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Education and Training  
for the  
World's Poorest Women and Girls

by

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## PREFACE

Education is an elusive concept. While we no longer believe each person is born with the tabula rasa, or blank slate, upon which all life experiences and learning are engraved, we all value our own formal and informal education. But how does that translate into our lives and careers? How necessary even useful was that course on medieval history? What did you do today for which you needed that advanced degree? Yet, for lack of another way to evaluate a person, we tend to use educational attainment as a yardstick of ability. Further, looking at American history, we credit universal education for both our technological prowess and our democratic society.

Not surprisingly, in the early days of development assistance, education was proffered as a major solution to underdevelopment. The slowness of societal change and the indistinct connection between economic expansion and education for the general population has brought some disillusionment with formal education systems. When development is seen only in economic terms, education for the poor declines or disappears altogether. Recent debate about basic needs for all people has revitalized serious interest in education.

In development circles, the debate is more focused. If there are limited funds for a women in development program, discussion revolves around whether the money should be spent on income-generating activities or on literacy projects. Early enthusiasm stressed literacy but for a whole host of reasons, those programs were often not successful. There were no easy texts for new readers and there was no immediate benefit apparent to women. However, today in Indonesia where for years less than half the children reached school and few of those went beyond the elementary level, there is

a sudden resurgence in education. Is there perhaps a turning point or stage in development when basic education becomes clearly a necessary skill instead of a luxury? If females do not become literate with men, then women and girls are disadvantaged even further in formal and informal job markets.

In this report, many of these issues are expressed in greater detail. First, it reviews US AID policies toward education since assistance began 25 years. It traces underlying assumptions about priorities, and shows how these choices affected the impact of programs on women. An important conclusion of the paper is that programs and policy statements are not necessarily synchronized. If one wishes to ensure that women benefit from the programs, it is necessary to monitor both the policy and the expenditures.

Frances Adams has experimented with various methods of educating others all her life. She initiated radio programs about health education in Ecuador and about cross cultural problems in Iraq. She organized study tours abroad for members of the Americans for Democratic Action, taking Vice-President Mondale on one of her first European trips. During several of the home assignments of her foreign service husband, she ran the international office at the American Association of State Colleges and Universities. Her Board positions on the University of the District of Columbia(1976-79) and on the Asian Women's Institute(current) testify to her wide range of experience and contribution.

EPOC is pleased to submit this study to the Office of Women in Development. Although an Associate of EPOC, Frances Adams speaks for herself about this broad and controversial subject. Her voice and views are the result of extensive practical work experience.

Irene Tinker, Director

## INTRODUCTION

In July 1980, the World Conference of the United Nations Decade for Women was convened in Copenhagen to assess progress toward goals to improve the status of women worldwide agreed upon at the 1975 International Women's Year Conference in Mexico City. The Copenhagen conference which marked the mid-point of the UN Decade for Women, 1976-1985, had three themes: health, employment, and education. The 1975 World Plan of Action included these education and training goals:

- marked increase in literacy
- extension of technical and vocational training in basic skills for industrial and agricultural sectors
- equal access for women at every level of education
- compulsory primary school education and the means to prevent school drop-outs
- encouragement of greater participation by women in policy-making at local, national and international levels
- increased provision of comprehensive measures for health education and family planning
- direction of formal/non-formal and lifelong education toward re-evaluation of men and women to ensure their full realization as individuals in family and society
- development of pre-school day centers to help reduce the heavy workload of women in rural sectors and for the urban poor.\*

However, on the basis of questionnaires completed by UN member countries, the Copenhagen conference concluded that little progress had actually been made, though "consciousness raising" was evident from reported goal implementation plans and a more specific Programme of Action was formulated.

These UN education and training goals for women demand greater attention from donor countries than has been given in the past. U.S. assistance in the 1950s was directed primarily toward training skilled

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\* United Nations. Report of the Secretary-General, Review and Evaluation of Progress Achieved in the Implementation of the World Plan of Action: Education. A/Conf.94/10 July 1980.

planners and technicians, largely male. Assisted educational institutions were at the secondary or post secondary levels. During recent years, the U.S. Agency for International Development(AID) has given more attention to lower levels of education. For the 1980s, AID proposes policies and programs which emphasize education and training for the world's poorest. Women are mentioned specifically. However, current policy of the International Development Cooperation Agency may reduce AID emphasis on education.

The international focus on women has prompted research which demonstrates that the participation of women is mandatory if development is to be successful. Development schemes must recognize the traditional roles and responsibilities of women in economic activities, the family, the community and build on these contributions for national development. If women are ignored by national development, they will become a liability. General literacy and skill training are even more important as developing nations transform themselves into technological societies.

Although it is not the purpose of this paper to argue solely for assistance to one sector and not others in the broad area of education, we do share a common concern that early basic and non-formal education may decline. We recognize the need for a variety of educational approaches and target groups. Yet as we analyze previous and current AID policies and programs and as we review various studies which warn us of future global dilemmas, we argue strongly that international assistance must help meet the needs of impoverished women and girls, particularly in the rural areas of the poorest countries.

## I. PRIORITY FOR DEVELOPMENT

Modern and industrialized, or developed, countries have given continued priority to education as part of their development process. In the early colonial period, American leaders quickly established schools for their children, setting a precedent that was followed and expanded as the nation grew. Although it took special efforts to include girls, public education soon became the rightful domain of all residents and citizens. Yet the struggle for real equal access to all branches of higher and professional education continues in the U.S. and other developed countries, indicating the high value placed on increased levels of education and the on-going efforts necessary to match education with change. The principles on which development assistance for less developed societies is based include the view that gains made in developed nations should be shared and promoted. This would and certainly does include the key role of equal education.

Edward Denison estimates that 23% of the rate of growth in real national income in the U.S. between 1929 and 1957 resulted from increases in average educational attainment by the American workers.<sup>1</sup> In his book Returns to Education: An International Comparison, George Psacharopoulos states that by treating education as a form of investment, we can quantify at least one of its multiple effects: the average return to education in less developed countries is 19.9% compared to 8.3% in developed countries.<sup>2</sup> The most profitable education in less developed countries is the primary one: average return to primary education, 19.4%; secondary, 13.5%; and higher education, 11.3%. To the individual, the principal benefit of education is increased lifetime earnings. Education also improves the

quality of life through better health, nutrition, cultural appreciation, and social understanding. For society, the results of education are reflected as general improvements in economic, political and social activities.

Dr. Psacharopoulos suggests that less developed countries should emphasize human rather than physical resources, citing that the return of education in less developed countries is 19.9%, compared to 15.1% for physical capital. Women and young girls compose at least half of available human resources, yet girls are not enrolled in primary schools in proportion to their size of the relevant population. Where they are enrolled, they are more likely to drop out than are boys, increasing the proportion of females among the shocking-even devastating-number of illiterates in the world. A recent report to the Club of Rome estimates that one-fifth of the world's population is illiterate and that the majority are female.<sup>3</sup> Illiteracy rates for adult women in developing countries are high and notably higher in rural areas. For example, the average rate for 45 African countries is 84.96%, 58.5% for 16 Asian countries, 80% for Middle East nations, and 28% for Latin American states.<sup>4</sup> Illiteracy is linked directly to poverty, exemplified by the 20 poorest nations figured on a per capita basis where illiteracy exists for approximately 80% of the population.<sup>5</sup> In these areas, women and young girls are among the most seriously affected due to the demands of poverty and persistent attitudes. The disproportionate lack of education for females in LDCs results in low economic productivity and poor nutritional and health standards, all of which perpetuate the poverty cycle. These entrenchments have significant effects on the economy and society at large, preventing the realization of general improvements.

