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DEPARTMENT OF STATE
AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON, D.C. 20523

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AAC-10
July 10, 1974

MEMORANDUM FOR MEMBERS OF THE AAC

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FROM: ACS, Donald T. Bliss *DB*

SUBJECT: Policy Determination/Action Memorandum --
Percy Amendment

Attached are a draft Policy Determination on the Percy Amendment and a draft Action Memorandum to the Administrator transmitting the recommendations of the AAC and setting forth several organizational alternatives in the implementation of the Percy Amendment.

Both of these documents are preliminary drafts. They need to be further refined and developed. We would appreciate having your written comments about how to improve the Policy Determination and Action Memorandum and also your indication of which of the organizational alternatives you recommend. We would appreciate having these comments by July 23.

Attachments:
As stated

DISTRIBUTION:

A/AID, Mr. John E. Murphy
AA/AFR, Mr. Samuel C. Adams, Jr.
AA/TA, Mr. Joel Bernstein
AA/PPC, Mr. Philip Birnbaum
AG, Mr. Harry C. Cromer
GC, Mr. Arthur Z. Gardiner
AA/LEG, Mr. Matthew J. Harvey
AA/PHA, Mr. Jarold A. Kieffer
AA/LA, Mr. Herman Kleine
AA/SER, Mr. Willard Meinecke
PPC/PDA, Mr. Robert J. Muscat
AA/SA, Mr. Robert H. Nooter
AA/ASIA, Mr. Alfred D. White
EXSEC, Mr. B.W. Cain (Info)
A/AID, Mr. Lloyd Jonnes (Info)
A/AID, Mr. H.E. Kusters (Info)
PPC/PBAR, Mr. James L. Roush (Info)
L/LPCS, Mr. Christopher H. Russell (Info)
OPA, Mr. Clinton F. Wheeler (Info)

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DRAFT

Policy Determination

Integration of Women into National Economies

Legislative Mandate

Section 113 of the Foreign Assistance Act of 1973, known as the "Percy Amendment," requires that the U.S. bilateral development assistance programs authorized in "Sections 103-107 of the Act be administered so as to give particular attention to those programs, projects, and activities which tend to integrate women into the national economies of foreign countries, thus improving their status and assisting the total development effort".

This amendment expresses the increasing concern of the development assistance community and developing countries that women participate fully in the tasks and benefits of economic growth. Sections 103-107 of the Act, to which the amendment refers, call for concentrating AID resources on critical development problems, including food and nutrition; population planning and health; education and human resource development; selected economic and social development problems; and support of the general economy of selected recipient countries and international organizations.

Principles

1. It is AID policy to implement fully the Percy Amendment.
2. This policy rests on the following tenets:
 - A. Inclusion of women in development must be a conscious concern. It cannot be assumed. Equal opportunity is basic to

the developmental process of any country.

B. Under the Percy Amendment, AID has the mandate to provide for programs which integrate women in the development process. This mandate affects all the sectors and all levels of activity within those sectors.

C. Women are a vital human resource in the improvement of life conditions in the developing world. Their influence is considerable. In the home and community and as producers of goods and services, they contribute directly to national social and economic progress. As mothers and child-raisers, they have a direct influence upon children in their formative years and, therefore, a direct and indirect influence upon the building of essential human resources for national and international development conduct. AID's implementation of the Percy Amendment, therefore, will provide a new dimension to the resolution of critical problems in development. Sufficient scope and depth of AID's approach to this implementation will:

reveal the actual role and status of women and their contributions to development; assist women and girls in self-improvement programs stressing both reduction of daily burdens and increased attention to their practical education in order to allow them a choice in how they will contribute to and benefit from development programs; and

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provide for review of AID and other donor programs which impact upon women and seek means of helping increase the understanding of and assistance for women in all development areas.

D. The central responsibility for integrating women into national economies rests with LDC governments. While AID can play an important catalytic role in both the international arena and in countries where it has assistance programs, real progress requires host country commitment. Accordingly, the role of AID should, as in other areas, conform to the collaborative style.

3. Development of programs and activities pursuant to the Percy Amendment, and in accord with the basic policy concepts stated above, will be a responsibility resting with field missions and with all offices and bureaus in AID/Washington.

