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TRANSCRIPT OF PROCEEDINGS 11/5/75

AGENCY FOR INTERNATIONAL DEVELOPMENT

DEPARTMENT OF STATE

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WOMEN IN DEVELOPMENT CONFERENCE

Date: October 31, 1975

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THIRD DAY

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11 WOMEN IN DEVELOPMENT CONFERENCE

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10:00
Friday,
October 31, 1975

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

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THIRD DAY

Women in Development Conference

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THIRD DAY

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P R O C E E D I N G S

1
2 MS. LONG: Could we please encourage most of you to sit
3 in the center so that we can pick up your comments and questions
4 today? I am sorry to herd you around like this, but we have such
5 a full morning, and I would like at least the reputation that the
6 conference starts on time to be a true one so that we don't get
7 laggards who say it never starts on time. So we are trying to
8 push in your coffee and smoking so that we can start.

9 I have just a couple of announcements to make. This
10 afternoon Congressman Fascell, who is not listed in your program,
11 will address us and will also be receptive to questions about the
12 new directions. You will hear more about that, but in terms of
13 adding to your program, the 3 o'clock session indicates that
14 Deputy Administrator Murphy will be here, and along with the Depu-
15 ty Administrator, in the section that is referred to as a "View
16 from Congress," it is sort of merged so that you will have an
17 opportunity to ask the Deputy as well as Congressman Fascell
18 questions about the new directions. So please, some of you skipped
19 out yesterday afternoon, and we now know who you are because you
20 showed up here at 9 o'clock not knowing that we weren't going to
21 start till 10.

22 I have one other announcement to make, and that is that
23 the Assistant Administrator for the Latin America Bureau, Herman
24 Kleine, would like to meet with all of the representatives from
25 the Latin American mission, and that will be at 4:45, so leaving

1 the reception that begins at 4 o'clock on the eighth floor and
2 going to the administrator's office, and I will find my notes and
3 give you the room number. The room number is 6909. Mr. Kleine
4 would like to meet with all of you from the Latin American mis-
5 sions.

6 This morning we want to make clear that the reports, the
7 summaries and the recommendations are being recorded. A number of
8 you have asked will they will available. We cannot announce at
9 this time when the reports will be available, but they are being
10 recorded and we will try to have a comprehensive a report to dis-
11 tribut to you. We may also have, for some of you have asked whe-
12 ther some of the tapes of the speeches as well as just a transcript
13 of the speeches would be available to play in the missions, we
14 are now making arrangements to duplicate tapes of some of the
15 speeches, particularly the Administrator's and Senator Percy's and
16 the Deputy Administrator's, and so forth, but the tapes will -- we
17 are trying to work out that they can be duplicated and available to
18 you, if you wish to play any of the tapes in the missions. A
19 couple of you asked about the tapes and not just a transcript, and
20 I think it is an excellent idea and we are trying to accommodate
21 that.

22 Without any more delay, we have variations in how the
23 reports will be given. Some will be given by one person, some will
24 be given by a team, and I am not really privy to all of the ways
25 in which it will be done, so to be on the safe side, I want to

1 just call on Dr. Hesser and he can explain how the Agriculture
2 Workshop will give their report.

3 DR. HESSER: Thank you, Nira. Ours will be a team ef-
4 fort. We in the Agriculture Workshop had a very spirited discus-
5 sion of the issues associated with involving women in agriculture.
6 In my estimation, the most valuable part of that exercise was the
7 exchange of ideas and the dialogue there. That was probably more
8 important than the written pieces of paper that will come out
9 summarizing it. I found it extremely interesting. There was an
10 occasional needle from some of the female group aimed at some of
11 us men, which added to the spirit of the discussion, and we had a
12 lot of fun.

13 The participants in the workshop identified some princi-
14 ples to recommend to the Agency with regard to these issues. One
15 was that missions should strive to get host governments to allow
16 women to participate in the definition of agricultural problems
17 that AID assistance would help solve. The feeling was that women
18 know better what these problems are than men, and I think there is
19 a lot of merit to that.

20 The second principle was that it is insufficient in the
21 eyes of most of the people in the workshop that the incidence of
22 benefits of an agricultural project should be "not negative" to-
23 ward women. The results should have a positive impact on women,
24 particularly the rural poor women.

25 The third principle or at least fact was that while it

1 was recognized that women have a very important role in agricul-
2 ture in the LDCs, it is a fact that we don't know enough about
3 that role. Therefore, it was suggested that small, country-specific
4 projects are needed to learn more about that role and how assis-
5 tance projects might improve the status of farm women.

6 There was one instance ^{in which a mission} -- the Ghana mission [^] apparently
7 has had a small research project which cost about \$6,000, the
8 results of which ^{formed the basis for} ~~went into~~ a Project Identification Document, a
9 PID, which will lead to a project designed to have a favorable im-
10 pact on women in agriculture.

11 We talked a little bit about what the goals should be of
12 these projects and activities. The participants suggested the fol-
13 lowing two goals as having ~~some~~ relevance. One would be to im-
14 prove the quality of life and the well being of rural poor people,
15 particularly women. An alternative goal might be to increase the
16 opportunities for rural women to take part in and be functionally
17 integrated into agricultural development processes.

18 We then talked some about alternative approaches, whether
19 there is room for the rifle approach, as was suggested earlier in
20 the week for some high priority projects dealing specifically with
21 women, or whether it would be best to concentrate on comprehensive
22 agricultural development programs that focus on the rural disad-
23 vantage. I think the feeling was that probably most of the empha-
24 sis should be on the latter, that is, not specifically aiming them
25 at women, although there is good justification for a few high

1 priority projects aimed specifically at women.

2 We attempted to do too much in our workshop. We divided
3 into three subgroups and worked for 2-1/2 hours in the afternoon
4 to structure projects, three different kinds of agricultural pro-
5 jects, and you all recognize that it is impossible to do a clean,
6 neat job of structuring a project in 2-1/2 hours. But I think it
7 was a very useful exercise. What we are going to do is have three
8 people come up and just briefly present what the ideas were.

9 The first project was one aimed specifically at women in
10 agriculture, ~~(sort of)~~ titled "Specific Training for Women in Agri-
11 culture," designed to increase the skill level of the farm women.
12 While this one is aimed specifically at women, some of the concepts
13 could be integrated into other agricultural assistance kinds of
14 projects.

15 The second one was the shotgun approach. It is a broader
16 based project, agriculture development project broadly defined,
17 and was designed to maximize the integration of women in the
18 agriculture development process and to insure their full partici-
19 pation in the incidence of benefits.

20 The third one was aimed at this problem of not knowing
21 enough about the role of women and how to improve that role, and
22 while we recognize that the role of women is very important in
23 agriculture, we just simply don't know enough about that role and
24 concluded that there is need for a better data base on which to
25 structure projects to improve the role of women, the status of

1 women.

2 To carry out the research needed in most of the countries
3 there are two needs. One need is for a catalogue of people from
4 inside the LDCs and from outside the LDCs who are competent to do
5 these kinds of studies, anthropologists, sociologists, et cetera.
6 The other need is for an information system in which the LDCs them-
7 selves would be very much involved in the process to collect re-
8 ports and studies from all over the world and then to disseminate
9 these out to the missions in the LDCs to serve as a data base for
10 development projects.

11 To summarize briefly the first project, the rifle
12 approach focused on women. Will Scarborough will take the lead.

13 MR. SCARBOROUGH: In general, it was the consensus of
14 group A that participant training was one of the first priorities,
15 and it was the feeling that this training should be specific for
16 women, primarily, and it should be piggy-backed on ongoing pro-
17 grams dealing with upgrading of traditional skills, also with the
18 expectation that it should be expanded to provide leadership skills
19 to selected cadres. Some of the traditional skills that we men-
20 tioned were public speaking, budgeting, marketing, and we didn't
21 mention management because we felt that women have proven themselves
22 to be managers extraordinaire just by the basis of survival in the
23 LDC rural areas.

24 We tried to outline generally according to the AID schema
25 as to how we would go about developing this project. Initially we

1 specific and contingent on the level of development, the awareness
2 of the government structure to the problems of women, and these
3 figures would have to be plugged in on a case-by-case basis.

4 2 - Distribution and use of materials. 3 - X number of
5 rural business women who are disseminating agricultural inputs and
6 information to other rural women. 4 - X number of male agents
7 working effectively in the field. Now this effectively, again,
8 is subjective judgment, but we felt that just male extension
9 agents working was not sufficient. 5 - Number of clubs and
10 percentage of women involved. Our means of verification in essence
11 were surveys, comparative surveys, and we felt that this would
12 probably be the most difficult aspect of the program design. In
13 so many of these areas there is no benchmark data, and many of the
14 programs have never actually been impacting on women. But we felt
15 that the surveys of the regions or the districts would be the only
16 logical route to take.

17 In essence, those were our feelings, and we had a fairly
18 general consensus that these were the important points that should
19 be looked at in any participant training project to impact on
20 women. Thank you.

21 DR. HESSER: Thank you, Will. Paul Winger from the
22 Nicaragua mission will summarize the discussion relative to the
23 shotgun approach of integrating women into agricultural development.

24 ~~Bob?~~ Paul,

25 MR. WINGER: Leon did not mention that I am the loan

1 officer in the Nicaragua mission. What we have there is a \$14
2 million rural development program which my predecessor designed,
3 so I can neither take the credit nor claim the blame for it. But
4 the major part of this rural development program will be agricul-
5 ture.

6 In order to avoid excessive narrowness, we had our dis-
7 cussions include both a project in the implementation phase, as
8 my loan is, and in the structuring phase, as a lot of you will be
9 dealing over the next few years. Because of the tremendous
10 breadth of the subject matter, we did not try to go into a speci-
11 fic log frame the way the previous or the other two groups in our
12 section did, but we did treat with the various aspects of the log
13 frame and how the matter of women's participation as beneficiaries
14 and as agents would be fitted into the log frame.

15 First we agreed that on the goal purpose it was important
16 that equity, not only social economic equity but sexual equity, be
17 included as part of the project goal. There have been times in
18 the past when AID has focused almost exclusively upon increasing
19 production, and there have been times when this increase in pro-
20 duction came at the expense of increased dis-equity of distribution
21 through larger farmers and mechanization. I think the Congressional
22 mandate precludes any more of that type of project, and we have
23 been designing our projects -- the specific loan I am dealing with,
24 and I think probably all loans in the future are directed to the
25 disadvantaged rural majority, and I think it should be made clear

1 that this disadvantaged rural majority includes the women.

2 As far as the purpose of the project is concerned, again
3 the specific statement that one of the purposes is the inclusion of
4 women in the project as participants and beneficiaries will be
5 valuable, in fact essential, in the proper structuring of the pro-
6 ject. This will have to include evaluation indicators, and the
7 *EOPS (and of project status)*
8 ~~Eops (?)~~ of the project should have various measures of how the
9 role of women has taken place and how the lot of women relative
10 to everybody else really has been improved.

10 Going the the particular output-input phases of it, we
11 started out with the technical assistance and research. There was
12 a broad consensus within the group that the most important of the
13 phases of the technical assistance and research was to assure that
14 women in the field of agriculture had adequate access to extension
15 services. The easy problem there is the attitudes of extension
16 workers who might not want to talk to women who will have to per-
17 suaded, nudged, compelled, however one wants to do it, to do so.

18 The harder aspect is the fact that technical assistance
19 or extension work in agriculture really cannot be on a one-to-one
20 basis. One extension worker going to one farm and talking to one
21 farmer simply is unable to reach enough people that way. So what
22 you have to do is you have to gather people into groups of 20 or
23 50 or 100 so that the extension agent can make a real impact within
24 the limited time available. Because of a woman's other duties in
25 the home, child raising, housekeeping and things like that, it is

1 undoubtedly going to be more difficult to get full female partici-
2 pation in these groups. Somehow the project will have to be
3 structured -- and I am going to have to go back and look at my own
4 project on that -- somehow the project will have to be structured
5 to maximize the female participation.

6 The next aspect, of course, is the one that the previous
7 presentation dealt with, getting women into the field as extension
8 agents, both from the point of view of making more employment
9 opportunities open to women and from the point of view that seeing
10 that the woman's viewpoint is included in extension work and that
11 women in the farming field are contacted by someone with whom they
12 can at least presumably relate as a fellow woman.

13 Finally, of course, in the technical field we have agri-
14 cultural research. This deals with obviously more educated people,
15 but again the necessity for getting women into agricultural re-
16 search was felt desirable, and even more so the desirability of
17 having women in policy making positions affecting agricultural
18 research so that the directions that research takes can include
19 directions which will be beneficial to women.

20 The next area, credit, is very easy to deal with in
21 theory, although a lot harder in practice. The theoretical deal-
22 ing is that simply all legal and social restrictions against free
23 access of women to credit must be removed. They must be treated
24 just as men would be on the basis of whether they have a viable
25 economic unit and whether they have a sound plan for farming that

1 economic unit so as to make a return and pay back the loan.

2 The issue of access to land is virtually identical to
3 credit. The women have to be given equal access to purchase land,
4 irrespective of their marital status, irrespective of prejudice or
5 discrimination against women as land owners. Of course this in-
6 cludes credit to buy land, since very few of us can afford to pay
7 cash.

8 One of the more complex areas that we discussed was women
9 in marketing. Women are already in a great many societies the
10 prime movers of the small marketing system, and yet it is this
11 system that will have to be modified and be made more efficient
12 if the additional production is to be effectively marketed and if
13 the incomes of people in marketing are to be increased without in-
14 creasing the cost to the consumer. This is going to have to be
15 done through increased efficiency of operation and through better
16 sanitary procedures, through education, and probably through some
17 consolidation of small, inefficient units into larger efficient
18 units. The prime problem, of course, is that in this consolidation
19 the risk of going into male dominated corporations is very strong,
20 and the programs in the marketing area will have to be structured
21 so that the small women marketeers, if their marketing functions
22 are absorbed by a larger organization, have a role, an important
23 role, to play in that larger organization.

24 The other facet which gets into rural development -- we
25 touched on it only briefly -- is that whenever you have a system

1 made more efficient there are likely to be people displaced from
2 that system, and so seeking alternative, effective opportunities
3 for women. If it is socially and economically acceptable in that
4 society, maybe they do go home and raise children. Maybe they
5 should. If, on the other hand, it is socially and economically
6 acceptable they go to factory and other types of work, then this
7 would also be desirable. As I said, because this gets into rural
8 development rather than agriculture, we only touched on it.

9 The final thing that we dealt with at a little more
10 length, and I mentioned it before, was the matter of evaluation.
11 If you are going to have this reach any particular group, whether
12 it be women or poor workers in a given district or poor farmers,
13 you are going to have to have some sort of evaluation below the
14 macro level. You cannot simply show that the number of quintales
15 of corn produced in a given province rose from 500,000 to 700,000.
16 You have to know who grew those additional 200,000 quintales and
17 who received the benefit of it. So a great deal of work is going
18 to have to go into particular evaluation, setting guidelines for
19 the evaluation, preparing baseline data, so you know where you are
20 standing and then going out and finding out where you have gotten.

21 I think the results of the workshop to me were extremely
22 gratifying and extremely useful for my own loan, and I hope for
23 people who are going on to structure other loans in the field it
24 would also be useful. This, frankly, is where the action lies.
25 We are going to reach 200,000 people with our loan, and the other

1 loans that come on in our country and other countries are going to
2 reach many millions of people. If we can succeed in promoting the
3 equitable integration of women in this type of project, we will
4 have made a real impact on a mass basis. Thank you.

5 DR. HESSER: Thank you, Paul. One of the needles that I
6 mentioned earlier was aimed in my direction, because even though
7 the majority of the participants in our workshop group were female,
8 whether by inadvertence or ~~what, ever~~ by subconsciousness, we ended
9 up with all three of the team reporters being male. My retort to
10 that was that we were simply reversing roles, because ordinarily
11 women end up as being secretaries and recorders, and we were re-
12 versing the roles this time.

13 The third male to report is Dr. Douglas Caton, who is
14 going to summarize the research and information systems project.
15 Doug?

16 DR. CATON: Yes, I tried to get rid of the job and I
17 didn't manage it, even though the work group that I was in had
18 four women in it compared to three men. I thought they were all
19 very capable, but they seemed to be reluctant to get up here, and
20 perhaps with justifiable reason.

21 You know, somehow or other I get involved in recommend-
22 ing this topic, for the primary reason that I believe you can talk
23 so long and then you need information. I don't think that we have
24 much information on particularly the benefit distribution of de-
25 velopment, and particularly on the question of why women in

1 development. If development has a single purpose, and I believe it
2 has, to enhance the welfare of the human resource, and you know
3 very little about that resource, then you are concerned and rightly
4 so with information. So we discussed it in this light.

5 You discover that when you really try and inventory the
6 information available that pretty much by and large you have to
7 depend on ad hoc processes. There is no systematic way that in-
8 formation is being gathered, and so consequently you have really
9 no system in which to introduce a constructive thought process
10 with respect to what would be the wheres, hows and whys of affect-
11 ing women.

12 We visualized in this subgroup that information gather-
13 ing and processing of two types were needed; one which collects
14 and evaluates and disseminates information on a broad internation-
15 al base, and another which develops an adequate information system
16 and data base in country. Corresponding to this undertaking, we
17 although thought there was a need to inventory and catalogue
18 available talent worldwide, not only in the U.S. but in other
19 countries as well as developing countries, who are available to
20 work, and knowledgeable, on women in social systems.

21 The workshop subgroup -- and you see I am not taking any
22 responsibility for what the workshop did; I am merely reporting --
23 the workshop subgroup was concerned further with the question of
24 how you really set up and operate an information system at the
25 country level. We visualized information of three separate

1 categories or kinds: 1 - profile data; 2 - a field of information
2 on social and technical interaction; and 3 - information on the
3 gaps and deficiencies in the existing information system.

4 Now, on the AID side we thought that AID ought to devel-
5 op a task force effort and that this effort would be linked inter-
6 nationally and would be specifically integrated into country in-
7 formation, modernization and development efforts. The task force
8 would be charged with providing leadership and assembling and
9 disseminating data, which is sort of the state of the art informa-
10 tion, and undertaking steps to help shore up and modernize coun-
11 try information system and data bases. The AID task force would
12 include experts on social data processing, technical experts on
13 information systems, and experts on social systems.

14 The total effort would not only include a cross-section
15 of U.S. and possibly worldwide talent, but would involve training
16 grants -- possibly involve training grants -- and other financing
17 of country information system modernization efforts, and would
18 provide for enhancing mission capabilities in these regards.

19 Now, with respect to all of that we also wrote a project
20 statement. I think it would be remiss if I didn't really mention
21 that we wrote one, for what it was worth. Very rapidly, we wrote
22 a five-section statement and a work plan with respect to it and
23 a time phasing and suggested staffing, what it would focus on and
24 what it would do and what kind of talent it would need, which
25 bears the august title for which I take the sole responsibility,

1 because it includes a word that I am particularly keen about at
2 this time but probably will be discarded shortly, called "A Holistic
3 Assessment of the Timeliness and Adequacy of Information and In-
4 formation Systems on the Status and Role of Women in Developing
5 Country Agriculture."

6 I think with that, that is about the sum total of the
7 ~~the~~ report.

8 DR. HESSER: Thank you, Doug. That concludes our pre-
9 sentation.

10 MS. LONG: Thank you very much. I think they deserve a
11 hand. (Applause.)

12 We want to hold our questions until after the presenta-
13 tions, so I have asked you to record any questions you might have
14 in the event you forget them, but if you have a sort of burning
15 clarifying type question that would not generate discussion -- we
16 want to put off the discussion -- but if you have one or two sort
17 of points of information type questions to ask, I think it would be
18 appropriate to take one or two of those. If there is nothing that
19 needs clarification now, we will hold discussion till later. Fine.
20 I remember in the Democratic Convention they didn't wait for the
21 no vote.

22 Then we will hear from our report on the Workshop on
23 Nutrition, Marty Forman.

24 DR. FORMAN: Thank you, Nira. Our report will be rather
25 brief. I would just point out that the workshop group discussing

1 nutrition was made up almost evenly of field personnel, Washington
 2 personnel, and people from a number of non-AID private organiza-
 3 tions, with a variety among them; a professional society like the
 4 American Home Economics Association, private consulting firms like
 5 TransCentury ~~Inc~~ Corporation, voluntary agencies like Catholic
 6 Relief Service, and another private voluntary agency, ~~like the~~ ^{the}
 7 American Institute of Free Labor Development. — So we had a ~~broad~~
 8 range of types of input.

9 Our process of arriving at recommendations was first to
 10 ^{Describe} ~~lay out~~ what is the accepted AID nutrition strategy and what are
 11 AID's goals as part of that strategy, ~~and then to lay out next, to~~ ^{we defined}
 12 ~~that what are~~ the goals of the Women in Development process, and
 13 then ^{Try} ~~to try~~ to see ~~by relating these goals~~ whether or not the nu-
 14 trition strategy and the implementation of that strategy is geared
 15 toward achieving these goals, and if not, what could be done to
 16 help bring that about.

17 In so doing ^{a small number of} we tried to identify recommendations. Our
 18 ~~criteria for such recommendations was to limit them, not to try to~~
 19 ~~be comprehensive, all-inclusive, but to try to limit them to a~~
 20 ~~small number~~ which met certain criteria; that they were reasonable,
 21 that they were feasible, and that they were actionable. It was
 22 also suggested and proposed that some entity like WID, the Women
 23 in Development office, follow up on these recommendations after an
 24 appropriate period of time, [with the entities to whom they are
 25 addressed ~~to see, in fact,~~ ^{we can then see} whether these recommendations have been

1 addressed, with the idea that if they are worthy recommendations,
 2 ~~either~~ there will have been some action taken ~~or the~~ or the
 3 burden of proof should be upon the addressees to say why such ac-
 4 tion has not been taken.

