~~These we will be discussing in detail.~~

1 ~~Tomorrow~~. I will just mention them.

2 One, of course, is ~~two~~ of them have been mentioned,  
3 the Area of family planning, which Dr. Spidell mentioned, and for  
4 which our Office of Population is responsible; ~~for~~ and the area of  
5 nutrition, which the Office of Nutrition is responsible, ~~for, and~~  
6 Dr. Forman has referred to that particular area.

7 Third, ~~of course~~, is the extension of any sort of system *health delivery*  
8 to people in ~~areas where they live~~ so that nutrition, family *the mixout*  
9 planning or health services ~~can be provided~~. *are readily available*. The Agency now has  
10 something like ~~22~~ *22* programs moving into this area, and we will  
11 describe them in detail tomorrow.

12 ~~We have~~ health planning, which *emphasizes* ~~talks about~~ sectoral analy-  
13 sis, *and better distribution of resources, including* to which, again, Dr. Forman referred. ~~In this one, we are~~  
14 *the effective use of health personnel.* ~~talking about the balance of people, how one assigns roles and~~  
15 *we are interested in* ~~the degree to which the very large resource of health personnel, of~~  
16 ~~women health personnel, are in fact~~ *within the* reassigned to ~~cope with this~~  
17 ~~problem.~~ *health sector.*

18 Finally, environmental health, which ~~is~~ *refers to* water supply and  
19 sanitation. Men dig the wells but women draw it. We think that  
20 ~~the great deal of effort that has been undertaken by the program~~ *in this program are*  
21 ~~will perhaps lighten the burden of these who move in this particular~~ *women around the world.*  
22 ~~area.~~ Thank you.

23 MS. CROWLEY: Ted?

24 MR. OWENS: As many people in the room know, I really  
25 don't have much faith in the traditional sector approaches to

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1 development, unless the activities that are described as sectors  
2 are combined with a high degree of participation. There are a few  
3 countries around the world in which the degree of economic partici-  
4 pation can be described as quite high, and in all of them you will  
5 find a wide array of programs that are aimed at women of different  
6 ages and in different kinds of roles.

7           But to me the subject of women in development begins first  
8 of all with participation in general, and unless a country is  
9 willing to have its poorest majority, as the congressmen call it,  
10 playing a greater role in the development of their own communities,  
11 we are kidding ourselves if we think we can do much about women in  
12 development. Even if a country appears to be willing and we get  
13 going on some of the combination of sector programs and participa-  
14 tion, there is another point that we have to watch out for. Two  
15 of the countries which have a high degree of participation are  
16 both Chinas, and one can take some of the traditional kind of sec-  
17 tor measurements, the array of activities that are called home  
18 economics, the reduction of infant mortality, the very rapid rise  
19 in the number of girls and young women attending school, and say  
20 that in both of these countries there has been a great deal of  
21 progress among women.

22           At the same time if one tries to evaluate, and this is  
23 a much more difficult thing to do, the role of women in general in  
24 these societies, the amount of influence they have as compared to  
25 what they used to have, what proportions of the professions, people

1 in government and so on are women, there are some people who feel.  
2 that the role of women in both Chinas may perhaps have declined a  
3 little bit, even though some of the traditional sector technical  
4 activities would show a very high rate of increase.

5           If one accepts for the moment that this might be true,  
6 presumably it has something to do with Chinese culture, a subject  
7 on which foreign aid agencies probably can't do anything. But  
8 just a word of caution that even in situations where it seems  
9 possible to make progress with the so-called sectors, the result  
10 in the general sense of enhancing the role of women in the society  
11 may or may not work out the way we hoped.

12           I would like to suggest that one of the new sections in  
13 this year's foreign aid bill is a handle which we haven't had in  
14 the past which might enable us to do more about women. This is  
15 intermediate technology. I think by now most people have some no-  
16 tion of what intermediate technology is all about. We can talk  
17 about the concept a little later if you wish. I would simply note  
18 here that it is a subject, I think, which can under the right kind  
19 of circumstances in a country and the right kind of sympathy from  
20 AID missions be a way of getting a better grasp on the subject of  
21 women in development than we have now.

22           I would also like to suggest that the Percy amendment  
23 applies to AID. Several weeks ago, I was in Mali -- (Applause) --  
24 and I asked a young woman in the mission, "What would you do if  
25 you were King Tut and you could do anything you wanted to in AID

1 about the Percy amendment?" and she said, "That is simple. I would  
2 hire more women." I happen to agree with her.

3 As we all know, the Agency has been under some rather  
4 unusual personnel constraints recently, but hopefully we are get-  
5 ting near the end of those, and perhaps we will be able to be a  
6 little more selective in our recruitment in the future.

7 But I would add to this that the reason I want more  
8 women in AID is not so we can have more people with the label  
9 brightly printed on their foreheads labeled "Women in Development,"  
10 but rather have more of women's attitudes and feelings and beliefs  
11 whatever they happen to be, involved in the 40-hour a week routine  
12 of bureaucratic life.

13 I would like to close with a tidbit of archeological  
14 speculation. We really don't very much about how people lived  
15 10,000 years ago, but at the same time archeologists feel they  
16 have indeed learned something. In those days the few people who  
17 lived in the world, some 100,000 or whatever it was, were mostly  
18 hunters and foragers. There doesn't seem to be much evidence of  
19 a sharp distinction of roles between men and women, nor does there  
20 seem to be much evidence that the one sex, and we all know which  
21 one that was, was very much more dominant than the other. Rela-  
22 tions between the sexes in those days appear to have been much  
23 more cooperative and closer to equity than more recently.

24 The division of roles and the domination of the men seems  
25 to have started to set in when the human race settled down and

1 became farmers, and among other things, women began bearing far  
2 more children than in the early days. There is some reason to  
3 suppose, or so I have read, that 10,000 years ago parents had a  
4 child every 3 or 4 years rather than once every year.

5 Today the subject of equity between the sexes is once  
6 again on the agenda, which is to suggest that after 10,000 years  
7 those of us who like to think of ourselves as highly civilized,  
8 meaning those of us in this room, are regaining the wisdom of our  
9 ancestors, whom we normally think of as primitive.

10 MS. LONG: Harriett, I will just let you handle the  
11 questions. We have about 15 minutes for questions. There is  
12 nothing more frustrating than to have a panel that you want to  
13 hear each individual go on and on and on. We apologize that we  
14 had to lump so many provocative and experienced people together on  
15 one panel. You can start the questions.

16 MS. CROWLEY: Okay. Indicate to whom your question is  
17 addressed, please. You mean you did go to sleep? Come on.

18 MS. LONG: I might start out. I am not sure, as is  
19 always pointed out, and that is the process by which the programs  
20 that are developed centrally finally -- and this may be a naive  
21 question on my part -- finally impact on the projects at the  
22 regional and the mission level. In what way is this transmitted,  
23 the technical assistance developed by the two bureaus working on  
24 central programs?

