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THE ROLE OF WOMEN IN ETHIOPIAN DEVELOPMENT

AD HOC REVIEW OF USAID'S PROGRAM

IN RELATION TO THE PERCY AMENDMENT

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TO THE BERCY AMENDMENT

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ANNEX I

I. INTRODUCTION

Section 113 of the Foreign Assistance Act (Percy Amendment) of 1973 requires that the U.S. bilateral development assistance program "be administered so as to give particular attention to those programs, projects and activities which tend to integrate women into the national economies of foreign countries, thus improving their status and assisting the total development effort." In Policy Determination No. 60 (September 16, 1974), Administrator Parker has stated it is "AID Policy to implement fully the Percy Amendment through inclusion of a role for women in all of the Agency's programs and projects." Primary responsibility for implementing the policy has been entrusted to the field Mission. On November 21, 1974, the Mission Director appointed an Ethiopian-national "Ad-hoc Project Review Committee" to review on-going USAID/E programs and to assess compliance with the Percy Amendment.

The following individuals were selected for this review, and the Committee divided itself into the following task forces:

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| 1. Participant Training Program | Woiz. Yeshe-Emebet Imagnu, Training Coordinator |
| 2. Ada Minimum Package Agriculture Projects | " Hirut Ayele, Food & Agriculture Admin. Asst. |
| 3. The Role of Women in Rural Areas of Ethiopia | " Hirut/Alem-Tsehai |
| 4. HSIU-University General Support Rural, Non-Formal Education & Ethiopia & International Women's Year | " Melke Tadesse, Education Admin. Asst. |
| 5. MCH/FP | " Ansalech Haile, FP/POP, Health, and Labor Admin. Asst. |

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|--|---|
| 6. Introduction, Summary and Recommendation, General Background, Drought Recovery and Rehabilitation | Woiz. Alem-Tsehai Asfaw, Program Assistant and Task Force Coordinator |
| 7. Wage Employment of Women | " Amsalech/Alem-Tsehai |
| 8. Committee Member | Mr. Ted D. Morse, Multi-Sector Officer |

Before the Committee examined the particular programs, the Committee thought it would be helpful to present an overview of the urban/rural scene of development and comment on the level of participation of the female population in development.

With this overview in mind, present and proposed USAID projects as well as grants to voluntary agencies were assessed in terms of their scope, coverage and effectiveness in meeting the Percy Amendment objective. Each member of the Ad-hoc Committee presented their study of their project for discussion, review and/or comments by the other members of the Ad-hoc Committee.

The Committee would like to emphasize that the study is but an initial effort to map a picture of untouched territory and to open the door for further study by others. We hope, however, that the results of this initial review will give insight and guidance of practical value to USAID.

II. SUMMARY AND RECOMMENDATION

A. Background

1. Role of Rural Women in Ethiopia - Statistical data reveal that 93% of the male and only 7% of the female Ethiopian population are listed as "economically active". This claim would only have been made due to traditional identification of women as housewives and mother and thru a definition geared to wage income. It is true that in comparison to their male counterpart Ethiopian women seldom do the initial farm work such as plowing or sowing the grain crops. However, women in the rural areas play an active and crucial role at home, on the farm and in the market according to the customs of their respective ethnic groups. If the tasks of rural women were acknowledged within the context of division of real labor, the size of the "rural, female, economically active, population" would probably be more or equal to that of the male.

A careful study of the time and skills involved in these tasks would provide us with a good base for recommending alternative approaches to improving Ethiopian women's contribution to development.

2. Social Factors Affecting Women's Role - Birth rates and infant and child mortality are very high. Health services are few and mainly found in urban areas. Health education is virtually non-existent. Women have numerous pregnancies to ensure the survival of few children. Pregnancy and maternity affects women economic activity adversely. Furthermore lack of health education and services makes her vulnerable to hazards of pregnancy resulting from traditional practices of delivery. General productive is affected by both the physical and psychological burden women have to bear.

Health is presented as an example of social factors affecting the women's role in development. However, far greater analysis is needed on all the social factors and on how they influence women's roles in development.

3. Cultural Factors - Ethiopian law gives women a fair amount of equality. However, religious and cultural traditions and practices, as well as economic realities, push and pull women together (in larger numbers than men), to migrate to cities. The difficult living conditions of rural women, youthful marriages followed by divorce, the bias of social services in towns, and the hope of employment all contribute to high expectations of the multitude of female urban migrant.

New research and analysis are required in order to fully evaluate the legal, cultural, religious, marital and migration factors on the role of women.