Among the traditional responsibilities of women is the rearing of children. It has been convincingly argued that the quality of future

leaders and workers depends on the health and education of mothers. High birth rates are related to the education of women and their employment outside the home. Congruently, high infant and childhood mortality rates are related directly to nutrition and, therefore, to the mother's knowledge about availability, preparation, and storage of food.

World Bank research confirms the inverse relationship between education and birth rates.<sup>6</sup> Population control, a primary development goal, relates specifically to the education of women. The educated woman is more apt to follow family planning, to have fewer children, and to have fewer children who die. Also confirmed is the importance of keeping girls in school to delay the start of childbearing (many children do not begin school until the age of 10). The World Bank advocates population education for youth in school and stresses the value of reaching boys and girls before they marry with information and motivation for reducing family size.

A recent UNESCO survey showed certain regional variations in the links of fertility rates with education.<sup>7</sup> Lower fertility is associated with fairly advanced (secondary) education in Asia. Five or six years of schooling for girls seems to be an important threshold in Latin America. In the Middle East and Africa, even one or two years of schooling or basic literacy appear to have a power influence on fertility norms.

Numerous studies have documented ways the education of women has influenced traditional behavior patterns. Changes due to education include: delayed age of marriage; increased opportunities for employment, thus lessened social and economic dependence on children; increased capacity for effective use of family planning methods; introduction of non-traditional

ideas and aspirations; and, increase in confidence in the ability to control their own lives. Mothers with some education are likely to want more for their sons and daughters. The justification for the education of women can be made on the basis of future generations alone.

The U.S. has assisted developing countries through support of changes directed to economic, social, and political goals. AID has recognized that capital and technology for development is not enough. Human learning must also take place. Recognition of the need for human learning as advocated in many of AID's policy statements has not always supported the equal participation of women and girls in the human learning process. Sometimes women have been overlooked entirely in development planning. They have frequently been omitted or ignored to the extent that economic changes have eliminated them from traditional economic activities without educating them for alternative employment.

It is also a waste of human resources. Not only is the woman the key to the health and nutritional status of her family, but also to the amount and kind of food available. Further, the wife's income goes more directly to meet family needs than that of the husband. Women need training and education to improve their skills for the many paid and unpaid economic tasks they presently perform. Such education is even more crucial if women are to participate fully in community development efforts and to break the cycle of poverty. Without women, these efforts have often failed in the past. Women who have had opportunities to achieve basic education are far better prepared for their necessary partnership in development.

## II. USAID Policies and Programs for the 1980s

USAID's stated Education and Human Resources Development policy for the 1980's -- to emphasize basic and non-formal education -- is of particular importance for poor women and girls of the less developed countries. In this section, we shall look at the evolution of AID's policies and programs over the past 30 years, compare current policies with budget proposals, and consider the potential weakening or elimination of AID's education section should IDCA proposals become a reality. U.S. assistance for education to developing countries can be a means for "selecting in" poor women and girls if AID carries through its policy, and if its education sector is not eliminated by countervailing forces.

### A. Evolution of AID Programs and Policies\*

During the 1950s, assistance in education from the Agency for International Development was spent primarily on training technical and professional leaders who normally had secondary school or university educations. These trainees, who were mostly male, were needed to manage the major development projects of the decade in industry, transportation, communications, water and power, agriculture and public health which included hospitals. During this period, AID worked with developing countries to establish and upgrade universities, colleges, technical schools, and teacher-training institutions. This investment in technical and management training resulted in the formation of indigenous leadership groups who assumed the responsibilities for national development. India, Korea, Thailand, and Nigeria are good examples of the successful impact of this training.

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\*Information supplied by AID staff reports.

### The 1960s

In this decade, development continued with the educational and training programs of the 1950s. The Foreign Assistance Act of 1961 stipulated that assistance to education be linked to total development programs. This meant heavy emphasis on technical training and education to further programs in other sectors. AID enlisted the expertise of America's Land Grant institutions, and contracts were arranged between these American universities and 43 developing countries to send U.S. professors to those countries and to train faculty from there in the U.S. Between 1950 and 1978, AID funded training programs for approximately 144,000 LDC participants in the U.S. and for another 35,000 in Third World countries.

Land Grant colleges and universities, established by the Morrill Act of 1862, have contributed substantially to agriculture and industry in the U.S. as well as to research and low cost quality education. Teaching, research and extension, the three goals of Land Grant institutions, were applied to meet the needs of developing countries particularly in agriculture, science, technology, business, health, education, and medicine. Emphases were placed on institution building and participant training. American personnel from the Land Grant institutions were predominantly male, with some women in the traditional female sectors: education, home economics, social work, nursing and health. LDC participants were also predominantly male, with some women again in traditional female sectors.

Colleges of education were established or improved. Teacher education, curriculum, supervision, and texts for secondary education were emphasized and assisted. Attempts were made to improve teacher education using methods similar to those employed in the United States. At the turn of the twentieth century in the U.S., many teachers, particularly in rural areas, had gone to normal schools without completing high school.

Through efforts to upgrade teacher education, normal schools were improved, high school completion was made mandatory, and later, teacher education was extended from two- to four-year periods in degree programs. States increased their standards for certification and over the past few decades, there has been a significant growth of graduate programs for teachers.

Similar steps were adopted for the improvement of teacher education in a number of AID-assisted developing countries. Women were participants in some of these programs, but the proportion of males was much higher. Girls were also a smaller proportion of those enrolled in secondary schools which are often still separated by sex in most LDCs, and also of those enrolled in teacher education programs. Both the suppliers and consumers of education were largely male.

In the late 1960s, AID reassessed its educational program through consultation with other development assistance agencies and recipient countries. It was determined that while previous programs to assist higher and secondary education in the LDCs were successful, the most critical need was at the lower levels of the education system. AID then helped establish teacher training institutions with pre-service and in-service courses. Long-term support for the training of primary school teachers, text book development, revision of curriculum, and bilingual education was established in countries such as Afghanistan, Nepal and Vietnam.

#### The 1970s

AID education programs continued to emphasize lower levels, but observed that the increase in population meant a continuing increase in the numbers of boys and particularly girls who did not attend school or

who dropped out. The result was a rise in the already staggering illiteracy rates. Some wondered whether the emphasis on technical training and institution building which benefitted those already advanced in the education system contributed to the inability of LDCs to expand primary education to meet ever growing needs of the lower social stratum. It was soon evident that non-traditional programs were necessary to address the needs of those lacking primary education. Non-traditional approaches, which often meant less-formalized environments, were required to reach young adults without primary education and children in the primary age group who in many cases had no schools to attend. During the 1970s, AID assisted the exploration of educational technology such as the use of radio, cassettes, and visual aids to increase students' retention.

In 1973, formal recognition was made of the need to give women in development special attention. The Foreign Assistance Act of 1961 was amended by a provision introduced by Senator Charles Percy of Illinois. Section 113 of this Act stipulated:

In recognition of the fact that women in developing countries play a significant role in economic production, family support, and the overall development process, U.S. aid shall be administered so as to give particular attention to those programs, projects and activities which tend to integrate women into the national economies of developing countries, thus improving their status and assisting the total development effort.<sup>8</sup>

In 1974, AID established the Office of Women in Development (WID) which provided policy directives to overseas missions responding to the Congressional mandate. WID officers were appointed to many missions and informational materials about integrating women into all program levels were sent abroad. In 1975, WID staff participated in preparations for the U.N. International Women's Year and attended the Mexico City meeting.