25 MS. CROWLEY: I will take a crack at that. It differs

1 in various fields, depending on how much the central body is doing  
2 in that field. Research is a particularly good example, I think,  
3 of a centrally funded <sup>program</sup> thing. In other kinds of fields, population  
4 for instance, a great deal is funded <sup>N</sup> centrally, and it would seem  
5 an uneven split, yet most of that central funding goes into inter-  
6 mediaries, such as the International Planned Parenthood Federa-  
7 tion, Pathfinder, et cetera, and does get back to the field and  
8 to universities, of course, which offer expert service for lesser  
9 developed countries.

10 I would suggest that the new things which are developed  
11 and which take time, and in many of these Ted Owens has been in-  
12 volved, take a fair amount of time for a new direction to be de-  
13 veloped in Washington and to be adopted in the field. Ted probably  
14 would say we don't do it nearly fast enough. He would probably be  
15 right. I think the missions are sometimes very frustrated by what  
16 does come out of Washington on new program directions, partly be-  
17 cause it doesn't always apply to every country or every situation  
18 or there is not a point of intervention that will work.

19 Ted, would you like to comment on this a little bit,  
20 about the central -- what happens in Washington and what is funded  
21 in Washington, what is conceived in Washington and how it impacts  
22 and how it gets out to the field?

23 MR. OWENS: Being a decentralist, Harriett, I suppose  
24 the only thing I would say is that there are too many decisions in  
25 Washington and not enough in the field. (Applause.) I would like

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22 and how it gets out to the field?

23 MR. OWENS: Being a decentralist, Harriett, I suppose  
24 the only thing I would say is that there are too many decisions in  
25 Washington and not enough in the field. (Applause.) I would like

1 to think that some of the ideas in the bill should be taken to  
2 heart by the bureaucrats in AID as well as in the countries.

3 DR. HOWARD: Harriet, I would like to make a brief  
4 comment on the same point, which I think it supports what Ted is  
5 saying and perhaps also what Marty Forman has alluded to, namely  
6 that ~~basically~~, in the Technical Assistance Bureau, efforts are made  
7 to generalize, to identify problems, which is the way most programs  
8 ~~begin~~ <sup>begin</sup> and very often these are articulated in ~~terms of~~ <sup>generalized guidelines</sup> ~~guid-~~  
9 ~~ance~~ to the field, but I don't think there is any question that  
10 ~~the process of field determination is centered in the development~~ <sup>The determination of priorities is determined</sup>  
11 ~~assistance program which is to be designed in the country itself.~~ <sup>in consultation with the USAID Mission Director</sup>  
12 ← Without that, obviously, the participation is impossible.  
13 ~~We~~ <sup>we</sup> In the health area, we have simply said that unless there is such  
14 a thing as a sector assessment or a sector review, there isn't any  
15 way of determining ~~what the~~ <sup>major problems or the</sup> participation of the people ~~are~~ in  
16 ~~the field.~~ <sup>solving these problems.</sup> Consequently I would hope that we would stand cor-  
17 rected any time there is an interpretation from the field that  
18 wisdom is coming from on high, ~~because certainly~~ <sup>actually</sup> that is not the  
19 way it is intended to be. Thank you.

20 DR. HESSER: The question of making the central activi-  
21 ties relevant to the field is one that we are continually con-  
22 cerned with. Basically we in TAB and particularly in the Office  
23 of Agriculture see our functions as two-fold. One is to backstop  
24 technically the field missions, and to do that we have in addition  
25 to our own direct hire staff here in Washington several contracts

1 with U.S. institutions to provide technical expertise of a speci-  
 2 fic kind. But the other function is to manage the research that  
 3 we sponsor carried out by U.S. institutions and other institutions  
 4 Just a couple of examples of the way some of this may get fed into  
 5 application. We have a contract with Purdue University to im-  
 6 prove the lysine content of corn and grain sorghum. The germ  
 7 plasm or the seeds, the genes that are developed here are fed  
 8 into ~~Semit (?)~~ <sup>CIMMYT</sup> in Mexico, where they crossbreed with varieties  
 9 from all over the world and send it back out to the field and it  
 10 gets into the system that way.

11 In case of the farm machinery ~~one that I mentioned at~~ <sup>project that we have sponsored</sup>  
 12 ~~Erie~~ <sup>at the International Rice Research Institute (IRRI)</sup>, this was a difficult one to get introduced on a widespread  
 13 scale. We have recently approved and are implementing a project  
 14 that would <sup>place</sup> team<sup>s</sup> in two countries, Thailand and Pakistan, to send  
 15 an engineer and a marketing person into those countries and help  
 16 develop the local competence to manufacture and disseminate the  
 17 machinery.

18 DR. CHANDLER: Harriet, could I make one more comment  
 19 on that? Not to beat it to death, but I think there is another  
 20 point to be made there which applies, I think, to all of us. One  
 21 of the crosses which centrally funded bureaus have to bear is  
 22 that if they are doing their job they are a little bit ahead of  
 23 the action. They are trying to anticipate the problems of next  
 24 year. I cite, for example, that a number of studies on the role  
 25 of women in development were started prior to the Percy amendment.

1 We are now looking at problems in the education field of how you  
2 can educate people who are illiterate without having to go through  
3 the very dubious and difficult process of making them literate.  
4 In other words, not penalizing people by making them wait until  
5 they can acquire a particular skill that we consider essential.

6 Part of the answer, then, how this comes relevant is  
7 that when you guess wrong it doesn't. But it means that you have  
8 to try to predict what is going to be relevant and then to disse-  
9 minate at the proper time and in the proper way those results to  
10 the field so that they actually get built into programs, and so  
11 that the resources generated by research and by study of these  
12 problems are available to missions when they are needed.

13 MS. HARRIETT: In the center. I don't see hands too  
14 well, so if I don't see yours, yell. In the center back there.

15 MS. RATANARUANG: I have a question about nutrition.  
16 I think Dr. Forman is responsible for it. When you talked about  
17 nutrition, I don't understand how you can develop the people in  
18 the economically depressed area. These people do not have enough  
19 to eat, and how can you teach them to eat properly? That is my  
20 question.

21 DR. FORMAN: I think I understood the question, but I  
22 don't think I said anything about trying to teach people to eat  
23 properly or anything specific like that. ~~See, I think in the~~  
24 ~~field of nutrition,~~ *Although* and I don't really want to take this time to  
25 get into that as contrasted to the role of women in the *development* process,

1 ~~but in the area of nutrition there has been over the past 20 years~~  
2 ~~what for want of a better term I would call traditional approaches~~  
3 ~~in nutrition programs such as nutrition education and~~  
4 ~~traditional approaches being to educate people in nutrition, con-~~  
5 ~~duct supplementary feeding programs, and things of that nature.~~

5 ~~The point is that~~ <sup>If we</sup> ~~you~~ evaluated any <sup>such</sup> ~~given~~ program in  
6 a small context, <sup>we</sup> ~~one~~ might say, "Gee, it seems to have done some-  
7 thing here," but if you looked <sup>at the problem</sup> ~~in a broader sense~~ at how big the  
8 ~~problem is~~ <sup>as to</sup> and how much impact any given project or program was  
9 having, <sup>we</sup> ~~one~~ <sup>might</sup> ~~would have to~~ conclude <sup>that</sup> it was having very little impact.

