

PN AAR-404

IAN-37052

**REACHING POOR WOMEN:
A TRAINING PLAN FOR ORGANIZATIONAL
DEVELOPMENT IN INDIA**

by

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Report prepared for USAID/India
October 1983

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EXECUTIVE SUMMARY

USAID/India asked the International Center for Research on Women (ICRW) to assist in integrating women, particularly poor women, into the Mission's development program. The Development and Management Training Project, designed to help increase India's institutional capacity to plan and implement development activities in sectors of high priority to both the Government of India (GOI) and USAID, became the primary focus for ICRW's assistance. ICRW was to design a component for this project to strengthen the managerial and technical capabilities of public and private sector organizations supporting employment and income-generation programs for low-income women.

Special attention by USAID to women's employment and economic participation is particularly timely given the goals and objectives of the GOI Sixth Five-Year Development Plan. By supporting a training program that increases the institutional capabilities of voluntary organizations working with poor women USAID is able to address three GOI development priorities: (1) expansion of employment and income opportunities for the poor, (2) the economic integration of women, and (3) partnership between the government and the voluntary sector in economic development and women's economic participation in particular.

Voluntary organizations play a particularly important role in incorporating women into the economic development process. They work with a degree of flexibility and creativity that government institutions cannot; they are able to develop successful methods for reaching poor women and can adapt to local conditions and tailor their approach to a particular setting and population. Their outreach is, however, limited. In contrast, the government has an elaborate infrastructure of policies, agencies, specialized boards, institutions, and programs theoretically available to provide access for the poor to credit, training, product development, and marketing. Government programs have not been very successful in actually reaching the poor in general and poor women in specific. In the long run, the linkages between government and voluntary organizations are critical to enhance the access of organizations to government resources and expertise and to enable government to draw from the success of voluntary organizations in addressing the employment and income-earning needs of poor women.

During four weeks of field work, the ICRW team visited fourteen organizations. These are divided into three main categories: national women's organizations, grassroots development organizations, and intermediary technical institutions. Each category has a different potential for expanding employment and income opportunities for poor women in India.

National women's organizations can press for women's needs and have well-established access to government resources targeted for social welfare. Their ability to address the economic needs of poor women, however, is limited by their social welfare orientation and the volunteer nature of their membership. Addressing the economic conditions faced by poor women requires technical and managerial skills beyond the scope of these organizations. Yet the approach and services of these organizations closely parallel those of government programs; thus, it may be important to experiment with efforts to redirect their approach to women. If efforts to reorient these organizations are successful, then the training in management and technical areas needed to carry out new programs can be provided.

Grassroots organizations, on the other hand, have clear objectives related to the economic needs of the poor. They have helped poor women increase productivity, raise incomes, generate new employment opportunities, and develop community leadership skills. Grassroots organizations carry out programs in partnership with the local participants; they combine expertise in specialized, technical fields with the development of skills on the part of local staff and members. Their programs have been replicated by extension to other areas or by enabling others to begin similar programs and adapt their methodologies. However, they need resources and training to increase their in-house capacity. Training in management and project design can enable them to refine and expand their current programs and develop effective planning and management capabilities within their staffs. Training in technical areas can provide the needed expertise to enter new economic activities as well as adequate support to those already underway.

Intermediary technical organizations hold the greatest potential for providing productive services to poor women. Their primary thrust is not action per se; their purpose is the development and dissemination of technical expertise in specialized fields such as agriculture, rural technology, management, and enterprise development. On the whole, they have done little to make their services and expertise directly available to poor women or to organizations working with poor women. Institutions working with the poor target women for social welfare and home management programs or train small numbers of women in sewing, spinning, or other "suitable" skills from which they may or may not be able to earn some income. Nevertheless, intermediary technical institutions ultimately have the greatest potential to provide the needed training and other technical supports to expand employment and income opportunities for women. The problem is the access to and utilization of these technical support services by poor women and the organizations working with them.

Given the training needs of the voluntary organizations as well as the concerns of government, a training program to strengthen voluntary organizations supporting employment and income-generation programs for women should:

- (a) enhance the managerial and technical capabilities of selected voluntary organizations in addressing the employment and income-enhancing needs of poor women;
- (b) strengthen the linkages between the voluntary organizations working with women and government programs instituted to improve the employment conditions and opportunities of the poor;
- (c) institutionalize the capabilities to deliver training and other technical services in support of women's economic activities and needs.

With the expansion of the economic opportunities of poor women as the goal, the primary target for a training program should be the grassroots organizations. Training to enhance managerial and technical capabilities and strengthen expertise in project design and evaluation will be most effectively utilized by these organizations. Over the three-year period, the emphasis for the training program can shift from developing the internal capabilities of organizations, to establishing means to transfer their expertise and experience to other voluntary organizations and government programs. Development of curricula, materials, and methods for nonformal management and leadership training that can be adapted by others working with poor women is an important mechanism in this regard.

Other activities aimed at strengthening the linkages between voluntary organizations and government programs and institutionalizing training resources can be undertaken on an experimental basis. These activities should aim to reorient the national women's organizations and intermediary technical institutions toward an economic development approach to poor women. Other efforts should aim at increasing the access to and use of existing training programs, particularly those with related management and technical areas. Six main components are identified to address the training needs of the various organizations as well as to meet the overall objectives for the program.

Management training is designed to provide middle-level personnel with managerial skills in areas such as general management, administration, financial planning, management of cooperatives and credit societies, and personnel planning. The purpose of this component is to strengthen managerial and project-oriented capabilities. Many organizations are actively expanding existing activities and initiating new projects and need trained personnel to plan for and manage their programs as their scale and complexity increase.

Project design, monitoring, and evaluation training is designed to help organizations identify, plan and carry through new project activities more effectively. It should better equip them with the knowledge and experience to improve their linkage to government programs and government resources. It should be aimed primarily at middle-level staff, who can then become trainers and provide other staff and local members with project-related training in a more simplified form. Training should combine management and research skills.

Technical skills training will provide selected organizations with the opportunity to receive specialized technical training. The training will fall into two main categories: productive support skills (such as business accounting, purchase of raw materials, product design, and marketing) and sector-specific technical skills (such as dairying, handicrafts, agriculture, forestry and nursery preparation). With such specialized training, personnel can provide the technical expertise to successfully expand current activities and to introduce new technical areas, such as social forestry.

Nonformal management and leadership training is an area in which most voluntary organizations indicated a clear need to expand their programs. It would include training group leaders in areas such as management, community participation, needs assessment, credit management, and marketing. This nonformal training would be provided by the organizations' own staffs, who already have the needed technical expertise or have been trained in other components of this project.

Orientation training is designed to help overcome the gap in conceptualizing and integrating an economic focus on women into the design and implementation of programs aimed at the poor in general and women in particular. This training has three primary target groups: (a) voluntary organizations, to reorient those with a social welfare approach to women to a development approach; (b) intermediary, technical institutions, to orient selected institutions to the economic needs and roles of poor women; and (c) government officials, to make those officials responsible for employment and income-generation programs for the poor aware of the economic roles of poor women.

Interorganizational cooperation is designed to draw together the expertise and insights of various organizations and government programs that work with poor women. It would involve two complementary strategies. The first would bring voluntary organizations together to facilitate discussion on commonly held concerns and could lead to an interorganizational sharing of training resources, such as expertise, curricula, and

materials. The second strategy involves special programs that would promote cooperation between the voluntary sector and government, such as joint programs to train the field staffs of government and voluntary organizations or the training of government field workers by voluntary organizations.

Creation of a realistic plan for training will require decision making in regard to the specific priorities and scale of the program. ICRW recommends the following priorities for training:

- Grassroots development organizations should receive the bulk of the support under the training project.
- Intermediary technical organizations should be included on an experimental basis.
- Government programs should draw from the experience of voluntary organizations working with poor women.
- National women's organizations could be included, but only on a small scale.
- The main criterion for selecting organizations should be those that currently function well and can readily identify their own training needs.
- Thirty to forty voluntary organizations should be included in the project over a three-year period.
- The project should develop models for organizational training and development.

While in India, ICRW also investigated two sectors of the Indian economy that are of considerable importance to rural development and have significant potential for the employment of women. These sectors are social forestry and water management.

Social forestry refers to the total environmental management of forest resources in regard to social usage. Women have traditionally played an important role in the conservation and gathering of forest products; their commitment to forestry projects is therefore critical to project success. ICRW recommends that the following measures be undertaken to improve the participation of women in social forestry projects:

- Commission of a pilot study to identify constraints to women's participation in social forestry, with potential remedies.
- Allocation of funds for training women social foresters.
- Organization of a workshop for government foresters to develop recommendations for GOI and AID.
- Design and support of pilot social forestry projects by grassroots voluntary organizations, which will integrate women into projects at the community level.

Similarly, women play an important role in water management. Women carry water for home use, wash clothing, water animals, and tend irrigation canals, as well as performing many agricultural tasks. However, while women are principal water users,

their needs have been neglected by project planners and designers. Evidence suggests that irrigation systems in India are not attaining expected performance levels, partly due to a failure to include the needs of users in project design.

ICRW recommends the initiation of a program of research to analyze the salient areas for women's participation in the water management system. The research program should consider the present part that women play in decision making in regard to water, their irrigation-related activities, and changes that have taken place in women's agricultural work due to irrigation. A training program should be devised that takes into account women's needs for technical knowledge and the potential role that women may play in providing community support for water management projects.

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Section I: Introduction

ICRW Assignment

1.01 In March 1983, USAID/India asked the International Center for Research on Women (ICRW) to assist in integrating women, particularly poor women, into the Mission's development program. The Mission recognized that, while a broad assessment was needed to identify prospects for the economic participation of women under existing and planned projects, the first priority was the development of a concrete plan of action in a specific area of USAID's program.

1.02 One project, a \$6.2 million Development and Management Training Project, designed to help increase India's institutional capacity to plan and implement development activities in sectors of high priority to both the Government of India (GOI) and USAID, became the primary focus for ICRW's assistance. ICRW was asked to design a component for this project to strengthen the managerial and technical capabilities of public and private sector organizations supporting employment and income-generation programs for low-income women.

1.03 ICRW's specific duties included: (a) visits to selected voluntary organizations supporting employment and income-generation activities for low-income women; (b) assessment of the training needs of such organizations to strengthen their capabilities to support and expand employment and income-earning opportunities for low-income women; and (c) outline of a three-year training plan and strategy to deliver appropriate training to selected organizations.

1.04 Two main objectives were identified to guide the development of a training plan. First, training should help voluntary organizations develop their internal capabilities in working with poor women and thus enable them to expand their programs and continue to develop the methods they find most effective for working with poor women. Second, a plan for training should also help strengthen the linkages between such voluntary organizations and government agencies. On the one hand, voluntary organizations working with poor women need to gain better access to government resources and programs aimed at economic development. On the other hand, government agencies can profit by adapting successful approaches of voluntary organizations in programs aimed at economic development for the poor.

1.05 As a secondary focus, ICRW was asked to make a preliminary assessment of some of the most significant issues concerning women's economic participation within the priority areas of collaboration between USAID and the Government of India (GOI), particularly irrigation and social forestry.

1.06 Field work was undertaken between July 4 and August 3, 1983, and carried out by a team from ICRW including Dr. Robert Girling, Senior Staff Economist, and Janet Self, Technical Assistance Coordinator. Visits to organizations and meetings with officials were arranged by the Women in Development specialist of USAID, Dr. Zarina Bhatti. Ms. Shanti Chakravarty, Director of Women's Programs for the Ministry of Rural Development, acted as a special resource person for the team. Both Ms. Chakravarty and Dr. Bhatti traveled with the ICRW team and provided the field contacts and support for the work. The team spent a total of four weeks traveling to organizations and institutions in various parts of India and meeting with national and state government officials, as well as representatives of international organizations (see Appendix A).

1.07 USAID selected the fourteen organizations and institutions for the field visits; some work specifically with poor women, while others sponsor integrated community or special technical development programs that include poor women. These organizations are either "successful" in working with women or are involved in sectors where women's activities are critical. They are representative of organizations found in many parts of India. The findings will therefore contribute to a training plan for organizations throughout India.

1.08 Site visits, varying in length from several hours to two days, were made to each organization to discuss activities and program development alternatives. Information concerning the organizations' goals, activities, and structures was collected and organizations helped assess their own strengths and weaknesses. Areas where organizations could benefit from development and management training were identified. When available, written reports and evaluations of the organizations' activities were collected.

1.09 Discussions on topics and concerns relevant to women's economic participation were held with officials of government agencies and international donors sponsoring programs of particular importance for women, such as forestry and vocational training. Preliminary investigation of the institutional resources for providing training and other developmental support to selected voluntary organizations was undertaken. Data on rural employment, small enterprise development, women's labor force participation, and the impact of irrigation and forestry development on labor and wages was also collected.

GOI Priorities: Employment, Women, and Voluntary Organizations

1.10 Special attention by USAID to women's employment and economic participation is timely given the goals and objectives of the GOI Sixth Five-Year Development Plan (VI Plan). The two major goals of the VI Plan--that of "reducing underemployment for the majority of the labour force and cutting down on the large number of unemployed"--are particularly critical to poor women. The primary emphasis in addressing these goals is placed on the informal or unorganized sector and on self-employment in agriculture, village and small industries, and allied activities in nonfarm⁷ occupations--areas of the economy where women play important roles.

1.11 Significantly, the thrust of the VI Plan regarding women is their "economic uplift through greater opportunities for salaried, self and wage employment." The Plan calls for the provision of skills, technologies, and economic services including credit, marketing, and training to women to enable them to improve their employment and income-earning opportunities. This economic focus on women represents an important departure from past development plans, which emphasized the social welfare roles and needs of women. Past experience indicates that without such explicit attention, poor women gain little from government development schemes to improve the conditions of the poor.

1.12 The shift from a social welfare to an economic developmental approach to women has important implications for the priorities and programs designed to integrate women into national development. The social welfare approach views women primarily within the household, as family members and mothers, and targets them as recipients of social services and goods. Women remain tangential to the overall process of economic development. In contrast, an economic developmental approach recognizes the productive roles and responsibilities of both women and men (within as well as outside the household) and aims to mobilize resources that enable people to increase their productivity and incomes and to meet basic needs for social goods and services. The interrelation between economic conditions of women and the achievement of other social ends such as improved health, better nutrition, or increased education is clearly recognized and women are seen as vital participants in economic development.

1.13 In the VI Plan, a "disaggregated approach to the problems of unemployment and underemployment" is introduced, calling for a partnership of four groups--"peoples' representatives, such as the MLAs and MPs; professionals from educational, research, and credit institutions; voluntary agencies, and administrative departments connected

with development." Special recognition is given to the expertise and experience of these agencies in reaching the poor, and particular note is made of assisting "voluntary organizations which have played an important part in the uplift of women."

1.14 India has an extensive infrastructure of voluntary organizations working to improve social and economic conditions of the poor; one recent survey identified over 7,000 such organizations. These voluntary organizations address such problems as health, education, training, family planning, water, land rights, employment, credit, and sanitation. Some organizations target selected areas or communities, while others work only with women. Some target specific occupations or social groups. Others address themselves to the development of certain economic sectors such as dairying, agriculture, or small-scale industry. Women's organizations alone are estimated at over fifty thousand, though most are very small and only a handful seriously attempt to address the economic needs of poor women (ISS, 1980).