5 The recommendations, ~~therefore,~~ follow. ~~You will pardon~~
 6 me [↑] as you understand from the logistics that one is reading from
 7 rather scribbled notes. [if I pause a little more than usual] The
 8 recommendations fall into three categories. ~~One~~ ^{First} is an overall
 9 general recommendation; second, a series of recommendations having
 10 to do with the agents of development; and third, a series of
 11 recommendations having to do with project activities.

12 First, the general recommendation. It is recommended
 13 that AID should arrange for a team, ~~a team~~ ^{composed} to be ~~made~~ of insight-
 14 ful people carefully selected who are not involved in nutrition
 15 programs, and which should include someone from host countries.
 16 This ~~team should~~ ^{should} as an outside objective group, visit several
 17 selected countries to analyze existing and planned nutrition pro-
 18 grams in order to determine what changes, if any, should be made
 19 ~~in them~~ to better involve women in the development process through
 20 these programs. ~~In other words,~~ ^{we} think it would be useful for
 21 an objective outside group to come in and take a critical look at
 22 what is actually happening and to try to come up with specific
 23 recommendations ~~in the context of those programs,~~ recommendations
 24 to governments and to AID.

25 Second category, recommendations regarding the agents of

1 development. By agents of development we mean the U.S. Government
2 entities such as AID, the local government entities, and the inter-
3 mediaries. First, ^{the} U.S. Government. It was recognized that the
4 AID program as presently conducted employs ~~about~~ a good propor-
5 tion of women. Nevertheless, it is recommended that efforts should
6 continuously be made to increase not only the number of women in
7 programs but ~~their level in decision making.~~ That is to say, to
8 upgrade ~~the~~ decision making level, ~~of women,~~ most particularly in
9 field programs.

10 Second recommendation addressed to the U.S. Government:

11 Inasmuch as there is a new discipline emerging as a result of a
12 felt and expressed need in the field, and that discipline is for
13 a type of person who is capable of and philosophically oriented to
14 the integration of health, family planning, nutrition type pro-
15 gramming -- ~~that is to say, these people don't seem to be coming~~
16 ~~out of the separate disciplines and there is a need for a new type~~
17 of individual to be created -- it is suggested that attention be
18 given right at the outset to incorporating women in this new dis-
19 cipline in a proper way so that right from the outset they are
20 appropriately involved at various levels, ~~including those as the~~
21 ~~gurus and the decision makers,~~ rather than waiting till the field
22 develops and then trying to crack away at it.

23 The second agent of development, the developing countries.

24 ~~The recommendation states that~~ In encouraging developing country
25 governments to establish food and nutrition policies and planning

1 bodies, which is part of the AID strategy, AID should encourage
 2 developing countries to see to it that there is proper representa-
 3 tion of women in those bodies, because of their particular role
 4 and particular insight. ~~If I may say here as background to that~~
 5 ~~recommendation,~~ *It* was generally recognized that in most develop-
 6 ing countries women are numerically quite well represented in
 7 nutrition programming ~~if you talk about~~ such traditional roles as
 8 home economists or lady home visitors, ~~or things of this kind,~~ but
 9 ~~that~~ as you move up the chain of command, the higher you go the
 10 ~~fewer~~ ^{fewer} the proportion of women, ~~which~~ ^{is} most obvious at the level
 11 of national planning commissions where the decision makers who
 12 decide on the allocation of resources and policy ^{are men with} women ~~are~~ under-
 13 represented generally. ~~The recommendation states that~~ *In our*
 14 dealing with governments we should seek to encourage them to see
 15 that there is appropriate representation ~~there~~ ^{at these levels.}

16 The third agent of development, intermediaries. ~~Two~~
 17 ~~recommendations:~~ *First,* ~~Inasmuch~~ as a good deal of AID work is done
 18 through intermediaries such as private commercial consulting firms,
 19 universities, and private voluntary organizations, AID should make
 20 provision for constantly keeping intermediaries aware of the Women
 21 in Development mandate and of their responsibility ^{which is} equal to that
 22 of AID in complying with this mandate.

23 ~~Again, by way of background to that recommendation,~~ *The*
 24 feeling was that it is not sufficient that the mandate be printed
 25 up and ~~that we take what papers we have and send it~~ ^{to} contractors

1 once for it to be put away; but that we should constantly keep this
2 awareness in front of contractors as well as in front of ourselves.

3 Second, and this is singled out and related to this
4 first recommendation, but singled out because of its particular
5 importance, (compliance would include placing more women on the
6 staffs and on the field teams and in decision-making positions
7 in these intermediary institutions, and in encouraging local gov-
8 ernments to take positive actions to appropriately include women
9 in programs.

10 ~~the aforementioned ones~~
11 ~~Okay, that is the first and second category,~~ the general
12 recommendation and those dealing with intermediaries. ~~Now,~~ the
13 third set of recommendations, ~~and these are recommendations~~ ^{those} regard-
14 ing project activities. ~~I will list the various activities.~~

15 First, the activity of national planning. Recommendation: In
16 the process of encouraging national planners to develop and imple-
17 ment a nutrition strategy, AID should (a) incorporate the issue of
18 the role of women in development process into their continuing
19 dialogue with ~~the~~ planners to sensitize them to address this
20 issue. That is to say, AID should not only work as we are to en-
21 courage countries to set up inter-sectoral analysis and planning
22 activities, but that we should constantly (in the process) sensitize
23 our counterparts to the women in development issue. ~~Then (b) we~~
24 should seek to encourage countries to upgrade women to high level
25 positions in the analysis and planning process. ~~Okay, that is~~ ^{the issue}
~~the recommendations~~
~~what should be done in the area of national planning programs.~~

1 Then, in the area of training activities related to
 2 nutrition, AID training programs at the various levels should be
 3 analyzed and changes made as necessary to incorporate into the
 4 curricula of these various training programs material appropriate
 5 to create a greater awareness of the role of women, and also to
 6 create a greater self-awareness among the women participants them-
 7 selves of their potential contribution to nutrition programming.
 8 In other words, there is a specific recommendation that someone
 9 should take a look at all the training programs that AID sponsors
 10 at various levels, ~~look at them, and if~~ ^{and if} necessary, suggest
 11 and make changes which would incorporate into those programs,
 12 regardless of who they are for, men or women, this aspect of the
 13 role that women could and should be playing in the program. ~~The~~
 14 second part of ~~that~~ ^{this recommendation} is ^{that} among women participants themselves in
 15 training programs, ~~to try to~~ ^{an attempt should be made} create ~~this~~ greater self-awareness,
 16 ^{to go beyond the specific training they are receiving to an awareness} regardless of what they are being brought to wherever they
 17 ^{of their potential role.} are to be trained, but of their potential role.

18 ~~Second under training,~~ AID should encourage more train-
 19 ing of women in areas which have been traditionally represented by
 20 men, for example, areas such as food technology.

21 ~~Third under training,~~ AID should examine various specific
 22 forms of training programs provided for women, such as training in
 23 family planning or health, to determine where it may be possible
 24 and desirable to incorporate additional forms of skill training
 25 into the curriculum in order to upgrade and broaden the skills of

1 the trainees. ~~In other words,~~ Training, it was felt, tends to be
 2 rather compartmentalized, (particularly referring here to training
 3 of women, although it is true of other training as well). In order
 4 to encourage some of the trainees to find it easier to get out of
 5 the boxes that they may find themselves in, we should encourage
 6 broadening the base of such training and not merely train a
 7 family planning worker to be a better family planning worker, but
 8 to use that training to broaden a little their scope so that they
 9 might be able to qualify for other types of ^{job opportunities} ~~openings~~.

10 ~~The third project activity~~
~~That is training.~~ ~~Third~~ is something that we would
 11 call the food chain. It was suggested that AID should seek to
 12 undertake a series of country studies, ~~several country studies,~~ to
 13 identify data on the role of women at various places along the
 14 food chain, with a view to identifying potential interventions
 15 which, if followed, can achieve a better nutritional impact.
 16 Again, ~~the point here was that~~ there is often overlooked, ~~for a~~
 17 variety of reasons ~~which we needn't go into in this particular for-~~
 18 ~~um,~~ the fact that women play significant roles in various places
 19 along the food chain, ~~and that if we identified~~ some of these
 20 places where nothing is being done ~~and it would be feasible to do~~
 21 ~~some things,~~ we ^{may} ~~might~~ be able to find new type of intervention
 22 points which would imply new types of programming efforts.

23 ~~Just~~ For example, a usually overlooked role is the role
 24 of women in home gardening, ~~kind of things,~~ ~~the role of women in~~
 25 food purchasing, ~~the role of women in~~ food consumption, and so on.

1 Second under the food chain -- first was to do a series
 2 of studies to identify intervention^{points}, and we don't mean to suggest
 3 that we believe that this isn't being done at all -- so the second
 4 recommendation is that in cases where such interventions have al-
 5 ready been identified and where projects have been carried out
 6 successfully, these experiences should be pulled together, accumu-
 7 lated in some central repository, and provision should be made
 8 for their dissemination as examples for possible adaptation for
 9 dissemination to U.S. AID missions and to the various contractor
 10 and grantee intermediaries in order to encourage their possible
 11 adaptation of similar projects elsewhere.

12 ~~We have reviewed the project activities of~~ ^{the}
~~Okay, that is national planning, training, and food~~
~~chain. Two more interventions.~~ ^{other areas of activity were discussed.} ~~Spe~~ ^{the fact is.} food waste. Given the fact
 13 that a great deal of food is wasted in the post-harvest phases,
 14 and given the fact that women are deeply involved in various
 15 stages of the post-harvest process, AID should undertake immediately
 16 to do a study of the magnitude of the problem and the potential
 17 ways of dealing with it with particular reference to the involve-
 18 ment of women, since such a study ^{could} should lead to specific recommen-
 19 dations for action programs. ~~In other words,~~ ^{At this point in}
 20 ~~time,~~ we didn't feel one could make specific intelligent actionable
 21 recommendations about what should be done in ^{the area of} food waste relative
 22 to women, but we ~~felt~~ such a study should be undertaken as part of
 23 a broader study that is being undertaken in looking at the whole
 24 question of post-harvest food loss.
 25

1 Finally, ~~in~~ the area of education, Nutrition education
 2 programs using extension workers, home economists, school teachers,
 3 formal and nonformal education and the mass media, ~~such nutrition~~
 4 ~~education programs~~ should stress not only what women should do in
 5 traditional food related behavior roles to improve nutrition, such
 6 as the usual things as food purchasing or food preparation, ~~which~~
 7 ~~is the usual type of thing,~~ but in addition, such programs should
 8 have content to advise ^{sensitize} women and ~~sensitize women~~ as to what their
 9 potential role could be in other ^(ways) ~~ways~~, such as, ~~for example,~~ con-
 10 sumerism, ^{community} planning, and ~~so on.~~ Again, ~~let me just add~~
 11 here ^{the} ~~the~~ parenthetical foot note. The point was, as we discussed
 12 it, that ~~really~~ women could play a much, much greater role if they
 13 were organized in countries and if they had ~~a~~ ^{voice} that could be
 14 ~~expressed,~~ ^{heard} but it was felt certainly inappropriate for a U.S.
 15 Government agency such as AID or any other to ~~in effect~~ try to
 16 ~~do~~ organization to promote revolution, if you will, even that kind
 17 of revolution. Nevertheless, it was felt that to help bring
 18 about this type of raising ^{the} ~~of~~ ^{level} ~~of~~ coalescing ~~of~~ the voices of women
 19 to make a more proper impact in these areas, ~~that~~ nutrition educa-
 20 tion programs should have content which helps to plant the seed in
 21 the minds of women of what their potential role ^{could} ~~can~~ be. This
 22 would include giving cases where this role is not only potential
 23 but is realized potential to help encourage women to know what it
 24 is they can do.

25 That, I hope, -- and I address this comment to the other

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1 ~~members of our group~~ -- faithfully represents the findings of our
2 small group in nutrition.

3 Did you say you wanted to take a question now, or two?

4 MS. LONG: If there is a clarifying-type question. If
5 not, we will leave our questions and discussion till after all
6 have spoken.

7 DR. FORMAN: Thank you.

8 MS. LONG: Ms. Frederick served as the rapporteur for the
9 Population and Health seminar, and she will give a report. At
10 the time of the discussion, there will also be other representa-
11 tives, specifically Mr. Johnson from our Population Office, who
12 can help field any questions dealing with population policy pro-
13 grams later. So right now, Nar.

14 (Applause.)

15 MS. FREDERICK: ^{Thank you.} I see we have a female constituency in
16 the audience. Nira stole my first line. To tell you honestly, I
17 am going to do the best job I can in giving this report; I don't
18 pretend to know an ^{awful} lot about the population/fertility con-
19 trol programs, ^{nor with the health field.} Sometimes they got a
20 little esoteric on me, and I could misplace my faithfulness to
21 being a good rapporteur.

22 Essentially there were four basic ^{points} ~~points that were~~
23 ~~made~~ at the workshop yesterday: ~~Dividing it just simply~~
24 ~~into four categories, with five one~~ ^{What are} the fields of
25 population and health doing for women? ~~Obviously this is~~

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interests brought out in each area.

1 There is no issue on the first category, Population and health programs
addresses itself to women, ~~This is not necessarily an issue to~~
as the primary target group.

2 ~~be discussed.~~ However there ^{is} a major point ~~here~~, which ~~was~~ is
3 that health and population are not only integrated ^{fields} ~~within their~~

4 own right but also affect very dramatically and very definitely
5 all ~~of the~~ sectors of development. ^{It follows that impact upon women through health and} Therefore, ~~in looking at popu-~~

6 ~~lation and health activities, one must look at them in a constant~~
7 ~~development sectors. Alternatively, population and health factors should be~~
8 ~~included in design of other sector programs. This is generally true, but also helps~~
9 ~~environment, and so forth.~~
10 ~~give focus to major interests of women.~~

11 ~~I likewise, in going into other programs the rural~~
12 ~~development was monitored specifically and many others were, too~~
13 ~~the idea was to take into account the health and population factors.~~

14 ~~That leads us to our~~ ^{the} second point, ~~which was if we know~~ is an
15 ~~extension of the first. If~~ that this particular ~~field of~~ health and population related

16 directly to and ^{are} ~~is~~ for women primarily, ^{does that mean} ~~impacting upon~~ them pri-
17 marily, then we need to look to see whether or not women are par-

18 ticipating? ^{If not, and the group agreed this is not the case, then} What does participation mean? Essentially, it is
19 looking at the consumer, which I ^{there is} ~~thought was~~ a marvelous way of

20 putting it ~~not a target group, but your consumer of your program,~~
21 ~~target group. They are active consumers of the program products. Are~~
22 ~~because presumably the consumer at some point will begin to re-~~
23 ~~women being rewarded by their participation? Are they~~
24 ~~receive rewards in which they can enter into the process,~~

25 ~~The others, of course, are~~ ^{actively engaged in the project execution and its broader impact} the agents, the management,
26 ~~the trainees, the personnel at all levels of~~ ^{Identifying this kind of participation is not} ~~for the particular project itself. Now, within this particular~~

27 ~~area~~ ^{easy} there were a lot of questions ^{raised and suggestions for improving our methods} ~~that came up.~~ Basically they
28 ~~the group acknowledged A.I.D.'s~~ ^{analysis} ~~said to have this~~ system for understanding the participation of

29 women within any program. ~~Obviously this~~ is part and parcel of

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of our own sector assessments, the DAP processes and so forth. However, it is not necessarily true that we go to the consumer to find out what we really want to know. We tend to use existing information and too narrow definitions of project impact. We have a tendency to become a little too esoteric and too fractionalized in our assessments. For example, there are direct questions being asked such as, what is a health delivery system, rather than who benefits by it and what effect does that delivery system have upon the population or the actual consumer.

The group thought that reaching women was another major aspect of assessing participation. Women are a major component of the peripheral population and are rarely consulted on their views. The idea is, what kind of communication networks do we have for better understanding of the target group? Stress is placed upon utilizing the women within the environment itself, the use of midwives, the use of women's organizations, and so forth, to establish a dependable network or obtain objective feedback. There are multiple factors to be considered here, such as the idea of how to develop and how to expand the pie, so to speak, to create new projects at no cost. The suggestion was to go beyond the network purpose and help women organize among themselves a type of a voluntary saving kind of ~~instit~~ institutionalization of development. In brief, help organize women so they can generate their own income for their own programs. That was an interesting idea.

In sum, the group felt that in the reaching women and finding out how you reach populations in general, **there could be better use of the networks** existing between women and women's organizations. The identification of the problems are done fairly well by our sector assessments, and there is some consumerism in that, such as use of the women in a local situation.

Ms. Frederick: Thank you. I see we have a female constituency in the audience. Nira stole my first line. To tell you honestly, I am going to do the best job I can in giving this report; I don't pretend to be an expert about the population/fertility control or health programs. Regretfully, neither Dr. Howard nor Dr. Ravenholt, who shared chairmanship, could be here. So I'm especially grateful for Mr. Johnson's presence to answer the hard questions.

Essentially, there were four basic areas of discussion at the workshop yesterday: What are the fields of population and health doing for women? How can we increase women's participation? What is the status of women's employment in these sectors? And, what is the status of AID utilization of women in these and related sectors? All are interrelated, of course. But there were special

interests brought out in each area.

There is no issue on the first category. Population and health programs address women, as the primary target group. However, there is a major point here, which is that health and population are not only integrated fields but they also affect very dramatically and very definitely all sectors of development. It follows that impact upon women through health and population activities can have significant impact on women's roles and status in other development sectors. **Alternatively, population and health factors should be included in design of other sector programs.** This is generally true, but also helps give focus to major interests of women.

The second point is an extension of the first. If health and population relate directly to and are for women primarily, does that mean women are participating? If not, and the group agreed this is not the case, then what does participation mean? Essentially, it is looking at the consumer, which I think is a marvelous way of putting it. As consumers, women are not a passive target group. They are active consumers of the program products. Are women being rewarded by their participation? Are they actively engaged in the project execution and its broader impact as the agents, the management, the trainees, the personnel at all levels of the particular project? Identifying this kind of participation is not easy. There were a lot of questions raised and suggestions for improving our methods.

Basically the group acknowledged AID's system for understanding the participation of women within any program. Analysis is part and parcel of

1 ~~This is not to encourage~~ isolated activities -- and this is sort of an overlay ^{of caution.} ~~that~~

2 Isolated activities or ad hoc arrangements hitting upon a parti-
3 cular group in one area does actually have an impact on other
4 sectors and also on women in other areas, and we must be very

5 aware of this ^{and we must} ~~be aware~~ ^{that a balance is achieved with other}
6 ^{sector needs and particularly women's needs.}

6 Research ^{is} was another component of this, ^{analysis of participation.} They felt that
7 pretty generally, ^{research} this should be locally done, institutionalized
8 locally, and that we needed more "quick and dirty" type surveys to
9 get us on the right path. I must say I would agree with that.

10 "Police report" was ~~substituted~~ the terminology used for ~~it~~ ^{such surveys.}

11 In looking at the kinds of research and the kinds of
12 ^{data} ~~things~~ that are ^{needed} ~~not now being done~~, there is beginning to be an
13 interest in ^{identifying the female factors. The suggestion was to insist on} ~~sex-age ratios in the target~~
14 group. ^{definition.} In other words, when you are identifying a target group,

15 it is not enough to say the woman is a member of the family and
16 ^{a beneficiary or participant.} ~~therefore it must be the sex-age breakdowns.~~ ^{are basic to understanding the composition of the} I think we brought
17 ^{group and political feasibility of the proposal.}

17 ^{reports. The need} ~~this up in the two previous sessions, to take a look and see~~
18 what rewards are going to whom and what ^{are higher incomes} ~~do they~~ spend it on, ^{and}

19 ^{important question is: women} ~~Do they~~ actually get rewards for the kind of work that is being
20 done? Take a look at their earnings, ^{we} ~~in other words, and~~ Sometimes

21 ~~there can be influencing on~~ ^{influence} who gets the actual pay for the actual
22 work. Look into legal rights and practices. ^{Can we influence institutional change and help eliminate discrimination?} Again, this is some-

23 thing that AID does in most instances in going through its pro-
24 ^{processes. However,} ~~grams particularly and~~ especially in the health and population
25 fields, ^{because} ~~because~~ there are major restrictions against women in many

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But feedback that is accurate and dependable is important, and women's networks are usually very reliable sources, requiring only minimal guidance.

This is not to encourage isolated activities--and this is sort of an overlay of caution. Isolated activities or ad hoc arrangements hitting upon a particular group in one area does actually have an impact on other sectors and also on women in other areas. We must be very aware of this and we must see that a balance is achieved with other sector needs and particularly women's needs.

Research is another component of this analysis of participation. The group felt that pretty generally, research should be locally done, institutionalized locally, and that we needed more "quick and dirty" type surveys to get us on the right path. I must say I would agree with that. "Police report" was the terminology used for such surveys.