Implementation

1. The Administrator hereby directs PPC and other Central and Regional Bureaus to institutionalize the conscious concern for women's role in development throughout the Agency's programming processes from concept and design through review, implementation and final evaluation. There is required in the preparation of Development Assistance Plans, Sector Analysis and Assessments, preliminary and final project papers and field submissions a clear statement of how women have been or will be involved in the process and how the plan or proposal will utilize or impact upon women. In the approval of plans and projects, there will be a strong preference for those which provide for effective utilization

of women and demonstrate consistency with the mandate of the Percy Amendment.

2. Bureaus will encourage international development institutions and other donors to give specific attention to the role of women in development.

3. Bureaus will establish specific objectives and processes to improve the development of information which may be used to illuminate the role, status, and contributions of women in developing countries. This involves three distinct responsibilities. First, substantial improvement is required in the collection of basic national data on the role and status of women in developing countries. Although this major undertaking is primarily the responsibility of international organizations, AID should stress the need for improvement of such data through the international channels. Second, better data on women are required for programming (designing and evaluating) AID projects. Where this is not available from international efforts, AID central or region-supported studies and data gathering may be required. For example, specific information on the activities of women in rural areas may be needed to assist in the design and implementation of a rural strategy. Third, reporting requirements need to be developed so that AID/W is kept informed about effective pilot projects and general progress in improving the utilization of and equality of opportunity for women in LDCs.

This information will be shared within AID and with Congress and other organizations outside AID concerned with the implementation of the Percy Amendment.

4. The Bureaus should encourage private voluntary organizations and foundations and require grantees, contractors, and other intermediary groups to consider the Percy Amendment in program development.

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

6. Bureaus will seek to identify opportunities for women as agents of production and untapped resources. Implementation of the Percy Amendment requires more than determining the benefits accruing to women from specific programs; it requires, for example, an understanding of the roles of women in isolated areas through an agricultural sector assessment and the design of programs to reach and develop their productivity.

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July 10, 1974

ATTACHMENT "B"

DRAFT ACTION MEMORANDUM

TO: The Administrator

July 10, 1974

THROUGH: The Deputy Administrator

FROM: Chairman, Administrator's Advisory Council

SUBJECT: Percy Amendment

On July 3, 1974, the Administrator's Advisory Council received and considered the recommendations of the Percy Amendment Working Committee. The AAC unanimously agreed to the issuance of a Policy Determination regarding AID's role in the integration of women into national economies (see attachment A). There was, however, some disagreement over the Percy Amendment Committee's recommendation # 3 which reads:

That the Administrator appoint a Coordinator for Women in Development, providing adequate professional staff (two to three professionals, one secretarial) reporting directly to the Administrator. The purpose will be to deal with the initial stages of the intended AID institutionalization of the above-mentioned policy concepts and suggested implementation. The Coordinator will have the authority to obligate funds - (up to \$500,000 initially) to plan and execute supportive activities, such as special studies, support for the International Women's Year 1975, conferences, field reviews and other small investments to promote the understanding of women in development and provide a visible responsive unit for field and AID/W information and guidance requirements.

While the majority of the AAC believes a Coordinator for Women in Development should be established, there was no consensus on the most appropriate location for the Coordinator in the Agency.

The AAC is submitting for your consideration four alternative proposals (I-IV) for the location of the Coordinator and one proposal (V) which reflect the "minority" view of the AAC---that a special unit not be established and that the Percy Committee Working Group continue to function and assume responsibility for the coordination and monitoring of activities relating to the implementation of the Percy Amendment. Regardless of where the Coordinator is to be located, underlying all proposals is

the basic consideration of the functions of the Coordinator. In a separate section preceding the proposals, there is, therefore, a presentation of what members of the AAC have suggested as appropriate functions of the Coordinator.

Underlying Considerations

1. Functions

The activities of the Coordinator may be viewed in two frames: those activities which the Coordinator will monitor and coordinate, but which will be performed primarily in regional or central bureaus or the field (e.g. research to illuminate the role, status and contribution of women) and those activities which the Coordinator will be solely responsible to carry out (e.g. liaison with women's organizations in the U.S.).

A. The Coordinator will monitor and coordinate such activities as:

-- The bureaus' efforts to integrate the Percy Amendment concerns with the implementation of Sections 103 - 107 of the Foreign Assistance Act of 1973.