1.15 Not surprisingly, the success of the voluntary organizations is mixed at best. One can nevertheless find an impressive number of voluntary organizations that have demonstrated success in enabling the poor, and specifically poor women, to improve their economic and social conditions. A 1980 study by the Institute for Social Studies Trust identified over one hundred organizations whose programs effectively reach the poorest women in India in significant numbers and promote a substantial degree of self-reliance in development (ISS, 1980).

1.16 Voluntary organizations working with poor women can play an important role in incorporating women into the economic development process. Such organizations work with a degree of flexibility and creativity that government institutions cannot; they are able to develop successful methods to reach poor women and can adapt to local conditions and tailor their approach to a particular setting and population. Their outreach and the scale of activity they can undertake to remain effective, however, remain dependent on the availability of technical and financial resources.

1.17 In contrast, the government has an elaborate infrastructure of policies, agencies, specialized boards, institutions, and programs theoretically available to provide access to credit, training, technologies, and marketing. The Ministry of Rural Development, for example, has at least fifteen schemes to provide the poor access to credit, training, or direct employment. Yet government programs have not always been very successful in actually reaching the poor in general and poor women in specific. (ILO, 1983; Dayal, 1982). Programs directed to women have largely provided social services and neglected women's economic roles and their need for access to productive resources (Varma, 1980; Mazumdar, 1979).

1.18 In the long run, therefore, it is critical that the linkages between government and voluntary organizations be strengthened to enhance the access of organizations to government resources and expertise and to enable government to draw from the success of voluntary organizations in addressing the employment and income-earning needs of poor women. By providing a training program to voluntary organizations, USAID will address three development priorities of the GOI: (1) expansion of employment and income opportunities for the poor, (2) the economic integration of women, and (3) partnership between the government and the voluntary sector in economic development and women's participation in particular.

Women in the Indian Economy

1.19 This section focuses on the economic participation of poor women in the Indian economy as it is related to the training program set forth in this report. It begins with a review of poor women's economic participation rates in general and then analyzes their participation in various sectors of the economy as well as rural/urban differences. The problems of measuring women's work are then briefly discussed, followed by a discussion of women's employment needs, especially among poor women. The section concludes with an analysis of the problems that women face in the informal sector.

1.20 According to 1981 government statistics, at least 20 percent of Indian women work for a living. Figures from the National Sample Survey, 1977-78, however, indicate that a much higher percentage of women--36 percent--participate in the labor force (Seal, 1981). Moreover, in some rural areas, the female participation rate may be as high as 63 percent (Visaria, 1980). (See Table 1.1)

1.21 A sectoral analysis of the Indian work force based on 1971 census figures shows that women are concentrated in two categories: cultivators and agricultural laborers. Women constituted 29.7 percent of all cultivators and 50.4 percent of all agricultural laborers. In the manufacturing, processing, servicing and repairs category, women made up 7 percent of the total work force; in the remaining categories, they constituted less than 3 percent of the labor force (see Table 1.2). Only one out of six female workers is engaged in nonagricultural work. The top ten nonagricultural industries by size of female work force are cotton textiles, cattle and goat breeding, cotton spinning, laundry service, tea plantation, grain mill products, domestic service, earthenware and pottery, coir, and bidi manufacture (Seal, 1981).

Table 1.1
State Variation in Labor Force Participation Rate by Sex

| | Labor Force Participation Rates * | | | Proportion of Casual Laborers in Labor Force | | | Seeking or Available for Work (Usual Status) | | | Proportion of Days Unemployed ^{1/} | | |
|-------------------|-----------------------------------|--------|-------|-------------------------------------------------|--------|-------|-------------------------------------------------|--------|-------|---------------------------------------------|--------|-------|
| | Male | Female | Total | Male | Female | Total | Male | Female | Total | Male | Female | Total |
| Andhra Pradesh | 72.8 | 52.7 | 62.8 | 27.2 | 48.8 | 36.2 | 0.63 | 0.27 | 0.48 | 8.1 | 16.3 | 11.2 |
| Assam | 58.6 | 9.2 | 35.8 | 2.4 | 15.8 | 10.2 | 0.75 | 1.64 | 0.87 | 1.9 | 2.4 | 1.9 |
| Bihar | 63.6 | 23.1 | 42.3 | 27.9 | 35.8 | 26.9 | 1.90 | 0.69 | 1.56 | 8.6 | 14.1 | 10.0 |
| Gujarat | 61.9 | 44.6 | 53.5 | 22.0 | 26.2 | 23.8 | 0.74 | 0.16 | 0.50 | 5.7 | 5.0 | 5.4 |
| Haryana | 59.6 | 34.9 | 47.8 | 9.5 | 8.4 | 9.1 | 1.98 | 0.20 | 1.38 | 3.9 | 1.0 | 2.9 |
| Himachal Pradesh | 61.5 | 53.0 | 57.1 | 4.8 | 0.6 | 2.8 | 0.63 | 0.15 | 0.40 | 0.8 | 0.2 | 0.5 |
| Karnataka | 68.0 | 50.5 | 59.5 | 27.0 | 37.1 | 31.2 | 0.99 | 0.24 | 0.67 | 7.2 | 11.0 | 8.6 |
| Kerala | 57.4 | 30.6 | 43.6 | 37.0 | 45.6 | 40.1 | 5.45 | 4.32 | 5.05 | 22.5 | 25.4 | 23.5 |
| Madhya Pradesh | 67.1 | 52.8 | 60.2 | 15.5 | 24.6 | 19.4 | 0.16 | -- | 0.10 | 2.7 | 4.5 | 3.4 |
| Maharashtra | 64.9 | 53.6 | 59.2 | 31.5 | 44.7 | 37.6 | 0.08 | 0.11 | 0.49 | 7.7 | 11.7 | 9.4 |
| Meghalaya | 63.8 | 54.9 | 59.5 | 10.8 | 6.1 | 9.9 | -- | -- | -- | 1.7 | 1.8 | 1.8 |
| Orissa | 61.0 | 36.1 | 51.8 | 29.8 | 37.8 | 30.6 | 1.25 | 0.38 | 0.95 | 7.6 | 15.7 | 10.2 |
| Punjab | 63.4 | 31.4 | 48.4 | 15.9 | 9.6 | 13.9 | 0.93 | 0.51 | 0.74 | 5.0 | 1.4 | 3.9 |
| Rajasthan | 68.9 | 63.2 | 66.2 | 5.4 | 4.8 | 5.2 | 0.39 | 0.19 | 0.3 | 3.6 | 2.8 | 3.2 |
| Tamil Nadu | 70.4 | 51.4 | 60.9 | 30.9 | 45.8 | 37.3 | 1.22 | 0.33 | 0.84 | 11.3 | 13.5 | 10.5 |
| Uttar Pradesh | 62.6 | 28.2 | 46.1 | 12.8 | 14.0 | 13.2 | 0.54 | 0.18 | 0.43 | 3.2 | 3.7 | 3.4 |
| West Bengal | 61.1 | 15.9 | 39.1 | 31.3 | 37.9 | 32.6 | 2.52 | 2.49 | 2.59 | 9.6 | 15.6 | 10.7 |
| Chandigarh | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. |
| D-llhi | 52.5 | 48.9 | 51.0 | 12.6 | 3.9 | 9.3 | 0.08 | -- | 0.55 | 4.8 | 0.6 | 3.2 |
| Goa | 58.6 | 48.4 | 51.7 | 30.3 | 44.7 | 36.6 | 1.71 | 4.11 | 2.76 | 14.7 | 29.6 | 21.0 |
| Pondicherry | 64.1 | 34.7 | 49.4 | 41.0 | 59.4 | 46.8 | 4.90 | 0.72 | 3.44 | 14.6 | 28.8 | 19.6 |
| Jammu and Kashmir | 64.4 | 27.1 | 46.2 | 2.0 | 0.8 | 1.6 | 0.40 | 0.03 | 0.39 | 9.3 | 6.1 | 8.6 |
| Manipur | 52.3 | 33.9 | 43.2 | 1.8 | 0.8 | 1.4 | 0.59 | -- | 0.37 | 4.7 | 4.5 | 4.5 |
| Tripura | 59.8 | 24.2 | 42.7 | 25.1 | 30.8 | 26.7 | 0.82 | 1.20 | 0.94 | 5.5 | 7.3 | 5.9 |
| ALL-INDIA | 64.6 | 37.7 | 48.6 | 21.8 | 31.3 | 26.6 | 1.16 | 0.48 | 0.90 | 6.8 | 9.9 | 7.8 |

^{1/} This measure of unemployment is based on the percentage of person-days reported as unemployed within a week's reference period in each quarter.

* Rates relate to population aged five years and over.

SOURCE: Pravin Visaria, Poverty and Unemployment in India: An Analysis of Recent Evidence.
World Bank Staff Working Paper, No. 417. Washington, D.C.: World Bank.

TABLE 1.2
SECTORAL DISTRIBUTION OF LABOR FORCE

| Census Industrial Category | All India | | | Rural | | | Urban | | |
|-------------------------------------------------------------------------------------------|-----------|-------|-------|-------|-------|-------|-------|-------|-------|
| | T | M | F | T | M | F | T | M | F |
| Total workers | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |
| I. Cultivators | 43.4 | 46.2 | 29.7 | 51.6 | 56.0 | 32.7 | 5.1 | 5.2 | 4.2 |
| II. Agricultural labourers | 26.3 | 21.3 | 50.4 | 30.8 | 30.8 | 54.3 | 6.0 | 4.7 | 17.5 |
| III. Livestock, forestry, fishing, hunting and plantation, orchards and allied activities | 2.4 | 2.4 | 2.5 | 2.5 | 2.5 | 2.6 | 1.7 | 1.6 | 2.0 |
| IV. Mining and quarrying | 0.5 | 0.5 | 0.4 | 0.4 | 0.4 | 0.3 | 1.0 | 1.0 | 1.0 |
| V. Manufacturing, processing, servicing and repairs | 9.4 | 10.0 | 7.0 | 5.5 | 5.6 | 5.2 | 27.8 | 28.4 | 22.9 |
| (a) Household industry | 3.5 | 3.4 | 4.2 | 3.2 | 3.1 | 3.6 | 5.0 | 4.4 | 10.0 |
| (b) Other than household industry | 5.9 | 6.6 | 2.8 | 2.3 | 2.5 | 1.6 | 22.8 | 24.0 | 12.9 |
| VI. Construction | 1.2 | 1.3 | 0.6 | 0.7 | 0.8 | 0.4 | 3.5 | 3.6 | 2.9 |
| VII. Trade and commerce | 5.6 | 6.4 | 1.8 | 2.4 | 2.8 | 1.0 | 20.0 | 21.4 | 8.2 |
| VIII. Transport, storage and communication | 2.4 | 2.8 | 0.5 | 0.8 | 1.0 | 0.1 | 10.0 | 10.8 | 3.2 |
| IX. Other services | 8.8 | 9.1 | 7.1 | 5.3 | 5.7 | 3.4 | 24.9 | 23.3 | 38.1 |

SOURCE: Swapna Mukhopadhyay, "Women Workers of India: A Case of Market Segmentation." In Women in the Indian Labour Force: Papers and Proceedings of a Workshop. Bangkok: ILO, Asian Regional Team for Employment Promotion, 1981.

1.22 After thirty years of planned development, the percentage of the Indian labor force in agriculture has remained between 71 and 73 percent, but women's share in agriculture has increased from 73 to 81 percent (Sharma, n.d.), as compared to men's share of 69.75 percent. This increase is a result of the modernization of agriculture, the migration of men to urban areas, an increase in landlessness, and women's lack of access to training in agricultural skills (Mazumdar and Sharma, 1979).

1.23 Another observable trend is a decline in the absolute numbers of women's participation in the labor force. The ratio of women to men declined in all categories except that of agricultural labor. Between 1911 and 1951, the proportion of women in the total work force declined from 525 to 408 per thousand males. By 1971, the ratio fell further to 210 per thousand males. The largest decrease occurred in the "cultivator" and "household industries" categories.

1.24 When a distinction is made between the public and private sectors, fully 32.5 percent of women employed in the public sector are teachers, with 24.9 percent employed as professional and technical workers. Unskilled workers constitute 18.4 percent of the female work force, while clerical and related workers constitute 11.7 percent. In the private sector, unskilled workers make up 53.3 percent, followed by 23.8 percent in production work and 10.5 percent in professional, technical, and related occupations. Professional women are therefore concentrated in the public sector, while unskilled workers represent the majority of the female work force in the private sector.

1.25 Rural/Urban Differences. A structural analysis of the female labor force reveals that women make up a lower proportion of the urban work force (18 percent) than the rural (35 percent), but their participation in the urban labor force is increasing (Sebstad, 1982). The female labor force is expected to increase the most in urban areas, but the number of job opportunities is not expected to grow correspondingly. Unemployment rates for urban women are higher than for any other group (Sebstad, 1982). A study in Ahmedabad shows that women are in the lowest paying, least secure jobs and are therefore forced to work in the informal sector, rather than in the organized wage sector (Sebstad, 1982).

1.26 Among those women engaged in the agricultural labor force, 75.7 percent are employed as "helpers" in their own household farms, while 20.5 percent work in their own right (Seal, 1981). The fact that three out of four female workers work only as "helpers" shows their low status. Moreover, evidence suggests that the average earnings of female agricultural laborers are less than those of male agricultural laborers. In rural Gujarat, for example, it was found that male-dominated agricultural tasks invariably paid better than those dominated by females (Hirway, 1972). Women from artisan families often did unskilled labor while the men performed skilled and semi-skilled jobs (Hirway, 1980). In addition, women are subject to a three to four times higher rate of seasonal unemployment than are men. This was highest in rice-producing regions where there is a long period of seasonal unemployment (Parthasarthy and Rao, 1981).

1.27 Measurement of Women's Work. The structural characteristics of the rural economy present serious conceptual and statistical problems for the measurement of employment and unemployment estimates, particularly in the case of rural women, where the difference between productive and nonproductive work in the household or on the farm is difficult to measure. Rural women have always provided the crucial labor input in subsistence production in both farm and nonfarm activities; yet the official data system, with its emphasis on "primary activity," fails to reflect the full range of women's

economic activity in agriculture, animal husbandry, and the processing, distribution, and storage of food.

1.28 The labor force participation data ignore a vast number of women in rural areas engaged as unpaid family workers, in the free collection of goods (such as fuel, fodder, and water), and in providing services (such as health care and food processing and preparation). According to the National Sample Survey for 1977-78, 43.8 million rural women aged 15 to 59 are engaged in unpaid domestic labor, while 26.6 million are engaged in the free collection of goods (Mazumdar, Acharya, and Sharma, 1979).

1.29 Women's Employment Needs. The economic contribution of women, especially among the poor, is vital to the well-being of households. The incidence of female-headed households--both de jure and de facto--may range from 20 to 50 percent, the number increasing with the degree of poverty (Sebstad, 1982; Jain, 1980, 1983). In addition, differences between male and female consumption patterns reveal that female income goes more regularly and in greater proportion to essential household purchases than male income, which may go to less essential purchases (Indian Cooperative Union, 1980). The overwhelming response of women to such schemes as the Employment Guarantee Scheme (EGS) in Maharashtra and the Food for Work Programme exposes the limitations of concepts such as "not available for work" or "not actively seeking work." The experience of EGS indicates that in low-income households women's earnings are a critical contribution to household income. The female participation rate in the EGS was 49 percent and higher (Sundar, 1981).