In looking at the kinds of research and the kinds of data that are needed, there is beginning to be an interest in identifying the female factors. The suggestion was to insist on sex-age ratios in the target group definition. In other words, when you are identifying a target group, it is not enough to say the woman is a member of the family and therefore a beneficiary or participant. Sex-age breakdowns are basic to understanding the composition of the group and potential receptivity of the project. I think we brought ~~this~~ up in the two previous reports the need to see what rewards are going to whom and what are the higher incomes spent on. But the important question is: Do women actually get rewards for the kind of work that is being done? Take a look at their earnings. Sometimes we can influence who gets the actual pay for the actual work. Look into legal rights and practices. Can we influence attitudinal change and help eliminate discrimina-

countries. Sometimes women
 1 ~~are in which they~~ are not allowed to participate ~~either as the~~ ^{or take advantage}
 2 ~~of the services,~~
 3 ~~consumer or in the management of a program~~ ^{For instance}
 4 ~~a gynecologist graduate from the University of Morocco cannot~~ ^{she} deliver children. Now, this is a rather major impediment, one might
 5 say, ^{in public practices,} to effective health delivery.

6 ~~which is a law or practice that inhibits women's participation, we must be aware that~~
 7 ~~another one was in the practices, too. It is not just a~~
 8 ~~matter of looking at the law and saying that things are going to~~
 9 ~~laws don't necessarily reflect reality, nor do they necessarily~~
 10 ~~go along that way because the laws don't necessarily apply in the~~
 11 ~~poorest of the environments, where laws may not be known or respected.~~
 12 ~~They are not regarded, they are not~~
 13 ~~known. So you can get around the law itself if it is necessary to~~
 14 ~~do so.~~ However, there may be many restrictive practices, as well.

15 ^{One noted} ~~Among these kinds of practice~~ ^{is that} that were noticed was the
 16 ~~idea~~ ^{group} of pressing for male doctors. They felt that within the
 17 ~~family planning system especially,~~ ^{in general are} the male doctors were being
 18 given a form of ^{Special} full status by the association with family planning
 19 and that ^{this practice} ~~that~~ impeded the expansion of the service because of the
 20 limitation of the number of doctors available. ~~In turn,~~ ^{The} use
 21 of the male doctor exclusively, of course, has its own impediments.

22 ^{However,} To extend the services and to get out of that kind of a cycle, one
 23 ^{S/} needs to break the cycle, ~~and sometimes that might even mean~~
 24 ~~or elevating the status of certain training. For example,~~
 25 ~~establishing~~ a new kind of a job description for women to move in as
 26 ~~paramedics~~ ^{(will complement attempts to extend health delivery, a new status or} or
 27 ~~of a form of paramedical training or the intermediary~~
 28 ~~training will also help both the women's opportunities and extended services,~~
 29 ~~and expand that rapidly.~~

30 One of the things that was brought up -- and I am not
 31 familiar with this, so I am not even going to dwell on it.

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tion? Again, this analysis is something AID does in most instances in going through its program processes. However, especially in the health and population fields, there are major restrictions against women in many countries. Sometimes women are not allowed to participate or take advantage of the services. For instance, a woman physician-gynecologist in a North African country said she is not allowed to deliver children in public practice. Now, this is a rather major impediment, one might say, to effective health delivery.

If it's a law that inhibits women's participation, we must be aware that the majority of the population may not be following the rules. Laws don't necessarily reflect reality, nor do they necessarily apply in the poorest of the environments, where laws may not be known or respected. However, there may be many restrictive practices, as well.

One noted practice is that of pressing for male doctors. The group felt that doctors in general are being given a form of special status by association with family planning and that this practice impedes the expansion of the service because of the limitation of the number of doctors available. The use of the male doctor exclusively, of course, has its own impediments. However, to extend the services and to get out of that kind of a cycle, one needs to break the cycle. It can be done by establishing a new kind of employment classification, or elevating the status of certain training. For example, a new kind of job description for women to move in as paramedics will complement attempts to extend health delivery. A new status or a form of paramedical or intermediary training will also help both the women's opportunities and extended services.

One of the things that was brought up--and I am not familiar with this, so I am not even going to dwell on it--

~~of the others I will bore you with~~ ^{was pre-} selection of the sex of the
 child, ~~which was brought up as something that is coming closer and~~
~~clearer and being identified.~~ ^{This is now possible and} It might be applied to developing
 countries. There are those ^{societies} that presumably like girls. There are
 those that stress the male child, and so forth, and somehow this
 is all going to come out in the wash ^{as a naturally balanced population.} I said it reminded me of
~~what you say~~ ^{debates} about the nuclear reactor plants, ^{to increase public energy supplies,} that no, they are
 not going to blow up ~~and~~ then we suddenly discover that, oh yes,
 they could, ~~or that they don't have any after effects, but yes,~~
~~they have got more than they thought they were going to have.~~ ^{The side-effects are four hundred times greater than we were told}
 But the predetermination of the sex of the child ^{does allow choice. Presumably} there
 would not have to be seven children; there could be two, because
 they only wanted two girls, or two boys, ^{to begin with,} ~~or they wanted a family~~
~~of a mixture and this is satisfactory. They can choose.~~
 Another ^{research idea} ~~idea~~ which ~~I think~~ ^{sounds} very interesting ^{is}
~~was~~ ^{that of} the biologically infertile couples. This is a major problem
 in the developing countries, ^{and one} frequently overlooked because we ^{concentrate} ~~have~~
~~at the idea~~ ^{on} of fertility control rather than fertility itself. ^{also} It
 is not the aim and purpose of our programs to increase the popula-
 tion. Nevertheless, the biologically infertile couples are not
 very well know ^{identified. we do not know} ~~and they are not known for what~~ their status ~~and~~
~~and where they are~~ ^{roles} within the development process. Do they contri-
 bute more? ^{or less?} Are they higher in productivity? ^{because they have no children? Does this affect their status?} Not only the couples,
~~but when you get strictly to the woman,~~ ^{but especially} the infertile woman, ~~she~~
~~has a particular difficulty,~~ ^{may have} usually, ~~because of the stigmas~~

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was pre-selection of the sex of the child. This is now believed possible and might be applied to developing countries. There are those societies that presumably like girls. There are those that stress the male child, and so forth, and somehow this is all going to come out in the wash as a naturally balanced population. I said it reminded me of debates about the nuclear reactor plants to increase public energy supplies; that, no, they are not going to blow up. Then we suddenly discover that, oh yes, they could. Or that the side-effects are four hundred times greater than we were told they were going to be. But the predetermination of the sex of the child does allow choice. Presumably, there would not have to be seven children; there could be two, because they only wanted two girls, or two boys, to begin with.

Another research idea which sounds very interesting is that of the biologically infertile couples. This is a major problem in the developing countries, and one frequently overlooked because we concentrate on fertility control rather than fertility itself. Also, it is not the aim and purpose of our programs to increase the population. Nevertheless, the biologically infertile couples are not very well identified. We do not know their status and roles within the development process. Do they contribute more or less? Are they higher in productivity because they have no children? Does this affect their status? Not only the couples, but especially the infertile woman may have particular difficulty.

Infertility is often blamed on the woman.

1 ~~attached to this~~ ¹ ~~Particularly~~ ^{where} in a society in which children are
 2 highly touted, a woman who is barren ^{faces} ~~is~~ a terrible social stigma.
 3 Is there some way to transplant that particular stigma against
 4 her into a positive ^{factor} ~~in her favor~~ by seeking her out? ^{and going here a special task:} How many
 5 ^{infertile couples and women} are there? Where are they? What are they doing? ~~Do they have~~
 6 a ~~higher level of productivity for the fact that they have no~~
 7 ~~children?~~ There are many, many questions to be asked in that area.

8 ~~It is rather fascinating.~~
 9 ^{Consumerism, reaching the poorest groups and social distinctions created}
 10 ^{by technical change, were areas of greatest discussion. But there are two more, the}
 11 ^{the being} ~~Employment. Aside from women's preparation for income~~
 12 ~~producing activities in all the sectors, they felt we could go on~~
 13 ~~forever talking about employment~~ ^{group} ~~and it is very true that most of~~
 14 ~~the restrictions, say in industries are brought about the ILO~~
 15 ~~actions, the United Nations. Many of the countries, in fact most~~
 16 ~~of them, I think, ~~really~~ have restrictive clauses or protectionary~~
 17 ~~clauses they call it, ~~but they~~ ~~are~~ ~~discriminatory~~ ~~employment~~~~

18 ^{for women, which result in discrimination against women} ~~clauses they call it, but they~~
 19 ^{Perhaps inadequately, many of these legal restrictions were generated by the ILO, which is}
 20 ^{discussing standards on women's employment. For ILO purposes, we need to see how}
 21 ^{discussed the possibilities of getting around these} ~~discussed the possibilities of getting around these~~
 22 ^{to avoid conflict with laws and still achieve greater employment, especially for women.}
 23 ^{for example,} If, in fact, a factory does discriminate against hiring of women,
 24 ^{it may be} because they know in advance that they are going to have to be
 25 giving ^{women} ~~them~~ 6 weeks or more absentee leave for having a child, ~~and~~
 26 perhaps for 6 weeks ^{for recovery and perhaps} ~~after that~~ or 6 months ^{more} ~~after that only part~~
 27 ~~time~~ for nursing the child, ~~and so forth.~~ All of these ^{would} tend to dis-

28 courage the employer from ever hiring a woman in the first place.
 29 ^{On the other hand, it may simply be an excuse, if nobody else follows the law. On either}
 30 ^{How} to get around these kinds of things.
 31 ^{The main suggestion was to} ~~Basically~~ go in with fertility control, ^{or family planning} ~~types of~~ programs
 32 ~~family planning programs~~ ^{The program} associate them with the industry, and

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Case A10

ILO 15/10/60

Infertility is often blamed on the woman. In a society where children are highly touted, a woman who is barren faces a terrible social stigma. Is there some way to transplant that particular stigma against her into a positive factor by seeking her out and giving her a special task? How many are there? Where are they? What are they doing? There are many many questions to be asked in that area.

Consumerism, reaching the poorest groups and social distinctions created by technical change, were areas of greatest discussion. But there are two more, the one being employment. Aside from women's preparation for income production in all the sectors, the group felt we could go on talking forever about employment. Women are caught in the middle on this issue. Many of the countries, in fact most of them, I think, have restrictive clauses or protectionary clauses for women, they call it, which result in discriminatory employment. Perhaps inadvertantly, many of these legal restrictions were generated by the ILO to modernize labor practices. ILO is now reviewing standards on women's employment. For AID purposes, we need to see how to avoid conflict with laws and still achieve greater employment, especially for women. For example, if, in fact, a factory does discriminate against hiring of women, it may be because they know in advance that they are going to have to be giving women 6 weeks or more absentee leave for having a child, 6 weeks for recovery and perhaps 6 months more for nursing the child. All of these could tend to discourage the employer from ever hiring a woman in the first place. On the other hand, it may simply be an excuse, if nobody else follows the law. In either case, AID needs to know how to get around these kinds of things.

The main suggestion was to go in with fertility control, or family planning programs. Associate the program with the industry, and

The unavailability of discrimination. For instance, it can be demonstrated
 1 demonstrate very clearly that the fertility of women may actually
 2 be ~~exacerbated by the fact~~ ^{increased by the offer} of getting paid without doing work,
 3 ~~that it actually stimulates the fertility. It doesn't mean that~~
 4 ~~they want the kid, it is the idea that you are asking for it. So~~
 5 ^{tion of} introduce family planning and you can ^{result in} have an 80 percent decrease,
 6 as much as that in one example, an 80 percent decrease in the num-
 7 ber of ~~children, the number~~ of births of the ^{female} employees of the
 8 factory itself.

9 Another ^{idea} ~~one~~ is ^{providing factory-based child} ~~inserting~~ the day care centers. ^{this can} ~~where~~
 10 encourage and also allow the mother to continue employment. The result ~~and be reduced~~
 11 ~~breast-feeding does not necessarily have to be done at home, and~~
 12 ~~absenteeism, increased output and simultaneous benefit of better nutrition of the child.~~
 13 ~~have the mother child access to each other under the circumstances~~
 14 ~~since she can continue her employment. This is taking time out~~
 15 ~~from the workday, but it doesn't mean she is absent completely from~~
 16 ~~the situation and reduced productivity. There are many kinds of~~
 17 ^{possibilities} ~~questions~~ along ^{these} ~~that~~ lines which provide mutual benefit to the industry and the family
 18 ~~There is another form of deliberate discrimination which affects positively the lowering of birth~~
 19 ~~rates, that is designing projects to exclude children,~~
 20 ~~for the labor intensiveness of adults. In other words, particu-~~
 21 ~~larly in agriculture, if you are trying to introduce new farm~~
 22 ~~new cropping patterns see that the jobs to be performed call for adult labor. This reduces~~
 23 ~~methods, and so forth, You are getting all of this through the~~
 24 ~~fertility according to statistics. The reason given is that ~~the~~ adults who are more financially~~
 25 ~~agriculture and the rural development, so there is no need to go~~
 26 ~~secure, will have fewer children because they no longer seek children as a source of family~~
 27 ~~into the problems of women within these sectors. However, as it~~
 28 ~~income and future security, there are hazards in this logic and techniques as it pertains to~~
 29 ~~relates to health and population, they have found in many instances~~
 30 ~~women, but it's worth exploring.~~
 31 ~~that if you introduce a mechanization which only adults can use,~~
 32 ~~or you are introducing crop patterns and so forth which only adults~~
 33 ~~can do, then you have actually helped to reduce the number of~~

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demonstrate the unreality of discrimination. For instance, it can be demonstrated very clearly that the fertility of women may actually be increased by the offer of getting paid without doing work. Introduction of family planning can result in an 80 percent decrease, as much as that in one example, an 80 percent decrease in the number of births of the female employees of the factory itself.

Another idea is providing factory-based child day care centers. This can encourage breast-feeding and also allow the mother to continue employment. The result may be reduced absenteeism, increased output and simultaneous benefit of better nutrition of the child. There are many possibilities along these lines which provide mutual benefit to the industry and the family.

There is another form of deliberate discrimination which affects positively the lowering of birth rates. That is design of labor intensive projects to exclude children. In other words, particularly in agriculture, if you are trying to introduce new farm methods, new cropping patterns and so forth, see that the jobs to be performed call for adult labor. This reduces fertility according to statistics. The reason given is that adults who are more financially secure, will have fewer children because they no longer seek children as a source of family income and future security. There are hazards in this logic and technique as it pertains to women, but it's worth exploring.

Another facet of the employment issue is the fact, of course, that there are jobs for women at all levels of health and population and we should make every effort to see to it that women get into these positions, especially decision-making jobs. The fields are not only a natural associations for them; women have a good affinity with women, and women are in the main target group. It is considered ludicrous to think of succeeding in these fields with predominantly male personnel. Even AID has been criticized for some long time for the lack of women in the management of, particularly, our population program. This may still be true, in the field particularly, but here in Washington, apparently, the decision-making responsibilities for women have increased considerably over the past year in population and health, according to the co-chairmen of the workshop.

This leads to the last point, which the group made very strongly, concerning the employment of women in AID. I have covered some of these interests, so I won't go into it any further, except to note that the group feels there is an enormous potential for women to be encouraged throughout AID, irrespective of the high rate of women reported as decision makers in Washington population and health offices.

In some sense I feel--because these are the points that were decided last night--that the discussion all sounds a little dull, with a few exceptions here and there. This wasn't the case at all. This was a very exciting session. For example, Dr. Ravenholt came up with the idea of a bill of rights for children. He felt that countries should pay very definite attention to this, particularly because of the situation for women, but also as the issue extends to men. The responsibilities of child bearing, of course, is totally disruptive to any life for a woman, and can be physically damaging. Also, young marriages generally mean early and repeated pregnancies.

The total picture is unhealthy and sometimes frightening. For example, the high mortality rate among women of the fertility age range is just incredible. I must say ~~to~~ that I agree with the conclusion that teenagers should not be placed or forced into irrevocable positions brought on by too early marriages and pregnancies. I have seen too much of that, like everybody else has. And we needn't go far in our own country to see the results in unhappy young men and women and neglected babies. In an obstetrics hospital in Atlanta, the mode age was 16. That is pretty incredible.

The point brought out from this discussion is, of course, how to extend family planning to the adolescent, because this is really where the major problem of population begins in today's societies. We can talk about rights and legislative deterrents. But the practical answers are not easy. The conclusion is to spread contraception to the adolescent age, which the group feels could best be done through household contact. The adolescent himself cannot go to an MCH without a social stigma attached if it is for contraceptives or if it is for an unwanted pregnancy or for child care in an unmarried situation, and so

forth. There are inhibitions for adolescents receiving family planning services both in the developing countries and in the United States, such as the cost factor, or transportation. The group also feels it might be wise to move population services away from the MCH setting. This might facilitate extension of services to men and get men involved in child care. Of course, men are involved with child care, sometimes to a great degree, in the developing countries. The group feels we shouldn't superimpose our Western ideas to insist that women traditionally have and should continue to have exclusive responsibility for the children. This is also disputed because of the reference to Western ideas--men today espouse the shared responsibility in modern societies. However, it remains that men in other countries appear to enjoy taking care of children. This in itself presents new opportunities in using men to operate and assist with day care centers, and related tasks of employment.

Dr. Howard points out that Leaving population matters for a moment, the average life expectancy ranges from 35 to 62 years in developing countries. The age 62 at the high end is really only for Sri Lanka; the other 49 countries cooperating with AID have a 49-year expectancy of life. Dr. Howard says the real question is who is not surviving and why? The answer is women of reproductive age and children under the age of 6, whose mortality and morbidity are directly related to nutrition. The high mortalities among women in the reproductive age group has a great deal to do with nutrition, and nutrition in turn has a lot to do with the repeated pregnancies with too short time periods between.

NF 13 (substitute for 380-382)

Just a couple more points, then I will quit. We talked of social equity, the "techno-economic base" of the country, and the multiple other clues to determining social acceptance of our programs. We also agreed that fertility control alone will not change the role of women, although her status may be importantly related to her fertility. We talked about the Helms Amendment and inconsistency of that with current legislation in the United States. We discussed the differences between theory and practice and the fact that research is beginning to dispute such assumptions as that baby-abundance is traditional in less developed societies. In this new framework, fertility control appears to be a community decision, often based on socio-economic factors and natural environment, not a personal or family decision. This kind of finding plays havoc with our theories, but it sheds far more value to our evaluations of why and how change takes place.

I will stop with this unexplained list of topics. But I hope I have conveyed the impression that the workshop produced a phenomenal number of ideas relating to health and population, but not bounded by the workshop title. I hope I have also conveyed the idea that the discussion was centered around day-to-day decision making in AID planning.

As a final note, and I swear I did not initiate the thought, the group focused on the Women in Development Office. They recommended that there be a continued effort to coordinate, stimulate and focus attention on women in the development process. A task force, anything, they said, must be used to keep the pressure on missions and give dimension to AID's efforts in this regard; to generate ideas, disseminate information, and give some kind of catalytic funding for activities that cannot be funded through regular programming situations. The implication was that the WID Office has had some impact in doing all these things. We thank you all for that.

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1 tion, and of course the utilization of women.

2 I think the next two workshop subjects have made no
3 pretense, and I am not going to steal Jim Chandler's report on
4 education, but I think education has always been looked at as the
5 link to incorporating the multidisciplinary approach. Now we
6 have the report from Education.

7 DR. CHANDLER: It is always a little distressing coming
8 late on the program, to hear one's thunder stolen piece by piece.
9 However, it seems to me there is another way to look at that, and
10 that is that each time the same kind of point is made in another
11 sector by another group of people, there tends to be a reinforce-
12 ment of this, and hopefully we are all gratified that it does get
13 repeated.

14 Our education group considered organizing itself along
15 the lines of agriculture with three working groups. Unfortunately,
16 or maybe fortunately, this got roundly voted down because nobody
17 wanted to miss anything. So we have a single report, which pre-
18 sumably represents a pretty good consensus on the part of the
19 participants.

20 The workshop on Education and Human Resources considered
21 its aspect of the subject of women in development at **three levels**
22 of concreteness: policy, programmatic and implementation. At the
23 policy level, although there probably some value in doing so, we
24 did not discuss broad concepts at great length, but decided that
25 policy direction and guidance in the Foreign Assistance Act, the

1 Percy amendment, and Policy Determination 60 were sufficient for
2 our purposes in view of the time available to address important
3 issues at the other levels.

4 It should be noted, however, that some discussants were
5 not entirely happy with the basically economic terminology in which
6 the subject was discussed and felt that important considerations,
7 such as, for example, human dignity, and other reflections of
8 humanitarian concern might have appropriately been used.

9 There are two other important observations at the policy
10 level which seemed to us to have policy implications, and perhaps
11 to require further policy expression. One of these has to do with
12 the questions of the status of women. We believe that special
13 attention should be given to this difficult subject and to the
14 impact of any project on the social status of women in general.
15 That AID, and particularly missions, being closest to the site,
16 should try to identify obstacles to achieving status as well as
17 obstacles to the equitable distribution of deference and recogni-
18 tion in the social system. This, it seems to us, is a key ques-
19 tion, one where the guidelines are not clear, but one which at the
20 same time directly addresses both the letter and the spirit of the
21 Percy amendment. As a concrete illustration, I think all of us
22 know that in certain societies a woman deciding to space her chil-
23 dren loses status because she has too few.