10 Do I make myself clear? ~~In other words, what I am saying is yes,~~  
11 ~~In other words.~~

11 If you pick one little project in a certain corner of a country, <sup>such</sup>  
12 ~~particularly~~ <sup>as</sup> teaching people how to <sup>buy, prepare and</sup> ~~prepare~~ food, <sup>buy, distribute</sup> ~~how to buy food,~~  
13 ~~how to distribute food, and what to feed~~ <sup>distribute to</sup> ~~their kids,~~ <sup>children,</sup> it might  
14 ~~appear~~ <sup>appear</sup> to be a success, <sup>affecting a small number of people</sup> ~~but that means 300 people being affected or~~  
15 ~~perhaps 300 or possibly 1000 persons -~~  
16 ~~500 or 1,000 or something, a small number like that, for a given~~

16 amount of money. ~~but we haven't~~ <sup>however,</sup> ~~had~~ these programs on a massive  
17 <sup>in an attempt to</sup> ~~scale~~ <sup>affecting</sup> ~~larger~~ numbers of people. ~~What we are saying is~~

18 ~~that we~~ are opting now for a different ~~type~~ of approach which says  
19 to a country, "If you really <sup>care</sup> ~~give a damn~~ about the problem, let us  
20 <sup>at its totality - what you can do about it in all sectors."</sup> ~~look in total at the problem in a country, what the problems are,~~

21 ~~and what they can do about it in all sectors."~~ Then it <sup>may</sup> ~~is~~ very well,

22 ~~may~~ be that instead of teaching people how to prepare food, <sup>we might</sup> ~~that~~

23 ~~it~~ modify agriculture policy to enable production of given crops  
24 that are high in nutrition and low in cost, <sup>so that a program</sup> ~~then you don't have~~  
25 ~~of nutrition education may not be necessary,~~  
~~to do anything in the other areas with regard to teaching people~~

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1 ~~this or that or the other.~~ That might be a more cost effective  
 2 intervention. We ~~can~~ <sup>could</sup> have a bigger impact at smaller cost. ~~so~~  
 3 We are trying to ~~get countries doing this kind of thing.~~ <sup>help countries approach the problem in this way.</sup> Does  
 4 that answer your question?

5 MS. RATANARUANG: So that means you have to develop  
 6 agriculture first, right?

7 SPEAKER: Breast feeding.

8 (Laughter.)

9 DR. FORMAN: No, it doesn't mean that at all. It means  
 10 that one ~~faces up to the~~ <sup>realizes</sup> realities that in given countries there  
 11 are lots of things that can be suggested. Somebody hollered  
 12 "breast feeding." That is ~~very typical.~~ <sup>a good ~~inter-~~vention~~ example.~~</sup> I mean, Can you promote  
 13 breast feeding? What does it take to do that? How much money ~~and~~  
 14 ~~how much~~ <sup>much</sup> effort does it take, and how <sup>much</sup> success could you have, and  
 15 then what impact would you have? <sup>As another example,</sup> What would it take to promote  
 16 agriculture which ~~you are doing~~ <sup>is being done</sup> for other reasons ~~other~~ than just  
 17 nutrition? How much does it cost to do that, what impact do you  
 18 have, and what do you get for your money? <sup>We</sup> ~~you~~ are trying to raise  
 19 the <sup>programming or discussion</sup> ~~level~~ to bigger investments and bigger concerns.

20 MS. RATANARUANG: Yes, you have made your point.

21 DR. FORMAN: ~~That is really what we are saying in this,~~  
 22 ~~and frankly,~~ I think a <sup>mother</sup> point ~~has to~~ <sup>should</sup> be very clear for anyone in-  
 23 volved, whether <sup>in</sup> the field, or Washington, or vol <sup>untary</sup> agency or govern-  
 24 ment <sup>personnel.</sup> ~~or whatever.~~ We have to recognize that nobody is playing  
 25 chess with the world. ~~you know,~~ It is not up to <sup>outside parties</sup> ~~anybody to be~~

1 ~~able to have the power to sort of~~ <sup>to</sup> manipulate the pieces and say,  
 2 "We think this, therefore promote this or that or the other." Let  
 3 us remember that countries have a lot to say about things, whether  
 4 someone thinks they are right or wrong, ~~Let us remember that indi-~~  
 5 viduals have a lot to say about things, whether we think they are  
 6 right or wrong. Therefore, it behooves us developers or whatever  
 7 we want to call ourselves as people who are interested in trying  
 8 to work in this area to try to be realistic ~~about these things and~~  
 9 ~~try to be cognizant of them,~~ <sup>and</sup> be sensitive to <sup>these things</sup> them, ~~and yet not~~  
 10 ~~completely be dominated by them.~~

11 ~~But again,~~ <sup>W</sup> we cannot merely go out and ~~say promote~~ <sup>espouse</sup> breast  
 12 feeding, ~~Whammo, do it, that is the world's~~ <sup>is a</sup> solution, without  
 13 asking people <sup>whether it</sup> ~~can you do it, do people want it, or in any other~~ <sup>be done and whether they want it</sup>  
 14 ~~field that we are talking about.~~

15 MS. DULANSEY: This question is for the whole panel, but  
 16 perhaps mainly directed to Dr. Owens.

17 MR. OWENS: Mr. Owens.

18 MS. DULANSEY: Women in development can be looked at as  
 19 a cross-sectoral compartment or focus. This, I think, is a healthy  
 20 move. We have become over-compartmentalized. I wonder whether  
 21 having an Office of Rural Development, which should be cross-  
 22 sectoral, has enabled the Technical Assistance Bureau to focus on  
 23 the population or country for more than one sector. It could even  
 24 be from two sectors, but I would be particularly interested in  
 25 agriculture, health and nutrition.

1 MR. OWENS: This is what we want to do -- have you been  
2 overseas, recently, or here in Washington?

3 MS. DULANSEY: Here.

4 MR. OWENS: Oh. The story of the Office of Rural Devel-  
5 opment is better not told here. The greening of it got hung up  
6 in the written and other personnel difficulties, and we have not  
7 been able to get as many people or as highly qualified people as  
8 we need. What we want to do is run a consulting service for the  
9 mission which would be inter-sectoral, or whatever you want to  
10 call it, and to the extent that Charley Blankstein (?) and myself  
11 have been able to work on particular country programs, we have  
12 emphasized institutions as the integrating force and tried to fig-  
13 ure out how the different sectors of development do indeed hang  
14 together. You are quite right in saying that this is the emphasis.