1.30 The draft Sixth Five-Year Plan emphasizes employment as crucial to making the goal of improving women's status a reality. A focus on women's employment is critical to arresting the decline in women's overall status. Increasing employment opportunities and earnings for rural women will help alleviate the poor economic conditions of rural families in areas where earnings may be only 2 to 4 rupees (\$0.20 to \$0.40) per day. This is particularly important if future generations are to improve their socioeconomic condition. Where family income is desperately low, children must be incorporated as part of the family income system, leaving little opportunity for schooling or skills training. Under these conditions, the lives and productive potential of future generations are undermined as well as their potential contribution to the economy.

1.31 Informal Sector Employment. Women's employment in the organized sector of the economy constitutes only 6.97 percent of the total employment of women, or 12 percent of the total labor force in this sector. Furthermore, the demand for unskilled female labor in the organized sector is decreasing (Sharma, n.d.). It is apparent from

these figures that a large majority of women work in the unorganized or informal sector, which includes the self-employed as well as those earning wages in establishments employing fewer than ten people. Women workers' concentration in the informal sector means that they enjoy no protection by labor laws and must deal with problems of highly competitive markets, low productivity as a result of lack of access to technology, and low demand for their products (Krishna Raj, 1980).

1.32 Self-employed women can be divided into three categories: home-based workers, such as bidi makers or spinners; vendors, who sell fruits, garments, and other consumer goods; and manual laborers in construction, agriculture, and industry. These self-employed women labor under several disadvantages: (1) lack of working capital, (2) lack of access to formal sources of credit, (3) exploitation by middlemen, (4) income insecurity, (5) no protection under labor laws, (6) no access to marketing information, (7) harrassment by the police, and (8) invisibility in development schemes (Dholakia, 1983). Women engaged in home-production activities, such as bidi making or lacemaking, receive wages well below the stipulated minimum wage rates. Women workers in small-scale industry are invariably paid less than men (Gambhir, 1970). Furthermore, a larger proportion of self-employed women are household heads than are women in general (Sebstad, 1982).

1.33 The low earnings and limited opportunities of women underscore the need for expanding the work of organizations that assist women to secure control of raw materials and gain access to markets and credit. Yet the limited available personnel trained in management and technical skills limits the scope of activities of these organizations. There is a growing need for access to management and technical training for women and for organizations working on behalf of women.

1.34 Women's access to training is often limited by design or simple omission. Few training facilities have hostel accommodations for women. Only rarely is the special effort made to recruit women for training programs or to design programs that allow women to receive training while meeting family responsibilities. Finally, the linkage between training and labor market opportunities for women is often tenuous.

1.35 To summarize, women, particularly poor women, play an important role in the Indian economy. They are concentrated in agricultural labor and in the informal sector, where they suffer from lack of access to credit, technology, marketing, and training. A stated GOI objective aims at expanding both wage employment and self-employment and raising women's productivity to achieve economic growth; this aim should take into account the needs of women. Various voluntary organizations visited by

the ICRW team offer successful models for increasing productivity in the agricultural and informal sectors. These models should be taken advantage of and enhanced by the management training program discussed in Sections III and IV.

Section II: Analysis of Voluntary Organizations

2.01 Our first task in defining a training plan for voluntary organizations working with poor women was to develop a framework with which to approach the range of organizations. Three types of voluntary organizations were identified: national women's organizations, grass-roots development organizations, and intermediary technical organizations. The classification of organizations into these three types is based on a number of factors: their goals, objectives, and activities; the structure and style of their management; their professional/technical resources; their access to the mainstream of development resources; and their potential to successfully expand employment and income-earning opportunities for poor women after receiving training (see Appendix A--Organizational Profiles).

National Women's Organizations

2.02 National women's organizations represent large numbers of women, though not primarily low-income women. There are at least four such organizations in India with constituencies as large as 100,000. We visited two: the All India Women's Conference (AIWC) and the Young Women's Christian Association, India (YWCA).

2.03 Originally created to press for women's rights, such as voting, legal equality in marriage, access to education, and social supports, the activities of these organizations have shifted to encompass social welfare objectives, e.g. "actions for the welfare of women and children." They have become major implementors of social welfare schemes primarily supported by the government and, more recently, have begun various production projects for women. These projects involve training women in such skills as tailoring, sewing, and fabric printing or organizing women into small groups to produce processed foods or ready-made garments. Typically, little attention is paid to the market demand for the skills or products selected and women are not provided with access to credit and other technical resources necessary to become self-employed or to establish viable forms of group employment. Sometimes the activities are successful; more often they are not. It is not surprising that few poor women take advantage of these opportunities (ISS, 1980; Mehra, 1979; Jain, 1978).

2.04 National women's organizations operate with an elected national body that sets general themes for the organization and provides support services to its members who carry out action programs at the local level. They typically have small staffs with little training or experience in administering economic projects. Action programs are, in any case, designed, supervised, and implemented by local volunteers and generally involve charity and social relief for the needy or social and cultural programs for middle-class women with leisure time.

2.05 National women's organizations have a constituency of women largely from the middle and upper-middle classes, who have a measure of social and political strength to press for women's needs. These organizations have demonstrated their ability to mobilize large numbers of women around critical issues—both women-specific problems such as dowry and non-sex-specific problems such as interreligious violence. The organizations have the power to speak for women's interests in national and international forums and have well-established access to government resources targeted for social welfare. The current National Development Plan notes that "voluntary action has a key role to play in mobilizing public support against social prejudices and...(in creating) a proper climate for the introduction of social legislation as well as for its effective implementation." Mobilization of public support may be the most significant capability these organizations currently possess.

2.06 National women's organizations, however, are limited in their ability to address the economic needs of poor women. The broad social welfare orientation of their programs makes it difficult for them to understand the economic needs of poor women. They lack clear-cut objectives for development, rather than for general welfare. The volunteer nature of their membership, drawn largely from the middle class, also severely limits their ability to competently address the needs of poor women. They generally lack the management and technical resources to plan and undertake viable projects to expand employment opportunities for poor women, particularly at the local level. They have recently begun efforts to upgrade the skills of their local members by, for example, providing workshops for their members in project planning and evaluation. However, the complex and pressing nature of economic conditions facing poor women require technical and managerial skills beyond the scope of these organizations.

Grassroots Development Organizations

2.07 Grassroots development organizations are the largest category of organizations successfully working with the rural and urban poor in general and poor women in particular. A recent study identified over one hundred organizations effectively reaching the poorest women. We visited four such organizations: the Working Women's Forum, Madras (WWF); the Self-Employed Women's Association, Ahmedabad (SEWA); the Social Work and Research Center/Tilonia, Rajasthan (SWRC); and Seva Mundir, Udaipur. .

2.08 The WWF, with a membership of over twenty-two thousand women, and SEWA, with over fourteen thousand members, assist very poor, self-employed women. Their members have occupations such as street vending, bidi rolling, handicraft making, sorting, and headloading. WWF and SEWA organize women by occupational groups, develop local leadership from within the groups, and establish programs to address the economic and social problems of the women and their communities. Through their programs, women gain access to credit, training, and technical and marketing assistance, as well as legal aid and social services. These organizations have succeeded in helping women substantially increase their incomes; they also act as liaisons between local groups and government officials and have helped improve the legal position of self-employed women workers.

2.09 The SWRC and Seva Mundir operate with broader, community-oriented programs for the rural poor in specific local areas, reaching populations of thirty thousand or more. Their primary goal is to enable the poor to improve their own economic and social positions. These organizations provide access to essential services and expertise in matters concerning health, water, education, credit, production, marketing, and legal aid, as well as developing local human resources through skills training and leadership development. In the past few years, they have recognized the essential role women must play in this process and have initiated special programs to provide income-earning opportunities for women and develop their community participation and leadership skills.

2.10 These grassroots organizations have specific objectives related to the economic needs of the poor. Each organization designs and manages its programs in partnership with the local participants. Their approach, which has met with varied success, is to combine professional expertise in specialized, technical fields with the development of technical skills on the part of local staff. They draw heavily from local resources, regularly conduct leadership and skills training to develop new resources and capabilities, and work with local populations to identify problems and potential

solutions. The organizations have helped poor women increase productivity, raise incomes, generate new employment opportunities, and develop leadership skills. Their programs have been replicated in other areas or by enabling others to begin similar programs and adapt their methodologies.

2.11 The expertise of grassroots organizations in working with, training, and organizing poor women around economic development concerns can be drawn upon and enhanced. However, to develop fully the approach of combining specialized technical expertise with local skills, these organizations need resources and training to enhance their in-house capacity for working with local leaders and members. A constraint shared by the grassroots organizations is the limited availability of technical and financial resources. While each organization has developed by necessity some expertise in planning, management, project design, and evaluation, this expertise can be upgraded with training. In addition to more advanced training in management and planning, expertise in specialized areas--such as the purchase of raw materials, new production methods and technologies, product design, marketing, and accounting--becomes critical if these organizations are to provide adequate support and training for the poor.

2.12 Furthermore, the access organizations have to financial and technical support from government and international agencies may also be improved through training. A necessary, though not sufficient, requirement for gaining access to external support is the ability of an organization to prepare specific project plans, to anticipate requirements for management, and to monitor and evaluate its programs. Training that improves an organization's capabilities in these areas will increase the likelihood of securing such support. In general, the more effectively organizations are able to design, implement, and evaluate projects, the better able they should be to meet the requirements for support from government and international agencies.

2.13 In some cases, government agencies have simply transferred to voluntary organizations the responsibility for delivering services to the poor. Linkages between government agencies and voluntary organizations should be developed, however, to provide a forum for exchange of skills and experience. Seva Mundir, for example, is assisting state and local government officials in developing more effective methods of reaching poor women. In another case, the director of SWRC has recently become a member of the National Planning Commission representing the voluntary sector. The training provided to these voluntary organizations, which helps them use their time and resources more efficiently, should facilitate their participation in an active partnership with the government.

2.14 Both national women's organizations and grassroots organizations could benefit from training in program management. Several organizations identified financial management and project planning and evaluation as problem areas. Few organizations had a detailed plan for the coming year that would anticipate the managerial, financial, and staffing needs for the organization as a whole.

2.15 The areas of staffing needs and staff development had both negative and positive aspects. Virtually all organizations exhibited high levels of motivation and commitment by their staffs. Staff capacity was often stretched to the limit and all organizations indicated specific areas of staff shortage; yet plans and programs for development and training of additional staff were rare. The workloads of current staff permit little time for training, and the lack of resources for staff development produces a vicious cycle of overwork, loss of personnel, and further shortages. Staff development training would help increase staff effectiveness, develop new areas of expertise, and minimize staff shortages.

Intermediary Technical Institutions

2.16 Intermediary technical institutions have perhaps the most potential to ultimately extend services and technical resources to poor women. Very broadly defined, this category includes those institutions most clearly in the mainstream of the development process--those that provide skills training in specialized fields; deliver credit, technical assistance, and other productive services; undertake research; and develop new technologies. We visited six such organizations, including the Centre for Women's Development Studies (CWDS); the Institute for Social Studies Trust (ISST); the Research Unit on Women's Studies (RUWS) of the S.N.D.T. Women's University, Bombay; the Agricultural Institute in Koshbad Hills, Thane District, Maharashtra; the Institute of Engineering and Rural Technology, Allahabad; and the Indian Institute of Management, Ahmedabad (IIM). The primary thrust of these organizations is not action per se, although they may undertake some project activities or assist other organizations working directly with the poor. Their main purpose is the development and dissemination of technical expertise in specialized fields.

2.17 Three of the institutions--the CWDS, ISST, and RUWS--whose primary expertise is in the social sciences are specifically geared to integrating women into the development process and therefore undertake research, policy analysis, and action programs that address the needs of women generally and poor women in particular. They are small but growing institutions, faced with limited financial and staff resources. Nevertheless, recognition of their work has increased significantly in the recent past, as evidenced by their participation in national planning forums as well as by the number of local, state, national, and international agencies that draw on their expertise in action programs involving women. They are an important resource for project-related research, design, and evaluation assistance and are able to provide training to organizations in certain specialized areas. They can also play an important role in researching, documenting, and analyzing efforts to expand the economic opportunities of low-income women or women, thus ensuring that this experience is transferred beyond the scope of a specific project or organization.

2.18 In contrast, the other intermediary technical institutions (AI, IERT, and IIM) are large, well-established institutions. Their expertise is in fields such as agriculture, rural technology, management, and enterprise development. These institutions have a diverse range of resources and programs, combining teaching/training programs with specialized research and technical assistance activities. They are generally well supported both financially and technically and enjoy high status in their respective fields.

2.19 On the whole, however, these institutions have done little to make their services and expertise directly available to poor women or to organizations working with poor women. Institutions with action programs for the poor, such as AI and IERT often target women for social welfare and home management programs or train small numbers of women in sewing, spinning, or other "suitable" skills from which they may or may not be able to earn some income, depending on the ability and interest of the institution in securing materials and markets. In activities such as agricultural extension and cooperative development, even when these institutions recognize the vital productive roles played by women, their programs do not target women to receive the technical training or gain access to technology and credit resources appropriate to those roles. Instead, they receive "women-appropriate" training in home science.

2.20 Nevertheless, intermediary technical institutions ultimately have the greatest potential to provide training and other technical support to expand employment and income opportunities for women. They represent the primary resources in those economic sectors in which women are most active. They have the expertise, technical resources, and experience needed for the expansion of economic opportunities and productivity in agriculture and agro-industries, development of new technologies, management, marketing, and enterprise development.

2.21 The problem, however, is the access poor women and the organizations who work with poor women have to the resources and expertise of these intermediary technical institutions. A variety of factors, conceptual and structural, typically act to limit women's access to these institutions (ICRW 1980). For example, in one project visited, women were left out of training in tree grafting and nursery production because of assumptions project staff made regarding appropriate and desirable roles for women in the family farm. Women's access might be improved by better orienting these institutions to the productive roles of women and by identifying for them examples of effective strategies for reaching women with productive resources and services.

2.22 In other cases, an institution may lack facilities such as women's hostels or experience in working with women and be reluctant or unable to accommodate women in its program. Incentives might be provided for these institutions to make their services more readily available to organizations working with poor women and to poor women themselves. Contracting an institution to design and carry out a special training course may provide the necessary experience in tailoring programs to fit the educational and professional backgrounds of women from these voluntary organizations. What these institutions may need to improve women's access to their programs, therefore, is not training per se, but rather the appropriate orientation and experience.

2.23 The problem may also be the limited availability of information regarding training and other services provided through these technical institutions. Voluntary organizations working with women are sometimes unaware of training and other services available and may not know the necessary channels to secure access to them. Providing voluntary organizations with better information may effectively increase their utilization of available training opportunities and other productive services.

Training Needs

2.24 Each of the three types of organizations represents a potentially important resource with regard to expanding the economic opportunities of poor women that can be enhanced by means of appropriate development and management training. The national women's organizations, though not primarily focused on economic projects for women, are well connected to government programs and resources, particularly those related to social services. These organizations most closely parallel the approach and services for women provided under other government programs. If these organizations are to assist in meeting the economic needs of poor women, they must first be reoriented from a welfare to a development approach to poor women. Then the technical expertise required to successfully carry out a program must be developed. Once successful methods have been developed to reorient the national women's organizations, this experience could be applied to help redirect government programs.

2.25 Grassroots development organizations have developed effective methods and programs to address the economic needs of large numbers of poor women. Training in management and project design can enable them to further refine and expand their activities as well as develop more effective planning and management capabilities within their staffs. Training in technical areas will give them with the expertise necessary for providing adequate support to the economic activities of women and to transfer needed technical skills to women themselves. As organizations become better equipped to expand their own programs, they may be able to more actively transfer their experience to other voluntary organizations and to government programs.