24 A second point at the policy level, we feel, needs par-
25 ticular attention, and this is -- you may feel that this is not

1 policy but perhaps even philosophical. We feel that before Women
2 in Development programs in AID can be effective, the leadership of
3 both AID W. and missions must be sensitized and educated to the
4 vital role of women in development. I think somewhere we have a
5 fancy term called policy learning. We mean a bit more than that;
6 we mean also sensitization.

7 In fact on a broader scale we have, I think, an awareness
8 that donor agencies in general are largely still male societies,
9 that the roles are defined for males, and that the females are
10 supposed to adapt to these. We identified, in short, an educational
11 task at the policy level, not only for AID but for other agencies.
12 Certainly this conference and what has gone on in Mexico City, for
13 example, have helped, but it is certainly not the end, we believe,
14 of the necessary effort.

15 At the programmatic level, the workshop perceived a need⁽¹⁾
16 for stronger direction to missions and bureaus regarding the
17 appropriate treatment of the subject of Women in Development at
18 each degree of specificity of program and project design and re-
19 view. Specifically, at the DAP I level where target populations are
20 defined and described, there should be review as a priority matter
21 to determine whether data and analysis are adequate to identify
22 problems and opportunities for involvement of women as participants
23 and beneficiaries in the development process.

24 We feel that there are a couple of corollaries to this.
25 First, that social analysis is of at least as much importance as

1 economic analysis, and that when mission personnel are not capable
2 of performing such in-depth social analysis, personnel should be
3 secured by contract or however this may be done in order to perform
4 this matter. This is an echo, as you see, of our concern over the
5 economic preoccupation, if you will, of the policy level statement.

6 A second notion introduced here is, I think, something
7 a bit new. It has been touched on in the last report. Attention
8 needs to be given at this level to the family in its diverse forms,
9 and the family should be recognized for its contribution as an
10 economic unit, a socialization unit, and particularly in our educa-
11 tional sphere for its role in lifelong education. It is suggested
12 that these functions be further researched and that technical
13 assistance where research is done locally be extended.

14 So much for the broad DAP. We feel that these are con-
15 siderations when one considers the role of women in development,
16 which are quite possibly in many DAPs not sufficiently developed.

17 In part two, the sector assessment, the same re-examination
18 should be carried out to determine whether learning needs or the
19 kind of information leading to the assessment of learning needs of
20 women, both as beneficiaries and participants in the national
21 learning systems, can be established and selectively addressed.
22 Here it is critical, we believe, to realize that in designing edu-
23 cational projects it is necessary to realize that learning is not
24 only from content but also from structure, processes, and human
25 relationships involved. This will be especially true in projects
involving women's capability, will and opportunity to participate

1 in development. This I think you see from the thrust of our
2 remarks should be at least a component in most projects.

3 The second point in relation to sector assessments which
4 we feel important to bring out is that in cost-benefit analyses-
5 leading to design of projects, that measures of the benefit of
6 education should be identified and used, measures which take into
7 account the non-monetary contributions that women and men make in
8 addition to such measures as wages earned by graduates, people
9 trained, and so on.

10 This we think is an important factor in that we may get
11 badly skewed decisions if we confine ourselves to what we can
12 count in purely economic terms.

13 Continuing with the programmatic series, becoming always
14 more specific, we feel that successive project exercises, the pro-
15 ject identification document, the project review paper, and the
16 project paper, regardless of their subject matter, should contain
17 impact statements developed in the same degree of detail as that
18 required for the particular phase of project design. It is essen-
19 tial that this be done in such a way as to bring out maximum oppor-
20 tunity for appropriate involvement of and benefit to women, and
21 not merely as assurance that the activity will not make things
22 worse for women. Only, we feel, with this approach can AID be
23 certain that this subject is seriously addressed. We believe the
24 policy determination covers this but may not come out quite so
25 strongly as we have done. We feel this deserves the same kind of

1 development as any other aspect of project design.

2 Finally at this level, we are somewhat uncertain that
3 the normal process of evaluation -- and we are, I think, fairly
4 certain that the project appraisal report, our present document
5 for accomplishing this -- will really do the job so far as existing
6 ongoing programs and their relationship to the role of women in
7 development, both as participants and beneficiaries. We suggest,
8 therefore, that special attention needs to be given, first of all
9 by reviewing the kinds of questions asked, and having a look at
10 those log frames again to see whether we have really thought of
11 all the assumptions, all the givens, and all the possible goals of
12 existing projects.

13 This, we feel, is a way, an orderly way in which pro-
14 jects can be redesigned if consideration of the question of women
15 in development is properly addressed.

16 The third area, again becoming increasingly specific, is
17 the question of implementation. There are a number of specific
18 points we would like to make here, and I think while there are
19 inter-relationships, we will simply follow these as they come.
20 At the implementation level a considerable number of positive sug-
21 gestions have been made. The most salient ones follow. Research
22 is critically essential and priority should be given to the in-
23 volvement of LDC national research resource bases: universities,
24 institutes, women's groups, and the like in the research process,
25 with external research resources playing an adjutant role.

1 It is our feeling that U.S. institutions of higher edu-
2 cation, for example, should work to develop and utilize host coun-
3 try linkages to strengthen and develop research capabilities of
4 local institutions. We feel this is particularly important in such
5 a sensitive social matter as the role of women where the perceptions
6 we believe, are most likely to be sharp closest to the problem.

7 At the same time, we believe there is another question
8 which should be raised regarding particularly the questions of
9 field staff, a question as to whether personnel whose orientation
10 is chiefly managerial are the fully appropriate people to deal with
11 important questions of women in development, especially in human
12 resources development field. While we are aware and are rather
13 proud that much good work can be done and has been done through
14 intermediaries such as universities, non-governmental organizations
15 and skilled individuals, we believe the Agency should seriously
16 consider strengthening its professional capabilities in the field
17 of the social sciences in field missions. Clearly, we have had
18 evidence earlier that in many countries it will be essential that
19 such persons, such personnel, be women if they are to be effective
20 at all in carrying out this role.

21 Other points which we feel relate to implementation.
22 Some of these are recommendations, some observations. By way of
23 a recommendation, we believe that specific guidelines separate
24 from normal programmatic guidance should be developed as soon as
25 possible to help human resources development officers with

1 reference to women in development projects. We limit that to
2 human resources development officers simply because that was our
3 topic. If the shoe fits other sectors, we feel it ought to be
4 tried on.

5 We have referred to local resources in relation to re-
6 search. We believe this equally applies to the implementation of
7 projects for women in development. Obviously local resources in-
8 clude both host country women, their organizations, and U.S.
9 women, wives and others, living in the community, organized or
10 not. We believe that this kind of contact, the maximum local con-
11 tact, is the only way to establish a pervasive collaborative style.

12 We echo the sentiment of the two previous panels that
13 training programs are essential but that they need to be designed
14 in such a way so that the results are particularly beneficial to
15 the program of involving women in development, both as participants
16 and beneficiaries.

17 We feel that missions need help, which we also feel is
18 at hand. It is suggested that missions could have resource
19 committees to assist in the review, the design, or the implementa-
20 tion, or all three, of projects responsive to the women in devel-
21 opment mandate. Obviously these conditions can be made of mission
22 personnel, men and women, and should include host country people,
23 both men and women, and also spouses if this is appropriate in the
24 particular situation. We also feel, however, that this kind of
25 resource committee should be done in a context, a context of

1 maximum communication with the participants and beneficiaries of
2 development programs. We don't feel it should stand out like a
3 sore thumb or something that gets created and then dissolved, but
4 something which is part of a determination and a program to maxi-
5 mize communication with the host country and internally.

6 We recognize, and we have alluded to this a few times,
7 that there is a generally under-utilized and unrecognized develop-
8 ment resource available in AID missions. Traditional views on
9 such subjects as nepotism need to be reviewed and revised so that
10 more training and employment opportunities may be offered spouses
11 and so that their services may be recognized and remunerated.
12 This, it seems to me, is a critical point, one already made, and
13 we wish to reinforce that.

14 Finally, we recognize, as did some of the other panels,
15 that at every stage of the programmatic process there is a neces-
16 sity to analyze the legal and administrative barriers to the in-
17 volvement and benefit of women in development projects, to identi-
18 fy these, to make hard and clear decisions as to the programmatic
19 consequences of the existence of these legal and administrative
20 barriers, and a real assessment of whether they can be modified,
21 and if not, what the consequences are. We feel this is probably
22 one of the more critical points.

23 In sum, we have a rather -- I hope something that sums
24 this all up. We believe that all personnel of AID must have a
25 personal sense of leadership in developing concerns in the field

1 of women in development, which should result in their being crea-
2 tive to the very edge of heresy. Thank you.

3 MS. LONG: Thank you very much, Jim. In terms of our
4 time, you will recall we started after 10 o'clock. We want to
5 run through all of our workshop reports, and then we will, after
6 some questions, also have an opportunity to continue with the
7 questions with PPC's participation, because much of what Jim said
8 in his report has a tremendous bearing on our documentation, so
9 that a lot of the issues raised, I also hope that we raise them
10 when our PPC representative, Mr. Berg and Mr. Shakow, will be
11 present.

12 Now, our last workshop, rural development. Mr. Bayer.

13 MR. BAYER: The summary for the rural development work-
14 shop will be broken into two parts. The second part, the most
15 important one, will be given by Alem Tsahai from the AID program
16 office in Ethiopia. I am going to give the introduction.

17 The rural development workshop had a fairly even distri-
18 bution between men and women, both from the missions overseas and
19 also from AID Washington, as well as participants from other orga-
20 nizations such as Development Alternatives, Incorporated, CARE,
21 Planning Assistance, and the Department of Labor. Our workshop
22 started with a general discussion of the problems of involving
23 women in rural development, and then moved to a discussion of the
24 specific recommendations that should be directed to resolving these
25 problems.

1 The recommendations that we arrived at include actions
2 that AID as well as other donor agencies and host countries should
3 take. Before getting into these recommendations I would like to
4 point out that rural development is an integrated approach to
5 development which is influenced by developments in other subject
6 areas, such as health, education, nutrition and agriculture. Thus,
7 some of the recommendations of our workshop necessarily will touch
8 on areas that have already been discussed in other workshops or
9 presented up here.

10 Our workshop concluded -- and this is a major conclusion
11 that we arrived at fairly early in our discussions -- that for
12 women to be successfully integrated into the development process,
13 the role of women in rural areas should be seen as one part of an
14 overall strategy for rural development to help small farmers.
15 From this we developed a list of recommendations. I would like to
16 call on Alem Tschai from Ethiopia, the AID program officer in
17 Ethiopia, to give these recommendations.

18 MS. TSAHAI: Recommendations from the rural development
19 workshop. 1 - Implementing the Percy amendment requires that we
20 first understand the role of both men and women in each country,
21 region and locality that we are providing with assistance. A - In
22 order to devise programs that will extend assistance to women in
23 those areas where they need help, we must first have knowledge of
24 the amount of time and skill women spend on different types of
25 work. When this has been determined, we can look for ways, including

1 the introduction of various intermediate technologies, to increase
2 their productivity and provide them with more time to become in-
3 volved in education, ^{health care} and other activities, with the overall result
4 of an improved level of living. B - We must also give attention to
5 what decisions are made by women, by men, and by both together.
6 This is needed before effective development interventions can be
7 selected.

8 2 - The staffs of the program and planning division of
9 donor agencies, as well as the staffs of the planning ministries
10 in developing countries, should include women and men sensitive to
11 the problems of women. Program design teams should include women
12 so that plans developed to assist the rural poor include recogni-
13 tion of the role of women and give them the opportunity to exer-
14 cise that role.

15 3 - AID and other donor agencies need to encourage host
16 governments to include the rural poor, and particularly women, in
17 the planning and implementation of rural programs. We believe AID
18 can provide leadership in this direction.

19 4 - In developing family planning programs, donor agen-
20 cies should utilize available information, or if need be, conduct
21 research to identify in each country the motivations which deter-
22 mine family size. This information should provide the opportunity
23 to plan the type of program that would take into consideration the
24 specific cultural determinants involved ⁱⁿ with family size.

25 5 - In addition to training women in technical fields,

1 the training of women in fields such as management and accounting
2 may be one way of helping them to expand their role in the devel-
3 opment of their community and the rural country as a whole. Such
4 training programs, however, should be preceded by a determination
5 of what jobs are available as well as research to determine whether
6 women would assume this job if given the opportunity and proper
7 training.

8 6 - Developing country governments should consider set-
9 ting up a council at the national level to undertake research and
10 focus attention on the problems of women and action programs which
11 should be undertaken.

12 7 - Above all, the first step in planning programs to
13 assist women should be to find out through women agents what it
14 is the women want.

15 Thank you.

16 MS. LONG: Before we open this up to questions, I want
17 to echo something that Jim Chandler said in adding a footnote to
18 our reports. I felt the same way Jim felt in having some of his
19 remarks said by others, because Jim's report echoed some remarks
20 I wanted to make myself.

21 I think it is important to put these reports in perspec-
22 tive. Our office welcomes the challenge of the recommendations
23 and the monitoring challenge that was thrown out to us by Marty
24 Forman. Some of the recommendations echoed what was in the original
25 Percy amendment working committee report. Many of you in this

1 room worked on it, and many of our staff people have already been
2 involved in development long before there was a Percy amendment,
3 so that our staff people come with a commitment to a very well
4 conceived project, because even if you have a very strong women
5 in development impact statement, if a project is poorly conceived
6 and poorly implemented it will make little difference. So we are
7 most anxious to provide our experience after one year, almost two
8 years, as a matter of fact, in the spring, in trying to collect
9 data, in trying to provide a talent bank of resource people, some
10 of whom we amassed for you in this conference, and also in respond-
11 ing to your research needs.

12 I want to just add, because Jim said most of what I be-
13 lieve about the documentation and the programming, and we can go
14 into this more when PPC is here, that I was very grateful for those
15 of you that not only referred to the Percy amendment report but
16 are aware that we were very strongly supportive of an integrated
17 approach but we did take into account the need to analyze what has
18 gone on in our sector program, and we are very grateful for an
19 opportunity to share with you, as we did in these workshops, part
20 2 of our report.

21 We are also very grateful for those of you that showed
22 an awareness of PD 60. I think that we ought to put in perspective
23 that some of our questions as to whether this should be in a DAP
24 or not in a DAP are really addressed in the Policy Determination
25 Paper. It is very clear, as Jim pointed out, that DAP was not

1 referred to as a vehicle, but PD 60 says very clearly there must
2 be an analysis, there must be a profile of the status of women,
3 before you can do adequate programming. As long as I am coordi-
4 nator of Women in Development, I am going to press to clarify that
5 this should be part of the DAP process. We are in dialogue with
6 PPC now to make that very clear. It seems to me we have no other
7 choice, because that is what PD 60 says.

8 Furthermore, in terms of impact statements, there is a
9 danger, because that is simply a bureaucratic tool, that they can
10 be exaggerated in terms of their effectiveness. They are only as
11 effective as the people who use this tool are. The people who are
12 involved in this process must come with sensitivity to the problems
13 So we long recognized that one of our deficiencies was the fact
14 that we had so few women involved in decision making and program-
15 ming process.

16 We also recognize that we do not want this to be a problem
17 that only the women in our missions worry about. It has got to
18 be a problem that all developers worry about, because all we are
19 talking about is an extension and a clear understanding of the
20 Congressional mandate that this is a process upon which we try to
21 identify a segment of the target population. Not just to use them
22 as a commodity in the development process, but as a means to de-
23 velop what I hope is the ultimate end of all development, and that
24 is the improvement of the quality of life for women.

25 It sounds very dehumanizing, I know, to just refer to

1 them as a human resource. It is an easy, pragmatic argument to
2 use because it is so obvious, but obviously the end is the improve-
3 ment of the quality of life for them as people, and the definition,
4 of course, is that they should be part of that definition of
5 people.

6 Now, we feel, therefore, that just falling back on an
7 impact statement at the stage of approval will not be sufficient.
8 We recognized last year that many people had already designed
9 their programs and written them up and then contrived to have them
10 satisfy a host of conditions that AID Washington imposes on get-
11 ting a project approved. So it is simply not enough to have you
12 do an adequate job in the impact statement at the approval stage.
13 We want this in mind at the design stage, at the feasibility
14 study stage, and we want you to augment your teams.

15 I am not trying to replace the economists, because you
16 can have just as much as a danger if you have all anthropologists,
17 or all sociologists. I am from the political science discipline
18 and that is an undiscipline, but we all have our peculiarities.
19 We want to augment the economists with the sociologists and the
20 anthropologists and truly make it a multi-disciplinary approach
21 to development problem solving. We have had a lot of reference
22 today to the narrow outlook of economists, without saying it that
23 way, but don't forget, all of us fall in that trap when we revert
24 to our academic disciplines. So it is an augmentation that we are
25 aiming for.

1 Finally, I want to say that the purpose of this confer-
2 ence was not only to provide you -- and we recognize this would
3 be a limited achievement -- with how to, but to begin a stimulation
4 of thinking. We don't want you to leave here just thinking that
5 it is the impact statement that is of utmost import to us. This
6 is a beginning. It is a floor. It ensures that at least in every
7 project, consideration is given to the integration of women in
8 development. But that is not enough. If we don't go out with new
9 ideas and new approaches to the development of our projects, we
10 can end with a contrived way of just satisfying the mandate or the
11 requirement for impact statements. So we want something more, and
12 we hope we have provoked that.

13 Now, some of you have asked what after this. We have
14 considered regional conferences, and that has yet to be determined.
15 We will come out to your missions in what I refer to as circuit
16 riding, but in the end we can only be a catalyst. It has to be
17 developed by you at the mission level. There has been talk of
18 using Women in Development as an agenda item in a spring review,
19 but so often that is one or two years away, and so often the spring
20 reviews are fraught with other limitations because of somewhat an
21 academic approach that is often taken.

22 So that we use this conference as a sort of middle
23 ground to get started, and we hope it will be the continuation of
24 not only regional seminars -- and I like to call this not a confer-
25 ence, but truly a seminar in a give and take -- but we hope then

1 that we can reduce it to country levels.

2 Now, there are one or two other points I wanted to make
3 before we open it up, and that is on this issue that comes up over
4 and over on cultural imperialism. One of the panelists said it
5 earlier. As I have now traveled throughout the world, I am less
6 hesitant about advocating the needs of women because I find that
7 even though there are many differences, there are universal needs.
8 I have never been in any country or talked to any woman who didn't
9 say that what we want is skills training and employment and educa-
10 tion.

11 So that even though we may differ in terms of the social
12 roles of women, I think that we can leave here confident that we
13 are not imposing our views but that we are reflecting their views
14 if we pursue their cry for help in skills training and employment
15 and education.

16 I also think that even though we are involved in bilateral
17 agreements with governments, and even though there are foreign
18 policy considerations taken into account in development assistance,
19 within the collaborative style we can involve ourselves with sen-
20 sitizing with our counterparts. After all, if we are now feeling
21 very free to tell governments that a certain amount of our money,
22 due to our Foreign Assistance Act, will now have to go into more
23 people-oriented programs and they will have to look to look for
24 other financial support for bridges and highways and dams, I see
25 no reason, and I see no need for why we must be timid and suddenly

1 invoke aid with no strings when it comes to women. There is no
2 reason why I see why our people in the field can't invoke the same
3 amount of diplomacy and tact to get across the notion that our
4 government views as a priority, and if you care about getting
5 speedy approval for a project you want to enter into from our
6 country, it does not mean we are telling them what they have to do,
7 but where we want to buy in, then our Agency wants to be reinsured
8 that you have taken into account the integration of women in
9 development. We certainly do that, and in the past we have done it
10 in a less tactful way, and it is just invoking the same tact and
11 diplomacy that we utilize now to nudge the countries that we are
12 assisting within the collaborative style into a certain perspective
13 about priorities and well designed programs.

14 So, on this note, this is not the end of the conference.
15 but I welcome the recommendations. Many of them have support what
16 we have determined a year ago was necessary, and many of them add
17 to our thinking in the Women in Development Office; and with that
18 sort of introduction, not a conclusion, I think we have about 15
19 minutes before we adjourn for lunch or recess for lunch. I think
20 it would just be easy -- this mike is now open. It is hard for an
21 audience to address questions in a vacuum, so those of you that
22 made the report, could you now come up and be seen again, because
23 that will stimulate the questions.

24 So the participants in the reporting of their workshops,
25 would you mind just coming up to this table, and we will open it

1 up to questions.

2 Oh, there is one more point that I would like to make,
3 and that is also on the question of women's projects and all pro-
4 jects containing something about women. I have been in the civil
5 rights movement too long to overlook the importance of affirmative
6 action, and I think that the Administrator set the tone when he
7 talked about discrimination. I feel before you can truly have in-
8 tegration there must be special emphasis. We cannot afford to just
9 view women as a residual. I am not totally against women-only
10 projects. I think we have to put this in perspective. Our fear
11 was that if we had a line item on women projects, that we would
12 tend to overlook as developers the important role women must play
13 in all projects. But obviously there is an appropriate place, and
14 we must use common sense, where a project would be funded where
15 the primary beneficiaries would be women.

16 It can be a research project, it might be a project that
17 helps to organize women so that they can better be a part of the
18 integration process. But I don't think it is really an either or.
19 We did not want a cop out by the people in this agency assuming
20 that we were talking about home economics projects, the sort of
21 stereotyped women's components in a project. I think part of the
22 debate will be diminished as you get into project design and that
23 some projects may impact primarily on women; other projects will
24 not. I mean impact on them solely as the beneficiary. I think
25 this debate will go away as we design more effective projects that

1 impact on all the segments of our population.