World-wide attention was now focussed on the needs of women, and specific goals were set for the education of women and girls.

AID's evaluation of education reforms undertaken in several Latin American countries during the 1970s indicated that AID assistance has often been valuable. In Guatemala, major changes in rural primary education are the result of AID efforts. The "learning by doing" approach used in the primary school curriculum was drawn from rural life improvements; drop out and repeater rates were lowered. The number of years to produce a rural primary school graduate was reduced by 38%. The evaluation also cited a collaborative effort between AID and El Salvador where inefficiencies in the school system were identified and training improved to reduce the problem associated with repeaters. AID's assistance helped Salvadoreans develop an ongoing analytical capability which is applicable to their educational system. The planning and analytical capabilities of other Latin American countries in the program were also enhanced by AID efforts. Yet it cannot be claimed that AID assistance was solely responsible for the high statistical record of girls attending school in Latin America relative to other LDCs. AID can be given credit, however, for assisting Latin American countries to improve primary education and in making it more available to all--to many girls who undoubtedly were previously selected out.

AID funded innovations in educational technology for formal education which show great promise at "affordable" costs. For example, in Nicaragua, AID assisted the design and implementation of an instruction system using radio to teach primary school mathematics. Peru, Bolivia, Colombia, Paraguay, Botswana, and Uganda have expressed interest in adapting this program to their needs. Major adaptations of the project are underway in

Thailand and the Philippines with loans from the World Bank. In Korea, AID supported a comprehensive national reform of grades 1 - 9 with a comprehensive instructional systems design, empirical tryouts, revisions, programmed instruction, radio and television. A recent assessment found that 230,000 students were reached by the program and that students in rural areas did as well as those in urban centers. Performance in mastering the tested subjects was 30% higher for these students than those in the control group.

AID has also assisted programs in Jordan and Morocco to train personnel in the design of non-formal instructional materials with special emphasis on out-of-school youth and young adults. Two of the projects in Morocco focus on women in industrial, commercial and basic education. One in Jordan centers on vocational training with an emphasis on income generation for women. In 1971, AID funded a center at Michigan State University for developing the knowledge base for non-formal education. The center has become one of the world's most active exchanges for non-formal education ideas, with the majority of queries coming from the Third World. AID is now assisting LDCs in establishing similar resource centers for their own regions and countries.

#### B. AID's Proposal for the 1980s

Efforts made in the 1970s were only the beginning of serious, legislative-backed attention to the long-neglected problems of female education among the poor and illiterate in the Third World. Will continued efforts carry forward the objectives in a manner which is consistent with a growing awareness of the complexities involved in development? How does AID's education policy for the 1980s reflect the experience gained over previous decades? Does the policy propose changes that will ensure a stable foundation for the participation of women in existing and future development processes?

The Education and Human Resources Policy

In January 1980, the Education and Human Resources Policy Paper for the Agency for International Development was issued by the International Development Cooperation Agency. The statement called for redirection of foreign assistance to overcome "major problems which constrain the ability of developing countries to broaden educational opportunities, particularly for disadvantaged groups such as the rural poor and women."<sup>9</sup> The focus is to be on lower-level education with the first priority placed on opening and broadening basic formal and non-formal educational opportunities for the poor majority.

This priority calls for concentrating assistance on general, basic education for children largely through formal primary schooling with a parallel focus on promoting basic life skills for adults and youth. General or basic education includes functional literacy, numeracy, and an elementary knowledge of science and the environment. Basic life skills--those necessary for economic, social and political functions--require teaching methods which are less formal. AID is to continue participant training and the strengthening of institutional training on the basis of careful evaluation of requests for these centers in terms of their need in "promoting equitable economic growth."

The policy recognizes six major problems facing developing countries in the 1980s with regard to education objectives:

- Quantitative and qualitative inequalities in the distribution of educational opportunities
- Inappropriate matching of education with economic and social needs
- Inefficient and ineffective utilization of available education resources

- Scarcity of financial, physical, and human resources to meet educational goals
- Inadequate involvement of local people and communities in addressing their own needs
- Inadequate planning, administration, and management for an effective and efficient development program.

The statement points out that designing and implementing strategies is not easy in view of tight financial resources. Ways of reducing inefficiency in resource utilization and new approaches to bridge gaps between learning materials and teaching skills must be found. Education must be viewed as recognizing that the education component is essential for effective development programs in agriculture, health and population calls for cooperation between education staff and other sector technicians.

AID missions in developing education programs will be guided by several principles outlined in the policy. Education should be seen as an integral component of an overall development strategy. Educational planning begins with an understanding of the specific needs of the individuals to be serviced. The selection of an education delivery system, whether formal or nonformal, depends on the characteristics of the student and the nature as well as complexity of skills which the program seeks to provide. Since education must meet a variety of complex learning needs and circumstances, it must involve a variety of methods and approaches. Education planning must be based on a systems view of learning that combines a variety of both educational and non-educational inputs to achieve cognitive and non-cognitive outcomes. Planning involves finding the best and most appropriate resource mix.

Furthermore, education to improve economic and social roles should be coupled with programs to promote self-development and enrichment. Education

involves learning-to-do as well as learning-to-be. Yet people must be motivated to learn. The benefits to be derived from participation must be clear to potential participants. Many of the skills that adults need do not require literacy. Thus, literacy should not be a precondition for adult learning programs. Major educational reforms or changes may meet resistance from powerful political, social, and cultural forces. Ways of channeling these forces in support of educational change must be found.

AID sees itself as playing a significant role in educational assistance programs. The statement stresses that AID has been instrumental in drawing attention to many learning needs which go beyond the reach of formal education. It notes that AID has improved learning materials and pioneered development communication and educational technology to improve both formal and non-formal education through mass media, particularly radio. AID's policy is to continue these efforts to "assist decision makers in developing countries to seek relevant, effective and efficient solutions to the learning needs of their populations."<sup>10</sup>

Project evaluations will focus on the student and family impact of the education program rather than on previous quantitative criteria such as the number of teachers trained and the number of books printed. This policy establishes four new criteria which involve assessment in terms of improved access; contribution of educational programs to the measurable improvements of people's lives; overcoming major disparities, particularly among females, in education and training programs; cost effectiveness of particular activities compared with resource inputs.

However, several questions arise which need consideration by the evaluation process. Is higher education the best alternative for meeting

manpower requirements--or are alternative programs equally efficient and more appropriate? Is there sufficient demand for the number and type of individuals to be trained, or will assistance in this area worsen unemployment and result in the underutilization of skilled manpower? Is the manpower intervention planned consistent with basic human needs and development strategy? Will assistance to higher education adversely affect the distribution of resources between higher and lower-level education? Because a disproportionate share of LDC educational budgets is currently allotted to higher education, AID rightly advises missions to carefully determine whether intervention in higher education may perpetuate this inequity. With this in mind, projects will be evaluated more fully as the new criteria are implemented.

This policy statement for the 1980s does stress areas which are important to poor women such as basic and non-formal education as well as equal access to it. Yet it does not deal specifically with content, with the knowledge that will be necessary if standards of skill and basic information are truly to rise. The ability to read and understand useful information about nutrition, health, family planning, agriculture, mechanical processes, and national improvement programs are all very relevant to the lives women and girls lead now. Methods used to teach literacy and basic education must be integrated with usable information in order to ensure lasting success. In addition to having immediate rewards, this combination of format and content has implications for the long-term success of education generally. Literacy research has begun to show that even students who achieve literacy upon completion of a program can lose this ability if there are no books to continue reading. The point can be argued that if what women learn

in the general education programs are not directly linked to daily experience, they will soon fail to utilize fully and retain what they have learned. This is perhaps particularly important in situations where higher levels of education are not readily accessible.