15 MS. LONG: I think we have time for about two more ques-  
16 tions, and then we will have our coffee break.

17 SPEAKER: I am not sure to which panel member this ques-  
18 tion should be addressed, and perhaps I am somewhat of a devil's  
19 advocate in asking it, but a number of the panel members have re-  
20 ferred to increasing employment opportunities for women as a means  
21 of integrating women in their economies, and certainly this is a  
22 very valid point. However, my question is this. In a number of  
23 the LDCs there are very severe problems of under-employment and  
24 unemployment now existing. Are we now compounding these problems  
25 by adding to the labor force?

1 MS. CROWLEY: Who is an unemployment expert on the  
2 panel?

3 MS. LONG: Here is an answer.

4 SPEAKER: I am going to suggest that they are not adding  
5 to it. If the women are unemployed or underemployed, they are.  
6 There they are. They are not adding to it. When seeking employ-  
7 ment opportunities, you are seeking appropriate jobs in increasing  
8 employment, and I think you are talking to the poorest majority.  
9 I think we go back there, again, to integrated programs. Just  
10 seeking employment for women as such, I think, is -- increasing  
11 employment opportunities for the poorest majority, including men  
12 and women, is another sort of thing. I don't know. I ask that  
13 as a question rather than a statement.

14 MS. CROWLEY: I wondered where you were, Helen Wilson.  
15 Ted, do you want to answer that?

16 MR. OWENS: Well, I would be inclined to agree with you.  
17 This is, of course, a very long and complicated subject, which  
18 we could also have a 4-day seminar on. Perhaps the quickest way  
19 to answer would be to say that there are a couple of countries  
20 around who have managed to create a fully employed economy, includ-  
21 ing, as far as we know, more or less all the men and women 14 and  
22 up who want to work or at least part time. There are again the  
23 two Chinas. Perhaps the quickest way to learn more about the  
24 answer to your question would be to take the time to study in some  
25 detail how they have done it. The only other comment I would make

1 is that picking out women or some other particular group as a  
2 hypothetical addition to the labor force, I think appears to make  
3 the employment problem deceptively easy or simple. It is much  
4 more complicated than that, and in any society there are going to  
5 be a lot of jobs done by women anyway, because that is the way the  
6 societies are organized.

7 DR. CHANDLER: Can we refer back on that question to the  
8 discussion of this morning, in which it was frankly admitted by  
9 the bank, by UNDP, and by others and the rest of us that nobody  
10 can really say what the employment picture is. There is a recent  
11 article, for example, by Phil Foster who points out that under-  
12 employment figures are wildly exaggerated because there are rarely  
13 reports from the informal business sector on the employment which  
14 goes on there, which may well be in the aggregate as great or  
15 greater than the kind which gets regularly reported.

16 So I think taking our cue from this morning's view that  
17 there doesn't seem to be any way to monetize this enormous human  
18 product which goes on, that we really don't have too much to worry  
19 about in that respect.

20 MS. LONG: There was one more from the World Bank.

21 MS. SATO: I would like to know how AID is managing to  
22 get in contact with local groups to ensure that people in fact are  
23 participating. I think this is the problem that we have faced in  
24 the World Bank. We are not able to determine whether in fact the  
25 government is speaking on behalf of the interests of the people as

1 such. In fact, the governments have been over the years just as  
2 conservative as we have, in fact sometimes even more conservative.  
3 I am a little puzzled by some of these statements that have been  
4 made, both this morning and now, about how we are in fact being  
5 very responsive to the governments. We in fact are just doing  
6 what the governments want. I have found in my own experience in  
7 the World Bank, particularly in African countries, that in fact  
8 you are a promoter of ideas and that you have to at least throw  
9 the ideas out and see whether they will be accepted. But some-  
10 times the governments are not necessarily the representatives of  
11 the people, the ones who are being affected by the programs them-  
12 selves, and I would like to know what is the AID attitude. I  
13 throw it open to anyone who wants to answer.

14 MS. CROWLEY: I will ask John to comment on that in  
15 terms of the private groups, which are probably one of the best  
16 extensions of this.

17 MR. ULINSKI: I can't help saying that more conservative  
18 than the World Bank I can't conceive of, but that aside, I think  
19 we are strapped by the same kinds of problems. We deal on a bi-  
20 lateral basis with sovereign governments, and consequently we have  
21 serious problems in getting to the local communities that we want  
22 to address in this participatory process.

23 One of the reasons, I think, for this new push involving  
24 the voluntary agencies is there is an assumption not yet conclu-  
25 sively --

1 MS. SATO: Voluntary agencies in the countries them-  
2 selves?

3 MR. ULINSKI: In either. Either the host country or  
4 here, but there is the presumption that they work closer to this  
5 vast majority of poor people than anyone else. That remains to be  
6 seen whether that is going to be demonstrated or not, but the whole  
7 notion of dealing with them directly and dealing with them without  
8 necessarily getting official permission, formal permission from  
9 host governments to do so, is one of the underlying purposes in  
10 this new thrust.

11 DR. HOWARD: Harriet, I wonder if I could just make a  
12 brief comment on that? I don't think that the policies in Wash-  
13 ington are really fundamentally different from <sup>policies</sup> ~~these~~ in the field.  
14 There is a process to which we are all linked. That process, of  
15 course, is that ideas may emerge here <sup>with</sup> dissemination ~~being here~~  
16 of concepts, but the programs fundamentally emerge from the field.  
17 Now, ~~I think~~ it is a little simplistic to say that yes, in a bi-  
18 lateral program one can only deal with governments, as if to say  
19 ~~that one's knowledge of country conditions is limited by what~~  
20 ~~what a government provides are the only ways in which one knows~~  
21 ~~what is in fact going on in the country.~~ The existence of a Mis-  
22 sion, as <sup>U.S.</sup> ~~is~~ the case <sup>for bilateral</sup> ~~of multilateral agencies~~ <sup>and</sup> the participation  
23 of staff in the country permit ~~a~~ reasonable assessment of <sup>public</sup> ~~whether~~  
24 ~~people are participating or not.~~ <sup>Mission</sup> ~~Now, it~~ <sup>Effectiveness</sup> depends upon the makeup  
25 of the staff, ~~and who is there.~~ I know that, for example, in the  
health field, and I am sure in the agriculture field, staff can

1 give us their ideas as to whether rural people are participating  
 2 or not, whether a view represented by a government is, in fact,  
 3 the view expressed by rural people on a wide scale.