2 So, end of my speech, and for real I will open it up
3 to questions. Incidentally, the questions are not just back and
4 forth. The questions can also come back and forth, because you
5 too are participants in the dialogue, so that you may have ques-
6 tions as well that you would like to raise. So we are open for
7 specific questions relating to the recommendations.

8 Incidentally, all of you that gave your reports, it is
9 not enough that it was recorded, but we would like a separate
10 report from you in our office. Thank you.

11 Any comments or questions? Yes.

12 SPEAKER: I am from USAID in the Philippines, and I
13 accept very readily your challenge for us in the missions, but I
14 have been here in Washington for more than a month working on
15 personnel evaluation panels, and I noticed in the case of agricul-
16 ture, for USAID's FSR 3s, 4s and 5s, which we went over about 125
17 persons, there was only one woman. Now, these would mean AID
18 people working both in the field in agriculture and people working
19 in AID Washington in the FSR category, which is our foreign service.
20 With only one woman out of 125 job slots, I think you have got to
21 do a lot on the AID Washington side, as well.

22 MS. LONG: I agree with you on that. Also, this is a
23 point that Mr. Murphy wants to discuss with you when he comes in
24 this afternoon. There is no question. We would like, however,
25 pressure from the missions to send women out. We don't get as

1 much pressure from the missions as would help us here. I could go
2 through all the constraints and all the problems, but there is no
3 question that our low percentage of women out in the field is al-
4 most scandalous. It is a mission problem; it is also an AID
5 Washington recruiting and the holding on to the people we now have.
6 I will be very frank with you. The reduction in force has the
7 worst impact on women than any other group in our agency.

8 SPEAKER: I would just like to add that AID has been
9 recruiting agricultural economists for the last several years, but
10 no women that I have seen in the FSR slot.

11 MS. LONG: Yes, and I have been working on the IDI panel
12 trying to also encourage through the IDI process more ag economists,
13 and we have had one or two women. When they make it, they end up
14 qualifying, but there is a problem of beating the bush and getting
15 women who are ag economists, particularly, into our IDI process.
16 We have, incidentally, set a goal for the number of women that must
17 be recruited through the IDI process.

18 DR. HESSER: I might just say that we have been trying
19 very hard to hire Bobbi Van Hampton (?) back here and have been
20 unsuccessful so far.

21 MS. LONG: Are there other questions? Yes.

22 SPEAKER: I was very intrigued by the reference to
23 spouses, which I assume explicitly means spouses of AID employees
24 overseas. I wonder, however, if you would elaborate a little fur-
25 ther on that, specifically with respect to the apparent contradiction

1 that may exist between this notion and the notion that spouses not
2 being AID employees are not subject to their being directed what to
3 do. How do we go about weaving these two somewhat contradictory
4 notions together?

5 MS. FREDERICK: I am not sure that I really quite under-
6 stood the question, but there is an answer anyway. I think that
7 in some of the missions, depending on the size of the mission, you
8 would have a problem, but in some husbands and wives in profes-
9 sional capacities, whether the same or different, have been hired
10 for the same mission. There seems to be no set pattern or rule
11 for this. It depends upon, as I said, the size of the mission,
12 whether or not there is a requirement for professionals, and so
13 forth. One good way to get around any kind of stigma, shall we
14 say, of nepotism or whatever is to -- and I don't mean that you
15 structure something just deliberately for this -- but there are
16 to ways.

17 One, if a woman is a professional in a particular field,
18 you have need for research in that field, you are associated with
19 a local university, et cetera, et cetera, there is no reason why
20 we should say, "Well, we can't really put her on that contract be-
21 cause it looks like nepotism." It does not. Secondly is the idea
22 that women need to work within a local community. You have got a
23 whole new raft of people out there, and almost any wife of anybody
24 under the age of 45 is a professional, and many of them over the
25 age of 45, and they are a total waste to the AID program if they

1 want to work, and many of them did. Not all of them, but most of
2 them did. They were not allowed to participate in the local com-
3 munity, they were not allowed to do anything except stay at home.
4 Then you have got a miserable morale situation. In one mission I
5 went to, the morale was absolutely ebullient, and I said, "Well,
6 what do you do?" and I found out what they did. The mission itself
7 took an aggressive role in finding jobs for the wives and dependents,
8 because sometimes there were dependents over there who had plenty
9 of time or kids home from college or whatever, and they found them
10 jobs within the local community. Now, this was not considered a
11 competitiveness. It was the idea that they were adding an exper-
12 tise from another country which was necessary and needed and which the
13 local community recognized, and the morale was just soaring. It
14 was beautiful. There was a much better rapport locally.

15 MS. LONG: The recommendation came out of Jim Chandler's
16 workshop, and he may have something to add to this questions, but
17 let me at least give you the AID personnel policy on nepotism,
18 which is that there is no prohibition against husband and wife
19 working in the same site, working in an office. As a matter of
20 fact, 2 years ago we made a special effort to undo an old wrong,
21 and that was advertise to the women who had been forced to resign
22 from the agency due to marital status and indicated a desire to
23 hire them back.

24 Now, we do have a problem in our missions of the possi-
25 bility of one spouse supervising the other spouse, and that is

1 where the prohibition still remains about direct supervision under
2 another spouse, and this can be a problem if a spouse is a mission
3 director. We also face another problem, in spite of the policy,
4 now, to encourage and facilitate husbands and wives serving on
5 AID's direct payroll, and that is the small size of our missions.
6 After we announced this policy that we wanted this and we encour-
7 age this, we found that where the husband and wife were of the
8 same discipline it was very difficult, outside, say, of Viet Nam,
9 to accommodate two program officers, for example. But we made a
10 policy that the choice of which spouse may want to go on leave
11 without pay would be made by the couple, that it would not be au-
12 tomatically assumed that the wife had to go on leave without pay.
13 If at all necessary in order to preserve the working couple, we
14 will bring them into Washington. This is a policy not only adopted
15 by AID but by the State Department and by USAI. It is just that
16 in the implementaion we face some problems with small missions and
17 small mission opportunities for couples. In other words, there
18 really isn't a prohibition, now, except in that supervisory linkage.

19 DR. CHANDLER: Could I answer the question, since that
20 sort of came from us? I think the question that really hasn't
21 been answered because it has been linked -- we discussed this --
22 it has been linked to the general policy of the privacy of spouses
23 at posts, which in effect -- let us put this in its baldest terms --
24 which means that if a spouse elects not to indulge in the doing of
25 good works, she has a perfect right to, or he, if that be the case,

1 and this is not really what we are talking about. What we are
2 talking about is facilitating the involvement, if you will, of
3 spouses at the mission where they so desire to the maximum possi-
4 bility. I think what we were addressing, and Nira this is, I
5 think, an important point, that I think we all recall the story
6 about President Kennedy who was given a good idea and said,
7 "Marvelous; will the government do it?" I think probably what we
8 are addressing to some extent are the thousand small obstacles
9 that can be thrown in the way of a person moving, let us say, from
10 resident hire status after having made a decision to go for broke
11 as a professionally employed person, moving from a limited status
12 to a full status, and so on. These kinds of sort of hidden bar-
13 rier tend to crop up that we feel really ought to be brought out
14 and looked at out in the open and say that this is not the way you
15 play the game.

16 MS. LONG: I feel like President Kennedy. We are fight-
17 ing these obstacles as well, and I don't want to pass the buck to
18 the Office of Personnel, but these individual problems crop up all
19 the time. I am glad you also underscored, though, the freedom of
20 choice of spouses not to be involved if they so desire. We have
21 been working for some time on sensitizing, all the way up to the
22 ambassador level as well as his wife's level, about the freedom of
23 wives not to be involved, and also spouses, if they care not to.
24 Of course, we hope that this would not reflect on the performance,
25 and this has been eliminated, as you know, at least in terms of

1 legal elimination. In practice, you can never be sure how totally
2 this has been eliminated. But your point is well taken, and I
3 feel like Kennedy in saying, "Will the government do it?" because
4 we have been having to work these things out with personnel on a
5 one-to-one basis. I could not give you a sweeping answer that we
6 are trying to remove all of them, because the first problem in our
7 agency now is the accommodation of the surplus foreign service em-
8 ployees, and that interferes with all our efforts to accommodate
9 resident hire and local hire and so forth.

10 Yes, you had a question.

11 MS. HUOSLEF: I have two points. First of all, the
12 Department of State is sending out political officers by the
13 couples. I think about 10 couples I know of. Secondly, I would
14 like to verify something before it is too late. They talked about
15 Norway having a law for adolescents. I would like to verify that
16 before it goes on the record. It was discussed when I was here
17 last year, and I was looking yesterday and I didn't find any
18 reference to it. It was discussed, but whether it is a law yet,
19 I don't know.

20 MS. LONG: I think that was referring to part of the
21 report from Population.

22 MS. HUOSLEF: Yes, I was there and I brought it up, but
23 I want to be quite sure that it has already been passed.

24 MS. LONG: I might add one point about the ILO conven-
25 tion and the protective legislation. When I was at the DAC

1 conference in Paris, and this is something we haven't even tried
2 in our own country, the representative from Sweden told us that
3 they were embarking on a paternity -- but in a true sense of the
4 term "leave," of "parental leave" shall I put it, and before a
5 woman can qualify for all of the leave that she is required to
6 take, the father must also take leave. So this takes away the
7 stigma of employing women, because employers know that they are
8 also going to have to -- for example, I think if it is 8 months
9 of leave, 2 of those months must be taken by the father in order
10 for the couple to benefit. So it is not only encouraging father's
11 participation, but it also means that employers will not discrimi-
12 nate in terms of employment, because they are going to have to
13 face up to providing leave for both men and women.

14 Are there any other questions to our panelists specific-
15 ally dealing with programmatic problems? I would like to ask the
16 education committee my pet subject, and that is back on this
17 education for what? I am curious to the question and the raging
18 debate that comes up ever so often when we cite the statistics of
19 women who are illiterate; if there is a question of any sort of
20 mass attack against this high illiteracy rate, and was that dis-
21 cussed at all in the education workshop?

22 DR. CHANDLER: We didn't address that as a separate sub-
23 ject. We addressed the question of separate projects, this as an
24 example as separate projects for women, whether or not one should
25 address the particular this as a woman's problem or a problem of

1 illiteracy, in which a large proportion of the actors are women.
2 We also addressed the perhaps more interesting question, given
3 the resounding lack of success over the last 10 or 15 years, of
4 programs specifically designed to produce functional literacy and
5 so on, of the necessity to develop means of education which reach
6 people without going through the stage of literacy. In other
7 words, to put it very crudely, why should people have to wait until
8 they can learn to manipulate symbols in the way we do?

9 So I think both of these subjects were discussed. Since
10 this is an extremely controversial subject as an educational sub-
11 ject, the validity and value of literacy programs and such, the
12 failure of UNESCO to produce as yet a respectable evaluation of
13 their 20 years experience with this, we did not try to take on
14 that particular tiger.

15 MS. LONG: Are there any other questions from our
16 audience? Then we are recessed until 2 o'clock. Please come
17 prepared to ask questions to PPC as well as to Mr. Murphy that
18 may range beyond just women in development questions but get into
19 all aspects of programs.

20 (Thereupon, at 12:45 p.m. the conference was recessed
21 until 2 o'clock p.m. the same day.)

AFTERNOON SESSION

2:20 P.M.

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MS. LONG: Again, if I could urge most of you to sit in the center section so that we can facilitate recording any questions or comments, I would appreciate it. I know how comfortable people are in the back pews, but if we could come forward and sit in the center, we would appreciate it.

I want to announce again the interest of the Assistant Administrator for the Latin American Bureau, Herman Kleine, in meeting with those people who are here from the Latin American missions. I announced it earlier this morning, but in the event we missed someone I want to repeat that this meeting will take place at 4:45 and it is in room 6909, so we hope that all of you can attend.

One final point I wanted to make before we move on to the next session, and that is in your evaluations we anticipate the possibility that you might raise the question of the timing. We had originally planned for this to be a 5-day seminar, but we had forgotten that Veterans Day is in October and so we had to compress a 5-day seminar into 4. We would have much preferred to spend another day in workshops, not perhaps along sector lines but along problem solving lines, and bring into being the projects that you are possibly working on now in your missions and seeing if we could apply some of these things to a meaningful situation. We apologize that we have had to compress a 5-day seminar into 4 days.

1 We also encourage you to be perfectly candid and leave
2 signed or unsigned evaluation forms with us. Notice they are not
3 very directive. We only raised two questions with you, but you
4 are encouraged to write any additional comments as you wish.

5 Now, for our final afternoon we are attempting to do
6 two things. We think that what we are about in Women in Develop-
7 ment is part of the total effort of improving equity in our pro-
8 grams, participation in our programs, the involvement of more
9 social analysis, and more social orientation into projects, and
10 we thought that it would be most helpful for those of you in
11 Washington as well as in the missions to have a sort of first hand
12 opportunity to discuss many of the documentation requirements with
13 those in PPC who often develop these for you.

14 So, without any further delay I would like to bring to
15 the platform Bob Berg, and in reading his background I find that
16 we are both a product of the same university. He received his
17 B.A. at the University of Southern California; I have been working
18 on my M.A. there for 2 years. He received his Master's Degree at
19 the University of Chicago. He was in private business, he has
20 worked in AID since '65 in the Africa Bureau in the capital devel-
21 opment programs, he has also worked overseas in Nigeria, he has
22 been with PPC since 1972, and he has drafted many of the project
23 assistance handbook guidelines that you are working with, and he
24 is presently in the Office of Development Program Review and
25 Evaluation for Special Studies as Special Assistant. But the one

1 thing that struck me about Bob in all of his professional activi-
2 ties is that he has taken time out to be involved in community
3 affairs in Washington, D.C. and also in helping to share his ex-
4 perience in foreign relations and development assistance. He is
5 an active participant in the Society for International Development,
6 the Washington chapter and the international chapter.

7 Thank you very much, Bob, for being here.

8 MR. BERG: If you will permit me, ^{let me sit down and} ~~will~~ be as comforta-
9 ble as you are and talk about a few things that I think are cur-
10 rent topics in the ^{international} meetings ~~that~~ ^{have recently} I attended. I might tell you
11 I am going to be talking about macroanalysis and microanalysis and
12 the needs that I see coming out of our systems now.

13 I attended a meeting 2 weeks ago in Copenhagen at which
14 I had the honor of presenting what AID and the U.S. Government is
15 doing in development assistance systems to a meeting of the Devel-
16 opment Assistance Committee which had as active participants 11
17 developing nations. I thought that our procedures, the ones I
18 will talk about now, stood up very well. It is quite clear that
19 AID has a fuller range of resources available for development
20 problems than just about any other donor. We have loans, grants,
21 housing guarantees, food, research, a whole panoply.

22 It is also clear that AID is moving past the rhetoric
23 stage and into concrete actions in a lot of programs where other
24 donors are either mired in rhetoric or just entering into the word
25 games of development assistance. I was quite pleased to see that

1 we have taken some concrete steps that evoke the interest not only
2 of many other developing nations, which I thought was really an
3 interesting focal point, such as the government of India ^{whose representative} who was
4 quite interested in what we were doing and wanted to have many
5 copies of what we have done, but of our sort of peer review agents
6 of the other donors.

7 At Mexico City the U. S. proposed and it was accepted
8 that there be impact statements on women in project documentation,
9 that programs be designed to help women, ^{and} that there be ex-post
10 evaluation on the impact of projects on women. So let us see what
11 we have done in these areas that will facilitate this.

12 First of all I think we ought to talk about macroanaly-
13 sis, because that is where we begin in AID, as you know, in formu-
14 lating ideas for programs. We do it in medium term planning with
15 DAPs, development assistance programs, ~~and~~ AID is now in the pro-
16 cess of revising its guidance on these DAPs. This guidance ought
17 to be issued early next calendar year. It has been drafted now,
18 it has been sent to the missions for comment, and the revisions
19 will call for a far greater emphasis on early target group identi-
20 fication and planning for specific beneficiaries. We do expect
21 women to be a prime target as a planning group, as a target group.

22 We also hope to gain from conferences such as this in
23 helping to formulate the guidance I just mentioned.

24 Now, we do have DAPs, development assistance programs in
25 force in most all of the countries where we are conducting

1 assistance programs, and those will continue to be in force.
2 They will not be rewritten, but they may be revised to give them
3 better direct sectoral and program priorities related, again, to
4 target groups. We hope through this improved guidance and through
5 the next round of these DAPs to be able to get a more focused
6 medium term planning framework which will pick up on some of the
7 sectoral emphases ^{which} ~~that~~ you have discussed in this conference and
8 hone them and focus them in.

9 That is but the first step of course, and to my mind the
10 real action and the real point of emphasis where we bring this
11 home is in microanalysis. Here I think we ought to concentrate a
12 good deal of our remaining time, ~~and that is~~ we do have a new
13 project system. It is codified in AID handbook 3 called "Project
14 Assistance." It is the first major change in the substance of
15 AID's work since 1961, and I am a totally biased source on this
16 book because I wrote it. So you will have to discount by at least
17 97 percent what I say about it. What it attempts to do is bring
18 together in one procedure all the development resources we have in
19 our project system so that one can have a development problem iden-
20 tified in this planning instrument, a DAP, and focus all the re-
21 sources necessary in one process to address that problem. That is
22 a very important point for planners. You need not any more figure
23 that if you have a problem that has four aspects and calls for
24 four lines of resources, that ^{you will also need} four separate documentation flows,
25 four separate analyses, four separate management tracks ~~have~~ to be

1 considered.

The new Agency project system

2 [^]That allows us to bring resources around problems, but
3 it does a lot more than that. It sequences the study so that we
4 can gain from analysis. In the past we did analysis in many areas
5 Unfortunately we did it in a sequence which didn't provide or give
6 us the opportunity to learn from that analysis. So the final
7 paper would be drawn on a project and one would then have in it
8 an economic analysis, a financial analysis, a technical analysis,
9 and in writing that final paper there was no opportunity to say
10 that because of this analysis the project ought to reflect certain
11 changes. If we had a project with three parts and one of the
12 parts turned out to have slightly poor economics and might have
13 been revised in its physical design or in its technical assistance
14 design ^{to} have better economics, there was no opportunity to really
15 do that in our ^{old} sequence.

16 Now we are going to try to ^{Study} ~~do~~ basic socio-economic issues
17 ~~in study~~ early enough so that we can gain from the social issues,
18 we can gain from the economic issues, and shape the projects.
19 That is something that no other donor seems to be doing now, and
20 it allows us, I think, the opportunity to focus our development
21 and really have it reflect socio-economic findings.

22 One of the major things the new project system does in
23 its substance is to incorporate evaluation theory, so that we
24 really do try to establish socio-economic baselines as part of our
25 project analysis. One of the great difficulties in most development

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1 projects, be they donor or non-donor, is that one not only does not
2 have a precise idea of where you are going, but you don't have a
3 precise idea where you start from, and therefore, evaluation tends
4 to be terribly difficult. Now this system says we have got to
5 establish socio-economic baselines and targets so that we can
6 evaluate where we have been and where we are going, and so that we
7 can check this along the way and adjust projects to new socio-
8 economic reality as you go along to meet a predefined development
9 purpose.

10 Measurement of change then gets to be important, and it
11 gets to be particularly important in the activities that we are
12 all involved in now, because what we are involved in is experi-
13 mental. What we are involved in is not precisely predictable. It
14 used to be. It used to be very easy for us to say, "We are going
15 to build a road from point A to point B." You could say that
16 barring a catastrophic earthquake that is going to put a mountain
17 in the middle of that blueprint line, you can build that road.
18 You can measure that quite well. Of course, we really didn't
19 know that there were tremendous social impacts from that road,
20 but just as an engineering task, it was predictable.

21 Now we are dealing with so many variables by dealing at
22 the people level that we have to think of our projects as devel-
23 opment hypotheses and not as blueprints. As a development hypothe-
24 sis, one has to check ^{a project} it as it goes along and adjust it as it
25 goes along if one wants to continue to maximize whatever good one

1 can out of that project.

2 Now, a terribly important part of this ^{new} project system
 3 is, ^{on explicit social analysis} -- and to my knowledge it is the first time a donor agency has
 4 included a specific social analysis as part of ^{its regular} ~~all~~ project analy-
 5 ^{requirements.} ~~s~~. That really is our answer to the whole question of social
 6 impact, but it also answers the type of approach we were making in
 7 Mexico City in saying we ought to have an impact statement on what
 8 happens in these systems.

9 ~~Now,~~ the parts of that social analyses are as follows:
 10 First, an identification of target groups. This is culturally
 11 specific. Not that the project is going to take place in East
 12 Africa, or not that it is going to take place in Tanzania, not in
 13 northern Tanzania, but among the Masai in X area, or perhaps among
 14 Y group of women or urban residents in Z area. Very specific.
 15 The reasons for that, of course, are that the social variables
 16 change so much from group to group that one has to be quite spe-
 17 cific about what the target is and identify that quite early in
 18 the game.