2.26 Intermediary technical organizations are those that hold the greatest potential for providing productive services to the poor--training, technical assistance, development and transfer of new technologies and production methods, and access to credit. What is needed is better access to the resources and expertise of these organizations so as to enhance the economic opportunities of poor women and to provide support for those organizations working directly with poor women. Special efforts are needed to identify the factors that limit this access. Problems may be related to a number of factors, such as lack of housing for women or educational requirements and courses designed for those with a higher level of education than that of potential women trainees. In addition, the economic activities and needs of poor women may not be explicitly recognized or incorporated into the plans for delivering productive services to the poor. These institutions need to improve women's access to their programs. It is not

through training that this will be accomplished but rather through a shift in their orientation and through experience in working with poor women.

Table 2.1 summarizes the main training needs of the three types of organizations.

**TABLE 2.1
TRAINING NEEDS FOR ORGANIZATIONAL DEVELOPMENT**

| <u>Category of Organization</u> | <u>Needs</u> |
|---------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| National Women's | <ol style="list-style-type: none"> 1. Reorientation from a social welfare to an economic developmental approach to poor women. 2. Development of management and project planning capabilities. 3. Technical and professional skills. |
| Grassroots Development | <ol style="list-style-type: none"> 1. More expertise in project development and planning, management and evaluation. 2. Additional technical skills for current activities and new program areas. 3. Support for expanded management and leadership training of local staff and members. 4. More expertise in project preparation to meet requirements for government and international support. |
| Intermediary Technical | <ol style="list-style-type: none"> 1. Orientation to poor women's economic needs and activities. 2. Experience in providing training and other technical support services to organizations working on the economic needs of poor women. |

Section III: Training Plan

Introduction

3.01 Before outlining specific recommendations for training, several caveats regarding the field work seem in order. Recognizing that the organizations we visited do not necessarily represent the full range of voluntary organizations working on the economic needs of poor women and, further, that time allowed for only a "snapshot" of each organization, we nevertheless believe our findings represent common features and needs of a wide range of voluntary organizations.

3.02 The process of assessing organizations mainly on the basis of their self-evaluations proved to be an effective and efficient means of gathering information. More important, it proved to be a useful exercise for the organizations themselves. It stimulated them to recognize specific areas of weakness in management, planning, and project evaluation as well as to identify needs for more technical expertise in areas in which their programs were expanding. Grassroots organizations, in particular, were able to outline the specific limitations they faced in expanding their programs that training would help them overcome. On the basis of our questions, the intermediary technical institutions began an assessment of the inclusion of women in their programs, and pointed to areas where the integration of women was lacking.

3.03 Clearly, the participation of organizations selected to receive training is essential in actually planning and carrying out a successful training program. Unlike planning for a department in a government bureaucracy that has a comparatively stable environment and financial support, these voluntary organizations work largely without external support and operate with small staffs, and limited technical and financial resources. Plans must be tailored to the specific needs, schedules, and programs of each organization.

3.04 Given the limited resources of most organizations, it is not surprising that nearly every organization we visited expressed a clear interest in receiving training support that can be made available through an AID training program. What is significant, however, is the degree of cooperation and thoughtfulness with which most of these groups, particularly the grassroots development organizations, approached the issue. Their experience, ideas, and resources should be drawn upon to undertake an effective training effort.

3.05 In conclusion, two issues raised by government representatives in our final discussions are noteworthy in designing a training plan. First, concern was expressed that any training program for women undertaken with USAID support must be concentrated in order to be "successful." The objective should be to develop models for training and organizational development that can then be replicated throughout India. Second, cooperation between the government and the voluntary sector is deemed essential to the success of both, and thus strengthening this linkage should clearly be one objective of this program.

.....

3.06 Given the training needs of the voluntary organizations as well as the concerns of government, a training program to strengthen voluntary organizations supporting employment and income-generation programs for women should:

1. enhance the managerial and technical capabilities of selected voluntary organizations in addressing the employment and income-enhancement needs of poor women;
2. strengthen the linkages between the voluntary organizations working with women and governmental programs instituted to improve the employment conditions and opportunities of the poor; and
3. institutionalize the capabilities to deliver training and other technical services in support of women's economic activities and needs.

3.07 In the following pages, the elements necessary to plan and undertake an effective training program are presented. First, the specific training needs identified by the organizational analysis in Section II are addressed in terms of six training components: management, project design, technical skills, nonformal management and leadership, orientation, and interorganizational cooperation. Second, priorities for training are outlined for selecting between alternatives that can be supported. The recommendations present an overall framework for the training project and suggest year-by-year guidelines; general cost estimates are also included. Section IV of the report specifies the tasks necessary to implement a training program and identifies many of the risks associated with the design, implementation, and outcome of the project.

Training Components

3.08 Management training is designed to provide middle-level personnel with managerial skills in areas such as general management, administration, financial planning, management of cooperatives and credit societies, and personnel planning. The purpose of this component is to strengthen managerial and project-oriented capabilities. Many organizations are actively expanding existing activities and initiating new projects and need trained personnel to plan and manage their programs as they increase in both size and complexity. Special attention should be given to the development of curricula appropriate for the management needs of voluntary organizations. An important consideration is that the middle-level staff members of many of these organizations have learned through experience and commitment; they may not have the level of formal education or training often required of managers in such responsible positions.

3.09 Since most organizations operate with very limited staffs, personnel cannot be released for long periods of time. Courses in the initial year should be designed to fit into the limited time available. They can be conducted in increments over time or can be intensive short-term workshops. In the second and third years, when organizations have longer lead times to plan for staff development, longer term training may be useful to allow for more in-depth training as well as to provide local staff with a wider perspective on their organizations' program activities. Training should be available in India, preferably in the local area and may be provided by various intermediary technical institutions.

3.10 Project design, monitoring, and evaluation training is designed to help organizations identify, plan, and carry through new project activities more effectively. It should equip them with the knowledge and experience to improve their linkage to government programs and government resources. It should be aimed primarily at middle-level staff, who can then become trainers and provide to other staff and local members project-related training in a more simplified form. Training should combine elements of management and research tools. It should also provide orientation to resources and services available through government and nongovernment resources such as those provided by the National Dairy Development Board (NDDB) or the Khadi and Village Industries Board (KVIB) and the requirements and procedures for accessing them. It may be worthwhile to find "mainstream" programs for project design and evaluation, perhaps provided by such institutions as KVIB and the NDDB.

3.11 Specialized training in project design, monitoring, and evaluation specific to programs for women drawn from the international experience in this field would be useful to provide to a few selected individuals (perhaps five during the three-year program). This cadre of trained persons can then serve as a special resource for voluntary organizations and government programs aimed at expanding employment opportunities of poor women. This women-specialized training would be provided through institutions in the United States or elsewhere, drawing on the wealth of experience from projects targeted to low-income women worldwide. Examples of institutions that could provide appropriate training include the Center for Development and Population Activities (CEDPA) or the International Center for Research on Women (ICRW). Both are located in Washington, D.C.

3.12 Technical skills training will provide selected organizations with the opportunity to receive specialized technical training. The training will fall into two main categories: productive support skills (such as business accounting, purchase of raw materials, product design, and marketing) and sector-specific technical skills (such as dairying, handicrafts, agriculture, forestry, and nursery preparation). With this specialized training, personnel can provide the technical expertise to successfully expand current activities and to introduce new technical areas such as social forestry.

3.13 In addition, trained staff members can train other staff and local members and provide women with the skills necessary to more effectively undertake their economic activities. Providing such specialized training to those working with poor women, who are themselves primarily women, will also expand the pool of people with the technical skills to work in rural and urban development projects. This, in turn, addresses the problem expressed by several government officials regarding the lack of technically qualified women who can participate in rural development programs.

3.14 This kind of technical training is available in India; sometimes organizations themselves know where to locate such training. However, problems such as lack of housing facilities for women or timing conflicts may limit the participation of staff members in current training programs. Special efforts should be made, first, to identify the specific factors which limit access to existing training programs and second, to find a means of increasing the utilization of such programs, rather than merely creating new programs specifically for women. (See Appendix B for scope of work to scan training resources). Nevertheless, there may be instances in which the most effective strategy would be to develop special programs aimed at the staff of selected voluntary organizations.

3.15 Nonformal management and leadership training is an area in which most voluntary organizations indicated a clear need to expand their programs. It would include training group leaders in areas such as management, community participation, needs assessment, credit management, and marketing. This nonformal training would be provided by the organizations' own staff, who already have the needed technical expertise or have been trained under in other components of this project.

3.16 Most organizations have expertise in providing training to local group leaders and can readily identify areas in which training will help improve the technical skills of local members. However, they lack the financial resources to provide such training. Outside assistance in areas such as curriculum design, development and use of visual aids, or adaption and simplification of various management and accounting techniques may be needed to develop the in-house capabilities of these organizations to provide training. This component would enable organizations to provide additional training and to expand their training capabilities. Organizations with effective training programs could then be contracted to develop and refine their training curriculum, materials, and methodologies for use by others. This component is considered to be essential and complementary to the first three components.

3.17 Orientation training is designed to help overcome the gap in conceptualizing and integrating an economic focus on women into the design and implementation of programs aimed at the poor in general and women in particular. This training has three primary target groups: (a) voluntary organizations, to reorient those with a social welfare approach to women to a developmental approach; (b) intermediary technical institutions, to orient selected institutions to the economic needs and roles of poor women; and (c) government officials, to make those officials responsible for employment and income-generation programs for the poor aware of the economic roles of poor women.

3.18 This component can be undertaken as a series of specialized seminars, workshops, and planning sessions. The contents of the programs would necessarily be tailored to the specific target groups. Women-oriented intermediary organizations may be the most appropriate resource for developing this aspect of the training program. The ISST, for example, has experience in designing and conducting orientation seminars for national, state, and local government officials. Programs have focused on project design and evaluation as well as policy implications of integrating women into area development plans.

3.19 Interorganizational cooperation is designed to draw together the expertise and insights of various organizations and government programs that work with poor women. It would involve two complementary strategies. The first approach would target voluntary organizations themselves. A forum, perhaps a workshop series, would be established to promote exchange and cooperation among selected voluntary organizations. It would facilitate discussion on commonly held concerns and could lead to an interorganizational sharing of training resources such as expertise, curricula, and materials. To be successful, the specific objectives for such a forum should be clearly defined and agreed upon by the participating organizations. Participation of some government officials may be appropriate in selected segments of such a program.

3.20 The second strategy involves special programs which would promote cooperation between the voluntary sector and the government. This could take several forms--joint programs to train field staff of government and voluntary organizations--or the training of government field workers by voluntary organizations. A number of the grassroots organizations already undertake such activities and their experience can provide the basis for developing new programs in this area. Programs could be arranged on a statewide or area basis and could involve organizations and officials from various parts of India providing similar types of assistance to poor women. A training program for government officials and voluntary organizations working with women in Rajasthan, in which Seva Mundir is a key member, could provide one model for this type of cooperative activity. The specific objectives and contents of this component would need further exploration and development with those likely to be involved.

The six main components recommended for the training program include:

| <u>Training Component</u> | <u>Target Group</u> |
|-------------------------------|---------------------------------------------------------|
| 1. Management | Middle-level staff |
| 2. Project Preparation | Middle- and junior-level staff |
| 3. Technical Skills | Middle- and junior-level staff |
| 4. Nonformal Management | Local leaders and members |
| 5. Orientation Seminars | Senior- and middle-level staff and government officials |
| 6. Interorganization Exchange | Senior- and middle-level staff and government officials |

3.21 Voluntary organizations are an important potential resource to enhance and expand the employment and income-earning opportunities of poor women (various types of organizations having different potentials to act on these concerns). In general, the training components outlined above can help develop the potential of the voluntary organizations by enabling them to build on their strengths and experience. Without such assistance, organizations will undoubtedly continue their programs, but resources and efforts that could help expand the economic opportunities of low-income women will continue to be underutilized and many technical resources necessary for enhancing the economic conditions of poor women will remain largely inaccessible. The expected results of providing training for organizational development are briefly outlined in Table 3.1.

TABLE 3.1
With and Without Training for Organizational Development

| <u>Training Component</u> | <u>Without Training</u> | <u>With Training</u> |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| I. <u>Management/Project Training</u> - Gen. Management - Management of Cooperatives - Fin. Planning - Accounting and Credit - Administration | a) Difficulty in organizing and marketing products b) Socioeconomic participation (SEP) projects lack clear definition c) Failure to meet full demand for services d) Inability to operate cooperatives as financially viable ventures | a) Improved marketing, market surveys, product design and financial returns from SEP products b) More well-prepared SEP projects c) Expansion of PVOs to provide for needs of more women d) Establishment and management of production cooperatives in economic bases |
| II. <u>Project Implementation, Monitoring and Evaluation</u> | a) Lack of coordination and feedback in implementation b) Failure to develop project design evaluation skills of local personnel c) Inability to "learn" from new experiences | a) Effective coordination among various participating agencies b) More Indian social scientists trained in project design and evaluation for women's socioeconomic participation c) Increase access to government resources |

III. Technical Skills Training

- Irrigation
- Social Forestry
- Agro-Industry
- Instructor training

- a) Low participation of women in rural development projects
- b) lack of female project managers for rural projects
- c) lack of instructors to train women participants in SEP projects

- a) Women trained for participation in rural development areas, i.e., irrigation, social forestry
- b) Adequate numbers of instructors to provide training for women in additional skill areas

IV. Non-Formal Management/Leadership Training

- Community leadership
- Basic literacy for marketing
- Community project planning
- Social forestry and irrigation

- a) Lack of management and marketing skills among grassroots group leaders in SEP activities
- b) Shortage of group leaders for adequate rural project implementation
- c) Lack of participant involvement in project preparation and design.

- a) Development of management and marketing needed for financially viable SEP projects
- b) Availability of group leaders for successful involvement in rural development projects and mobilization of more women.
- c) Objections of skeptics regarding effectiveness of women in rural projects decline.
- d) Additional SEP projects proposed and developed by grassroots participants.

V. Orientation Training

- a) Reluctance of officials to incorporate women in project designs and implementation
- b) Lack of awareness of women's potential and the importance of including women to successfully implement rural projects.

- a) Objections of officials and real problems with involvement of women are discussed and solutions developed.
- b) Government personnel become more sensitive to the needs as well as the potential contribution of women in rural development.

VI. Interorganization Workshops

- a) PVOs continue to work in relative isolation unaware of common problems and solutions that could be shared.
- b) Uncoordinated duplication and overlap among PVOs.

- a) PVOs begin to coordinate their activities and share common experiences and solutions to common problems.
- b) Cross fertilization of ideas and cooperative training.

Priorities for Training

3.22 Completing a realistic plan for training will require that a number of decisions be taken by USAID in conjunction with the government and in consultation with the voluntary organizations. The primary issue involves defining the specific priorities and scale of a training program that both USAID and GOI are willing and able to support. How complex a program can be managed and by whom? What participation by GOI officials is required to successfully carry out the project? These considerations are both difficult for external observers to judge and are outside the ICRW team's scope of work. Nevertheless, they may, in fact, be the most crucial element in the design and successful implementation of a training program.

3.23 The three categories of organizations and the training components identified earlier present a variety of alternatives for support under this training project. Each will have a different expected outcome and likely impact in supporting the economic needs and activities of poor women. With these considerations in mind, the following recommendations are outlined.