However, overall, the proposed AID education policy is relevant to the critical needs of education for women as outlined in the World Plan of Action, goals for the U.N. Decade for Women. The question is as always: will the policy be implemented with equity for women as a goal or will lip service only be paid to the goal of bringing women and girls into the world of ideas, communication, and as partners in development? The policy statement provides the framework, but true commitment is the essential ingredient.

#### Policy Budget Implications

A 1980 staff analysis of the Education and Human Resources Development Policy examines the extent of disparity between AID policy and AID programs. Through a comparison of proposed budgets for 1980 and 1981 with expenditures made in 1978 and 1979, the report concludes that no significant disparity exists. The analysis estimates that approximately \$81 million of the average \$103 million devoted to Education and Human Resources Development are provided for activities associated with the Agency's policy objectives:

- (1) Basic education for children
- (2) Basic life skills for youth and adults, principally non-formal occupational skills education and community education services.<sup>11</sup>

A review of this analysis, however, does reveal several areas where budget projections do not appear to reflect an adequately realistic compatibility with stated policy objectives for women. In some areas key to the present and potential participation of women in development strategies,

it seems that the staff assessment is too optimistic. If this is the case, it may be necessary to re-evaluate the degree of success expected for the 1980s policy and related programs.

The report points out that Education and Human Resources programs have been allocated approximately 7% of the funds available for development assistance, but that in terms of the number of projects, it is the second largest sector in the Agency, with 276 projects which generally average less than one million dollars each. <sup>12</sup> Projects in the Education and Human Resources Development sector are classified into one of the following categories:

- Elementary education
- Secondary education
- Adult and community education
- Vocational and technical education
- Administration and managerial education
- Professional and scientific education
- Free labor union development
- Program development and support
- Other.

A quick review to highlight key figures compiled by the staff analysis reveals some interesting information. Within the categories, no funds are requested for secondary education during any of the four years analyzed (see Table 1). This is a startling gap, though conceivably justified if the targeted poor and women are virtually non-existent in this group.

Percentages for elementary education were 21% in 1978, 27% in 1979, 12% requested in 1980, and 21% proposed in 1981. These percentages do not appear to bear out a major shift of emphasis toward elementary education, particularly when the proposed percentage expenditure for 1981 is no more

Table 1 AID's Fiscal Year Expenditures on Education and Human Resources Development (\$000)\*

CATEGORY	FY 1978		FY 1979		FY 1980		FY 1981	
	(Actual)		(Estimated)		(Requested)		(Proposed)	
	\$	%	\$	%	\$	%	\$	%
Elementary Education	19,353	21	26,902	27	11,892	12	25,709	21
Secondary Education	0	0	0	0	0	0	0	0
Adult and Community Education	5,975	7	9,843	10	11,151	11	17,305	14
Vocational and Technical Education	14,461	16	15,531	15	12,958	13	7,296	6
Administrative and Managerial Education	12,689	14	10,810	11	12,153	12	18,450	15
Professional and Scientific Education	21,716	24	19,214	19	23,616	24	31,795	26
Support for Free Labor Union Development	13,684	15	14,898	15	15,370	16	15,970	13
Other	473	1	450	0	5,930	6	1,030	1
Program Development and Support	2,485	3	3,390	3	4,625	5	4,656	4
Total	90,836	100	101,038	100	97,695	100	122,211	100

\*Percentages may not total 100% due to rounding.

Source: AID Staff Data

Table 2 Fiscal Year Expenditures on Education & Human Resources Development by AID Bureaus (\$ 000)\*

AID BUREAUS	FY 1978		FY 1979		FY 1980		FY 1981	
	(Actual)		(Estimated)		(Request)		(Proposed)	
	\$	%	\$	%	\$	%	\$	%
Africa Bureau	21,600	24	27,332	27	27,648	28	42,403	35
Asia Bureau	13,225	15	14,843	15	16,750	17	10,375	8
Latin America & Caribbean Bureau	31,772	35	38,464	38	32,447	33	46,522	38
Near East Bureau	13,876	15	9,152	9	7,920	8	8,924	7
Development Support Bureau	5,701	6	8,497	8	8,110	8	8,395	7
Private and Development Cooperation Bureau	4,381	5	2,620	3	4,290	4	4,712	4
Program and Policy Coordination Bureau	281	0	124	0	480	1	880	1
TOTAL	90,836	100	101,038	100	97,695	100	122,211	100

\*Percentages may not total 100% due to rounding.

Source: AID Staff Data

than that expended in 1978 preceded by a drop in 1980 to nearly half of this 1978/1981 figure. AID's largest single Education and Human Resources program by region is Latin America where three-fourths of all AID spending on primary school development occurs. Compulsory education in most Latin American countries would surely account for much of this spending, and these programs can be assumed to have a substantial impact on girls. AID's Education and Human Resources Development budget for Latin American was 33% of the total budget request for 1980 and the proposed increase is 38% of the total budget request for 1980 and the proposed increase is 38% for 1981 (see Table 2). Where does this leave other similar and vitally needed programs in Asia, Africa, and the Near East?

In Adult and Community Education, percentage expenditures rose from 7% in 1978 to 10% in 1979 with requested expenditures 11% for 1980 and 14% proposed for 1981. This increase appears to implement the policy objective, though the graduation is slow given the emphasis on non-formal education methods.

However, in the Vocational and Technical Education category, the percentages are 16% for 1978, 15% for 1979, 13% requested for 1980, and only 6% for 1981. Since this category includes programs that focus on marketable skill training and projects in agricultural extension, off-farm employment, and training in crafts and artisan skills--programs of particular importance to women--the drop in budget support is seriously inconsistent with stated policies and clearly less supportive of education and training goals for women.

The budget percentage proposed for Administrative and Managerial Education in 1981 is 15%, up from the 12% requested for 1980, the 11% expended in 1979 and 14% in 1978. These are projects which address the needs for

planning and developing activities, and for the analytical capacity of LDC government agencies. Programs in this category should aim to include a larger proportion of women, for increased policy roles are a stated goal in the U.N. World Plan of Action. In its tracking, WID might determine the percentage of women trained in this category and make an effort to increase these percentages in targeted increments for the next five years.

The category for Professional and Scientific Education has doubtlessly had less impact on women than on men. Yet this is a budget category with higher expenditures than those for primary education, adult and community education, or vocational and technical education--categories relating specifically to AID's educational policy objectives, to the U.N. World Plan of Action, and to the realities of women in developing countries. In 1978, 24% of AID's Education and Human Resources budget was expended in professional and scientific education, 19% in 1979, 24% requested in 1980 and 26% proposed for 1981.

The Professional and Scientific Education category includes support for agricultural colleges and universities and also participant training. They do not include teacher education, which falls under elementary education, nor village level training in agriculture or health. We recommend that WID undertake a detailed analysis of programs in this category to assess the participation of women, and that targets be set for increments over the next five years.

The proposed budget for support to Free Labor and Union Development for 1981 is 13%, only slightly below the 14% proposed for Adult and Community Education. The question is, to what extent are women included in project objectives? Trade unions could be important to achievement by women of equity in the work place and in combatting the low pay scales of the expanding

multinational industries in the LDCs. Analysis and tracking of this category of education and training support in terms of impact on women is needed to make certain that women are not treated unfairly and that they are given equal opportunities for employment. Analysis is also required to assess the extent to which women benefit from funds expended in this category.