4 So that, as someone has said, a government overseas  
 5 ultimately has to say ~~as to~~ <sup>it accept</sup> what will ~~be done~~ <sup>in</sup> in the country in  
 6 terms of the negotiating process. But a bilateral program, ~~such~~  
 7 ~~somebody said, also involves, in our case, the United States, and~~  
 8 ~~the United States Government does have a right to say how it is to~~

9 use <sup>US</sup> ~~its~~ resources. ~~Certainly~~ <sup>Q</sup> one is not obliged, necessarily, to  
 10 enter programs which, ~~according to our~~ <sup>after an</sup> exchange of views and infor-  
 11 mation, clearly do not represent the participation of the people.  
 12 ~~So my feeling is that~~ <sup>with a government</sup> as you in the field know better

13 than we do, ~~one does have a sense of the~~ <sup>however, there is an increasing</sup> degree of participation.  
 14 One can encourage that, ~~and~~ <sup>if</sup> hopefully the style of collaboration,

15 the style of discussion with government, and the general ~~openness~~ <sup>usually review or</sup>  
 16 ~~openness~~ <sup>assessment</sup> with which governments permit ~~the view of~~ problems  
 17 in agriculture, education, do permit some clear ~~understanding~~ <sup>public</sup> as  
 18 to whether participation is in fact involved.

19 MS. LONG: I am afraid we will have to cut off at this  
 20 point, but I think this gives us an excellent preview of what is  
 21 going to come tomorrow, and we appreciate the panel coming today  
 22 to excite us into developing strategies along the various breakdowns  
 23 of the workshop. We are going to be very strict this time with a  
 24 10 minute coffee break.

25 (Brief recess.)

1 MS. LONG: I would like to make a couple of announce-  
2 ments. I think we should get started. Some of you are still ask-  
3 ing about the workshops. The roster of workshop participants,  
4 resource people and room numbers is out on the table, for those  
5 of you who did not receive a copy. If you are still interested  
6 in participating in a workshop, some are closed, some are still  
7 open, but please see Alex Ralli.

8 At the end of Dr. Tinker's presentation, we will have  
9 further announcements on the workshop, but I really don't want to  
10 delay us any longer because I feel that -- if we could have your  
11 attention please, so we can get started. Some of the workshop  
12 convenors are asking that they get together with the potential  
13 participants before the day ends, so we are going to arrange for  
14 those of you that want to meet with your chairmen of various sec-  
15 tions of the auditorium, but I would prefer to wait and make that  
16 announcement and clarify it at the end of today's presentation.

17 We have had a number of excellent participants in to-  
18 day's session, and I am doubly pleased that as we move into our  
19 workshops tomorrow that we have an opportunity to listen to some-  
20 one that has not only described the problem of women in develop-  
21 ment, and although it is true we have no cookbook, she has worked  
22 in the areas of some ways in which we can attack the problem.  
23 Irene doesn't know it, but I have been about three places now, and  
24 because of the success of the seminar I haven't found anyone who  
25 doesn't claim credit for helping to support the seminar. I was in

1 Iran and Iran claimed credit for the seminar at the same time  
2 that AID was claiming credit for the seminar and UNDP was claiming  
3 credit for the seminar, and an awful lot of us took a lot of time  
4 to help in the financial assistance, but we are all very proud of  
5 the outcome of that seminar. We are hoping that we can make  
6 available to you reports that fall into some of the areas of  
7 special emphasis in AID.

8           So this afternoon as a kickoff to our workshops tomorrow  
9 I am very pleased to present to most of you and introduce to only  
10 a few of you Dr. Irene Tinker, who is the Director for the American  
11 Society for the Advancement of Science, the International Service,  
12 she has her Ph.D. in political science, she has a specialty in  
13 cooperative development, and she has authored many articles, but  
14 the fascinating thing about Irene is that you often hear scholars  
15 and experts in the subject and you read them and you have a great  
16 respect for the reading, but they are not always as provocative  
17 and stimulating as a speaker. Irene meets both criteria of being  
18 a provocative writer as well as a speaker. She is the former  
19 President of the Federation of Organizations for Professional Wo-  
20 men, and she is the founder of the Committee on Women in Develop-  
21 ment for the Society for International Development. She organized  
22 the seminar that has often been referred to in Mexico City that  
23 preceded the opening of the conference, and also she has had a num-  
24 ber of experiences overseas, and I will let Irene discuss those.  
25 Incidentally, she is leaving here in the next week and she will be

1 the time is such that some of you may want to know when it ends  
2 as much as anything. I see no questions at all?

3 MS. LONG: I have a question on education. You said  
4 that much of the discussion was around nonformal education as  
5 opposed to formal education. In the discussion around nonformal  
6 education, how was the problem of the eradication of illiteracy  
7 discussed, because it often comes up that the question of whether  
8 we should invest in illiteracy programs, or literacy programs,  
9 depends on how this knowledge will be used and so forth.

10 DR. TINKER: There were at least three issues that were  
11 addressed in the back on papers. I did not get into that workshop.  
12 First of all, there was a stress on the fact that literacy brings  
13 up the question of what language, and that most of the countries  
14 you are dealing with, you are dealing with many languages, and  
15 that usually the language of the bureaucracy is not merely a lan-  
16 guage of literacy but a language of high education, and in parti-  
17 cular the paper written by Merneathy (?), which is going to be  
18 published in the longer papers, and also one by Conza (?) who is  
19 from Zaire, stressed the fact that the women could not cope with  
20 the bureauacy because of language differences. A woman might  
21 know Berber, for example, or she might know house Arab, but when  
22 she had to go in front of the French speaking bureaucrats she  
23 might just as well have been talking to the other side of the moon,  
24 and that the problems of dealing with it were more than just  
25 literacy. So they were arguing -- she was arguing a much different

1 kind of thing simply because the scope of what you would have to  
2 train is so far from one thing to the other. But Conza, on the  
3 other hand, was wondering whether the bureaucracy ought to be  
4 continued in French, especially with the large number of local  
5 languages, and suggested the revival of the age societies, which  
6 is typical in Africa, to use those as a mechanism for literacy  
7 and literacy in their own languages, and then require some of the  
8 recipient bureaucrats to be able to respond in the language. I  
9 think there are some very interesting and rather provocative kinds  
10 of statements because when you get into the question of literacy  
11 and literacy for what -- as you know, if you don't continue to  
12 provide materials, the literacy is lost very quickly. The estimate  
13 is in many countries that 80 or 90 percent of the women are illi-  
14 terate, and unless there is a concerted effort, it seems to me, to  
15 produce materials for them to read, there is not much point in  
16 teaching them because they would revert to illiteracy so quickly.

17           These kinds of issues were talked about. Certainly  
18 there was a very strong undercurrent, still, among some of the  
19 older women in particular that education was still a cure all. The  
20 younger women were much more skeptical, but I don't think any of  
21 them, since obviously the fact that they were there meant that they  
22 were all products of a reasonably good education system, I don't  
23 think any of them were willing to knock the formal education.  
24 They just said it wasn't being very useful for most of the women.