3.24 Grassroots development organizations should receive the bulk of support under this training project. They present the best overall category for investment to directly improve programs currently reaching poor women with support for their economic activities. The objective should be both to develop their capabilities and to transfer their experience to other organizations and government programs.

3.25 Intermediary technical organizations should be included on an experimental basis. They possess specialized expertise and resources in areas that are significant for expanding economic opportunities of poor women, although women's access to these resources appears limited by a number of factors. The objective should be to orient a selected group of these organizations to the economic needs and activities of poor women and to provide them the incentives and experience of extending productive services to women. A systematic review of training resources should help determine selection of institutions and provide a guide to available training opportunities.

3.26 Government programs should draw from the experience of voluntary organizations working with poor women. Efforts are needed to orient government officials to the economic roles and needs of women and to identify successful strategies for incorporating women into the design and implementation of projects. Cooperative training between voluntary organizations and government officials can be a useful strategy in improving women's access to government-supported programs.

3.27 National women's organizations could be included, but efforts should be on a small scale. These organizations require significant investment both to reorient their programs and develop the technical capabilities necessary to address the economic needs of poor women. Since it is unclear that this investment will result in more successful economic programs for low-income women, the objective should be to undertake efforts on an experimental basis. If reorientation proves successful after careful evaluation, training can be provided to develop technical capabilities.

3.28 The main criteria for selecting organizations should be to focus on those that currently function well and that can readily identify and plan for their own training needs. This is particularly important in the first year of the project to help ensure that planning and implementation of the training activities will begin rapidly and that benefits from the training will be apparent in the activities of the organizations. It may be useful to concentrate training in a specific region of the country or in areas where AID's other projects are concentrated. The main criterion should remain, however, selection of organizations that are most capable of successfully planning for and utilizing the assistance they receive.

3.29 Thirty to forty voluntary organizations should be included in the project over a three-year period. The project can begin with ten to fourteen organizations and gradually expand its outreach over the three years of the project. During the first year, the project should draw from the experience of a few selected organizations and then build from the successful management of training activities. This allows for an evolutionary development of the project design and management over three years, which should result in an increase in trained staff members and enhanced training capabilities. Experiments with various components such as orientation seminars for intermediary institutions and government officials, and exploration of cooperative training strategies between voluntary organizations and government programs could begin gradually.

3.30 The project should help develop models for organizational training and development. Concentration on thirty to forty organizations should allow for the development of training models, but avoid the common pitfalls of many training projects. When too few organizations are supported intensively, the models that are developed can not be replicated because of the excessive level of investment required. On the other hand, when too little support is provided to too many organizations, no organization receives adequate support to develop and test model training activities.

3.31 The evolutionary nature of the project requires guidelines for setting priorities during its three-year course. Recommended targets are identified in Tables 3.2, 3.3, and 3.4. They are organized on an annual basis according to three objectives:

1. developing capabilities of selected voluntary organizations,
2. strengthening the linkage between voluntary organizations and government programs, and
3. institutionalizing appropriate training capabilities.

Primary targets are identified by a "P" under each organizational category. Secondary targets, indicated by an "S," include experimental activities as well as continuing support for components already underway.

TABLE 3.2
FIRST-YEAR PRIORITIES

| <u>Objective</u> | <u>Natl</u> | <u>Grss</u> | <u>Intm</u> | <u>Govt</u> |
|---------------------------------------------|-------------|-------------|-------------|-------------|
| I. Develop Capabilities of Voluntary Org. | | | | |
| A. Management | | P | | |
| B. Technical | | P | | |
| C. Orientation to Women's Economic Roles | S | | P | S |
| II. Strengthen Links Between Org. and Govt. | | | | |
| A. Project Design | | P | | |
| B. Cooperative Training | | S | S | S |
| III. Institutionalize Training Capabilities | | | | |
| A. Curricula and Materials | | S | S | |
| B. Pilot Training Programs | S | | S | |
| Number of Organizations Included | 2 | 8 | 2 | 2 |

3.32 In the first year, the primary target should be training for grassroots organizations to enhance their managerial and technical capabilities and strengthen their expertise in project design and evaluation. Approximately eight such organizations would be included. Another primary target should be to develop the interest and access to resources of selected (two to three) intermediary technical organizations. Experimental efforts would begin to reorient the national women's organizations, intermediary technical institutions, and government programs to an economic development approach to poor women. During the first half of the year, various alternatives for cooperative training, curriculum development, and pilot training should be explored and developed.

TABLE 3.3
SECOND-YEAR PRIORITIES

| <u>Objective</u> | <u>Natl</u> | <u>Grss</u> | <u>Intm</u> | <u>Govt</u> |
|---------------------------------------------|-------------|-------------|-------------|-------------|
| I. Develop Capabilities of Voluntary Org. | | | | |
| A. Management | P | S | | |
| B. Technical | | S | | |
| C. Orientation to Women's Economic Roles | S | | S | S |
| II. Strengthen Links Between Org. and Govt. | | | | |
| A. Project Design | | P | P | P |
| B. Cooperative Training | | P | P | P |
| III. Institutionalize Training Capabilities | | | | |
| A. Curricula and Materials | | P | P | |
| B. Pilot Training Programs | S | P | P | S |
| Number of Organizations Included | 2 | 18 | 4 | 4 |

3.33 Support for grassroots organizations included in first year activities should continue and approximately ten new grassroots organizations should be included in the second year. Increasingly, more emphasis should be given by the organizations to the development of training curricula, materials, and methods which can be adapted for use by others working with poor women. Experiments with cooperative training and pilot training programs among the grassroots organizations and between grassroots organizations, technical institutions, and government programs should be expanded.

3.34 As orientation training proves successful in helping national women's organizations, selected intermediary institutions, and government programs better conceptualize and integrate an economic focus on poor women into their programs, these activities should be continued and expanded. Once national women's organizations are better attuned to the economic problems and needs of poor women, training can be provided to develop the managerial and technical expertise they need to successfully carry out new programs. Intermediary institutions should be supported in the development of pilot training programs, curricula, and materials. Cooperative training activities should be carried out between the grassroots organizations, intermediary institutions, and selected government programs. The aim should be to stimulate exchange between them, but, more significant, "model" training programs should emerge from these experimental effects.

TABLE 3.4
THIRD-YEAR PRIORITIES

| <u>Objective</u> | <u>Natl</u> | <u>Grss</u> | <u>Intm</u> | <u>Govt</u> |
|---------------------------------------------------------------------|-------------|-------------|-------------|-------------|
| I. Develop Capabilities of Voluntary Org. | | | | |
| A. Management | P | S | | |
| B. Technical | S | S | | |
| C. Orientation to Women's Economic Roles | S | | S | S |
| II. Strengthen Linkages Between Organizations and Government | | | | |
| A. Project Design | P | P | P | P |
| B. Cooperative Training | | P | P | P |
| III. Institutionalize Training Capabilities | | | | |
| A. Curriculum and Materials | | P | P | |
| B. Pilot Training Programs | S | P | P | P |
| Number of Organizations Included | 2 | 28 | 6 | 4 |

3.35 By the third year, up to thirty grassroots organizations, six intermediary institutions, several government programs, and two national women's organizations will be included in the training activities. The trained staff members of the organizations will have expertise in the managerial and technical areas needed to successfully plan for, build on, and expand the programs directed to the economic needs of poor women. Training specifically oriented to improving capabilities in project design, monitoring, and evaluation will be provided to a wide number of organizations. In addition, selected grassroots organizations and intermediary institutions will have curricula, materials, and methods developed for training in nonformal management, leadership, and selected technical areas. Programs and materials will be available to other organizations. Cooperative training between grassroots organizations and selected intermediary institutions and government programs will be developed and training programs actively in place. Activities directed at the national women's organizations should now include continued support for orientation training and expanded training for staff and members in needed management skills as well as special technical fields. Pilot training programs should emerge from the success of earlier experiments.

3.36 Estimates for the first-year costs and numbers of persons trained are outlined in Table 3.5. This provides a sense of the anticipated size and scope of activities. Estimates of the total cost for the proposed training activities are outlined in Table 3.6. Cost projections are very rough estimates based, in part, on figures of approximate costs for training provided by several of the organizations visited and, in part, on general costs in India for salary and facilities. The specific costs, as well as the allocation between line items, may vary once the actual plans are finalized for training. Nevertheless, these figures provide a starting point and are designed to indicate the approximate scale which seems appropriate to address the project objectives.

TABLE 3.5
FIRST-YEAR COST ESTIMATES

| <u>General Components</u> | <u>Cost</u> | <u>Trained</u> |
|---------------------------------------------------------------------------------------------|------------------|----------------|
| Training Priorities | | |
| I. Management Middle level @ \$750 each | \$37,500 | 50 |
| II. Project Planning & Management Middle level @ \$500 each Specialist @ \$5,000 each | 25,000 10,000 | 50 2 |
| III. Technical Skills Trainers @ \$400 each | 48,000 | 120 |
| IV. Nonformal Management 8 Organizations @ \$18,000 4 Organizations @ \$8,000 | 176,000 | 2,000 |
| V. Orientation Training Senior level @ \$350 each | 35,000 | 100 |
| VI. Interorganizational Exchange Senior/Middle level @ \$350 ea | 35,000 | 100 |
| Other Program Costs | | |
| VII. Curricula/Materials | 25,000 | - |
| VIII. Training Resource Scan | 15,000 | - |
| IX. Technical Assistance National International | 20,000 15,000 | - - |
| <u>Total</u> | <u>\$441,500</u> | <u>2,422</u> |

TABLE 3.6
THREE-YEAR COST ESTIMATES

| <u>General Components</u> | <u>Three-Year Cost</u> | <u>Trainees</u> | <u>Cost/ Trainee</u> |
|-----------------------------------|------------------------|-----------------|--------------------------|
| Training Components | | | |
| I. Management | \$225,000 | 300 | \$750 |
| II. Project Planning & Management | 100,000 | 205 | \$488 |
| III. Technical Skills | 200,000 | 500 | \$400 |
| IV. Nonformal Management | 780,000 | 9,000 | \$88 |
| V. Orientation Training | 122,500 | 350 | \$350 |
| VI. Interorganizational Exchange | 122,500 | 350 | - |
| Other Program Costs | | | |
| VII. Curricula/Materials | 150,000 | - | - |
| VIII. Training Resource Scan | 15,000 | - | - |
| IX. Technical Assistance | 105,000 | - | - |
| <u>Total</u> | <u>\$1,820,000</u> | <u>10,705</u> | <u>\$170</u> |

3.37 The total estimated cost for the proposed three-year training program is roughly \$1.8 million. This provides training for over 10,000 participants including the staff of voluntary organizations and intermediary technical institutions, grassroots community leaders and local women members, and government officials and field workers. The average cost per trainee is \$170 (which includes all program costs). In addition to increasing the expertise of participants themselves, curricula and materials for training would be developed, and a guide to existing training resources in management and technical fields of importance for women would be produced.

3.38 The training program outlined proposes a framework to support institutional development in two directions--vertically, by developing the capabilities and technical expertise of organizations working with poor women and horizontally, by developing a network for exchange and collaboration between private and public sector organizations working in critical areas for poor women's economic opportunities. The three-year training program is designed as a process wherein activities and methods are explored and developed, and successful activities are expanded and built upon. A brief summary of the overall project is given below.

PROJECT SUMMARY
TRAINING PLAN FOR ORGANIZATIONAL DEVELOPMENT

PURPOSE: To strengthen the management and technical capabilities of voluntary organizations and government programs that aim to enhance or expand employment and income-generation opportunities for poor women.

THREE-YEAR OBJECTIVES:

1. To enhance the institutional capabilities of approximately 30 to 40 voluntary organizations. Primary emphasis should be on grassroots development organizations with established programs on poor women's economic needs. Training should enable organizations to enhance the effectiveness of economic activities in their current programs and to expand the outreach of and/or enter into new income and employment-related activities.

2. To strengthen the linkages between voluntary organizations working with poor women and government programs. Primary emphasis should be on enabling voluntary organizations to gain more effective access to government resources to improve the income-generation and employment opportunities of the poor through training in project planning and management and to encourage cooperative exchange between organizations and government officials.

3. To institutionalize the training capabilities to meet women's economic needs. Primary emphasis should be on developing curricula, methods, and materials within voluntary organizations that provide employment and income-related training to their members and within selected intermediary institutions to provide technical training to voluntary organizations and government programs supporting economic programs for poor women.

DIRECT OUTCOMES EXPECTED:

| <u>1. Persons trained</u> | <u>Level</u> | <u>No.</u> |
|----------------------------------------------------------|-----------------------|------------|
| Management | Middle | 300 |
| Project Preparation | Middle/junior | 200 |
| Technical Skills | Middle/junior | 500 |
| Nonformal Management Training | Local leaders/members | 9,000 |
| Orientation | Senior/middle | 350 |
| Interorganizational Exchange | Senior/middle/junior | 350 |
| Total Number of Trainees (Organizations included: 40) | | 10,705 |
| | | |
| <u>2. Curriculum, materials, and methods developed</u> | | |
| | | |
| <u>3. Guide to training resources completed</u> | | |
| | | |
| <u>4. New expertise in women and project evaluation</u> | | |

ESTIMATED PROJECT COSTS: Between \$1.5 to \$ 1.8 million over a three-year period.

Section IV: Strategy for Action

Implementation Tasks

4.01 The initial months of the project will be of considerable importance in determining the success of the project. During this time the project work plan, as well as the project structure and implementational segments, priorities, and schedule will be developed. Careful preparatory work during this stage will greatly affect the project's ultimate impact. In this section we have identified key tasks that must be accomplished during the initial phase. We have also provided some indication of the deadlines for their completion.

4.02 One of the first tasks is to carry out a survey of training institutions. Before training can be initiated one must have a clear idea of available training resources. In order to accomplish this we recommend that a survey of available training programs and institutions in selected area(s) such as the states of Maharashtra, Gujarat, Tamil Nadu, and Rajasthan, be initiated in order to determine the nature, quality and availability of training resources in these locations. The survey would seek to analyze the resources in regard to the following variables: specific courses and curriculum, training capacity, effectiveness and quality of training, sensitivity of training institution and instructors to women-and-development issues, availability of support facilities (for example, hostels and child care), accessibility with regard to transportation, appropriateness of training materials, and cost per participant.

4.03 A second task is the selection of organizations that will be included in the first year program. In selecting organizations, we recommend that primary emphasis be given to those that have a successful program record, proven systems of financial control, and a capable senior managerial team. These criteria for selection are important in order to ensure success during the initial phase of the project. All the grassroots organizations that were visited--the WWF, SEWA, Seva Mundi, and SWRC--meet the general criteria and have useful experience to draw upon, particularly during the first year. The women-oriented intermediary organizations, particularly the Institute for Social Studies Trust and the Center for Women's Development Studies, also have experience and insights useful to begin and carry out a program.

4.04 Having selected the organizations to be included it will be necessary to acquire preliminary training plans from each organization. This will require the preparation of guidelines and a method of submission. In the guidelines, we recommend that organizations be given the option of developing their own training programs, either in-house or through other institutions.

4.05 At an early stage a decision will have to be made regarding the form that the day-to-day management and oversight of the project will take. As we have indicated, there are several available options. Whether an outside institution is to be contracted or an individual is to be hired by AID, it will be essential that a decision is taken early and that the person or institution begin work by the second month of the project. The reason for this is that the scheduling, planning, and budgeting tasks will require immediate attention.