Despite overall policy, there are clear regional differences in budget allocations for four areas. Total expenditures in Africa will jump from \$27.6 million in 1980 to \$42.4 in 1981, in Latin America from \$32.5 to \$46.5, in the Near East from \$7.9 to only \$8.9, but drop in Asia from \$16.7 to \$10.3. The major shift in Africa will be increases for professional and scientific education and decreases for administration and managerial education. In Latin America, a tremendous jump will occur in elementary education though a serious drop is planned for vocational and technical education. In the Near East, no money is allocated for elementary education in 1981. In Asia, radical declines will be true for professional and scientific training, due possibly to the overall budget cut. These trends do raise interesting questions about stated policy goals for poor women(see Appendix I).

Although the percentage of AID's budget for Private Volunteer Organizations(PVOs) is small, only 4%, these organizations contribute substantially to adult and community education programs and to occupational skills training. A number of these programs are or have been substantially targeted for women. Tracking these projects would indeed be useful. Current PVOs working with AID's Education and Human Resources Development programs include: Opportunities Industrialization Day Center, World Education, Overseas Education Fund, Goodwill Industries of America, America ORT Federation(trade unions), and Experiment in International Living.

Although AID staff analysis concludes that approximately \$81 million of the average \$103 million devoted to Education and Human Resources Development are for activities associated with the agency's policy objectives, we must question whether the proposed programs reflect announced emphases. With percentages such as 15% for Administrative and Managerial Education, 26% for Professional and Scientific Education, and 13% for Free Labor Union Development, it would seem that the budget expenditure allocated to basic education and non-formal education goals would be more in the area of \$40 million-- rather than \$81 million. Our conclusion is that groups where women and girls are most prevalent will not receive money commensurate with stated policy objectives for upgrading the education of the poor and women. Therefore, we strongly recommend that special efforts, even extra pressure, be placed on missions to compensate for the budgetary inadequacies--to ensure women's goals are met.

### C. IDCA's Proposed Emphases for Development Assistance

In a Spring 1980 internal memorandum, the International Development Cooperation Agency (IDCA), umbrella organization for U.S. foreign assistance agencies, recommended that USAID focus efforts on agriculture, energy, health, and population. Education was specifically not mentioned in the memorandum. It is not clear whether IDCA is suggesting that education be eliminated as a sector. An IDCA staff member stated that under the proposed policy, education projects would be considered on the basis of justified cost effectiveness and expected results. It is uncertain how education, if recognized as a component of all sectoral development programs, would continue as an identifiable entity.

Participant training is the principal method for education and training in IDCA recommended sectors. In these programs, candidates are given training

usually in the U.S. and occasionally in Third World countries. However, AID's proposed education policy for the 1980s, issued by IDCA, stresses basic and non-formal education as the priority areas for reaching the poorest. Where is the expertise for planning and support for programs at these elementary levels of education in the agricultural and health sectors of AID? IDCA's recommendations are for priorities in technical areas where competencies do not include lower level education.

As AID's policy statement indicates, cooperation between education and other sectors is essential for planning and implementing development programs. The possibility that education as a sector might be eliminated or downgraded seems to fly in the face of logic and of evidence documenting the importance of education to long-term economic development. Downgrading AID's educational sector would be a particularly severe blow to efforts upgrading women and girls in the poorest areas of the world. A consistently observed development trend is the close association between education for women and girls and reduced fertility, increased opportunities for employment, increasingly effective family planning, and adoption of new ideas and objectives. If IDCA's recommendations lead to a drop in support for basic and informal education, this will undoubtedly result in a setback of gains indicated by a trend toward improvements through education.

Possibly no mention by IDCA of AID's Education sector indicates its negative view of this sector's performance, although this was not stated explicitly. The value of education programs is often not felt or realized in the short term. Given the efforts and periodic gains of the programs thus far, special attention should be given to the possibility that the programs have reached the critical point where long-term objectives are becoming evident. There is a point at which change begins to pay off, and

to terminate the efforts at this point would be destructive as well as wasteful. Therefore, it is necessary to examine carefully the pluses and minuses of the Education and Human Resources Development sector and to devise strategies for improving its performance in order to pass this critical point of change and to realize the value of diligence so far.

IDCA's specified areas---food and agriculture, energy, health, population---are all important to development and, of course, to women and girls. However, it is not realistic to expect these sectors to support primary schooling and other educational programs geared to the lowest economic level females. The education and training programs provided in these sectors are more likely to reach those sufficiently educated to benefit from participant training and other higher level programs designed to upgrade skills and to provide new skills. While we argue that this is important, we must also point out that the training programs in these sectors will not affect the poorest uneducated women and girls. Obviously, as consumers they will benefit from programs which improve agricultural production, food, health, nutrition, and population control. However, if the education sector is omitted or downgraded, AID's assistance to primary and non-formal education may vanish. Where does this leave the illiterate woman? Her requirements for individual growth in terms of learning to read, write, use numbers, and to develop money earning skills can best be met by programs which enhance basic and non-formal education.

A fresh look at the role of AID's education sector in terms of global priorities could be useful. If humans are to control over-population, destruction of the environment, pollution, soil erosion, and achieve a high quality of life, new techniques and resources are required. New types of

training and new methods for grass-roots solutions to global problems can produce important results. Analysis of anticipated returns from investment also might indicate that AID's education sector, in terms of an increasingly important role, may merit an even larger percentage of AID's budget. If AID is to continue to play a vital role in assistance to LDCs and if its policy to aid the poorest of the world's poor is to be productive, it would be foolhardy to eliminate or downgrade the education sector, thereby stripping it of its effectiveness.

LDC leaders may view any such elimination or downgrading of AID's education sector as undermining their own human resources and development requirements. Although they may be critical of Western values and fearful of Western culture as a threat to their traditions, there is no doubt Third World leaders value U.S. education, evidenced by the increasing number of students who enroll at U.S. educational institutions. U.S. expertise is admired and the role of education in the development of our country is appreciated. Obviously, LDCs do not want to replicate our system--nor can they. But they are aware that human skills and the educational system have been a significant part of U.S. advancement.

Universal education in the U.S.--free public elementary and secondary schooling, free books, lunch programs, low-cost public higher education--is seen as having contributed enormously to our overall economic development. Reducing education efforts in LDCs may easily be interpreted as an attempt to keep these nations underdeveloped. It would be obvious to ask if the U.S. recognizes that education was and continues to be important to its development, why does it not promote the same measures for others whom it purports to assist? At a time when increased attention is drawn to the dangers of a large disadvantaged portion of a population, it would be odd indeed

to have AID weakening a key link to the improvement of human resources. If it does, LDCs may well question the sincerity of the U.S. in its claims to fight poverty and underdevelopment. If the U.S. is serious about education as an essential ingredient in development assistance, AID policies must support programs which uplift the poor, teach them income-generating skills, help them understand the critical value of literacy and information about health, nutrition, and agriculture.

D. Impact on Women of AID's Education and Training Programs

In 1979, AID's Office of Women in development created an instrument for tracking progress of the involvement of women in U.S. foreign assistance programs. This assessment was designed to implement the directives of the "Percy" Amendment to the Foreign Assistance Act of 1961. WID's tracking report of November 1979 records estimates from the field about the percentage of women participating in or benefitting from AID programs. Although the instrument is new and may need refining, it serves as one indicator of the extent to which women are considered in planning, implementing and evaluating the programs.