19 Secondly, a linking of the proposed ^{project} ~~system~~ to the tar-
 20 get groups. How specifically will the target group benefit from
 21 the proposed project? This is really more complex than one might
 22 think. It involves great ethical issues, ~~almost~~. For example,
 23 we know, as Irene Tinker mentioned on Wednesday, as a general
 24 sort of surface approach, that integrated rural development is
 25 one good way to try to reach women. Fine. Now, there are some

1 areas of the world where an integrated rural development project
2 will lead to increases of income in that target group. So far so
3 good. But does that prove the point? No. ^a Further ^{necessary} point is what
4 happens to the income that is generated from that project? If
5 the income that is generated from that project is used in that
6 society to retire women from field work into perdu, as a social
7 status that the men prefer to indicate their wealth, then there is
8 a great ethical issue of whether that is good or not. It may be
9 good in some terms in some societies, and it may be bad in other
10 terms. But by really following a logical sequence of linking what
11 we propose to the target groups and how those target groups are
12 going to be affected, we raise really some very delicate questions
13 and ones we really have to be quite aware of if we want to really
14 influence target groups.

15 Third, in the social analysis we are trying to explicitly
16 have on the table cultural obstacles and how these obstacles ought
17 to be overcome. Here again is a fairly tricky area, ^{since} ~~that~~ one way
18 of overcoming obstacles is to set up alternative organizations,
19 which circumvents local leadership. An anthropologist came to see
20 me the other day, and at dinner he said, "I really admire what you
21 have done in this handbook because it is so rare to find in govern-
22 ment a non-doctrinaire Marxist." Well, that shook me up a little
23 bit, but you see we do get into some delicate issues when you
24 talk about circumventing leadership patterns and going on side
25 routes to get to your target population and get the benefits to

1 them. We have to be aware of the fact that this again is a touchy
2 issue that has to be handled, to say the least, with grace.

3 In the social analysis that we have required now of all
4 development projects, we also require an explicit consideration of
5 the role of women in the project and how ~~we~~^{they} will be affected. So
6 this comes right down to earth.

7 Beyond affecting the target population, though, if we
8 want to maximize our assistance, we have to also consider another
9 social dynamic, and that is the spread effect of the project.
10 What is there that is going to flow into that target group which
11 can also affect wider areas and wider populations, and what is
12 the social dynamic that is going to cause that? If you can better
13 a target group, and for the sake of this conference let us say it
14 is a group of 2000 women in a certain area, what is there in that
15 project which can flow and will flow outside of it? Can you bene-
16 fit a larger group of people, and how will those benefits flow?

17 Now, in the green revolution we had a very graphic case^{of spread.}
18 A target population received benefits and they flourished just as
19 we predicted, that certain classes of farmers would grow greater
20 amounts of grain. The spread effect of that went not to the groups
21 that we had intended. It was a vast spread effect. It was a
22 "good" spread effect, but it went to richer farmers and enabled them
23 to be richer. How do we get into projects something that will
24 spread, because economically that means you can have a much wider
25 impact of a small amount of investment, so you need low capital

1 types of technology. It can spread, but how does it spread and
2 to whom? If you can build into your project mechanisms to have
3 the benefits of that project spread to a wider population, then
4 you can really maximize use of resources.

5 The dynamics of that ^{are} quite difficult, involve a lot of
6 cross disciplinary considerations, of geographic barriers to
7 spread, cultural barriers to spread, political barriers, but if
8 one can get ideas to spread this is an excellent thing in develop-
9 ment.

10 Equally important is a good economic analysis. We are
11 asking this for all projects, not just traditional capital pro-
12 jects. We think this will be important in the emphasis that we
13 are giving now in our program. Why is that? Well, we are empha-
14 sizing groups where investments didn't take place before, the rural
15 poor, the urban poor, women, other target areas. Now, when you
16 under-invest in a group, ~~presumably~~ and you ~~can~~ do that for long
17 periods of time, as has been true of women, presumably ~~then~~ one
18 ought to be able to find very attractive economic opportunities.
19 That really gets back to a point that I tried to make Wednesday in
20 a question to Irene, and that is how do you get the ministers of
21 plan ^{making}, how do you get decision makers of both the donors and the
22 recipient level to take seriously proposals that have a good social
23 impact? One way is to really prove the economic case, and we
24 think it can be proven and it can compete for funds without any
25 shilly shally.

1 Projects, ~~though~~, ^{through,} that have a social impact may have a
 2 different pattern of benefits than traditional projects. It may
 3 take longer to produce benefits that involve previously unlinked
 4 groups in the society than to produce benefits in groups that are
 5 already tied into the marketing economy, tied into the economic
 6 action. So we have to really focus on long run benefits, because
 7 the hypothesis is that in the long run the neglected groups will
 8 be able to yield more to the society than the groups that are
 9 already linked into the market economies and already have had a
 10 pattern of past investments.

11 The thing that we are trying to do in bringing together
 12 economic analysis, social analysis, as well as our traditional
 13 technical analysis (again, thinking in terms more of appropriate
 14 technology as opposed to just a viable technology in the technical,
 15 purely engineering sense) ^{is what} we are trying to have these analyses
 16 stand on their own feet side by side. That is a terribly important
 17 ~~thing as well.~~ ^{point.} Many other donors and many other developing coun-
 18 tries are now trying to create a single index of project accepta-
 19 bility. We discussed this at the Copenhagen meeting at great
 20 length. I thought it was horrible and said so, ~~because~~ we haven't
 21 said, "Let us do an internal rate of return on a project and let
 22 us ^{add} ~~up it~~ 2 points if there is a good social effect, or let us
 23 subtract a point and a half or whatever the World Bank and several
 24 governments, the Philippines, now try to play with." We are try-
 25 ing to say, "Let the economic analysis speak for itself; let the

1 social analysis, the technical, ^{the} financial analysis, ^{results to be seen} and let the
2 decision makers weigh these things." Get the facts on the table,
3 ~~though~~, is the first point, and not hiding them, not having the
4 social benefits of a project being hidden in numbers. Get them
5 out there so they can be equally considered ^{with} ~~as well as~~ the other
6 evidence.

7 This new system is now launched. This handbook was
8 printed in September, we have had one document flow that is the
9 initial document called a PID -- I won't trouble you with all this
10 for those of you who don't know it; you needn't be afflicted ~~by~~
11 all our acronyms -- we are going through starting in mid-November
12 the first flow of real analytic documents where we will start get-
13 ting evidence of social and economic issues on projects. We are
14 very anxious to see this happen.

15 Now, after seeing this system launched, there are some
16 needs that are quite apparent. I raise these ^{to you} as professionals --
17 I think we have to, whether you are in the Agency or not in the
18 Agency -- to help us on these issues. One is we clearly need
19 social scientists helping us so that we can analyze projects and
20 gain from them a perspective which we have not systematically had
21 in the past. I have contacted all the professional associations
22 of sociology and anthropology in the United States. I am urging
23 missions to contact their local social scientists, because there
24 are some splendid people who are in-country who can tell you great
25 things about local populations very quickly. Included among the

1 groups I have contacted are the Committee of Women in Anthropol-
2 gy and the Council of Women in Sociology. I am sorry to say they
3 haven't been so helpful so far. I am hoping they will be. It is
4 important because many women social scientists have been doing
5 research on women, and we really need to get those people who have
6 some proven ability in this social dynamic to come forward and
7 help us. We have to get these people into practical problems so
8 their research can be more relevant and can really move the state
9 of the art forward in their fields.

10 I am getting curriculum vita from a number of social
11 scientists, though, and some of these people have had experience
12 in dealing with problems of women in society, and I am trying to
13 get those in a special batch so that we can have them, and I will
14 make those available to Nira. Those curriculum vita^s that I am
15 collecting now are particularly aimed at getting a roster of con-
16 sultants and advising our bureaus and missions of available con-
17 sultants.

18 In another exercise I have directed curriculum vita^s
19 to our personnel people to hire social scientists, and we hope to
20 have two levels of social scientists. We hope that ^{each of} our geographic
21 bureaus will recognize the need of having a senior social scientist
22 as part of their team, ~~each one~~. We hope that missions will have
23 social scientists on board who can do field research; probably
24 middle level people. We are recruiting social scientists now for
25 some missions. Some bureaus are talking about it. We are

1 recruiting social scientists now to enter our next intern class as
2 junior level professionals, and such people are available.

3 Secondly, we have to really get going on some very
4 practical research. I am encouraged -- I don't know if some of
5 you have seen that the University of Chicago has launched a jour-
6 nal of women in culture in society called "Signs," which has just
7 been advertised. Maybe this will be a good medium for some of
8 ~~the~~ research to show up in the literature, ~~now~~.

9 I think there are a couple of areas where some pragmatic
10 research could be useful. One is predicting spread effect. As I
11 mentioned before it is inter-disciplinary. It is a difficult ques-
12 tion, but I think it needs to be done. Secondly, we need to know
13 for what purpose we are developing, and here we really don't have
14 as much data as we ought to have. It is not just economic growth,
15 but as the issue of women has brought to our attention, it is a
16 question of how to increase freedom, how to increase meaning, a
17 ~~self~~ ^{sense} of self-worth, self-reliance, and importantly in this re-
18 search, how do we involve target groups as a fundamental part of
19 the process of research?

20 Thirdly I think we have to focus the audiences of deci-
21 sion makers and changers and speak in their terms. How do we
22 appeal to that ministry of planning, that ministry of finance, and
23 get these socially attractive projects acceptable? Terribly im-
24 portant. I recently gave ^{what} for me ^{is a} decent-sized contribution to
25 the women's lobby here in Washington, with a stipulation on it.

1 The women's lobby is now trying to get through a plan of flexible
2 ^{work} hours and flexible time through Congress. I said if they approach
3 it as a women's issue it is going to lose. If they approach it as
4 an issue that makes economic sense for men and women, it heightens
5 productivity, it heightens loyalty to organizations, they are go-
6 ing to win it. It is a question of how you approach these issues,
7 and in my view one has to approach them from the standpoint that
8 is going to be attractive to the decision makers, not just to the
9 socially committed.

10 Fourthly, I think it is time to really get down to
11 cases. Donors and recipients around the world, when they think
12 of these issues, talk about it in rhetoric terms. Raising con-
13 sciousness is wonderful, but we really need a new generation of
14 thinking to find facts, to socially engineer improvements, to
15 formulate projects, to dispassionately analyze the results.

16 Here I must throw in a clinker. I do think that men
17 have not been notoriously successful in helping the plight of men,
18 and the fact of being female may not be sufficient qualifications
19 to help women. We really have to approach this long-neglected
20 job by getting experts, experts in the right fields with the right
21 financial and policy support, and we are hoping to do just that in
22 AID.

23 That finishes my prepared remarks. Nira gave me a
24 question that was raised earlier, which I might attempt to answer,
25 and then ^{del} open it for other questions, ^{Nira asked} ~~and that is the question of~~

1 how does one evaluate midway in projects and have impact?

2 Evaluation in this agency does take place mainly during
3 project life, because we really want to enhance the benefit of
4 projects as we go along, and we are unwilling to see a pipeline
5 that in this agency amounts to \$1.5 billion delivered without in-
6 fluencing it as it goes. We are not willing to say ~~this~~, just
7 spend money. Evaluation during implementation gives one an
8 opportunity to clarify the project's design. It also gives one an
9 opportunity to either establish information which can be compared
10 with an old established baseline, or if an old baseline is not
11 available, to at least take that opportunity and establish a new
12 baseline. So it is always worthwhile. You get something out of
13 it.

14 Now, we are hoping in follow-on work on this handbook to
15 establish a system in which projects can be adjusted fairly
16 easily. The system really says lay down the project plan very
17 carefully before you start. But a corollary of including evalua-
18 tion theory in the design of our project system is to ~~say~~ permit
19 change as you go along to conform to new socio-economic reality.

20 So that means in the logical framework terms (which is
21 the system this agency uses to evaluate) or the language we speak
22 in evaluation in this agency) that one has to be able to change
23 inputs and outputs of projects to reach development purposes as
24 you go along. However, if you go along and you find that your
25 development purpose isn't any good, you have got a project which

1 deserves to be mercifully buried.

2 So, it is going to be useful. There are difficulties
3 when you don't have established baselines, but one ought to take
4 advantage of that at any rate so there is a role for evaluating,
5 even in the absence of good baseline data.

6 I think we have time for some questions, which I would
7 be very happy to try to answer. Yes.

8 MS. TURNER: PPC has a clearance on all the documenta-
9 tion proposals that come through Washington. I wonder if they
10 have turned down or returned any proposals because they didn't
11 sufficiently address the issue of women in development and whe-
12 ther in the future we might not expect this.

13 MR. BERG: We have to learn as well as everybody else,
14 and right now I am trying to negotiate to get an anthropologist
15 to help us review projects, because our reviewers need training
16 to ask the right questions. Now, what has come through so far has
17 just been these initial documents, the PIDs, and we can't tell a ^{great}
18 deal ~~about that~~ from them. The PIDs always say something pious
19 about what group they are going to focus on, and so they invoke
20 the right general blessings but we have to get into the subverses
21 before we really know what the content is. We will get that in
22 the document flow, the project review papers that ^{are to} ~~come in~~
23 ~~mid-November~~ ^{in with a} ~~the~~ deadline of mid-November, and we do plan to
24 look at ^{those} ~~that~~ carefully.

25 The question of where we turn down projects is a very

1 good question. We have turned down projects in the past. We have
 2 not only turned them down internally, we have turned them down at
 3 the World Bank for ^{being} too capital intensive, not hitting target
 4 populations. We are trying to get this at the DAP level so that
 5 one can focus on the right groups now. That is very important to
 6 do and we are inflicting ourselves midstream, and by golly when
 7 the PRPs come in, the project review papers, we will inflict
 8 there. It does get touchy. We don't have a ^{solid} ~~right~~ veto. We have
 9 a right of review and referral up to the Deputy Administrator.
 10 He, as I think he will tell you in a few minutes, has a great in-
 11 terest, too, and I think will back the social issues quite handily.
 12 I think his emphasis now is changing from the necessary ones in
 13 the past of dealing with deadlines and quantities, and now switch-
 14 ing about improving quality. Mary?

15 MS. NEVILLE: Because I saw Bob Berg's excellent work in
 16 Nigeria, I have courage to ask a few questions, and he can respond
 17 to whichever ones he wants to answer. No. 1, just as a point of
 18 information, may we know how many women are on the ^{DPRE} ~~PPC~~ staff at
 19 present, and at what levels these women are working? No. 2, what
 20 kinds of professional capabilities exist on the present PPC staff?
 21 Are these capabilities suitable in terms of the specific responsi-
 22 bilities of the ^{DPRE} ~~PPC~~ office? And lastly, what is the relationship
 23 of ^{the DPRE} ~~PPC~~ office to the Office of Technical Development in AID?

24 Thank you.

25 MR. BERG: I said ~~before~~ to Mary before we started that

1 she was sitting up close so she could throw tomatoes. I was cer-
 2 tainly right. Okay. How many women do we have and at what levels?
 3 In our particular office we have none, and I think that is egre-
 4 gious, but I do think that it is a mistake, as I mentioned in my
 5 remarks, to equate a given sex with a given opinion. ~~But~~ I do
 6 think it would help, and I would like us to have a more balance^d
 7 staff both sexually, racially, ^{by} age, and so forth.

8 Now, there are women analysts in other parts of PPC
 9 with whom we ~~are on~~ ^{have} a close professional relationship, and we do
 10 ask them to assist us in the analysis of project documentation
 11 that comes through. There are certain professional careers pat-
 12 terns in AID which have for some reasons excluded women. It may
 13 be because the flow of graduates out of economics and business
 14 schools in past decades has been an unbalanced one, and these
 15 particular career patterns picked up out of those two disciplines.
 16 But that is a past excuse and is no longer going to be particularly
 17 valid in the future. But those people who are coming in now I
 18 would expect to see, I would hope to see some change in.

19 It is a point, Mary, that I have ^{mentioned} to my colleagues ~~about~~
 20 before, but I am not in the hiring job on that.

21 What kinds of professional capability? Mostly the
 22 professional capabilities are of experienced project officers.
 23 Now, this means that we need, as well as you need, the help of
 24 social scientists in this particular area, ~~because we haven't had~~
 25 ~~a close relationship,~~ and as I ^{said} ~~say~~ we are trying to ~~get that to~~
 obtain that expertise on a consultants basis

1 augment our review staff now.

2 What is the relation of our office to the Office of
3 Technical Development? You mean the technicians in the other
4 bureaus, don't you?

5 MS. NEVILLE: For example, in the Asia Bureau there is
6 an Office of Technical Development. T.C. Clark is Director of
7 Technical Development.

8 MR. BERG: That is right. We review projects that come
9 out of that office as well as the ones that come out of the capi-
10 tal office, ^{technical} We are generally on the other side of the table from
11 those people because they are generally proposing projects which
12 we are reviewing. That is also very unfortunate. I have done
13 several things in my limited career in this agency to try to bring
14 the bureaus together. I have worked very strongly with ^{the new post} an inter-
15 regional capital development committee. I co-founded the AID open
16 forum because I felt that it was terribly important that we get
17 away from the 'dukedom' system of the Agency, which means that a
18 person in Latin America may never see somebody who works in the
19 Africa Bureau, even though they are working on the same problems.
20 It is an insitutional problem. One of the things that has to be
21 considered, which now I can say ~~it~~ -- I certainly didn't during
22 the time ^{The new project system was being written} ~~this was written~~ was the organizational and staff
23 implications of a new system like this. It ought to be bringing us
24 together.

25 I have time for one more question, a quicky. Did you

1 have a question? I saw your hand before.

2 MS. VERRATTI: No, I was just going to encourage that
3 they ask you questions. Very seldom is PPC on the side of having
4 to answer the questions. (Laughter.) I don't think you should
5 let this opportunity slip away.

6 MR. BERG: All right, another question here. One more,
7 and then I see our next speaker ^(Mr. Murphy) is coming. I certainly wouldn't
8 want to delay that.

9 MS. LONG: That is all right. He also echoes Gilda's
10 remark. If PPC can answer some questions, he said he would wait.

11 (Laughter.)

12 MS. HUOSLEF: You said you needed economic analysis
13 for your paper. What kind of analysis are you referring to, the
14 national economic analysis?

15 MR. BERG: No. I mean project. I mean microeconomic
16 analysis.

17 MS. HUOSLEF: Micro, in that field.

18 MR. BERG: That is right. What I have in mind is where
19 one can quantify benefits and where the quantification of benefits
20 fairly represents what is there that we do, ^{we require} An internal rate of
21 return analysis, where one can't quantify benefits, one does a
22 least cost analysis.

23 MS. HUOSLEF: Where do you get the information?

24 MR. BERG: Well, this is an interesting question, because
25 we need ^{field work} in these kinds of social analyses and socially directed

1 programs. You can't do it from your desk in Washington or in
2 the mission. You have to go out into the field. One of the most
3 important questions you can ask when you go to an AID mission or
4 you go to your field staff or the PVO is how much time do you
5 spend in country? What is the per diem expenditure that you spent
6 last year in country? Who are the leaders of the poor, and how
7 are you getting to reach them? These are very important questions.
8 How are you linked to the target population? It means getting down
9 to the micro level, and I assure you that not enough work has been
10 done on that.

11 But it is an area like many others we have attempted in
12 the past with considerable success that you just have to try to do.
13 You stumble, you learn, you pick up and go on from there.

14 MS. BRYSON: Can you explain to us how, with the staff
15 time we have available and with the DAP becoming a continuous
16 process, we are supposed to have sufficient time to get out into
17 the field?

18 (Applause.)

19 MR. BERG: I think there are two things that need to
20 be done in this. One is, we have changed part of the system. We
21 have changed the analysis. We are working on further changes to
22 change the implementation. I would rather have us heavier on
23 analysis and lighter on implementation, but you have to have both
24 of them together in order to have a good staff effect, ^{How do we} ~~that is~~
25 ~~lightening~~ the duties on implementation. ^{How to do this?} ~~How to do this?~~ Fixed

1 amount reimbursement. ^{in other words,} Let the government implement projects
 2 once we help set up a direction, ^{then} and we reimburse ^{them} and ^{then} ~~that~~ we get
 3 out of the business of figuring out how square the doors of the
 4 school are, but get in strongly ~~an~~ on the business of what the qual-
 5 ity of education is inside the building.

6 Boy, that one got 15 hands. Question.

7 SPEAKER: On the implementation, what is there to
 8 analyze?

9 MR. BERG: What is there to analyze is the development
 10 impact of the project?

11 SPEAKER: Yes, but if you de-emphasize it, as you just
 12 said --

13 MR. BERG: You think it won't take place.?

14 SPEAKER: Then it doesn't take place.

15 MR. BERG: Well, you see, I think you grow through
 16 challenge. I think that it is a terribly obvious point, but it is
 17 important. To the extent we can challenge people to implement,
 18 we are going to help them grow. To the extent we can give the
 19 local contractors experience, local professionals experience, local
 20 governments more experience, I think that we deliver assistance
 21 with a better long-term development effect.

22 Now, I know this doesn't help you in Mali to go out and
 23 say, "All right, turn loose the Malian Government, and they will
 24 take ~~it~~" This isn't a universal, but it is in many countries where
 25 we have spent a significant amount of time in implementing where

1 they are able to do it, and they are telling us this now. They
2 are ~~saying~~^{giving} to us all kinds of signals ~~about~~, in many countries,
3 that they can handle it more.

4 Two minutes. A question back there.

5 SPEAKER: When you talk about hiring social scientists
6 and anthropologists and consultants, I wondered whether you first
7 intend to review the talent that already exists on the staff of
8 AID? I mean the women. I am not on the staff, officially, so I
9 haven't any axe to grind, but I do know there is some splendid
10 talent already within the agency.