25           MS. JONES: Dr. Tinker, I am willing to take on the

1 statisticians of the world, the census takers. You rang a bell  
2 earlier when you started out talking about statistics and what  
3 they seem to show. I am not sure we can redefine GNP right now,  
4 but at least in terms of census takers for employment information,  
5 something that Ms. Soyagez was talking about yesterday comes out.  
6 The women, at least in Latin American countries that I have been  
7 in, show up basically as the economically inactive sector called  
8 crop care (?), and we all know they are doing a lot more. But  
9 very likely they were asked by census takers with five different  
10 alternatives and one was a wage earning job, one was student and  
11 one was retired and one was crop care. Whether we can start think-  
12 ing about technical assistance to break down that a little bit  
13 more to tell you some more information, including for their own  
14 employment surveys. There is often a small section called non-  
15 remunerative and family workers, meaning mostly sons and daughters  
16 who work out in the field, their wives too, but that doesn't break  
17 it down by sex. It seems to me we could certainly do better if  
18 there could be assistance.

19 DR. TINKER: Well, I would certainly agree. I am also  
20 aware of the tremendous cost of censuses, and I guess my own  
21 feeling is that a very small good study may be just as useful.  
22 Small studies at least question the generalizations, and maybe  
23 that is the best use, because we do tend to have a lot of myths  
24 floating around which we are all beginning to question. I think  
25 to get really good national statistics on the thing you were

1 talking about would be fantastically expensive. If one did a  
2 small pilot study and then compared it around, I think you could  
3 improve the statistics. I believe there is a study going on out  
4 of Sussex in India which is attempting to look at the women's  
5 contribution in the rural area. It is not looking at household,  
6 but it is trying to draw a line between what is household and what  
7 isn't. For example, if women cook for the landless laborer, that  
8 is economic; if they cook for their own family it isn't. However,  
9 they are trying to show without getting into the house hold issue,  
10 which to many is a feminist issue, but in trying to stay with  
11 economic, to show what the woman's contribution is. I think that  
12 one when it comes out will be a useful yardstick to work elsewhere.

13 MS. HUOSLEF: I am very interested in your examples, as  
14 a woman, in these various parts of the world. What I am asking  
15 cannot be quantified, but it is something that has mystified me  
16 for many years, the way that society is explained to me by men,  
17 like, "How could they send a woman here? The women don't count  
18 for anything here." This was a traditional society and was commer-  
19 cializing. It went very well. Then came the agent to compile the  
20 statistics. The Economic Council said, "How could they send a  
21 woman to do this?" Well, that first experience was discouraging.  
22 I came to a bank and the unshaven man sitting there said, "Oh,  
23 come back later." I did go back later. They were shaved and they  
24 were clean and their fingernails were clean and I got their full  
25 cooperation. There were no problems. So my contribution is,

1 doesn't it take a woman to see can a woman function here, and not  
2 a man?

3 DR. TINKER: I think you are absolutely right, and I  
4 would like to point out that in highly stratified societies women  
5 at the top end, which would include necessarily foreign women,  
6 can do almost anything. The question one is always asked is,  
7 "Ha ha, if you have such great equality, how come you have no  
8 prime minister?" Right? You have heard that? I think the ob-  
9 vious answer here is that in societies like India or even in  
10 central African Republic, which had a prime minister for a while --  
11 I don't think very long -- who was a woman, in the stratified so-  
12 cieties they are used to the idea of queens or princesses or peo-  
13 ple, and I tried to suggest even in our society when there was  
14 much more elitism, that women by percentage, those old blue  
15 stocking women, probably had a lot more freedom than most middle  
16 class. I think that by extension, and this has certainly been my  
17 experience, that as a woman coming in from outside, they are clas-  
18 sified as an elite, and I don't think women have any trouble at  
19 all. At that level, you really can do almost anything.

20 MS. BRYSON: I noticed that you just alluded to the fact  
21 that when something became economically remunerative it tends to  
22 be monopolized by men. When we were studying the situation in  
23 Ghana, we found this as well, but in the food processing chain,  
24 making, say, gari (?), which is a traditional dish, all of the  
25 processes from start to finish were handled by women until a

1 cassava press was introduced, and then that was run by a man.  
2 What I was wanting to ask you was whether there was ever any indi-  
3 cation in the studies of the mechanism by which this happens,  
4 whether it is a question of the change agent who appears and intro-  
5 duces this thing being more likely to introduce it to a man or  
6 whether it just happens in the society, or this sort of thing?

7 DR. TINKER: Well, I think my answer would be to point  
8 out two very quick case studies. First of all, I am very familiar  
9 with the marmalade queen in Ghana. She has been able to modernize  
10 and to a certain extent stay in control of the market. She also  
11 has written two papers for seminars that I have been at, and she  
12 attributes at least some of her ability to the fact that under  
13 Nkrumah market women were protected to some extent from competi-  
14 tion from foreigners, and therefore were -- since it was a women's  
15 role internally -- were not subject to foreign male competition,  
16 which happened in other areas. She was very concerned about what  
17 was going to happen with the problems of the inflation, whether  
18 the imports would come in and women would lose their control.

19 The other thing she stressed is that most of the market  
20 women are still illiterate, and that clearly as you get government  
21 bureaucracy coming in with forms, the women have to get someone to  
22 fill them in and this opens up very easily to exploitation, if  
23 you can't read and someone else can and you have them fill out this  
24 for or that form. So I think some of the modernization required  
25 that the traditional roles be modernized, and I don't know of any

1 development plan that says, all right, we are going to modernize  
2 the market women. They are going to say let us modernize the  
3 market and throw out the market women, and therefore you have  
4 this modernization that not only discounts the women but because  
5 it doesn't help them, doesn't allow them to learn, for example,  
6 doesn't allow them to learn enough of the language to fill in the  
7 forms. I have been trying to encourage graduate students to go  
8 out and look at what happens to the daughters of the market women,  
9 or some of you who live in these areas, I would love to know whe-  
10 ther these recruit their own daughters. We know that they pay  
11 their sons and educate them and send them into the bureaucracy,  
12 but what happens to the daughters? Do you know?

13 MRS. NORTH: Yes, most of the market women are daughters  
14 of market women.

15 DR. TINKER: But are the newer ones then educated?

16 MRS. NORTH: Yes.

17 DR. TINKER: Are they literate so they are getting --

18 MRS. NORTH: The chief use of their money is for the  
19 school fees for children.

20 DR. TINKER: So it would be interesting to see, then,  
21 whether you have a modernization of the market women.

22 MRS. NORTH: Some of the ones who are literate and  
23 educated have usually been educated by their mothers who were  
24 market women.

25 DR. TINKER: The other little point I was going to make

1 is that among the Ibo in Nigeria, where the women traditionally  
2 gather palm oil, and because palm oil is wild it has not been sub-  
3 ject to plantations, and therefore the men haven't taken over like  
4 they have taken over everything else, the women apparently still  
5 hire men to go and bring down the nuts, and used to pay them in  
6 a percentage of nuts. The government decided to introduce palm  
7 oil presses and the government decided to sell them to the coopera-  
8 tives, but the government also only sold them to cooperatives with  
9 men in them. Therefore there was a real conflict, whereupon the  
10 women organized cooperatives and demanded that they be allowed to  
11 buy them also. In this case we are dealing with very strong  
12 women, and they were apparently able to form cooperatives against  
13 the government bureaucratic ideas and to maintain control over  
14 the palm oil, because it is fairly lucrative.