4. Wage Employment - The wage earning share of women in the modern sector is limited to a very small portion of the total female populations. Findings of a 1971 study undertaken by MCD & SA reveals the glaring disparity between the sexes: Out of the total figure of employment, women represented 9.6% and 22.4% in the public and private sector. Of these, the majority of women were found in the processing, production and services where full talents are not used.

To recapitulate, recommendations and studies alone will not assure the full use of women as human resources for national development. An implementable strategy based on hard facts, and operational administration and programs are required to integrate women into Ethiopian development.

5. Ethiopia and International Women's Year -- An Ethiopian National Committee (in which a USAID member sits) has been set up by the Ethiopian Ministry of National Community Development and Social Affairs to implement U.N.'s resolutions to designate the Year 1975 as the International Women's Year. The Committee's efforts will be geared to the improvement of the lives of rural women. It is planned to establish a Women's Bureau in Ethiopia.

It is recommended that USAID encourage and give financial assistance for the establishment and operation of the Women's Bureau. This Bureau when established, can conduct research, promote action, programs, constantly review and augment women's role in development, and assure the integration of women in all GOE policies, projects and programmes.

B. USAID Projects: Summary and Recommendations

In Part IV USAID projects are reviewed and recommendations have been made.

By way of putting emphasis on some of the important factors worthy of USAID's attention, the following summary and recommendations are rendered:

1. Ada Distri Development

This project is designed to improve the socio-economic status of nearly 13,000 traditional farmers who under poor tenancy conditions, are cultivating fragmented holdings of under twenty hectares. Although the main focus is on the male farmer/households, it also addresses the role of women in agricultural life through the services of six (6) home economics agents and limited access to credit. Progress of effective extension work is hampered by:

- (i) Limited authority and responsibility of the Ada Home Economics Dept.;
- (ii) Lack of funds for demonstration and/or teaching materials;
- (iii) Inaccessibility of transportation;
- (iv) Lack of knowledge about credit facilities;
- (v) General orientation of the society and project towards males as change agents and recipients of inputs and services.

Recommendations

All these shortcomings are susceptible of remedy, given necessary resources and determination. But first, consideration should be given to proposing that the GOE provide stronger general financial support and recognition of home economic department. Also:

1. Increased integration of home economics activities within the Ada Project and with complementary support services in every area,

tied in with whatever local development plans and priorities exists for women. (Water, sanitation, health, nutrition, garden, credit, etc.)

2. Adoption of communication media, such as radio broadcasting, to supplement home economics agents and to give a wider coverage of rural women with pertinent knowledge. (e.g. credit availability for women, etc.)
3. Expansion of extension services, and creation of new ones where necessary by increasing the number of extension agents, to serve women on an equal basis with men.
4. USAID should take the lead in exploring ways of expanding/extending technical agriculture information, services and inputs through and to women in the Ada Project; also, skills training for women should be supported.

2. Minimum Package Program (MPP)

This program represents the primary Government of Ethiopia and multi-donor effort to help the traditional farmers increase their net income, productivity, and generate employment. The program also encompasses women's programs focused on home economics via 48 home economics agents. The concept of MPP development is based on an integrated development program where the efforts of different development agents are coordinated to enhance and encourage integrated rural development. These efforts, however, overlook the major role women play in rural areas in agriculture production, marketing, etc., which calls for better integration and research.

Recommendations

Since this program is in its initial stage, USAID, in conjunction with the GOE and multi-donor agencies, should concert their effort in conducting special research on the role of women in various areas so that special attention can be given to women's program more effectively. In addition to home economics agents, efforts should be made to use women agricultural extension agents.

3. Rural, Non-Formal Education

The experience of recent years has shown that the complex set of attitudes and skills required for development is not being effectively transmitted at the grass-roots level. As a result, non-formal education, which is a major areas of emphasis from the new Ethiopian Government's view and within AID's strategy for rural development, has recently emerged.

Although the Education Sector Review (ESR) recommendations, from which NFE emerged, has been suspended, the Ministry of Education in cooperation with USAID has decided to carry on an experimental pilot program in six awrajas in Ethiopia. The six pilot activities will represent the initial implementation phase for what is to eventually become a national NFE system. The programs to be undertaken by NFE project (Work-Oriented Adult Education Program) are to be low-cost and practical, work-oriented. They comprise (1) skills training, (2) minimum formation education (MFE), and (3) attitudinal change for adults and out-of-school youth, both male and female.

Recommendations:

The new approach of learning will provide a powerful tool for integrating rural women in development. Given the women's role in agriculture production and improved standards of family living (two major objectives of the project), women should be a primary learner group. It is recommended special attention be given in project design and program experimentation to give equal access to women as a target learner group.