The analysis of WID's tracking report which follows was based on and made in terms of the goals for education set by the World Plan of Action articulated in 1975 at the UN Conference in Mexico City culminating International Women's Year. The World Plan calls for the creation and implementation of a policy for education and training of women equal to men, the appropriation of substantial funding, skilled human resources, and innovative and relevant planning.

Increasing literacy among women, particularly in rural areas, is the first goal of the World Plan of Action. The effort to establish literacy is implicit in AID's current policy which gives one of two major priorities to primary school education where reading skills can be firmly established at an early age. Senegal's literacy program, the only literacy program listed in the tracking report, is one component of an extension service to women rice producers.

The tracking report for the extension of co-educational training in basic skills and industrial and agricultural skills, a second World Plan of Action goal, lists 16 projects in Africa, Latin America and the Middle East which are estimated to have 10% to 100% impact on women. All but one of these projects are in the agricultural training category. The single industrial skills training program, in Liberia, is co-educational but only three young women are enrolled in the normally active male dominated activity. Also included in this section are training programs for nurses, community health workers and educators, nutrition educators, entrepreneurs, managers, and radio operators. Two training projects were reported for Asia--one in nursing education in Indonesia and one for trainers of women for development activities in Bangladesh. Only one of the training programs tracked was designated as co-educational, although some of the others may have included men and women. It would appear that the projects for the most part are designed exclusively for women.

Although the World Plan of Action cites co-educational training as a goal, it appears that designers, at least at this time, feel that projects designed exclusively for women are more effective, particularly in places where the culture frowns on integration of the sexes. When co-education is more firmly established in formal schooling, when there are more women

teachers and extension workers, when men realize the economic value of training women, then it should be easier to conduct projects where men and women can participate comfortably as equals.

Four projects reported were related to the goal of training women for policy making, planning and delivery of services at local, national, and international levels. Planners of the project in Liberia aim for 25% of women among enrollees in a program designed to improve the performance of civil servants involved in the delivery of services to the rural poor. A project in the Philippines was estimated to have a 30% impact on women in a human resources training program geared to government development priorities. In an effort to upgrade development programs, the Yemen is including only five women in a group of 160 participants for training in a number of academic disciplines in the United States. A Near East regional project is developing a training program for women for key positions in government and social service agencies.

World Plan of Action goals of "equal access at every level of education" and "compulsory primary school education and means taken to prevent school drop-outs" call for substantial inputs of human and physical resources and a sustained commitment to these objectives. The global goal to eradicate smallpox may have seemed an impossible goal three decades ago, but the realization of this goal can serve as an inspiration to women of the world as they work to eliminate illiteracy and to secure equal access to all levels of education. Developing countries will continue to need assistance to implement plans to accomplish these goals in terms of their own needs.

AID has supported primary education substantially in Latin America, less elsewhere. Tracking reports list three Basic Education Development projects. In the Camerons, a project designed to increase female enrollment

in primary schools is estimated to have a 40% impact on girls. Impact of 100% is claimed for a project in Guatemala. Four education service centers in Peru are estimated as having a 50% impact. Although an effort will be made to recruit women for a basic education project in the Yemen, the anticipated impact is only 3%.

Four Teacher Education and Upgrading projects in Lesotho, Bolivia, and Nepal range in estimated impact from 4% to 20%. Projects reported for improving instructional materials, and vocational, bi-lingual and agricultural education, range between 25% and 100% impact on women.

Two programs are reported for higher education. One is an instructional development plan for technical and professional expertise at the National University of Lesotho (30% estimated impact on women), and the other establishes closer links between agricultural colleges and small farm families in the Philippines (25% impact).

Six programs for Health Education and Family Education were tracked for impact: two health education programs in Africa (50% and 75% impact); a health education program in Paraguay (20%); a program on living standards in Bolivia (50%); a program on family planning in Egypt (8%); and a Latin American Regional Education project for "the integration of women" (estimated 100%). Two AID supported projects tracked on Pre-School Day Centers are located in Peru and Tunisia. Their impacts were reported as 52% and 100%, respectively.

Some of the discrepancies in the estimated percentages of impact can be understood in light of the reporting form used by the overseas missions. The form did not ask whether the program planners included women or whether the program was designed with women in mind as participants and/or beneficiaries. In many cases, it would appear that the benefit to women was

felicitous, that it was not specifically designed for this purpose. Nevertheless, the tracking project can be viewed as a worthwhile beginning. It may actually be a consciousness raising device in itself, for in preparing the report specific questions about women must be asked which accentuate the roles of women. In many cases, the percentages appear to be "guesstimates," although in some reporting specific numbers are given on which the percentages are based.

The impact on women of AID's education and training programs is undoubtedly broader and deeper than the tracking assessment would lead us to believe. In a relatively short time, visible improvements in education for women would be made if a sharper measuring device was used and an increasing commitment was made to the involvement of women at all levels of AID education programs. It goes without saying that "affirmative action" for LDC women and girls, giving priority to "selecting in" girls and women for education and training, will result in benefits for men and boys.

### III. KEY FACTORS FOR GLOBAL SURVIVAL

What makes policy priorities additionally important now are the conclusions of various worldwide studies which suggest that the world faces an imminent crisis of increasing population demands on constantly dwindling resources. These analyses repeatedly indicate the key role woman can play in helping break traditional cycles of waste and expansion without proper planning.

Global 2000, a 766 page report submitted to President Carter in July 1980 by the U.S. Department of State and the Council on Environmental Quality, predicts a grim future for the planet if certain steps are not taken now.

No Limits to Learning: Bridging the Human Gap, a report to the Club of Rome is concerned with the critical need for a new approach to education to prepare people for the risks and complexities of today and tomorrow. The Brandt Commission Report made by outstanding leaders of the Western and Third Worlds including OPEC is concerned with resuscitating the world's economy. "Review and Evaluation of Progress Achieved in the Implementation of the World Plan of Action Education" (No. 8 of the provisional agenda, World Conference of the U. N. Decade for Women) assesses progress in the education of women in 86 countries during the past five years.

A. Global 2000

After reading this report in July 1980, President Carter appointed a task force headed by Gus Speth, chairman of the Council on Environmental Quality, and directed the Department of State to raise the issues and problems identified in this report at appropriate international meetings. Secretary of State Edmund Muskie will also take action based on findings of this report to encourage Congress to increase aid to developing countries.

Among the report's conclusions are several important and startling predictions. By the year 2000, the world's population will increase by 55% to 6.35 billion with nearly all growth coming from lesser developed countries (LDCs). By the year 2000, every arable hectare (2.4 acres) will be required to support four people instead of 2.6 persons in the same area supported during the 1970's. The world's tillable soil will be menaced by erosion and a steady buildup of salt and alkali. Hundreds of millions will not have proper amounts of food, and in some parts of the

Middle East, Africa and Asia, the quantity of food available to the poorest groups of people will simply be insufficient to permit children to reach normal body weight and intelligence.<sup>14</sup>

The world's forests are expected to shrink dramatically, partly because the poorer nations use wood extensively for cooking and heating. Furthermore, burning wood raises the proportion of carbon dioxide in the air, triggering certain climatic changes. Between half and two million species, largely insects and plants, could be extinct by the year 2000 due to air pollution and the loss of natural habitats. Deforestation threatens to destabilize the world's flowing waters by silting rivers and dams, depleting ground water, and aggravating cycles of flooding and drought.