11 MR. BERG: Yes, there is, and there have been a couple
12 of problems about that. One of these is that if you had to be an
13 anthropologist in the past, you had to be a closet anthropologist,
14 because there was no place for you if you came out and said, "I am
15 an anthropologist." You had to be something else. Now we hope
16 to ~~kind of~~ give that ^{profession} some respectability, ^{in AID,} so if somebody is really
17 an anthropologist or sociologist they say, "Yes, I can do that."

18 The second thing, though, that has to be done is really
19 to establish the jobs, and that is something that the bureaus have
20 just got to do. They have got to establish them so that people
21 can say, "That is what I want to do and I am qualified to do that."
22 There aren't as many social scientists in the agency as one would
23 think, though. I am really talking about people who are quite
24 expert. I think a lot of our help is going to come from real area
25 and culturally specific experts. Again, and I mentioned this

1 before, not just knowing about East Africa but knowing about the
2 dynamics of the Masai in that particular area. For that level we
3 are going to have to get real experts, and I suspect we will do
4 that through consultants, and I would assume that many of them
5 will be women.

6 I would love to field more questions, but we have run
7 over our schedule and I want to thank you very much.

8 MS. LONG: Thank you very much. I don't think Bob is
9 going to be able to get away with the fact that we have run out
10 of time. I haven't had a chance to ask him, but we wonder if you
11 would stay so that those who still want to button hole you can as
12 we go over to the reception, and of course we want you as our
13 guest there, so that others can get their questions asked.

14 Incidentally, some of you have asked us. The reception
15 is at 4 o'clock. It is back in the State Department on the
16 eighth floor in the Jefferson Room. If you are a non-State
17 Department or AID person, you will need one of us to get into the
18 building, so please group with us afterwards.

19 We have one announcement to make, and this always hap-
20 pens when you plan a seminar in which you are attempting to in-
21 volve people on the Hill, but I think it is also rather symptoma-
22 tic of the integrity of many of our representatives in Congress
23 that they are perfectly willing to come and express our views, but
24 now if it is a question of attendance and participation in voting,
25 we find that most of our Congresspeople are unwilling to commit

1 themselves. Now, Congressman Fascell committed himself, but un-
2 fortunately the House is in session until late this evening. I
3 do not consider this as much of a disappointment, because his com-
4 mitment is to the floor of the House; it is not to another en-
5 gagement and it is not to an appearance out of town. So we regret
6 that he cannot be with us, but we commend his diligence and his
7 integrity to see to the business in the House of representatives.

8 We are very fortunate that at the end of our session we
9 can hear from the Deputy Administrator, Mr. Murphy. It is my
10 first opportunity to ever present him, and I have not really told
11 him what I was going to say. He needs no introduction, and he is
12 certainly not new to the foreign assistance area. He became a
13 part of it in the early 1950s. I won't bother to repeat the names
14 of the many predecessor agencies that he has been involved in.
15 His perspective at times might appear to have been the watchdog
16 or the bulldog, as he has been a part of our Inspector General's
17 Office, our Controller's Office, but he has also been in there to
18 know what the problems are, not of just someone monitoring, but
19 of someone trying to do. He has also had a perspective from the
20 private sector in working with Booz, Allen and Hamilton, but my
21 impression of him, which may not be of much interest to him but
22 I want to say it anyway, is that he has a reputation for being a
23 rather hard core manager, and I think that is good, but what has
24 impressed me most is what I think he is trying to encourage now in
25 AID, and that is a renaissance person. I am very impressed with

1 his ability to tie in his managerial interests and skills with
2 such a sensitive approach to social problems, and also what I have
3 been most impressed with is his ability when he is trying to make
4 a point to call on the Bible, Shakespeare, some esoteric Greek
5 mythology to make his points in a meeting.

6 Needless to say, for someone who has been here for 7
7 years, he is a most provocative and stimulating and refreshing
8 person on the scene, and although some of us quiver to go to the
9 SOG (?) meetings, I really look forward to it as a very refreshing
10 experience. So without any further delay, I will present to you
11 John Murphy, our Deputy Administrator of AID.

12 MR. MURPHY: Well Nira, I appreciate that invitation
13 very much. I hoped this is all being taped. I would like to get
14 that for posterity; it could be useful at times.

15 Ladies and gentlemen, I am pleased to be here this
16 afternoon to share with you the process of wrapping up this im-
17 portant conference. I am glad that our schedules have been
18 worked out in a way that will permit me to participate with you
19 even in a limited degree, first by sharing with you some of the
20 general observations about women in development issues, and then
21 by joining in the question period devoted to ventilating some of
22 the policy and implementation questions which your workshops and
23 panel discussions have flushed out.

24 At times, and understandably, it may strike some obser-
25 vers that AID's hardheaded, nuts and bolts management overempha-
sized women as agents in the development process rather than as

1 beneficiaries; as resources or vehicles rather than as living and
2 breathing human beings who deserve better food, health and educa-
3 tion and a voice in shaping their personal and national destinies.
4 Let me state here and now that AID's management stands solidly
5 behind PD 50 -- 60, I beg your pardon. It also stands solidly
6 behind 50. (Laughter.) Our policy determinations on women in
7 development, which states that our "primary emphasis will be on
8 the integration of women as both agents and beneficiaries in the
9 mainstream of the Agency's programming." That policy was enun-
10 ciated over a year ago, and we mean every word of it.

11 But having said this, I must still emphasize the need
12 for a better data base for the design of our women in development
13 programs. PD 60 clearly states that AID's approach to implementa-
14 tion of the Percy amendment will "reveal the actual role and sta-
15 tus of women and their contributions to development." It goes on
16 to say that bureaus and field missions will take steps to collect
17 information which may be used to illuminate the roles, status and
18 contributions of women in developing countries. Better data on
19 women are required for designing and evaluating AID projects.
20 When this is not available from national or international efforts,
21 AID central or region supported studies and data gathering may be
22 required.

23 This language seems to me to be clear and unequivocal,
24 yet I find our follow through on it far from satisfactory, except
25 in isolated instances. Over and over again, program proposals are

1 being submitted to Washington for approval with skimpy and at times
2 slipshod data and related analyses. This past fiscal year we were
3 rather lenient with such proposals. We made substantial allowances
4 for tightness of deadlines and the slippages that are normally
5 associated with the first approaches to implementing a program.
6 We are not going to be so accommodating from now on. I don't want
7 to belabor this at the moment, but I do hope that we can have some
8 give and take on the matter of research in our question period.

9 If our policy isn't as clear to AID overseas as it seems
10 to be to us here in Washington, I hope that AID personnel will
11 point up its deficiencies and join with me in trying to identify
12 the cause of confusion and ways to dispel it.

13 I must also say that I am perplexed at the failure of
14 our field missions to seek the expertise of social anthropologists
15 and other social scientists to help them conceive and develop
16 projects responsive to the people-oriented Congressional mandates.
17 I felt sure that when the program guidelines for fiscal 1976
18 program were sent to the field, the Agency would receive numerous
19 requests for assignment of such experts to field missions. This
20 has not been the case. How in the world the field missions expect
21 to be able to conceive and design projects that will involve the
22 intimate participation of the rural poor in their own development,
23 without clear indicators of the influences which impact on and
24 motivate the rural poor to participate, is a mystery to me.

25 After all, who will benefit from our high technology may

1 not, in fact, be determined so much by the nature of the high
2 technology as by the socio-economic system in which it is to be
3 used. We should be looking for the right institutional settings
4 for change. This means starting with the people who are in
5 greatest need and seeking ways to help them help themselves. The
6 skills and talents of economists, engineers and accountants are
7 essential to our efforts, but they know little about the values,
8 traditions, and the gut issues that will ultimately determine how,
9 indeed whether, a development project can succeed.

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

15 I think it follows that since American women have tended
16 to pursue social science careers over the years, greater field
17 mission demands for social science expertise is bound to create
18 openings overseas for which women will be prime candidates, and
19 these candidates, I am certain, will include many women who have
20 had excellent AID Washington experience. Their horizons in AID
21 Washington are somewhat limited because of the continuing need
22 for us to cut our numbers at the headquarters level, but I see
23 no reason why we should lose their services when many of them have
24 the specific training and qualifications that are needed abroad.

25 In saying this, however, I want to make clear that I

1 don't encourage creation of a social science elite made up exclu-
2 sively of women. I want to see women serving too as family
3 planning advisers, economists, engineers, accountants, and so
4 forth.

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

9 I also want to welcome the participation here of many
10 representatives of private and voluntary organizations. A number
11 of PVOs that have had long and distinguished records in the area
12 of foreign assistance are today applying their experience to a
13 broad range of development activities, with women in development
14 programs at or near the top of their agendas. We are delighted
15 to be able, through our DPGs and OPGs, to help many of them upgrade
16 their staff capabilities for reaching directly ever larger numbers
17 of poor people overseas. AID views its partnership with the PVOs
18 here and abroad as an effective means of reaching great numbers
19 of the disenfranchised poor without vastly expanding its own
20 staff. Congress has directed us to use intermediaries, and believe
21 me, there are no better intermediaries than the PVOs. Transferring
22 some of the development know-how found within AID to the PVOs
23 avoids duplication of effort. Working through PVOs obviates the
24 undesirable expansion of the direct hire staffs.

25 In this connection, let me conclude my formal remarks by

1 quoting a few passages from Peter Drucker. How do you like that,
2 Nira? Peter Drucker, as most of you know, is a renowned economist
3 and social philosopher, and in his book which was entitled "The
4 Age of Discontinuity," he wrote as follows:

5 "Government is needed in a worldwide development policy,
6 but there is one thing government cannot provide, the individual's
7 sense of achievement. Yet this is the essential element of devel-
8 oping. What is needed in this world today is not primarily wealth
9 it is vision. It is the individual's conviction that there is
10 opportunity, energy, purpose to society rather than problems,
11 inertia, and hopelessness. Development is thus largely a matter
12 of the dynamics of individuals and of local community groups.
13 These can be supplied only by our succeeding in generating local,
14 responsive initiative and in multiplying human energies. Govern-
15 ment can stimulate them or stifle them, but it cannot provide the
16 energies." That is the end of the quote.

17 I think that Drucker's remarks are very consistent with
18 the new directions which the Congress has mandated for AID.

19 Now, at this point on the agenda I was supposed to
20 introduce Congressman Dante Fascell, and I looked forward to that
21 opportunity. Dante Fascell has been in the U.S. Congress since
22 1954, 21 years. I learned to know him immediately upon his arri-
23 val because he was appointed to the prestigious House Foreign
24 Affairs Committee on which he has served without interruption for
25 21 years.

1 What I was going to say to him was that I found it quite
2 remarkable that when I -- just before I left the government in
3 1960, say from 1958 on, Dante Fascell was starting to talk in the
4 House Foreign Affairs Committee about the very things that the
5 Congress finally got around to enacting into the Foreign Assistance
6 Act in 1973. Dante had been chosen by the chairman, the then
7 chairman of the committee, to focus on the policy sections of the
8 Mutual Security Act at the time. He had a considerable job of
9 building up the support necessary, which together with a number of
10 other important members of the committee, finally succeeded in
11 achieving the enactment into law of the new mandates that we now
12 are following in our development assistance program.

13 A good part of that time, almost 15 years, I spent
14 outside of the government, and in that course of my experience
15 outside the government I was traveling the world almost constantly,
16 6 weeks out and 6 weeks in, because Booz Allen decided that I
17 ought to devote my energies to the less developed countries of the
18 world. While I was doing this traveling, I was continuing my
19 interest in foreign affairs activities and especially the AID
20 program, and I had very, very ample opportunity to observe what
21 was happening. This is in the period from 1960 to 1974. What was
22 happening I didn't like. The trickle down theory was still
23 operating. The rich were getting richer and the poor were getting
24 poorer.

25 When I was approached to return to government in this

1 job, one of the principal factors that influenced my decision was
 2 the enactment a few months earlier of the Foreign Assistance Act
 3 of 1973, because I saw in it an opportunity to turn this program
 4 around and to get the efforts of the United States' bilateral
 5 program focused on improving the quality of life of the little
 6 ^{and} man ^{and} the little woman *on the development of the economic leaders.*

7 With that I would like to sit down and ^{invite questions} ~~expose myself to~~
 8 your tortures.

9 MS. LONG: Thank you very much. I am going to sit
 10 next to you, if you don't mind.

11 MR. MURPHY: Fine. Be my guest.

12 MS. LONG: Mr. Murphy in his usual candor said that he
 13 was the first speaker ever asked to be the wrapup speaker at a
 14 conference he had not had the opportunity to attend, but I didn't
 15 think that would be any deterrent, and I thought that he might
 16 want to be a part of some of the issues that I have seen come out
 17 of this conference which perhaps today we have tried to crystallize
 18 and address. But I think one of the major issues that has come
 19 out of the conference, and I think you spoke to it in your final
 20 remarks, is the challenge as well as the opportunity of the new
 21 directions. I think the women in development mandate is a part
 22 of a total effort to increase development assistance so that it
 23 will promote participation and equity, but one of the problems in
 24 the bilateral agreements and within the collaborative style that
 25 has been suggested here is the difficulty of one government trying

1 to influence another government to broaden the participation of
2 the recipients, and I was wondering if you had any suggestions as
3 well as comments in an agency that works in a government-to-
4 government level, how do we hear what the people themselves want?

5 MR. MURPHY: Well, Nira, that is a real dilemma. We
6 have been called upon by the Congress to emphasize participatory
7 development. I personally am convinced that this is the only way
8 we are going to make it. On the other hand, it isn't good enough
9 for the U.S. Government or the AID agency ^{to be} to be oriented that
10 way, and it is impossible ^{to expect the} ~~through that~~ AID agency and its person-
11 nel by itself to go out into the boondocks and help the little
12 man and woman in the developing countries. It seems obvious that
13 they must be accompanied, at least, if not led by, the officials
14 of the appropriate ministries of the developing countries.

15 Herein lies the heart of the problem. We in the AID
16 agency have learned that the bright lights of the capital cities
17 have a tremendous lure for people all over the world, and the
18 officials of the ministries of the developing countries are no
19 exceptions. In fact, I can recall one instance where we deliberate-
20 ly -- this is many years ago -- reached out into the boondocks in
21 a Far Eastern country to find what we might call dirt farmers to
22 train to be extension agents. In the course of collecting those
23 recruits we had to bring them through the capital city of their
24 own country, and then we had to bring them through Paris and
25 London, and eventually they landed in Washington or New York or

1 Chicago, and they got their training somewhere in the midwest at
2 a university that specialized in extension services.

3 To our horror, when they went back they all brought
4 white shirts, they all sat in the ministry of agriculture in the
5 capital city, and none of them went back to the farm. This kind
6 of problem has got to be dealt with. I think the lesson from
7 that project is that we have to bring the training to the people.
8 We can't bring the people to the training. If we really want them
9 to work on the farm, in the boondocks, the best thing to do is to
10 bring the people out there to train them in their own localities
11 so that they don't get diverted or over-impressed by the route
12 they follow in order to achieve their training.

13 Now, how are we going to get the officials of the host
14 government to move out into the boondocks? I don't know. There is
15 no easy answer. We have to do it. We clearly have to develop
16 projects which can only be executed out in the rural areas that
17 will force our own people out into the rural areas to work with
18 the native, indigenous personnel, and I think that in the final
19 analysis it will be a situation where the officials in the ministry
20 of the host government simply either will be too ashamed not to
21 go out into the rural areas and carry out the project or we will
22 motivate them otherwise, somehow, to do it. But they must do it.
23 We must get the ministry of agriculture in a developing country,
24 for example, to understand that it has to have some regional
25 offices and maybe some district offices. We must get them to

1 understand that it is going to have to post personnel there. In
2 the same breath, I might say in 5 years I will expect that the
3 large number of AID personnel overseas will be living out in the
4 rural areas and not in the capital cities. This business of try-
5 ing to run out in the morning and run back at night isn't going to
6 work for a long haul. They are going to have to get out there and
7 they are going to have to live with the people and soak up the
8 environment and understand what makes these people tick. If they
9 don't do that, they are going to fail. These people are going to
10 need all the help they can get, they are going to need constant
11 support, and we are going to have to find contractors and AID
12 personnel who are just as vigorous as the PVOs and just as willing
13 to undertake hardship, because if we don't get down to the ground,
14 we will never work it by preaching from the capital cities. We
15 have to do it, and host countries have to do it.

16 This is why I emphasized in my statement the social
17 angles of this thing. I am not even sure that in the capital
18 cities in a lot of these countries that they understand what makes
19 their own people tick. I don't think we are ever going to find
20 it out in the capital cities. So when I speak of social anthro-
21 pologists and the need for them and adding them to our program,
22 and believe me we are going to do it, if they don't ask for them
23 we will end up sending them anyway, I am talking about people, now,
24 who are actually going to live the environment in which they are
25 going to work. This business of sending people out for 60 days on

1 TDY or 90 days and making them 90-day experts is ^{and the birds} for the birds.
 2 There is no such thing as learning what makes humanity tick in
 3 a particular geographic locality in a 90-day visit. There is no
 4 such thing.

5 So these people are going to have to be stationed full
 6 time in these countries if they are to be effective. We can't
 7 send people out from Washington ^{and have them be responsive.} ~~I~~
 8 hope that - - those are my views.

9 MS. LONG: Well, you forecast a possibility of more of
 10 our AID people living in the boondocks, bur I wouldn't want to
 11 call it that. I think it would be in the land of opportunity in
 12 the next 5 years. You have also been talking lately about another
 13 type of development officer. It is usually a development officer
 14 slash, and think it has some bearing on our efforts not only to
 15 get experts out overseas but in our effort to have a different
 16 type of person in AID, and I would hope then we could have more
 17 women. You spoke about it a little bit, but I thought perhaps
 18 they might want to know what are our efforts thus far to get that
 19 economist/social scientist into the agency.

20 MR. MURPHY: Well, I think that for the long haul that
 21 we have to convince the Congress that we need a development
 22 officer's corps. We have the foreign service officer's corps for
 23 conducting our diplomacy and handling our consular affairs, we
 24 have an information officer's corps for handling our USIA program
 25 overseas, but we don't have the development officer's corps for

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1 this very important task upon which AID is engaged. I feel that
2 the day is approaching when the Congress would be amenable to
3 establishing a career service with tenure and all the things that
4 go with it and to give it the officer label.

5 I see the need for many different types of development
6 officers, and that is what Nira means when she says development
7 officer slash. The obvious ones that will occur to everybody are
8 the agriculturalists, the food technology people, the nutritionists
9 the health people, family planning, the education people, the
10 development administration, and I see career ladders in all of
11 those fields, and those people will be called, under my vision,
12 development officer/agriculture, development officer/health, and
13 so forth. I also see a real need for a generalist category which
14 would be composed of all types who rise through the ranks and who,
15 by reason of their energy and vision and intelligence and exper-
16 ience and hard work, will demonstrate their ability to broaden
17 from one particular specialty to become multi-sector type personnel
18 who can be senior, and who can run projects, which I called inte-
19 grated.

20 ~~INTEGRATED project, I am not just~~
21 ~~speaking of rural development. I am speaking of a project that~~
22 ~~has rural development, health, family planning, education, and~~
23 ~~general helping of development administration in it. Anything~~
24 ~~short of that, as far as I am concerned, is not integrated. We~~
25 ~~can have integrated rural development, but I don't call that~~

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When I speak of an integrated project in the rural sector, I am not just speaking of rural "agricultural" development. I am speaking of a project that has agricultural development, health, family planning, education, and a generous helping of development administration on it. Anything short of that, as far as I am concerned, is not a truly integrated project in the full meaning of the concept. Some people consider a rural development project to be "integrated" merely because it includes various facets of agriculture, such as increased food production, crop diversification, farm-to-market roads, irrigation and drainage, marketing and distribution facilities, etc.

But a project of this kind which focuses solely on "rural agricultural development" in this narrow context falls short of my definition of integrated development.

OK

1 MS. LONG: You and Bob Berg may have already answered
2 a question, but an issue was framed rather early in the confer-
3 ence, I feel, by the regional administrators' panel in which the
4 whole question of what do we mean by integration of women in
5 development as framed by the amendment was polarized by the ques-
6 tion as to whether we should single out women in development as a
7 sector, whether we should single out an analysis of women in the
8 DAP, or whether we should have separate measurements for how
9 effective we have been in integrating women in development in all
10 our projects. I think part of the danger is total integration
11 may mean that very little is done that can be measured, special
12 emphasis could become cosmetic, and it was framed at the regional
13 assistant administrators' session, but I think it was echoed by
14 many in the room as to how far do we go to single out women as
15 a segment of our target population.

16 MR. MURPHY: Well, I think that is a very good question
17 again, Nira. I want to say at the outset that I have a completely
18 open mind on this subject. It seems to me essential that in the
19 revision of our DAPs -- and for those of you who are not with
20 AID, a DAP is a development assistance program document which
21 sets out the basic rationale for an AID program in a given coun-
22 try -- it seems to me as a very minimum that, as we revise these
23 DAPs and update these DAPs, that we have got to introduce what I
24 would call a profile of the women in the country. I think we have
25 to describe the situation, and particularly I think we have to

1 describe the constraints which are evident which mitigate against
2 integrating women into the development process.

3 As I said in my statement, I think we have to regard
4 women as both agents and beneficiaries. I must confess to some
5 nagging doubt as to whether or not we should ever try a project
6 for women only. Again, I have an open mind. I have this nagging
7 doubt that it would be a wise thing to do. I think it would be
8 much better if we really got serious about getting the analyses
9 done and getting the facts on the table so that in designing
10 projects we could do it authoritatively and confidently and be
11 sure that we have the answers to the 11 points that are made in
12 the UNDP document in the appendix that you are probably all fa-
13 miliar with and which were originally drafted by Dan Parker in
14 preparation for the conference in Mexico City last summer.