4.06 Additionally, a disbursement system and mechanism will have to be established. In order to be effective, it should not involve excessive paperwork and delay. This is particularly important to prevent potential participants from being discouraged. One option is to set aside an agreed upon sum for each organization for each category of training. Organizations would then be able to draw upon their training budgets, subject only to the submission of a quarterly document indicating the purpose of the expenditure, beneficiaries, and dates of training.

4.07 In addition, it will be necessary to develop procedures for monitoring and evaluating the progress of the project. The formation of an overview committee should be considered as a vehicle to regularly review and discuss the progress of the project. If this recommendation is accepted, the committee should be formed by the third month of the project.

4.08 Finally, since one of the important components of the project will be the development of curricula, this process should begin as soon as possible. We recommend that a scope of work be prepared and the work contracted by the beginning of the second month with delivery set for the beginning of the fifth month.

A timeline of recommended project tasks and sequence of activities follows.

TABLE 4.1
PROJECT ACTIVITY TIME LINE

| <u>Activity</u> | <u>1st Quarter</u> | <u>2nd Quarter</u> | <u>3rd Quarter</u> | <u>4th Quarter</u> |
|-----------------------------------------------|--------------------|--------------------|---------------------|--------------------|
| Develop Project Master Schedule | XXXX | | | |
| Select Organizations for Inclusion | XXXXXX | | | XXX(YR2) |
| Identify Management System /Appoint Personnel | XX | | | |
| Develop Budgetary System | XXXX | | | |
| Solicit Training Plans from Organizations | XXXXXXXXXX | | | XXXX |
| Develop First-Year Master Plan | | XXX | | |
| Survey Training Resources | XXXXXXXXXX | XXXXX | | |
| Contract for Development of Curriculum | XXX | X X X X | | |
| Develop Curriculum | | X X X X X X | X X X X X | |
| Develop Evaluation System | | XXXXX | | |
| Develop Reporting Procedure | | XXX | | |
| Initiate Management Training | | X X X X | X X X X X X | X X X X X X X X |
| Initiate Technical Training | | X X X X | X X X X X X X X | X X X X X X X X |
| Initiate Nonformal Training | | X | X X X X X X | X X X X X X X X |
| Initiate Orientation Training | | | X X X X X X | X X X X X X X X |
| Initiate Interorganizational Training | | | X X X X X X X X X X | |
| Undertake First Year Evaluation | | | | X X X X X X X |
| Initiate Second Year Planning Process | | | | X X X X X |

Project Risk

4.09 In any project, there is a chance that not all components will operate as desired or expected. Expected benefits may not be as great as anticipated, elements of the project may not behave as planned, or project outcomes may have been over-estimated. We designate these as project risks. We have identified several risks associated with the training plan in the hope that by identifying these prior to project preparation and implementation they may be avoided.

4.10 Project planning and preparation. A first risk is that organizations will not develop adequate training plans because of inadequate knowledge of their needs. Since the organizations will be performing self-assessments of their training needs, there is the danger that lack of staff time or expertise will result in failure to produce specific training plans. To avoid this situation, technical assistance should be provided in the preparation of training plans to those organizations that request it.

4.11 A second project risk is that organizations may not be able to release key personnel for training. In this case, training might not take place or might be ineffective. Organizations should coordinate their training plans with their operating plans and care must be given to conduct training during periods when staff can be released.

4.12 Project implementation. A primary risk in the implementation of the project concerns project administration, as it requires careful attention to detail to organize training activities, coordinate plans with participating voluntary organizations, oversee the budget, and monitor and evaluate activities. If adequate personnel are not hired to administer the project it is unlikely that training targets will be met, particularly given the number and range of participating organizations. This risk may be avoided by hiring a qualified person or contracting an institution to administer the project.

4.13 Another concern in planning and carrying out training is to ensure that appropriate training programs and facilities are identified. If a systematic review of training programs is not undertaken by the project, identification of training opportunities will remain on an ad hoc basis and must rely largely on organizations themselves to identify available programs, which requires time, resources, and knowledge. To minimize this risk, it is recommended that a survey and guide to training resources related to selected management and technical fields be undertaken early in the project.

4.14 Training outcomes. Nonformal training may not be of the expected quality and thus fail to provide the skills needed by organizational personnel. This risk may be minimized by the careful evaluation of informal training provided by grassroots organizations during project preparation and by providing for training and curriculum upgrading following the initial year.

4.15 Another risk is that persons who receive the training will not use it. This may be a particular problem with respect to government personnel who are subject to frequent transfer. It may also affect personnel from grassroots organizations if they do not have the necessary institutional supports to put their training into practice.

4.16 Project replication. One major element of the project is replicability. Organizations will be expected to replicate the training received to train their own personnel and multiply the project benefits, but may not be able to do so. Particular attention during project preparation to the selection of organizations that have experience in training will prevent this problem from occurring.

Section V: Special Concerns For USAID'S Program

5.01 The Sixth Five-Year Plan indicates two areas for substantial investment in the rural sector: social forestry and water management. During the Sixth Plan period--1980-85--the Government of India will spend nearly Rs 700 crores on forest development and Rs 8450 crores on major and medium irrigation and water management systems. These areas are of considerable importance to rural development and have significant potential for the employment of women.

Social Forestry and Women

5.02 There are a number of ongoing social forestry projects in India. The World Bank has allocated \$67 million for a project in Jammu, Kashmir, and Haryana as well as \$43 million for a project in West Bengal. USAID began a \$50 million program in Madhya Pradesh in 1982, which is intended to rehabilitate 63,450 hectares of degraded forest and wasteland, provide 6,000 villages with 25 percent of their firewood needs, and generate an estimated 30 million days of employment. In what manner are women affected and what is the potential for optimizing the positive socioeconomic participation of poor women in forestry projects? How can the participation of women in such projects be ensured so as to optimize the chances for successful implementation of the projects, since it is an established fact that the success of any project is proportional to the support of the populace?

5.03 Social forestry refers to the total environmental management of forest resources in regard to social usage. The social forest includes trees for fuel and timber; a wide range of fruit, nut, and seed trees; shrubs and grasses for use as fodder; and trees for use in sericulture, beekeeping, and other related industries. The products and by-products of social forestry have the potential to increase a region's range of industries. For example, "chironjo" may be harvested from trees and sold for 3 to 5 rupees per kilogram or the seeds may be removed and the processed chironjo sold for Rs 50. Sericulture may form the basis for a regional textile industry. Additionally, products of the social forest may form the basis for an industry in cane and handicrafts. In social terms, one benefit from social forestry projects may be a reduction in time spent walking long distances in search of firewood.

5.04 In rural India, an estimated 70 percent of energy consumption comes from fuelwood. Two-thirds of this fuel is collected by women and children with the women spending on the average 20 percent of their time in fuel collection. In some parts of Andhra Pradesh, women must walk 10 to 12 kilometers in order to collect firewood. The development of successful projects in social forestry may release women for alternative employment, skills upgrading, or attention to their children's education (Trivedi, 1982).

5.05 Social forestry directly affects the lives of many Indian women. It is not a new area for women; women's protective attitude toward the forest can be traced back 250 years to the Chipko movement, when a Vishnoi woman in Rajasthan refused to let the Maharaja of Jodpur cut wood for his new palace. In 1973, women in the Garhwal Hills risked their lives to stop contractors from cutting trees (Trevedi, 1982). Social forestry is an essential element in forest management for protecting the environment, controlling climatic disturbances, and general ecology.

5.06 There are a wide range of tasks involved in forestry, from nursery operations such as sowing and budding, to weeding, guarding, and felling timber. A list of the tasks appears in Table 5.1; tasks that Indian women are unlikely to do are marked with an asterisk.

TABLE 5.1
FORESTRY ACTIVITIES

| | |
|---------------------|-------------|
| Nursery Management* | Fertilizing |
| Weeding | Fencing |
| Sowing | Guarding* |
| Bed Making | Earth Work |
| Grafting & budding* | Digging |
| Transplanting | Road Making |
| Watering | Thinning |
| Stocking | Felling* |
| Marking | |

5.07 Table 5.2 provides an estimate of the labor required in the establishment and care of a one hectare plot of the sort specified in the AID Madhya Pradesh project. This table illustrates that a large portion of the labor involved can be and traditionally is the work of women. A rough estimate of the potential employment of women in a project of the scale of the AID Maharashtra Project is 5 million days of female labor in the first year, 3.75 million days in the second, and 2.5 million days in the third. In addition, it will have a potential secondary employment impact in industries using forest products and by-products, such as oil from Mahua weed and Rusha grass.

TABLE 5.2
LABOR REQUIREMENTS: SOCIAL FORESTRY

| <u>Activity</u> | <u>Labor</u> |
|----------------------|--------------|
| Nursery production | 45 days |
| Excavation | 70 days |
| Soil working | 15 days |
| Sowing 2 days | |
| Planting seedlings | 10 days |
| Planting grasses | 8 days |
| Weeding and hoeing | 16 days |
| 2nd year maintenance | 50 days |
| 3rd year maintenance | 40 days |

5.08 While the potential for female participation in social forestry is substantial, it will not come about automatically. A variety of institutional supports and implementing factors need attention. These are treated below in three categories: mobilization issues, participation issues, and income issues.

5.09 Mobilization. The essence of social forestry is the encouragement of people both to safeguard and exploit their own forests. The current system is largely concerned with exploitation of wood, not forest management. Women have daily contact with the forest; consequently, they may be the best guarantors of forest conservation and the use of the land. The commitment of women to mobilizing support for social forestry projects will be in proportion to the income they receive from such projects. On the one hand, if

they are displaced and refused access to land where they normally forage for firewood, they will become opponents. On the other hand, if they benefit directly from the projects as income earners, their commitment will be greatly enhanced. This will be particularly important in cases where villagers are induced to turn over village lands to the government Forest Department to manage on their behalf.

5.10 Participation. In order for women to participate, several institutional issues need to be addressed. Among the important issues are the following:

(a) How mobile are women and are housing facilities available for women employees who must work away from home? Is there the possibility of husband-wife forestry teams?

(b) Are child-care facilities (balwadis) available for women forestry workers?

(c) Do women recognize forestry as an area open to them?

(d) Are there adequate training programs for women desiring employment in forestry?

5.11 Income. Social forestry is a potential source of income for poor women. At the same time, it is a potential threat to their current incomes. Women firewood pickers need to be provided with alternative sources of income if the forest is to grow. For example, if they are employed in seedling production they will have cash to purchase alternative fuels. Alternatively, the potential for adding to the income of poor women through their employment in the processing of forest products will be possible provided that institutional supports are available. In this respect, the formation of rural marketing centers may provide an additional avenue for enhancing the incomes of rural women. Since the poor own only their labor power, they will need a variety of institutional supports, such as cooperatives or capital to get them started in alternative directions.

5.12 Recommendations to improve the participation of women include the following:

1. A pilot study for identifying constraints to women's participation in social forestry should be undertaken to determine principal barriers to women's entry, and potential remedies should be undertaken in the first quarter of the training project.

2. Funds should be allocated for pilot training of women social foresters.

3. A workshop for government foresters should be organized around the theme of "Participation of Women in Social Forestry," geared to developing recommendations to GOI and AID. This should occur in the second quarter of the training project.

4. Pilot social forestry projects to be undertaken by selected grassroots voluntary organizations should be designed and supported. Emphasis should be on developing models of women's integration into social forestry at the community level.

Women and Water Management

5.13 Irrigation is an issue of the highest priority in India. The Sixth Five-Year Development Plan (1980-85) states that "every effort will be made to mobilize resources for expanding the area under irrigation and to initiate action for future development of water resources so as to bring about 125 million hectares under irrigation by the beginning of the 21st century." During the plan, a total of RS 8445 crores will be spent on nearly 100 projects to bring an additional 15 million hectares under irrigation in every state and union territory. Water management is of the utmost importance since demand for water is growing and waste of water is no longer permissible. It is no longer possible to allow over 80 percent of the nation's water to flow into the sea. Water must be captured, managed, and used efficiently in irrigation.

5.14 In India, women play an important part in the use of water. Women carry water for home use, wash clothing in water, water animals, and tend the irrigation canals. Women perform most agricultural tasks including sowing, transplanting, weeding, and harvesting. In some states, such as Maharashtra, over half of all agricultural workers are women. In addition, many farm families are headed by women.

5.15 Irrigation systems provide water for agricultural use. Yet it is important to recognize that an irrigation system is a social system as much as a physical or economic system. The objective of irrigation is to increase agricultural production, generate higher incomes and better living conditions, and increase productive employment for rural people.

5.16 The construction and maintenance of an irrigation system affects the employment of many people within a region. For example, AID's Maharashtra Irrigation Technology and Management Project will generate 104,000 work years of labor during construction and 32,000 thereafter. It will directly affect the lives of 120,000 persons while indirectly affecting many more.

5.17 Irrigation systems can dramatically alter the quality of life within a region. Irrigation holds a tremendous potential for improving rural life. There are three requirements for the management and operation of irrigation systems. First, in order to be effective, irrigation systems must be predictable and reliable. The water must arrive at the field when it is needed and in the required amounts. Indian farmers are willing to pay five to ten times as much for a predictable flow of tubewell water as for more unpredictable surface systems.

5.18 A second critical item is maintenance. Irrigation systems must be thoroughly maintained; otherwise, they will deteriorate through sedimentation, water logging, and excessive salinity. This can cause the loss of productive areas, crop loss, and declining incomes. Inadequate maintenance will also accentuate inequities between head and tail orders. For these reasons maintenance is referred to in the literature as the "Achilles heel" of irrigation systems. Yet maintenance is often the most neglected aspect of irrigation practice.

5.19 Finally, a sound irrigation system must be cost effective in its operation. Yet this component will be fulfilled only if water control is predictable, maintenance is effective, water is distributed equitably, and water is conserved. With investments in irrigation reaching \$3 billion annually in India, cost effectiveness is essential.

5.20 There is substantial evidence, however, that irrigation systems in India are not attaining expected performance levels. An irrigation strategy paper prepared by AID identified several reasons for nonoptimal performance. These include a lack of effective and efficient means by which to distribute water to plants growing in the fields and a lack of effective management of the total irrigation system. These problems lead to excessive water losses, insufficient control, inadequate maintenance, and underutilization due to unpredictability.

5.21 This list suggests that there are some fundamental weaknesses in the social system underlying the management of the irrigation system, including the failure to involve all farms in the planning and design of the irrigation system. AID has taken this matter into account in the design of its \$98 million Maharashtra irrigation project by commenting that "there is growing recognition in India that farmer participation is an important element of the project, both in terms of special studies, and in terms of testing and demonstrating various methods to encourage participation, and the organization patterns to structure it" (p. 40).

5.22 Role of Women. The failure to include users in planning and design is even more evident in regard to women. While women are frequently the operators of farm canals as well as users of water for family hygiene, their needs are largely neglected. An entire community could be served and its health and hygiene upgraded for a small additional expenditure if irrigation projects included delivery of water for household use. Additionally, many thousands of women could be employed in construction and maintenance of irrigation systems. Measures to schedule irrigation work around household work could be taken so that women may be available and effective participants. Furthermore, management of an irrigation system is critically dependent upon community support, in which women play a central role. In addition, evidence exists that suggests that women play a role in informal conflict resolution and that this role may be expanded in regard to water management. Therefore, the acceptance of an irrigation system depends in many ways upon the women of the community. Some of these issues are summarized in Table 5.3.