The gap between rich and poor countries will widen since competition for materials in short supply will drive prices to astronomical levels. Food, energy, forestry, fisheries and water projections imply that their respective sectors will require real price increases. The world of Global 2000 could be even more grim should such unpredictable events as wars take place. World Bank President Robert McNamara urges immediate action in view of the Report's shocking picture of the world twenty years in the future.

Many issues in the report point particularly to poor women in the less developed countries. They have the major responsibilities for:

- family planning
- care, health and nutrition of children
- food preparation and storage
- use of fuel for cooking and heating
- land cultivation
- water use.

Thus poor, illiterate women hold the key to much intellectual and scientific global thinkers' assessment of what must be done to avert a shocking fate for all of us.

The prompt action called for by many needs to include the development and support of relevant lifelong education for illiterate women. This is essential for women themselves, for their families, for their nations, and for the future well-being of people worldwide.

B. No Limits TO Learning: Bridging the Human Gap

This report to the Club of Rome by James W. Botkin, Mahdi Elmandjra, and Mircea Malitza, addresses the critical need for developing the latent innermost capability of understanding and learning if the human race is to turn the global situation around.

An enormous tangle of problems in sectors such as energy, population and food confront us with unexpected complexity. Unprecedented human fulfillment and ultimate catastrophe are both possible. What will actually happen, however, depends on another major and decisive factor: human understanding and action.<sup>15</sup>

The report begins with the assessment that values, understanding, and decisions have not moved beyond a world view which does not compliment the new level of risks and complexity in world relations. In the absence of this understanding, societies continue to search for security which results rather in collective instability and waste. In support of this point, the report notes that almost half the world's scientists are working on military-related projects and 60 times more money is spent to equip each soldier than to educate each child.<sup>16</sup> Traditional "maintenance learning" produces education "by shock," which in the context of global issues, has disastrous implications. The report proposes innovative learning which requires both

"anticipation" and "participation," and stipulates that the 1980s must begin to break the continually expanding gap between change and human understanding. The fundamental dilemma which the report examines is whether humans can and will change from a process of conscious adaptation to one of conscious anticipation.

The authors contend that education today does not use knowledge effectively for humanity's best interests. It has led to the creation of dehumanizing technologies, destruction of the world's habitat, over-consumption of natural resources, obstruction to restructuring the natural order. Their conviction is that developed and developing countries alike are deficient in innovative learning. They call for a new approach to learning relevant to the new risks and complexities of the present and future.

However, learning to promote goals of survival and dignity cannot be developed in a vacuum. For example, it is irrational to introduce major education programs to people living at a subsistence level without adopting simultaneous policies to eradicate poverty through improvement of food, health, and shelter. Conversely, to raise the level of food, health and living conditions without providing commensurate higher levels of education necessary to maintain the higher material gains would soon defeat the efforts. There is an intrinsic relationship between education and standards of well-being for all people.

The wastefulness of human learning potential prompts the authors to place the highest priority on literacy programs, particularly in poor rural areas. They advocate linking literacy to integrated rural development.

Literacy leads to increased human dignity as well as economic advantage, yet it should also be conceived as a means of raising consciousness and enhancing one's ability to constructively and ethically participate in human affairs.

Girls born to poor, rural parents are identified as the largest and most disadvantaged contemporary group. It is estimated that only 5% of this group will finish only four years of primary school, and the remaining 95% will remain illiterate and functioning in the traditional roles of women. The report cites the selective participation of women as a limiting process which contributes to a serious waste of human resources. In other words, the selection out of women for education means less participation in the attack on the planet's urgent problems for survival. It means repeating cycle after cycle of ignorance and poverty.

This report's concern for a new global educational approach reinforces the conclusions made by Global 2000. No Limits to Learning recommends breaking away from a traditional pattern of "maintenance learning" to "innovative learning" based on anticipation and participation with its linkage of selecting women in rather out. In both reports, women are a critical part of the potential solution to problems that assail the earth. Education helps prepare people to deal with complexities and risks of the future.

Despite the obviously critical role that females play in population, nutrition, education, development and consumption, few women have been, or have been encouraged to be, directly involved in dealing with these and other global issues. For example, very few women participate in the design and implementation of population programs. The definitions and policies for development are set by men who have little awareness that the type of development they seek may have the secondary consequences of marginalizing women. Some

argue, not without reason, that allowing women to participate in the debate about the global problematique may bring in added dimension of anticipation. One possibility to be explored further is that a mother's investment of her life in years of child-bearing and child-rearing makes her more concerned about the long term future of those children...<sup>17</sup>

### C. The Brandt Report

This 300 page report, subtitled "A Programme for Survival," proposes strategies for breaking out of the "straitjacket" of worldwide recession, unemployment, inflation, hunger and malnutrition. Its thesis is that the world can achieve the goals set forth with present resources whether natural or physical and human.

Unfortunately, preoccupation with Soviet actions in Afghanistan, hostages in Iran, elections in the U.S. and Germany, as well as political upheavals around the globe, have precluded adequate attention to this important report prepared under a Commission headed by Willy Brandt of Germany with assistance from Edward Heath of England, Olaf Palme of Sweden, Shridath Rampal and other influential leaders of the Western and Third World countries.

Main planks in their program designed to resuscitate the world's economy are upgrading the West's assistance to the Third World and reforming the World Bank to make possible the lending of more funds for development purposes. As in the previously cited reports, the Brandt Commission stresses population control, food and hunger, and unemployment as well as education issues of particular relevance to women. To recover from the severe economic problems of the world, the participation of women is vital. Poor women of the world need the

opportunity to learn in order to fulfill their role as partners in reshaping the world's economy.

D. World Plan of Action: Education

This report which is a review and evaluation of progress was prepared for the World Conference of the U.N. Decade for Women held in Copenhagen during July 1980. It analyzes responses from 86 countries regarding progress achieved in the education and training of women since 1975 when a World Plan of Action was promulgated at the International Women's Year Conference in Mexico City.

The set goals included:

- marked increase in literacy, especially in rural areas
- extension of co-educational technical and vocational training in basic skills in the industrial and agricultural sectors
- equal access at every level of education
- compulsory primary school education and means taken to prevent school drop-outs
- encouragement of greater participation of women in policy making at local, national and international levels
- increased provision of comprehensive measures for health education and family education
- direction of formal/non-formal and lifelong education toward the re-evaluation of men and women in order to ensure their full realization as individuals in the family and society
- the development of pre-school day centers to help reduce the heavy work load of women in rural sectors and for the urban poor.

Only modest progress was reported in several goal areas with overall gains slight in measurable terms.

The report calls attention to serious lags in the education of women generally and particularly for those living in the rural poverty pockets of the world. The most encouraging aspect of the report is evidence of consciousness raising in a number of countries where plans are being made to "select-in" women and girls who were previously excluded from educational opportunities.

The U.N. Decade for Women coincides with increased awareness of the perils facing our planet and the role women must play in the solution of problems particularly relevant to them. While education may not be the only key to solving world problems, it is a prerequisite.

If women themselves are to initiate the most important changes in their own condition, they must have the basic knowledge to understand themselves and the world outside their immediate community. Without education, no change is possible.<sup>18</sup>

Women must be partners in preparing future generations for the kind of participation needed to gain and conserve a high quality of life in the world.

#### IV. THE CRUCIAL CHALLENGE

In this paper we have discussed some of the thoughtful reports which reflect the concern of many regarding the future of our planet. We conclude that most of these dangers and threats are related particularly to women, and that in this U.N. Decade for Women (1975-1985) the education goals of the World Plan of Action are critically important in working out strategies and solutions to these ominous problems. Women are needed to participate as partners in the effort to make our world liveable and peaceful. We maintain that women are crucial to efforts for constructive development.