15 But I think these are just the kinds of bureaucratic  
16 things that tend to happen. I don't anyone purposely went out  
17 and said let's get at the women. It is just that all cooperatives  
18 are run by men and therefore they would have the credit and  
19 therefore they would be the ones to benefit.

20 MR. LANDGREN: I would just like to comment a little  
21 more on this. I think in part it might go back to the question  
22 of language. For example, where I am currently working in Mauri-  
23 tania, you have a big drive on to convert the place to Arabic and  
24 have people learn this in lieu of French, which is creating all  
25 sorts of internal problems which I won't go into now. But I might

1 propose the idea that if you have such a movement, as in the case  
2 of Zaire, to have people learn to read and write in one of their  
3 local languages that this results in their then being more or less  
4 cut off from the new ideas from the outside world, so this might be  
5 one reason why they don't benefit from new technology.

6 DR. TINKER: Also, some of the more traditional languages  
7 are often male and female languages. I mean there are vocabularies  
8 that are quite distinct, and I think Arabic in particular. There  
9 is a kitchen Arabic and a formal Arabic, and I think it could be  
10 very dangerous. I think it is a very sticky issue, and no one has  
11 really solved it, but it is an issue that one has to deal with.

12 MS. ZOLLNER: I was just going to comment that you are  
13 also treading on very dangerous ground because there is the whole  
14 question of nationalism and identification with one's own identity.  
15 It is a very difficult question relating to having the new tech-  
16 nology translated, because even the European languages haven't  
17 learn to adapt to the newer technology. So it is very touchy to  
18 discuss.

19 MR. LANDGREN: Oh, indeed, indeed. I was just trying to  
20 say that this might be one factor involved. Certainly there are  
21 many more.

22 DR. TINKER: I think that what this suggests is that  
23 with some of the new technology like satellites that perhaps the  
24 use of the traditional languages but with modern interpretations  
25 of --

1 MS. ZOLLNER: Naturally.

2 DR. TINKER -- are the kinds of things, the kinds of di-  
3 rections that one could go toward that would benefit the women.

4 MS. ZOLLNER: It seems to me that it is almost impossible  
5 at this stage of the world's development to isolate or completely  
6 isolate anyone. Everybody has surely seen a transistor radio some-  
7 place or other. But the flow of language back and forth and the  
8 flow of ideas will continue. How best can you adapt them or not  
9 adapt them is a different question.

10 DR. TINKER: Another question. Yes.

11 SPEAKER: I was interested in what you had to say about  
12 changing statistics offices, but I was wondering if there had been  
13 mentioned changing ministries of planning. Somehow or other when  
14 we see programs for women, the plans are always the last 3 pages.

15 DR. TINKER: Or footnotes.

16 SPEAKER: What can be done about getting these programs  
17 somehow towards the front of the book and into the other programs?  
18 Has there been an attempt, or did it come up in the organization  
19 workshops or the other workshops, the necessity of re-oriented the  
20 ministries of planning, either through hiring practices or differ-  
21 ent ways of measuring projects?

22 DR. TINKER: I think probably there was more negative  
23 than positive criticism on this. There was a concern about using  
24 middle class women's organizations as the vehicle for development  
25 because of this real concern of exploitation in culture levels.

1 There was criticism and concern about whether or not development  
2 programs should be separate and to what extent. I think on the  
3 whole when it came to development as opposed to pressure groups,  
4 the feeling was that you needed integrated development and that  
5 what you needed was to have the planners remember, because most  
6 of them probably knew, but to remember what the situation really  
7 was, so that one might avoid the situation which recently apparently  
8 happened in Indonesia where -- with the green revolution, as most  
9 of you know, there is frequently increase in unemployment, and the  
10 planners know this. So the Indonesian planners planned for 10,000  
11 new factory jobs because they knew that 10,000 harvesters were  
12 going to be put out of jobs as the harvesting went into the hands  
13 of middle men as opposed to traditional harvesters. The thing that  
14 they forgot to remember, although they all knew, is the harvesters  
15 were for women and the jobs in factories were all for men.

16 I don't think anybody objects to the idea that you  
17 should have a green revolution, and no one is really going to ob-  
18 ject that you are going to modernize, and maybe women are going  
19 to be put out of jobs. But for heaven's sakes, the questions should  
20 be asked who are the people put out of jobs. If you are going to  
21 create new jobs, at least let us think about the jobs for the  
22 people who are made unemployed.

23 The successful programs were programs that tended to in-  
24 clude both men and women. There was one, again in Honduras, in  
25 which a very poor village was unable to organize itself. It

1 apparently got enough money to grind corn, which cut down on the  
2 time women spent in providing, I think it was tortillas or some-  
3 thing, and the result was an increased production and an increased  
4 income, and the only way that this would work is that the men had  
5 to assist in some of the grinding, which was traditionally women.  
6 The hardest part was to get the men and the women to understand  
7 that improving the woman's lot would in fact improve the village  
8 lot, and once that hurdle was over, the whole village benefited.  
9 I think it was that kind of thing that was used as the example of  
10 the success, rather than separate programs, which were very sus-  
11 pect. You know, crocheting kind of extension services got very  
12 short shrift.

13           SPEAKER: I would like to refer back to the women's  
14 organizations, because this is the year of the woman and women's  
15 organizations.

16           DR. TINKER: The decade of women. It is the decade of  
17 women; we are not going to settle for one year. (Laughter.)

18           SPEAKER: But anyway, there is a lot of activity.  
19 Women's organizations are developing. In fact, in the country in  
20 which I work the government has been an instrument in creating a  
21 national women's organization which more or less is the umbrella  
22 over existing women's organizations in the country. My question  
23 is, in working with -- have you had any experiences or do you have  
24 any information about women's organizations that are successful  
25 in developing or generally in some sort of cooperative effort

1 where they can benefit themselves?

2 DR. TINKER: I think again I would refer to the Economic  
3 Commission of Africa, which has had a women's section for about  
4 5 years and which decided the only way they were going to get at  
5 helping the bulk of the women was to use the middle class women's  
6 organizations. They are, in fact, retraining the women. I don't  
7 mean to be nasty in some of the comments of the manor house women.  
8 I think there was a feeling that many of the middle class women  
9 were doing this as charitable things, and this was not a good  
10 thing. On the other hand, many of them would like to help. There-  
11 fore, what the Economic Commission of Africa is doing is retraining  
12 the women so that they are teaching things that are apparently  
13 more developmental oriented. It is my impression that this has  
14 been much more successful there than elsewhere. Perhaps in Latin  
15 America there is still a kind of elite gap. The woman who reported  
16 on Brazil said that they went into the Favelas (?) and actually  
17 took women from the Favelas and then taught them specific things  
18 on nutrition, but that the women were so suspect, even when they  
19 went back, that the biggest problem was the question of trust.