15 As I say, I would be interested in looking at a
16 specific project that was designed "for women only." I have some
17 difficulty without having it in front of me really imagining what
18 it would be. But if no such approach is practical, it seems to me
19 as an absolute minimum we have to be sure of our facts and we
20 have to be very affirmative and positive in the measures that we
21 take to be sure that certain minimum things are going to happen as
22 a result of the project.

23 One, it seems to me absolutely essential that in the
24 participatory development process that we have to build, that we
25 have got to get the women involved in that. I am talking about
projects of all types. I am talking about getting the women in

1 the community drawn more actively into the development planning
2 process, and I know of no better way to do that than to get them
3 involved in the actual analysis of problems and constraints and
4 the development of solutions for the removal of the constraints,
5 and then actually executing the project itself.

6 Obviously, as a minimum we must also see to it that
7 there is complete opportunity, at least equal opportunity, for
8 the women to benefit by the projects. I think that -- well, it is
9 kind of silly for me, a man, to be sitting here telling so many
10 ladies all the good things about them, but you have all read the
11 statistics just like I have. You know what percentage of popu-
12 lation in the developing world are females. You know what their
13 historical and traditional roles have been. You know that in
14 the rural community, typically the most menial tasks are tossed
15 to the women. I have ridden through the countryside in Turkey
16 and I have watched the men smoking and drinking their wine in the
17 city square and the women out digging on the farm, and that kind
18 of stuff has got to change. I think it can be changed. It is
19 going to take a long time, but our projects have got to affirma-
20 tively address that goal in every instance. In some cases we
21 will be more successful than others, but we must persevere.

22 I think Dan Parker said it very well in his opening
23 statement here, that we must be assertive, and we are prepared to
24 do that. We are deadly serious about requiring that increasingly
25 and much more professionally; the questions, the 11 questions set

1 out in that document I referred to be addressed in the prepara-
2 tion of projects, and that they not be slid over mechanically as
3 I am afraid has been the case too often in the past.

4 MS. LONG: I don't want to dominate the questions. I
5 have just one more and then I would like to open it up. Through-
6 out the conference the whole question of collection of data and
7 inventory of the existing research, further research has been a
8 cry, and of course behind all of that is how to make the research
9 meaningful to the country and to projects. I know that this is
10 something we have been struggling with here in AID, and I wondered
11 if there is any new undertakings or new processes about to be
12 launched that could ensure that centrally funded research as well
13 as all other research could be more relevant to the project
14 specific needs in a mission.

15 MR. MURPHY: Well, you know, we have limited time. You
16 start me off on a pet subject. Yes, something is happening in
17 this field. I am firmly convinced that we must integrate our re-
18 search and our operations programs much more effectively than we
19 have done in the past. I am visited by mission directors and
20 deputy mission directors and other field personnel who come to
21 Washington quite frequently, and I hear a constant refrain which
22 in the vernacular can be put in the question, "What in the hell is
23 this research program all about?"

24 These personnel see reports, they see the evidence that
25 large amounts of the Agency's money are being devoted to research.
They know that these are almost exclusively projects that are

1 conceived and developed and executed by the central bureaus here
2 in Washington. They have absolutely no feel for how they relate
3 to the problems they are encountering in the developing countries.

4 Now, lest I paint this picture too badly for the Wash-
5 ington elements that are managing these research efforts, I want
6 to say that the field is far from blameless in this. I have looked
7 back over the record, and I have found that on a number of occa-
8 sions we have asked the field missions to identify for us problems
9 which they are encountering in their country which constitute con-
10 straints on moving ahead with programs they desire to move. Again,
11 I have to tell you the response has been very, very unsatisfactory.
12 It has been very sporadic, and in many instances where we have
13 responses or somebody comes in and says, "My-god," we need a re-
14 search project to get at this," it simply ^{lacked the knowledge} lacked of knowledge of
15 the state of the art, and the answer that they need is already
16 available, and it could be sent to them at the drop of a hat
17 because the research they are talking about has long since been
18 done and the findings and conclusions made a matter of record,
19 but they simply didn't have the knowledge available in the mis-
20 sions.

21 So we have had a task force working for some months now
22 on the whole problem of how we better integrate research with
23 operations. I am pressing and I am looking forward to the day
24 when by far the majority of the research that AID finances is the
25 direct result of indicated requirements from the field rather than

1 the brain child of some ivory tower guy sitting in Washington.
2 about what it would be nice to conduct research about. I think
3 this, again, is essential, and I will go one step further. Not
4 only is it essential that we orient the research program to be
5 responsive to the requirements of the field, but it is even more
6 essential that we establish mechanisms for bringing the results of
7 research to the field where they can be used, instead of having it
8 stored away as a bunch of esoteric knowledge that hardly anybody
9 knows is on the shelf.

10 What I am saying, I think, in one word, or a couple of
11 words, is that we have a communications problem. So we are attack-
12 ing that problem, too, and we are about to set out on the establish-
13 ment of what we are calling a development information service,
14 which eventually may be computerized if the demand and need for
15 it proves to be sufficient. But it is to organize and systematize
16 and catalogue the information that is available in Washington and
17 to make known to the field missions what that information is so
18 they may call for it at will and get it quickly. We even have in
19 mind automatic response type mechanisms, so that where a mission
20 comes forward with a problem that they want to solve, and they
21 put it in what we call a problem identification document, called
22 a PID, that this service would review these documents as they are
23 received from the field and without waiting for anybody to ask for
24 anything would immediately go to our records files and pull out
25 the relative material and get it out to the mission immediately.

1 We have lost -- in the period of all the years we have been working
2 we have never developed the ability to establish a memory that can
3 be called upon quickly, conveniently, cheaply, and in the modern
4 day this is a disgrace. We are going to do something about that.

5 I expect to have the final results of the task force
6 on my desk by the middle of November, and I expect to approve the
7 recommendations ~~that have~~ that I have seen in the draft report,
8 and to really go about establishing this memory before it is too
9 late so that everybody can benefit by it and we don't go about
10 discovering the wheel every 90 days.

11 MS. LONG: I think it is time to open it up to others,
12 and I will let you field the questions.

13 MS. SCHWARTZ: You know the bureaucracy very well --

14 MS. LONG: Push^{pa}~~both~~, (?) do you mind just identifying
15 yourself again?

16 MS. SCHWARTZ: I am Push^{pa}~~both~~ Schwartz (?) of the Society
17 for International Development. I am wondering about this policy
18 of integrating women in development, if you were to set a time
19 frame on it as to how long you think it would take to make it
20 fully operational, what time frame would you see as necessary to
21 bring this about. Secondly, picking up on a theme that Bob Berg
22 mentioned about spread effects, what obligation do you in AID feel
23 in bringing about knowledge about how you are doing this and
24 what measures you are taking to other donor agencies, both national
25 governments, other donors, as well as internationally?

1 MR. MURPHY: Well, those are two good questions also.
2 I am probably going to shock you by my answer to the first one.
3 I think the answer is generations. But I don't want to say that
4 in discouragement. I say it because I think the problem of
5 lifting the quality of life of the poor man around the world is
6 going to be a process that will take generations, and integrating
7 women into this process is simply one facet of it. It is an
8 important facet, but it is only one facet. I get discouraged at
9 times and I wonder if I shouldn't stand up on Capitol Hill and
10 tell the committees that I am testifying before that they have
11 given us a job to do that can't possibly be done in less than one
12 generation, and maybe it will take more than that.

13 When you consider what they have told us we should do,
14 they have told us we should see to it all the poor people have
15 enough to eat and that it should be a reasonably balanced diet.
16 They have said that the poor people should have access to reason-
17 able health care services and family planning services. They have
18 said they should have sufficient education in order to enable them
19 to participate actively in the development process. And of course
20 they have said we must build the institutions to make all this
21 possible.

22 Now, let us be honest and admit we haven't got all those
23 things in the United States, and to think in terms of having them
24 all in the developing areas of the world in a short period of time
25 is just too much for my imagination. I get discouraged because I

1 look at the resources that are made available to us to carry out
 2 this development assistance program, and I compare those resources
 3 to what I think the resources that we need really amount to. I
 4 think the one thing that keeps me going as vigorously as I can is
 5 the fact that if we had all the resources immediately available
 6 we couldn't use them anyway.

7 There is a limit to how fast we can go. It is a slow,
 8 arduous process. If we can continue to get a billion and a half
 9 dollars a year for development assistance and get it over a period
 10 of a generation, I think we are all going to be surprised -- that
 11 is, you people may be; I won't be here -- at what can be accomplished
 12 in that process.

13 So, my impatience tends to lessen ^{generative assumptions,} ~~at that time.~~ Now,
 14 ^{as a result of} the second question about making available to other organizations,
 15 national and international, private, ^{and} public, AID's knowledge,
 16 expertise, techniques, our lives are an open book. We are a pub-
 17 lic agency, we are devoted to our task, we are anxious to recruit
 18 others to the task. It would be foolhardy for us to hold back,
 19 so we are prepared to share everything we know with anyone who is
 20 interested, whether it be a public or private organization or an
 21 international organization or whatever.

22 I think we have demonstrated that ability. We lay our-
 23 selves open every year to a thorough inquisition in Paris by all
 24 members of the Development Assistance Committee on our programs,
 25 and for those of you who are not familiar with it, the Development

→ our knowledge is our responsibility

1 Assistance Committee is made up of other donor nations from
2 Western Europe and Canada and Japan. These are very searching
3 sessions in which very, very basic questions are directed at the
4 U.S. representatives as to the nature and composition and formula-
5 tion of the program, as to techniques that are used and tried,
6 and which failed and which succeeded, and so forth.

7 We are as frank and forthright in those sessions as we
8 can possibly be, and we are always going to be that way. If any-
9 body wants help or is curious about our techniques, all they have
10 got to do is ask. We have got lots of people eager to answer, and
11 we will try to tell you what failed.

12 MS. JONES: I am familiar with the field missions,
13 Nicaragua in particular, but I have a little example to show you
14 that the quicky bureaucracy here doesn't respond as well as your
15 promises today have indicated it ought to. We sent in early,
16 early September or the end of August, I can't remember, a cable
17 outlining the study I have talked about several times, a brief,
18 just like a term paper study on the role of women in Nicaragua.

19 We sent off a cable asking Washington to name a few
20 candidates and we explained the work scope and asked Washington to
21 indicate any improvement in that work scope, a very skeletal work
22 scope. Well, we waited until the end of September and got no re-
23 ply, so we sent a second cable and said, "Gee, we have a couple of
24 good candidates, local recruits, but have you found anybody up
25 there?" The only thing we got was a brief, standard cable from

1 SER Camp (?) saying there are no direct hire employees available.
2 That was it. This was just September of this year. It wasn't
3 like last year with all the impact statements to be approved up
4 here. It is not a question; I don't want an answer, even a short
5 answer. I just want to encourage you all to find some ways to
6 work out better responses to the field missions. You are asking
7 a lot of us and we are anxious to do it, to work with the women
8 in development idea, but we need your help, too.

9 MR. MURPHY: Well, I appreciate that, and I don't have
10 to explain to you, I am sure, that in any bureaucracy things like
11 that happen. I am sorry about it. Obviously I don't approve it;
12 on the other hand, I can't get involved in everything myself.
13 But I will promise you this. If you will give Nira Long a refer-
14 ence to those communications, you will get an answer.

15 MS. LONG: I was just relieved they weren't to our
16 office. I think there was another question over here. Charlotte?
17 Will you say your name again?

18 MS. COOKE: I am Charlotte Cooke (?), Africa Bureau. I
19 am not familiar with the task force on research, but I would be
20 interested in knowing if its mandate includes a review of the
21 ability and capacity of US universities and institutions to
22 respond to our needs.

23 MR. MURPHY: No, the task force on research is very,
24 very procedurally oriented at this point in terms of how we would
25 work within the agency as between Washington and the field to

1 guarantee the results that I am looking for, which as I indicated
 2 earlier was, ^{to me} the majority of the research, ^{based on} ~~resulting~~ from specific
 3 requirements identified by the field. As far as reviewing the
 4 capabilities of the U.S. university system, it seems to me, at
 5 least I have been told, that we have already a tremendous amount
 6 of knowledge within TAB on the capabilities of the various univer-
 7 sities and their specialties. ~~They seem to, without too much~~
 8 trouble, ^{When} a project comes along, if it is livestock ^{a project level campus,} they seem
 9 to know what universities are specialists in that, ^{fields,} if it is public
 10 health they are able to point us in that direction, if it is land
 11 ^{planning} planting, or land tenure they know where to look for that kind of
 12 talent. Is that what you are talking about, being able to iden-
 13 tify particular types of --

14 MS. COOKE: It is partly a loaded question. In other
 15 words, isn't this really a triangle situation? I see the three
 16 sides of the situation, but in my limited experience you still
 17 have a problem where research groups want to do their thing and
 18 they are not fundamentally interested in operational problems,
 19 and when you try to get them in this direction, they might say,
 20 "Well, let's first make a review of the state of the art." Now,
 21 I am exaggerating here, but I would like to suggest that one of
 22 the problems has been for a long time the reluctance of univer-
 23 sities in the types of research that missions need to get into
 24 applying research and operational problems. I know it isn't
 25 immediately solvable, but I was wondering if the team was

1 investigating whether there was some thing extra or special it
2 could do.

3 MR. MURPHY: You just described the whole purpose for
4 setting up the task force. That is exactly what I had in mind,
5 because I, too, as I think I indicated in my remarks, am deeply
6 concerned by the information I am receiving that the research
7 program is what you say, "doing their own thing," without regard to
8 what is required. But I did indicate, if you remember, that the
9 problem is partly with the field. Now, it may be, like the young
10 lady over here on the left, that the field is simply turned off
11 on Washington and saying, ~~what the hell is the use~~. If that is
12 the case it would be indeed too bad. But the whole purpose of
13 setting up this task force is just exactly what you are talking
14 about. We should not be running a research program which the
15 U.S. universities think ^{is} ~~it~~ the research program we need. We
16 should be running research programs which the missions in the
17 field say they need to solve their problems.

18 (Applause.)

19 That is what we are trying to achieve with this task
20 force, to really involve the missions, and incidentally, also the
21 LDCs themselves, in the identification of the problem areas where
22 they need help.

23 (Applause.)

24 And then putting our money to work on those problems
; instead of some brilliant idea of some professor from some university

1 about some esoteric research that would be nice to conduct.

2 MR. GREEN: I lot of our problem, though, is timing.
3 We need answers yesterday, and the universities are going to give
4 us answers in 3 or 4 years. We have a contract with Auburn that
5 eventually is going to give us very fine information about fisher-
6 ies, but somebody is asking me right now to give him technology
7 on fishing. Now, he can't wait. He is going to teach courses on
8 this, so I have to do something. Auburn simply tells me, "We
9 will do this in 3 or 4 years."

10 MR. MURPHY. I agree with you. I only hear about these
11 things when I come to meetings like this. That is inexcusable.
12 The lady from Africa mentioned the state of the art studies. Let
13 us be frank. Twenty years from now, 10 years from now, 5 years
14 from now, we are going to know a ~~hell of a~~ lot more about
15 agriculture than we know today, but ~~by god~~, we ^{already} know a lot about
16 it today, and we ought to be able to ^{make} ~~get~~ today's knowledge avail-
17 able and not have to wait 3 years for it. Now, if we can't, there
18 is something radically wrong. We have poured an awful lot of
19 money into Auburn University, and if we can't find out what they
20 know now as distinct from what they are going to know 3 years from
21 now, that is a very, very serious problem.

22 Now, where are you located? I want to get in touch with
23 you.

24 MR. GREEN: Chuck Green from Colombia.

25 MR. MURPHY: Colombia. Green?

MR. GREEN: Green.

1 MR. MURPHY: I really think that is inexcusable.

2 SPEAKER: To what extent do you think these perspectives
3 and goals for research will be either constrained or facilitated
4 by Title 12, the act that is supposed to integrate and flow addi-
5 tional money to American universities, and to what extent do you
6 think that there really might be more potential and payoff for
7 getting money for research in the LDC itself? This has come up
8 in several of our committees.

9 MR. MURPHY: Title 12, in my view, is designed to
10 achieve just exactly what you are talking about. One thing I am
11 going to be watching very closely in the execution of Title 12 is
12 where the money is going to be spent. You can believe me, an
13 awful lot of it is going to be spent in the LDCs. It is not going
14 to be spent on U.S. university campuses. We are getting a lot
15 of backing from the Hill on this. In fact, the Senate Foreign
16 Relations Committee report laid it right on the line that they
17 wanted the money spent overseas.

18 Now, one thing Title 12 is going to do for us that we
19 have never had the advantage of before is ^{that} it is going to make
20 available to us the resources of the university research stations,
21 the people that have their sleeves rolled up ^{who} that are actually
22 conducting the field tests on seed varieties, plant varieties of
23 various types and so forth. We are going to have available as
24 a result for our program a lot of people who are not classroom
25 teachers, as such, but people who are actually out their working

1 at the agricultural research stations. The objective of Title 12,
2 as I interpret it, is to get the research going in the LDCs them-
3 selves, and even more particularly, it is to get the research
4 results in the hands of the farmer in the LDCs.

5 If Title 12 doesn't achieve this, then we have written
6 ~~a hell~~ of a lot of pages of law for nothing. So I am going to be
7 pressing and looking at every grant that is made under Title 12
8 and every project that is proposed by any university, and any
9 one that doesn't show that the work involved will to a very, very
10 large extent actually be conducted in the LDCs themselves is going
11 to have trouble with me, because that is the purpose. It is to
12 bring research down ~~into~~ where the farmer in the LDC can get it,
13 ~~instead of having it conducted~~ -- in other words, to involve the
14 research facilities of the LDC itself in the research with Ameri-
15 cans along side of them in the LDCs, not ^{merely} to be conducted at the
16 University of Illinois and then shipping the results out, ~~hopefully~~
17 but to actually get the LDCs themselves involved in the research,
18 the agricultural colleges or the universities, whatever facilities
19 they have.

20 Now, Title 12 also permits institution building to a
21 certain extent. Maybe you know and maybe you don't, but when Paul
22 Finlay originally wrote his version of Title 12 he put great
23 emphasis on the institution building aspects of the capabilities
24 of the land grant colleges to do this. We locked horns with
25 Paul Finlay on this and said look, the days of institution building

1 in AID as far as agricultural colleges in the LDCs are concerned
2 are largely over. We are not saying there aren't any cases where
3 we shouldn't develop agricultural universities in LDCs, but we
4 can't think of any right now. What is needed is to start utiliz-
5 ing the results of research in the field.

6 I think the most important words in Title 12 are the words
7 "extension services." It is like that example I told you about of
8 those guys we brought out of the boondocks and trained, and they
9 got their white shirts and never went back. We have got to get
10 the local universities, not only involved in the research itself
11 but actually charged with the responsibility of bringing the
12 results of the research out onto the farm. You can't expect the
13 farmer to come to the university to get it. It didn't work that
14 way in the United States and it isn't going to work that way any-
15 where else. The reason why we have had the successes in the
16 United States in agriculture largely are extension services. This
17 is what we have to develop as far as I am concerned. That is
18 where our primary emphasis should be in Title 12; research in the
19 field in the LDCs and extension services to carry the results and
20 to get the farmers to participate in the experimentation.

21 In other words, the whole focus is shifting from lots
22 of money being spent on research in the United States to equiva-
23 lent money being spent on research overseas.

24 MS. LONG: Mr. Murphy, I think we have time for one more
25 question. You can go on as long as you want.

1 MR. MURPHY: No, we are overdue 10 minutes now. Yes,
2 what is it?

3 MS. HUDDLESTON: My name is Vicki Huddleston and I am
4 a consultant, and I have been impressed with what you are saying
5 by connecting research and project implementation, so I would like
6 to ask you a very, very pertinent question, and that is how much
7 project implementation do you see in regard to women in development
8 other than project research regarding women in development? What
9 can we expect to see? What percentage of projects for women that
10 will actually affect them now rather than research that might
11 affect them in the generation or so of the future?

12 MR. MURPHY: Well, I would hope that the preponderance
13 of the projects that are submitted for approval will include
14 specific provisions for involving women in their operation. As
15 far as I am concerned, that is now a requirement. Sure, we can
16 research ^{the hell out of} ~~the hell out of~~ women, ^{and then make it in development,} and like I said about agriculture,
17 5 years from now maybe we will know a little more about them, but
18 I am not sure about that.

19 No, I am thinking in terms of today, not next year or
20 5 years. I am thinking in terms of the projects being processed
21 for approval today, and I want this focus on the integration and
22 the involvement of women to become a part of virtually every
23 project, unless someone can demonstrate that it would be sheer
24 foolishness to do so, and I would have difficulty imagining cir-
25 cumstances like that.

1 So I am not talking research at all. I am talking
2 action and I am talking now. Does that help?

3 MS. HUDDLESTON: That is marvelous.

4 MR. MURPHY: Great.

5 MS. LONG: Thank you very much. Sometimes a seminar
6 starts out on a high note and goes downhill. Your appearance this
7 evening ensures that our seminar closes on a very high note. Thank
8 you very much.

9 (Thereupon, at 4:20 p.m. the conference was concluded.)

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