TABLE 5.3
CRITICAL AREAS FOR INVOLVEMENT OF WOMEN
IN IRRIGATION SYSTEMS

| <u>Area</u> | <u>Activity</u> | <u>Activities for Women</u> |
|---------------|--------------------|-----------------------------------------------------------------------------|
| Institutional | Communication | Informing community |
| | Socialization | Enforcing standards of behavior regarding equity, responsibility for system |
| | Planning | Participation in system planning |
| Facilities | Construction | Manual labor during construction |
| | Conveyance/Control | Operation of system and regulation of water flow |
| | Maintenance | Cleaning and repairing irrigation network |
| | Drainage | Operation of drainage system |

5.23 The possibilities and prospects for women's involvement in water management appear to be substantial and significant. Nevertheless, before further specific action can be taken in regard to project design it would seem advisable to undertake a program of research to analyze and pinpoint the salient areas for women's participation in irrigation. Some of the main issues and questions related to women's role in irrigation that merit inclusion in the scope of this research are:

1. What role do women play in regard to decision making related to water?
2. In which types of farming systems do women participate?
3. Which irrigation-related activities are women undertaking (a) in regard to construction of irrigation systems and (b) in regard to operation of irrigation facilities?
4. How has the role of women been affected by irrigation? For example, have there been changes in the type of field labor, changes in household functions and activities, or any other changes? Are there any changes in women's control over productive resources or in household income flows?
5. What should be the role of women in planning, designing, and operating the irrigation system?
6. Could Indian women play a role in the organizing of farmers of villages for the acceptance of irrigation as they do in Sri Lanka and the Philippines?
7. What other subsidiary uses are made of irrigation facilities--e.g., washing, drinking water, animal watering?
8. What mechanisms can be developed in order to ensure that every family gets fair access to water? What role should women play in this?
9. What training might women need to increase their participation in planning, operating, and managing irrigation systems--e.g., construction, maintenance, planning, and management training? What technical knowledge do women need in order to be meaningful participants in irrigation systems?
10. Where should such training take place? Which institutions are best placed to do it? How long should such training take? How many women should be trained in the coming year and in which specific aspects of irrigation technology and management?
11. What role may women play in resolving conflicts over water use and water rights? Do they serve as conflict mediators? If so, could they play a larger role?

5.24 The Maharashtra Irrigation Technology and Management Project includes a total of \$1.4 million for special studies related to project implementation. Two particular areas already identified for study are labor utilization and agricultural water management. We recommend that \$55,000 (20 percent of the funds earmarked in these two areas) be set aside to study the role of women in the development and management of irrigation systems. In addition, the Maharashtra Project includes \$3 million for training. We recommend that 20 percent of these funds of \$600,000 be reserved for training on women's present and potential roles, together with formal and informal training of female water management personnel in management of irrigation field systems following completion of the research.

APPENDIX A
ORGANIZATIONAL INFORMATION

Team Itinerary

Organizations/ Institutions

| | |
|--------------------------------------------------------------|-----------------|
| All India Women's Conference (AIWC) | - New Delhi |
| Self- Employed Women's Association (SEWA) | - Gujarat |
| Seva Mundir | - Rajasthan |
| Social Work and Research Center (SWRC) | - Rajasthan |
| Working Women's Forum (WWF) | - Madras |
| Young Women's Christian Association, India (YWCA) | - New Delhi |
| Centre for Women's Development Studies | - New Delhi |
| Government Polytechnic for Girls | - Gujarat |
| Institute of Agriculture, Koshbad Hills | - Maharashtra |
| Institute of Engineering and Rural Technology | - Uttar Pradesh |
| Institute for Social Studies Trust | - New Delhi |
| Indian Institute of Management | - Ahmedabad |
| Women's Research Unit, S.N.D.T. Bombay Women's University | - Bombay |

Agencies and Government Offices

Ford Foundation
ILO
Ministry of Social Defense, Gujarat
Ministry of Social Welfare
State Social Forestry Officials, Maharashtra
UNDP
World Bank

The following outline shows the kind of information we attempted to collect for each organization. The intention of our brief visits was to cover as systematically as possible areas that seemed most important for first, understanding the organizations and second, placing in context their activities and programs related to the economic needs and conditions of poor women. This does not imply that data was gathered under each heading; rather, we attempted to touch on them with every organization we visited.

I. Background and History

- A. Goals and objectives
- B. Accomplishments
- C. Overall strengths and weaknesses

II. Organizational Operation and Structure

- A. Planning and management
- B. Financial and project management
- C. Problem and needs identification
- D. Staff and personnel
 - Technical expertise and training
 - Volunteer/professional staff
 - Staff training and development
- E. Community participation and leadership training

III. Activities and Programs

- A. Productive Employment and Income Generation
 - Services, e.g. credit, technical assistance, technology, marketing
 - Skills training, e.g. handicrafts, agriculture, accounting, management
 - Support, e.g. legal aid, water and land access, job placement
- B. Social Support Services
 - Health, nutrition, family planning
 - Education, adult literacy, drop-out, nonformal
 - Child care and child development
 - Infrastructure--housing, water, sanitation, roads
- C. Liaison functions with local, state, and national government agencies

IV. Beneficiaries

- A. Sex, age, socioeconomic class, marital status, household composition
 - General members
 - Leadership
- B. Participation in organization
 - Needs identification, planning, management, evaluation
 - Training

Organizational Profiles

Profiles of five organizations are included that provide greater depth than the organizational analysis presented in Section II. Key factors that provided the basis for the three organizational categories are highlighted. Short briefs are also included of the three women-oriented technical institutions. They are an important resource for this training project, as they can provide orientation training, undertake research, and assist with project organization, monitoring, and evaluation. In the broader context, these institutions are a valuable source of information from which USAID could draw to design, undertake, and evaluate the USAID program in terms of women's economic participation.

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Profiles of selected voluntary organizations:

1. All India Women's Conference - National Women's Organization
2. Working Women's Forum - Women-oriented grassroots development organization
3. Seva Mundir - Community-oriented grassroots development organization
4. Koshbad Hill Project - Agricultural technical institution
5. Indian Institute of Management - Management, technical institution

Briefs of Women-Oriented, Technical Institutions:

1. Institute for Social Studies Trust (ISST)
2. Centre for Women's Development Studies (CWDS)
3. Research Unit on Women's Studies, SNTD Women's University (RUWS)

1. All India Women's Conference

All India Women's Conference (AIWC) is one of the oldest and largest national voluntary women's organizations. Established in 1926, the AIWC currently has over 100,000 members throughout India. Social equality, national unity, and actions for the "general progress and welfare of women and children" are the broad goals of the AIWC. Main activities include the organization of conferences and educational programs related to women's problems and the provision of social welfare programs and services.

The AIWC structure includes a nationally elected president, secretary general and board of directors (all voluntary), 100 regional branches, and 400 local groups (run by volunteers). The day-to-day concerns of AIWC are managed by the secretary general and undertaken by a skeleton staff of paid employees--an executive secretary (a retired government official who mainly deals with correspondence), several secretary/typists, and an accountant. Various standing committees deal with more specialized concerns, such as finance and membership.

Themes for the organization as a whole are set at the annual meeting. The national leadership sponsors activities to educate its members, such as a recent seminar on project planning and evaluation for selected regional officers, which was funded by AID. Action programs of the AIWC are carried out by volunteers at the local level. Branches and local groups are encouraged to "adopt" two villages and an urban slum for social uplift activities. Social welfare activities--family planning, child care centers, literacy, hostels, medical aid, centers for the handicapped, and legal aid--constitute the bulk of AIWC's programs. It also undertakes activities such as training in tailoring, sewing, textile printing, and other handicrafts; operation of canteens, consumer stores, dairy and sheep units, and small savings groups.

Two AIWC programs in New Delhi provide training for young women in textile block printing and in hand composing and typesetting. A review of these programs provides a glimpse of the AIWC's potential to effectively address employment/income needs of low-income women.

The AIWC print shop is a self-sufficient operation with an annual budget of approximately Rs 80,000. It provides commercial printing services and has the capacity to handle up to twenty trainees for periods of six to eight months. Young women under twenty-five years of age who read and write both Hindi and English are trained in hand-

composing and typesetting. To date, about one hundred girls have successfully completed the training and most are able to secure jobs even before completing their apprenticeship training. The print shop has four paid workers (men) and a professionally trained printer/manager (also a man); an AIWC volunteer (a former social worker) supervises the shop. The shop was set up with an initial government grant of Rs 30,000, and equipment was secured through social welfare channels at well below actual costs. The shop's commercial success is due to the training, experience, and connections of the paid manager. The success in training can be credited to the fact that a small number of educated women are trained and that a small but steady demand exists for skilled workers in this area.

The second training project in handblock printing, which AIWC also considers an income-generation activity, presents quite another case. "Housewives" with fairly high levels of education pay Rs 15/month to be trained over a six-month period in handblock printing, and are then expected to set up their own production units. Of the one hundred women trained to date, only one or two have begun their own operations, which require both space and an investment capital of Rs 4000. The products of the trainees are commercially uneconomical and uncompetitive, and are sold only through the basement workshop of the AIWC. With an annual budget of Rs 10,000, the project operates with a four-person staff, including three paid workers (one a former trainee) and a volunteer supervisor. The project was established as an income-generation scheme with a grant from a Norwegian organization.

The design and orientation of these two projects indicate the potential of the AIWC to undertake action programs for low-income women. Both activities are considered employment generation/training projects, although only one graduate from the second project actually earns her income from the training (as an employee of the training program). Neither project includes training related to management, procurement of materials, access to credit, markets, or jobs. The print shop, however, is a commercial success and trainees seem to have no problems in finding employment.

AIWC participates in national, international, and state policy forums and seminars (the National Committee on the Status of Women, National Council for Vocational Training, National Committee on Employment) regarding women's economic position. It also sponsors workshops and seminars for its members and representatives on private and public sector concerns. AIWC is fundamentally a social welfare organization delivering some community services and organizing women to press for changes in social policies. With its middle- and upper-middle class constituents, the AIWC has the capacity to act

on certain issues, educate its members, and draw attention to areas of concern for policymakers. Its size (100,000 members) and ability to mobilize large numbers of women on certain issues, combined with the socioeconomic class from which the majority of its members are drawn, gives it a measure of political position and recognition.

While the AIWC has demonstrated its ability to affect policy and to help channel social services to women, its capacity to comprehend and address the economic needs of poor women is limited. The primary weaknesses of the AIWC in functioning as a development organization are its social welfare orientation towards women and its lack of professional and technical capabilities. If AIWC is to successfully carry out economic programs for low-income women, it will have to develop the necessary understanding of the economic conditions low-income women face. Furthermore, once it has developed the conceptual orientation, heavy investments will be required to develop the managerial and technical capabilities necessary for carrying out successful programs.

2. Working Women's Forum

Working Women's Forum (WWF) is an organization of self-employed, very poor rural and urban women. With the aim of improving the economic and social conditions of the poorest working women and their families, WWF was founded in 1978 as a local organization of 800 poor urban women in Madras. The current membership includes over 24,000 rural and urban women from three of the southern states of India. In addition to its six main units, the WWF includes the Working Women's Cooperative Society (a credit society) and the newly established National Union of Working Women. The main objective of the WWF is to help poor women improve their economic and social conditions. Its primary activity is helping women secure access to productive resources and services for their commercial activities. WWF also assists women with marketing, and establishing new production units such as dairying, as well as providing social support services for WWF members and their communities, e.g., health, family planning, and education. Three important stages in the growth of the WWF can be identified.

Initially, WWF's main focus was on providing women with access to credit, which women identified as the most serious constraint to improving their incomes. Taking advantage of national regulations that required banks to extend low-cost credit to very small entrepreneurs, WWF made it possible for poor women to secure loans. A successful method of operation was then developed. Relying on local organizers, women formed

groups of ten to thirty and identified their own leaders, whom WWF then trained to work with the women to secure credit. Membership rapidly grew from 800 to 5,000 and the WWF developed its basic model for training and organizing local members. It also succeeded in establishing a modest, yet sound, financial base.

In 1980, WWF began its own cooperative credit facility, the Working Women's Cooperative Society, thus avoiding the cumbersome bureaucratic process of working through the commercial banks. Women's credit needs were directly and effectively met, savings were mobilized, and a number of other support programs begun. WWF also started rural programs in which it helped women secure loans for dairy cattle, organize production units, and provide leadership training and other support activities. WWF trained and supported local groups, acted as a liaison with government authorities and secured access to a wide range of resources. Local demands for improved sanitation, lighting, and schooling were put forward to government officials. One new program which contributed to WWF's ability to support community needs was the initiation of a family planning and community health program. With a paid staff consisting mainly of local women, community workers were able to provide direct services and help new groups of women organize, gain access to credit, and press for action on other community needs. The organizational structure of the WWF was consolidated within communities. Membership reached 15,000 in Madras and outlying rural areas of Tamil Nadu.

The most recent development includes organizing several new occupational groups such as lacemakers, bidi (local cigarette) makers, and incense makers. WWF is now active in six major sites in three states with a membership of over 24,000 women. Banking facilities will be extended to the new sites and a national body--the National Union of Working Women--was established to increase the visibility of poor working women and provide a national-level structure to press for needed changes in government policies.

The key to the organization's structure is the formation of local groups and the selection and training of group leaders. There is a small core staff consisting of a president, two vice presidents for rural and urban programs, and a general secretary. Yet the supervisors and field workers must be responsive to the needs of the members in their local areas. More than 99 percent of the staff come from the communities in which they work.

Two features of WWF's work have determined its effectiveness: first, WWF addresses itself to the most pressing economic needs of poor working women. Second,

WWF emphasizes local group formation, training of local leaders and members, and drawing its staff from the local community. WWF has actively sought ties with other organizations--local, state, national and international--and has developed its methodology through experimentation. The WWF has successfully organized poor self-employed women, enabling them to gain access to productive resources and raise their incomes and has provided the organization to act on the most pressing economic and social problems faced by these women and their communities.

3. Seva Mandir

Seva Mandir is a registered trust, established in 1966 in Udaipur City. It works in four development blocks with very poor, mostly tribal populations. In 1970, Seva Mandir launched the Farmers' Functional Literacy Program in Badgaon Block with the help of the government. Adult education is one of the main activities of Seva Mandir. In 1973, during a severe drought that hit South Rajasthan, Seva Mandir undertook famine relief work in some of the villages in which it works. This experience made the organization realize that rural development work cannot be piecemeal but must be integrated. Accordingly, a wide variety of activities for agricultural development, adult education, community development, development of physical resources, and women's participation, were carried out in an effort to provide educational, health, agricultural, and other services to the villagers.

Work proceeded on these lines; but in spite of the effective provision of basic services, the poor were not benefiting. They were trapped in social, economic, and political relationships and structures that made them weak and helpless. Their lack of organization prevented them from developing. This led Seva Mandir to evolve a new strategy of working with the people that would enable them to organize and use development schemes for their own benefit.

Seva Mandir redefined its strategy to focus on the communities of the poor, their problems and their potential. The base unit for this approach is a neighborhood hamlet which undertakes self-management and reconstruction as a group. Seva Mandir provides orientation, training, organization, and technical consultancy through its workers at zonal, block, and district levels. The strategy is interlinked with government and other agencies' facilities and schemes to the extent that these are in accord with the promotion of the dignified and self-reliant development of the communities. Main

activities of Seva Mandir include:

Adult Education. This has been the major field of Seva Mandir's involvement. Begun in 1969 with 25 centers in one block, it had grown by 1978 into a massive project with 450 centers in 3 blocks as a part of the National Adult Education Programme. The project has reached 9,382 adults, 8,274 of whom have become literate (6,433 men and 1,841 women).