In this setting of concerns about the future of our planet and about new approaches to education for the future, we examine AID policies to assist change for the world's poorest populations. We find AID policies supportive of the educational goals of the World Plan of Action (UN Decade for Women). We express concern about IDCA recommendations which appear to downgrade or possibly eliminate AID's Education and Human Resources Sector which is the focus of programs particularly important to poor women and girls in LDCs. In fact, we would view this as a serious blow to efforts which teach poor women and girls about the fundamentals of living that include income-generating activities linked to literacy, fundamentals to break their continuing cycle of poverty.

We raise some questions about Education and Human Resources budget proposals in terms of objectives, and suggest closer monitoring of certain programs by WID to ensure the participation of women in all stages of project development. We suggest the possibility that there has been an underinvestment in education by AID -- rather than the reverse -- particularly at the elementary and non-formal levels which are vitally important to the poor. AID's expertise and long experience in education enables the U.S. to perform a particularly useful role in the world --- to put education to work among LDC women and girls so they can contribute significantly to lasting solutions of development issues in a time of increasing demands on resources.

Developing countries in general are having severe problems providing a minimum of primary education for their children and particularly for those in rural areas. In absolute terms more women are

literate now than five years ago, but relative to population growth the percentage of women illiterates is higher than in 1975. Literacy education has not been able to keep pace because demands rise quicker than the process can meet them. LDCs are spending a large percentage of their budgets on education. Yet, planning for non-formal education via agricultural extension, media programs, community sponsored projects will require changing emphases if LDCs are to be successful in establishing compulsory universal primary education. That is, programs designed today are handling a larger percentage of female illiterates than programs in the future when girls will have access and support for completing five to eight years of school. Targets, goals, planning for life-long education for women will gradually be able to make use of more sophisticated teaching materials, thereby increasing levels of education even further.

Both formal and non-formal education are needed now. Both are costly and require skilled curriculum planners and good study materials. Non-formal programs are designed to train women for income-generating activities and in basic skills. These programs are essential at present and in the immediate future for it is unlikely that LDCs can quickly provide primary schooling for all children. Targets and goals for five and ten year periods should specify percentages of girls completing primary school, with a long term goal of compulsory universal primary schooling.

Not only should women be considered but they must also be allowed and encouraged to participate actively in planning and programs. Women are a vital resource as well as recipients in any agenda for global development.

and survival. A program of affirmative action is necessary to redress past waste and injustices, and to achieve equality for females. The world cannot expect to achieve its aspirations for a genuine universal high quality of life unless women are an inextricable part of the planning, implementation, evaluation, and maintenance of programs to provide the necessities and enrichments of human existence. Assistance programs that have impact on women, whether felicitously or by design, are only a beginning. These efforts alone are not enough. Full education for women and young girls is the only mechanism whereby females become real participants in programs and policies that directly affect the quality of their lives both individually and collectively as part of local, national and even international communities. None of us can afford to keep these efforts from passing the critical point of major change which is so near.

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APPENDIX I

Table 3 Africa Bureau - Fiscal Year Expenditures on Education and Human Resources Development(\$000)\*

CATEGORY	FY 1978 (Actual)		FY 1979 (Estimated)		FY 1980 (Request)		FY 1981 (Proposed)	
	\$	%	\$	%	\$	%	\$	%
Elementary Education	1,990	9	3,838	14	2,896	10	4,364	11
Secondary Education	0	0	0	0	0	0	0	0
Adult and Community Education	4,057	19	1,738	6	2,600	9	3,750	9
Vocational and Technical Education	1,310	6	3,495	13	800	3	3,400	8
Administrative and Managerial Education	3,900	18	5,668	21	7,222	26	6,569	15
Professional and Scientific Education	7,529	35	8,772	32	10,630	38	20,340	48
Support for Free Labor Union Development	2,200	10	2,800	10	2,800	10	3,100	7
Other	135	1	0	0	0	0	0	0
Program Development and Support	479	2	1,021	4	700	3	880	2
Total	21,600	100	17,332	100	27,648	100	42,403	100

\*Percentages may not total 100% due to rounding.

Source: AID Staff Data

Table 4 Asia - Fiscal Year Expenditures on Education and Human Resources Development(\$000)\*

CATEGORY	FY 1978 (Actual)		FY 1979 (Estimated)		FY 1980 (Request)		FY 1981 (Proposed)	
	\$	%	\$	%	\$	%	\$	%
Elementary Education	684	5	3,291	22	1,300	8	1,175	11
Secondary Education	0	0	0	0	0	0	0	0
Adult and Community Education	459	3	1,945	13	3,300	20	2,300	22
Vocational and Technical Education	0	0	3,930	26	2,650	16	1,200	12
Administrative and Managerial Education	240	2	166	1	100	1	0	0
Professional and Scientific Education	7,877	60	1,069	7	5,000	30	1,300	13
Support for Free Labor Union Development	3,680	28	3,898	26	3,900	23	3,900	38
Other	0	0	200	1	200	1	200	2
Program Development and Support	285	2	344	2	300	2	300	3
Total	13,225	100	14,843	100	16,750	100	10,375	100

\*Percentages may not total 100 due to rounding.

Source: AID Staff Data

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Table 5 Latin America and Caribbean - Fiscal Year Expenditures on  
Education and Human Resources Development (\$000)\*

CATEGORY	FY 1978 (Actual)		FY 1979 (Estimated)		FY 1980 (Request)		FY 1981 (Proposed)	
	\$	%	\$	%	\$	%	\$	%
Elementary Education	13,051	41	16,326	42	4,196	13	19,270	41
Secondary Education	0	0	0	0	0	0	0	0
Adult and Community Education	1,213	4	1,775	5	1,431	4	3,811	8
Vocational and Technical Education	4,960	16	6,581	17	6,308	19	996	2
Administrative and Managerial Education	2,180	7	692	2	1,611	5	6,664	14
Professional and Scientific Education	2,621	8	4,443	12	4,086	13	6,155	13
Support for Free Labor Union Development	6,923	22	7,425	19	7,800	24	7,900	17
Other	338	1	250	1	5,550	17	350	1
Program Development and Support	486	2	972	3	1,465	5	1,376	3
Total	31,772	100	38,464	100	32,447	100	46,522	100

\*Percentages may not total 100% due to rounding

Source: AID Staff Data

Table 6 Near East - Fiscal Year Expenditures on Education and Human Resources Development (\$000)\*

CATEGORY	FY 1978 Actual)		FY 1979 (Estimated)		FY 1980 (Request)		FY 1981 (Proposed)	
	\$	%	\$	%	\$	%	\$	%
Elementary Education	79	1	2,865	31	2,500	31	0	0
Secondary Education	0	0	0	0	0	0	0	0
Adult and Community Education	0	0	0	0	900	11	702	8
Vocational and Technical Education	4,691	34	0	0	0	0	0	0
Administrative and Managerial Education	5,400	39	3,019	33	2,320	29	4,222	47
Professional and Scientific Education	3,689	27	3,268	36	2,250	28	4,000	45
Support for Free Labor Union Development	0	0	0	0	0	0	0	0
Other	0	0	0	0	0	0	0	0
Program Development and Support	0	0	0	0	0	0	0	0
Total	13,867	100	9,152	100	7,970	100	8,924	100

\*Percentages may not total 100% due to rounding

Source: AID Staff Data

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