20 So that it isn't very easy to get over this kind of  
21 problem, but in this case they were at least, I think, on the  
22 right track. They weren't sending middle class women into the  
23 Favelas. They were at least trying to train the women in the  
24 Favelas to learn more. One would hope that someday or other they  
25 establish some kind of a trust relationship.

1           On the other hand there were some very bad examples of  
2 the sort of missionary type women, just the sort of old fashioned  
3 manor house lady types, that especially the Asian women kept bring-  
4 ing up, that were pretty devastating.

5           So again, I think the main thing is to provide the woman  
6 power if you have voluntary organizations, provide them with the  
7 kind of access to information about what is really needed, and to  
8 encourage them toward self help. I think that was the key word.  
9 That you don't want to make a dependency relationship. You don't  
10 want to do any kind of voluntary service that requires continuation.  
11 For all the funding agencies, 5 years and you ought to be out of  
12 there. I think that maybe that is one of the more useful keys.

13           I think there are successes. This is a new development,  
14 so it is a little hard, I think, to say. But if you wanted info-  
15 mation on that, I am sure ECA would be one of the best places to  
16 go. They have got a very good staff, and not a lot of time and not  
17 a lot of statistics, but they are doing some good things there.

18           One more question. Yes, in the back.

19           SPEAKER: I don't know whether this is a question or a  
20 comment.

21           MS. LONG: Could you stand so they could hear you over  
22 here.

23           DR. TINKER: Or yell a little louder.

24           SPEAKER: I am very much concerned about this nonformal  
25 education and formal education. We have been focusing throughout

1 our seminars on the betterment of the woman in the rural area and  
2 the rural poor, that since they are the majority we should give  
3 them assistance and we should develop the poor as well as educate  
4 them. However, in Africa I think there are shortages of educated  
5 women and also there is a shortage of manpower, of women as well  
6 as men. If we use formal education, if we want to create leaders,  
7 how do we advocate only the rural development versus the other?

8 DR. TINKER: As I said, I don't think there was anybody  
9 in our seminar that was against informal education. I think they  
10 were all very uncomfortable with it. First of all, all the statis-  
11 tics that came up in the paper showed that women had nowhere near  
12 an equal percentage of the attendance, that with very few excep-  
13 tions, primarily in Latin America, the higher the education the  
14 lower the number of women. There were examples showing how mothers  
15 purposely flunked or got their daughters to fail exams, especially  
16 in Muslim areas where it was considered perhaps dangerous for the  
17 girls to go on because of the conflict with puberty, and so forth.  
18 There was certainly a feeling that the access should be there and  
19 it should be more equal. I think there was great unclarity as to  
20 whether the goal should be national formal education for everyone  
21 on a limited budget. I think there was a feeling that if you  
22 don't have a lot of money, that there may be more useful things than  
23 opening up large school systems which will flunk all the people out  
24 or the kids will all drop out before they are even literate.

25 But there were not -- we did not attract nor invite

1 people from the educational establishment, so that most of the  
2 people who came were people who were involved in working. They  
3 were teachers themselves or they were working in nonformal educa-  
4 tion. We did not get the sort of school administrators who might  
5 have been more defensive about formal education. I think that that  
6 is why our particular seminar preferred to talk about what was  
7 useful education for the majority of the people in the possible  
8 future. They were not, I think, addressing the problem of the  
9 formal education system. I think that is a very important problem;  
10 it is just that we were really looking at development, and I  
11 think therefore we were looking primarily at the rural poor, urban  
12 poor sectors.

13           SPEAKER: Yes. When you think in terms of development,  
14 I am now looking in terms of developing countries, non-Western  
15 countries. We have to have woman leaders who can educate the  
16 rural woman. That is my feeling.

17           DR. TINKER: You are absolutely right. As I say, I  
18 think the feeling was that the access of what education is avail-  
19 able should be more equal. But it probably wouldn't hurt to  
20 improve the education all the way around.

21           I think we have had enough educating for tonight. Thank  
22 you all for being patient.

23           MS. LONG: Before you dash out, I have a couple of  
24 announcements. One, it is very disconcerting for our speakers, I  
25 think, to be in this rather futuristic auditorium. One thing about

1 modernization is it disrupts cozy relationships. So we wish that  
2 tomorrow you would come into the center and farther down. I  
3 apologize; this is a lovely auditorium, but it doesn't facilitate  
4 cozy dialogue. If you are up here looking out at you scattered  
5 all over, it is kind of frightening. So would you please come  
6 down to the front pews tomorrow?

7 SPEAKER: Are we going to separate rooms tomorrow?

8 MS. LONG: Yes, but I want to make one change. I hope  
9 this is not stereotyping women changing minds. This is actually  
10 men who have changed the schedule around. We have decided that  
11 it would be better for you to convene in this auditorium at 9:30  
12 rather than start your workshops for about 20 minutes and break  
13 up and come over here. So a couple of chairpersons asked could we  
14 start in this room at 9:30 and then immediately begin the work-  
15 shops following Senator Percy's remarks. We anticipate that Sena-  
16 tor Percy will be presented by Administrator Parker at 9:45, and  
17 this will only last about a half-hour, so that we will be a sort  
18 of hour behind time in the scheduling of our workshops. If some  
19 of you have a strong feeling and want to start at 9 o'clock, I have  
20 no problem with it. Specifically the nutrition workshop will not  
21 begin until after Senator Percy finishes, and we are trying to get  
22 that word out.

23 Now, some of the workshop chairpersons would like for us  
24 to start this afternoon. They just want to talk to you briefly,  
25 and I thought that we could just have you, those of you that are

1 still here, sort of group in various sections of the auditorium:  
2 Specifically, the workshop -- let's see, where are my -- you can't  
3 see up here; that is one of the problems, and this is the easiest  
4 way to do it. Could I have the hands of the people who are in the  
5 Education and Human Resource workshop? Okay. That is a goodly  
6 mix. I will move you all over to this section. Then, the hands  
7 of the Rural Development people. Okay. That is a big workshop  
8 tomorrow, but it is a little group here, so we will ask you to  
9 meet down here for a few minutes. Let's see, the Family Planning  
10 and Health folks, we will ask you to meet in the center in the  
11 second section. Let's see, Education, Family Planning -- I have  
12 got to get all my sectors together. The Nutrition and Health  
13 folks, could you meet over in that dark corner? Then the Agricul-  
14 ture people, could you meet down in this section? I think that  
15 just about covers it.

16 Now, there may not be anyone for you to meet with, and I  
17 will come around and talk to you in just a moment.

18 (Thereupon, at 5:05 p.m., the conference recessed to  
19 reconvene Thursday, October 30, 1975 at 9:30 a.m.)  
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