Rural Development. This program has grown steadily in importance and magnitude since it began as a drought relief, well-digging effort in 1972. It includes agricultural extension, land improvement, minor irrigation, regeneration of rural crafts, construction of community centers, credit mobilization and formation of local credit unions, and social forestry. The main beneficiaries are small and marginal farmers, poor artisans, laborers, and gatherers of forest products.

Household Industries Training. This project, in operation since 1975, has served needy, self-employed women from low- and middle-income households in Udaipur City through training and support services in tailoring, machine knitting, hosiery, embroidery, and cardboard box making. So far, 1,105 women have been trained; of this group, 542 have started enterprises of their own. The coverage of this project was recently extended to rural areas where three centers are in operation with eighty trainees.

Mobile Health Unit. This project was launched to initiate community health care in selected areas, with an emphasis on preventive and educational measures. So far, 25 community health workers with responsibility for 625 families in 25 hamlets have been trained.

Peer Couple Leadership Development. An outgrowth of an earlier Peer Group Leadership Training Program, this project is functioning in sixteen clusters. Its objective is to train young men and women who can then organize communities for problem-solving and self-managed development.

Non-Formal Education for Children and Youth. Begun in 1975, this project provides literacy and basic skills in vocations, local folklore and customs, and good citizenship to working children and youth on a part-time basis.

Women's Development Unit. This unit promotes the involvement of women in development in Seva Mandir's activities and in the development efforts of village organizations and caste associations. It does so by organizing, training, and strengthening women's own efforts in development. In its first eighteen months, it has

supported over eighty groups in which women were working on education and development problems. The objectives of the Women's Development Unit are to:

1. Integrate more women into the development efforts of Seva Mandir by holding village meetings with women, and with men and women. The field staff of Seva Mandir also learns how to include women in their work. Special materials will be developed to meet the learning needs of women. A primary objective is to help local village women develop leadership skills.
2. Research issues of special importance to women's development.
3. Develop a network among those working for women's development in Rajasthan, particularly in the South, for mutual support and sharing. This includes the development of a cooperative training program.

4. Kosbad Hill Project

The Gokhale Education Society, a voluntary organization in Maharashtra, founded the Agricultural Institute at Kosbad Hill in Thana District in 1949 with the intention of providing agricultural education to small farmers, particularly the tribals. The Institute offers agricultural instruction and training from the primary to the adult education stage. This education is designed to have a practical application to local farming conditions.

The Institute undertook research on selected issues to promote the welfare of poor farmers. The research resulted in the creation of surface wells for water conservation, green manuring, evolution of a multiple cropping pattern, and the introduction of nutritious grasses and fodder legumes. In recognition of the research activities and facilities at the Institute, the Indian Council of Agricultural Research (ICAR) sanctioned schemes to tackle local research problems. The University of Poona and the agricultural universities have also recognized the Institute for post-graduate research studies.

The Institute does not limit its activities to the campus but provides services to tribal farmers in about 200 sq. km. of the surrounding area. The extension services include items such as community nurseries of rice, vegetables, fruit crops and fodder legumes; construction of wells for adoption of multiple cropping, plant protection squads and establishment of nutritious gardens for the tribal children.

Objectives:

To impart learning through work experience.

To address the needs of those who are employed or wish to be self-employed. Training is based on the felt needs of the surrounding farming community, taking into consideration the natural resources and the potential for agricultural growth.

To organize production-oriented skill training for practicing farmers--men and women, and field level extension workers.

To organize training programs and non-formal education activities for young farmers, especially school dropouts, for self-employment.

To develop and organize informal educational programs.

To establish farm science clubs in rural schools.

To undertake continuous follow-up measures after training.

To provide practical training facilities for work experience at + 2 stage in rural schools.

To develop practical training facilities in all fields, including village industries, for integrated rural development.

Women in project activities. Though the director and staff of the Institute recognized women as important in the agricultural fields and leadership activities supported by the Institute, the actual participation of women in the training programs seems to be minimal. When the team asked about women's participation, the replies were, "Yes, women can also do," or "Yes, women do." The following picture emerges from the team observations and from the documents prepared by the Institute.

1. Women in the tribal belt around Koshbad Hill play an important role in farming and allied occupations. The children are often left to care for themselves as the mothers have to go out to work. The Institute has developed a training program for children through balwadis with attached creche units to assist the working mothers. In addition to one balwadi on the main campus, there are a few in various villages.

2. The training programs for women take place on the campus, as well as in the villages. Demonstrations for women focus on bio-gas, solar cooking, preparation of nutritious food, and planting of home gardens.

3. Training in agricultural technologies and techniques is provided almost exclusively to men, despite the fact that women may be primarily responsible for many of the key activities, such as transplanting rice or caring for home-based tree nurseries.

4. Leadership training is another important area in which women are included only marginally. Some local women have been elected as leaders/training associates for training neighbor women and children. Yet the contents of training courses for women

and men differ sharply. Leadership training programs for women emphasize "women-appropriate" themes, such as nutrition, home gardening, and child care, and include leadership-related themes as minor components of the programs.

Overall, the Koshbad Hill Project and Agricultural Institute seems to offer high quality training of a practical nature for local farming conditions. Yet with regard to women, normative assumptions about the roles women do or should play seem to limit training in many technical fields in which women play significant productive roles.

5. Indian Institute of Management

The Indian Institute of Management at Ahmedabad was founded in 1962 with support from the Ford Foundation and AID. It is a professional management training institution with a variety of management courses. A significant set of courses are in agricultural and rural management. Today IIM-A operates a variety of formal training courses as well as short-term seminars. In addition, through the Centre for Management in Agriculture, it undertakes research in rural development, forestry, fishery, and management of cooperatives.

Courses. Among the courses offered, several appear to be of particular interest to the Development and Management Training Project. These are:

1. Designing Projects for Agricultural Development. This course was of ten weeks duration in 1982-83 and cost Rs 4,000. The objective of the course was to identify projects and translate them into project proposals with specified physical, financial, and human resources. Another objective of the course was to appraise its economic and technical viability and to examine the factors affecting project implementation and control. The course included three weeks of field research and the development of a project for a state government. The project documents were then submitted for funding. We were informed that the course will probably be reduced to four weeks duration this year in order to keep costs down to Rs 4,000. It will be geared to middle-level personnel.

2. Management of Rural Development. This course is of three weeks duration. Its objectives are to develop an understanding of concepts and tools for project planning and implementation; to evaluate rural development programs; and to expose participants to management techniques for program formulation, analysis, monitoring, and decision making. A participatory method is used in which participants share their work experiences and use cases developed in India. The courses include material on the rural

environment, rural development strategies, operational planning, institutional finance assessment, administration, and field study of a specific rural development project. The cost in 1982-83 was Rs 3,800 per participant. This course can be scheduled with a minimum of 25-30 participants.

3. Management Development for Handloom Corporation and Cooperative Executives. This course is of two weeks' duration. The cost is Rs 3,000. The objective is to expose managers to concepts and techniques of the handloom sector.

Conclusion. The program of courses and instruction at IIMA is relevant to and appears to be appropriate for middle- and senior-level personnel in many voluntary organizations we have surveyed. The faculty appears to be knowledgeable in their particular fields. The experiential approach used is particularly well suited to the needs of the organization's personnel. The emphasis on practical as opposed to academic qualifications for admission to these courses is desirable, and the short duration period of two to four weeks intensive learning in a live-in situation is particularly conducive to effective learning.

Women-Oriented Technical Institutions

1. Institute of Social Studies Trust

The Institute of Social Studies Trust (ISST) is a non-profit, voluntary research organization founded in 1964. During its first ten years, studies and surveys were conducted related to areas such as rural development, planning, and cooperative development. From its inception, ISST has been pledged to work towards the elimination of poverty through policy-oriented research on rural employment and development with equity.

Since 1975, ISST has extended this scope of work to concentrate on the inequality between men and women. The initial impetus for interest in women's studies emerged from a volume of essays on Indian women composed and edited by Devaki Jain, the present Director of ISST. The government of India published this book in 1975 in commemoration of International Women's Year.

In 1980 ISST became a trust. Its trustees are drawn from the fields of social action, health and publishing. As it stands today, ISST is neither purely an academic nor an activist organization. It selects research topics that provide the women's movement

with a strong information base and offers alternative strategies for united action. It also offers services directly to women's organizations, particularly those working for self-employed women. The focus is on the poorest women and their families. ISST also designs policies and programs for both official and non-official development agencies.

The ISST staff consists of twenty-one persons, more than half of whom are women. Most are graduates in the social sciences but others are trained in administrative and writing skills. The Institute is autonomous, financed largely by Indian official sources and to a lesser extent by international development agencies, such as Ford Foundation, SIDA and ILO. It does not have any core or endowment support. It has a head office in Delhi and a field office in Bangalore. The Delhi office also has a documentation and information retrieval service. The Bangalore office specializes in household surveys for improving the participation of women in poverty alleviation programs. Areas of research and action programs in progress include:

1. methodologies for improvement of data on poor women;
2. policy research on large-scale rural development and employment schemes;
3. research through case studies of successful efforts to strengthen women's economic roles, leading to the design and facilitation of employment projects particularly suited to women's needs;
4. identification of technology options for rural women;
5. exploring possibilities of ideological solidarity among women;
6. facilitating the development of mass-based women's organizations; and
7. providing an information referral and dissemination service.

2. Centre for Women's Development Studies (CWDS)

The main objective of the Centre for Women's Development Studies (CWDS) is to promote, develop, and disseminate information on women's roles in society and economic trends which affect women's lives and status. CWDS believes that increasing public consciousness on such matters can assist in the design and implementation of policies to realize women's equality and enhance women's participation in the development process.

CWDS has pursued a policy of collaboration with agencies and groups that concern themselves with women's equality and development. This collaboration takes place at

three levels:

1. At the highest level of policymaking and development administration, including national and state governments as well as international agencies, such as ILO, UNICEF, UNESCO, Ford Foundation, and national and international bodies that are committed to promoting teaching and research on women and women's development activities.

2. Intermediate level agencies/institutions that seek to promote women's equality and development through the growth of public consciousness, mobilization, research, and teaching. These include academic and research institutions and women's organizations.

3. Women's organizations at the grassroots level. CWDS' current activities with these organizations mainly focus on expansion/improvement of women's employment opportunities, participation in decision making that affects their lives, and gaining knowledge about their own situation.

CWDS enrolls as members individuals and institutions who are actively concerned with problems of research or action for women's development. Since its establishment, the CWDS has enrolled twenty-two individual life members and one institutional member; twelve of the individual life members enrolled during the past year. Recent research projects include:

1. Employment Generation for Rural Women through their own Organizations: An Action Research Project.
2. Community's Perception of Sex Roles: An Exploratory Study for Developing a Methodology to Promote Values of Sex Equality.
3. Women in the Process of Rural Transformation: An Enquiry Into the Policies and Strategies of Planning Rural Women's Development.
4. The Cooperative Movement and Women's Development: A Research and Documentation Project.
5. Women in the Food Processing Industry.
6. Women Workers in the Garment Export Industry in Delhi.
7. Case Study of SEWA's Rural Action Project.
8. The Role of Public Enterprises in Advancement of Women.

3. Research Unit on Women's Studies, S.N.D.T. Women's University

In 1974 the Research Unit on Women's Studies was established to identify and undertake studies pertaining to women's status and role in society, to collect information on women, encourage and organize women's studies, create a liaison with individuals and institutions both in India and abroad for meaningful communication, and encourage and organize action for the improvement of the condition of women.

In 1981 the Unit received a three-year grant from the Ford Foundation for expansion and strengthening of research, teaching and the Documentation Center. The Unit runs an informal information cell and handles requests for material on women from scholars, visitors, and researchers. This year a full-fledged Documentation Center was established with professional librarians. The Documentation Center focuses on information from other women's centers here and abroad, research reports, and official data and unpublished materials, such as seminar and conference papers.

Since its establishment, research has been the core activity of the Research Unit. Through its studies on different groups of women and on various problems, the research wing has sought understanding of some of the central issues facing women: discrimination, subordination, ideological oppression and its reflection in media and literature, and the adverse consequences for women of the development process. Such studies have not only examined the problems inherent in the situation but the policy implications that spring from them.

Training. Though operating on a small core staff base, the Unit has trained many women in research methodologies and feminist perspectives. This training has helped in the consciousness raising process and has helped to create wider support and understanding of women's studies.

Consultancy. The Unit acts as a consultant to programs at various institutions. Many individuals seek the guidance of the Unit in the selection of topics, background research, research design, and evaluation when selecting an area of study.

Development Program. A development program for rural women in nine villages of South Gujarat began in 1979 with the cooperation of various other university departments. Health, education, and employment are the three major areas for development. Leadership training is a special feature of this program.

APPENDIX B TRAINING OPTIONS

Scope of Work: Survey of Training Resources

OBJECTIVE: To survey training courses and programs available through existing institutions to determine their availability and suitability to provide management and technical skills training to voluntary organizations working with low-income women and to low-income women themselves; to produce a guide to appropriate training programs.

Training programs relevant to this project fall into two broad categories: (a) management and project development and (b) employment-related technical fields. Training programs should be assessed according to two key factors: (1) availability of high-quality training in specific skill areas and (2) suitability of training in relation to women and staff members of voluntary organizations working with women. Assessment of these factors is essential to improve the access of low-income women and those working with poor women to existing training programs.

Systematic information regarding training available in management and technical fields is not readily available. It is largely a matter of chance and personal contacts as to whether an organization knows of the availability of training programs and other technical services through public and private sector technical institutions. Access to training programs could be improved by undertaking a systematic review of those available. Programs of particular interest for the project would include:

- A. Management and Project Development
 1. Management--organizational and staff development
 2. Project planning and evaluation
 3. Budgeting and financial management
 4. Leadership training
 5. Cooperative development
 6. Entrepreneurial management
 7. Marketing
 8. Credit evaluation and administration

- B. Employment/Technical Skills
 1. Agro-industries
 2. Agro-processing
 3. Forestry and forest-related products
 4. Handicrafts such as pottery, weaving, carpentry
 5. Irrigation and water management
 6. Dairy and livestock

Training programs should be assessed according to the following criteria:

1. curriculum, content and related support and follow-up services;
2. capacity, facilities and cost (important factors for women's participation include hostel and child care accommodations);
3. instructors, training methodology, and approach (books, audiovisual aids, field activities, group discussion and participatory inputs);
4. quality of training (as measured by success of trainees).

Many programs that are available in theory to women may not be open in practice. Factors inhibiting women's participation in training programs include lack of housing facilities for women, educational requirements that exclude potential women trainees, and training instructors who lack experience or resist working with mixed or women-only groups. An assessment of training institutions and programs in regard to women would help identify programs that are suitable for women. It would also help categorize programs and institutions with regard to their potential for and interest in improving women's access to training. Institutions can be grouped into three general categories:

1. Those that are able and willing to provide training, with relevant programs, instructors, and facilities.
2. Those that would be willing and able to provide training for women. (Examples of possible investments include special arrangements for housing, training for instructors, and contracts to design special programs).
3. Those that are unsuitable and unlikely to be effective in providing training for women even with additional investment.

The product of a training survey would be a report identifying relevant institutions and training programs in terms of their availability and suitability for providing management and technical training to low-income women and to staff of voluntary organizations working with low-income women. This should be developed into a reference guide available to voluntary organizations and government programs working with low-income women.

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