-- The application of the multi-disciplinary approach to improving the lives of women. An example of this approach would be the integration of AID health and family planning programs with educational and other opportunities in order that women may learn of alternate roles in childbearing.

-- The review of programs involving assistance to educational activities and education/training programs to ensure that such programs provide equal opportunity for women, including the establishment of programs in various sectors which provide for women's needs for special training.

-- The AID response to the establishment of women's commission bureaus and non-governmental organizations in the host countries and AID's encouragement of their work as they relate to legal, economic, and social development activities.

-- The obtaining of information which can be used to illuminate the role, status and contribution of women in developing countries.

-- The work by AID with host governments to improve the productivity of women.

B. The Coordinator will carry out such activities as:

- Dissemination of information about effective programs.
- Liaison with women's organizations in the U.S. that are concerned with assisting LDCs.
- Establishment of reporting and monitoring requirements.
- Public relations activities associated with the Percy Amendment. In carrying out both internal and external public relations work, the Coordinator will be supported by a Percy Amendment Liaison Officer in the Office of Public Affairs. The Coordinator will also be supported in both monitoring/coordinating and public relations activity by a staff of two persons, a Program Officer and Secretary.

2. Funding

Those activities which the Coordinator will monitor and coordinate will be funded through existing authorities in the bureaus. Since it is AID's objective to institutionalize the implementation of the Percy Amendment, the AAC members felt that specially earmarked funds is unnecessary. It is, however, recommended that there be set-aside a limited amount of funds (to be determined by PPC) to be used by the Coordinator in carrying out certain activities for which there is no clear authority elsewhere, or which enables necessary flexibility in performing liaison, conference, and other similar activities.

3. Relationship to the Administrator

If the Coordinator is not located in the Office of the Administrator, (Proposals II, III and IV below) it may still be advisable to designate the Coordinator as Special Assistant to the Administrator. The following are the pros and cons for the designation:

Pro: The title of Special Assistant will not only place special emphasis on the importance you attach to the implementation of the Percy Amendment, but will also enable the Coordinator, with direct access to you, to circumvent any "red tape" which may impede the implementation of the Amendment.

Con: There are other areas of equal importance in the Agency and the creation of a Special Assistant may lead to a proliferation of special assistants. Moreover, the independence of a special assistant may be counterproductive to the goal of fully integrating responsibility for carrying out the Percy Amendment throughout the Agency.

PROPOSALS

I. The Location of the Coordinator within the Office of the Administrator

Pro: The Coordinator would be highly visible within and without the Agency and would thus represent the importance the Agency attaches to the Percy Amendment.

The Coordinator would not represent the vested interests of any one bureau and would thus be able to deal objectively with all bureaus.

Con: The placement of a Coordinator within the Office of the Administrator may be counterproductive to integrating throughout the Agency responsibility for carrying out the Percy Amendment.

II. The Location of the Coordinator in PPC

Pro: PPC, with its program and policy coordination responsibilities, is the logical locale for the placement of a Coordinator charged with monitoring and coordinating the implementation of the Amendment.

Con: PPC is not an operational arm of the Agency which is actively involved in the implementation of technical assistance programs which bear on the implementation of the Amendment.

III. The Location of the Coordinator within PHA

Pro: Located within this functional bureau, the Coordinator will be closely involved with decisions bearing on areas of great importance to women: the work of voluntary organizations and population/health activities.

Con: The Coordinator could become isolated in one bureau and in becoming so identified with PHA may find it difficult to monitor and coordinate activities in other bureaus.

IV. The Coordinator Located within TAB

Pro: The Coordinator will be closely involved with the training, technical assistance, and research activities needed to implement the Percy Amendment.

Con: For the same reasons as locating the Coordinator in PHA, the Coordinator in TAB runs the risk of being isolated in one bureau and losing the effectiveness as a Coordinator.

V. Continuation of the Percy Amendment Working Committee without the Establishment of a Coordinator

Pro: The Committee, made up of representatives from each bureau, will act as a forum for the Agency-wide integration of the implementation of the Percy Amendment.

Con: The Committee, without strong leadership, will lack the force necessary to insure implementation of the Percy Amendment. The continuation of the Committee may cause the Agency to place more emphasis on further study rather than implementation of the Amendment.