4. University General Support Project (Haile Sellassie I University - HSIU)

USAID has been closely involved in the development of HSIU since its establishment. The nature of assistance comprise: (1) salary topping for American professors who serve in key teaching and research functions; (2) participant training for Ethiopian faculty members; and (3) modest financial support for research and seminar for institutional strengthening activities.

The imbalance between the sexes is still conspicuous at all education levels, but most drastically evident at the University level where women constitute only 10% of the enrollment and 6% of the teachers. The very small and almost unchanging percentage of women among the HSIU students and teachers requires much further study and special attention, if the society expects to include women among its total leadership in the future.

Since institutional strengthening activities in an area of major emphasis, both on HSIU's as well as AID's part, the integration of women's activities in HSIU's development-oriented programs can be attempted by:

- (1) Giving equal opportunities for women researchers; i.e. equal access to research funds;
- (2) Encouraging research on women's contribution in economic, social, political and other sectors of development;
- (3) Encouraging research on rural women's contribution to the subsistence economy.
- (4) It is suggested that USAID propose to the University, when entering into new agreements that attention be given to the integration of women in the University's undertakings and that some of the funds provided for research be earmarked for this area.

5. Participant Training Program

For 23 years, USAID has provided scholarships to Ethiopian organizations. During this long term, USAID has trained 1,470 participants (152 women and 1,318 males) and played an important role in manpower development. In the U.S. participant training program, we can discern two distinct phases: In the first phase of the program, no particular focus was given to integrating women. At the same time, there were many areas of specialization in which women could not participate due to limited educational opportunities prior to 1970.

In the second phase, however, the number of women participants has increased due to a particular focus on women's projects, such as the nursing school in Asmara, which encouraged female participation.

During the period 1950-1974, the number of women participants reached a total of 152 (degree and non-degree programs), as opposed to 1,318 male participants.

Generally, two things seem to have been responsible for the glaring disparity of opportunity in the participant training program: one was the absence on the part of the government to ameliorate access to education of girls at the lower levels of the education system and to retain them in the system; also, AID's program was geared to satisfying the host government requests without due regard to the share of opportunities between male and female participants. Secondly, Ethiopian cultural patterns and traditional beliefs inhibited girls from aspiring to higher levels of education and different fields of employment which required education. This is coupled with the prevailing male attitude as to the limited areas of employment which are "fitted for women."

Recommendations:

A more positive role can be played by AID in advising the host government and scrutinizing candidates to ensure equal opportunity and even giving priority to women when training needs arise. USAID should review existing and future projects to determine ways and means by which the number of women participants can be augmented.

6. MCH/FP - Maternal and Child Health/Family Planning

The Government of Ethiopia does not have an official policy on family planning (FP/POP) activities but does not object to programs which integrate family planning into services provided by various government clinics, voluntary agencies and/or non-governmental organizations. USAID has provided, from central grants, small amounts of money

for training programs of voluntary agencies (VolAgs); however, it works mainly through intermediary institutions such as FPIA, Meharry College, John Hopkins University, IPPH, Pathfinder, etc. to promote services, supplies, training and research.

However, the absorptive capacity of the VolAgs and the ability to disseminate MCH/FP activities are somewhat constrained by the shortage of trained personnel, inadequate funds, inadequate medical supplies and shortage of MCH/FP facilities. In Ethiopia, the need for health education, communication and information services are great. Linking education, health and nutrition with familyplanning is the key to MCH/FP development. If children have a better chance of surviving, if health conditions improve, then family planning will take place effectively. Currently, USAID has no support for basic health services, which would help decrease infant mortality and make women's lives more productive.

By way of establishing emphasis, it is proposed (1) that USAID should work closely with FGA/EWWA/UNICEF to see if the "traditional practitioner" approach could be adapted to expand MCH services to rural women; (2) that USAID should consider giving more support and grant assistance to responsible non-governmental organizations and VolAgs to strengthen their training program, study/research, demography undertakings and for the expansion of MCH/FP activities. In this regard, the DAPS proposed using a Special Population Activities Fund, but this has not been established.

(3) USAID should encourage and assist in training women MCH/FP leaders, community leaders, midwives, etc.; finally (4) AID should sponsor a study of how improved MCH/FP services will improve the role women can play in development using Ethiopian as case study.

7. Recovery and Rehabilitation Assistance Proposal

As the name indicates, this assistance proposal aims at mitigating the ravages of drought, giving victims a second chance and starting them off on the way to lasting rural development, with drive emanating from the members of the community themselves. In this endeavor to halt effects of drought and arm the rural population to be prepared to combat future recurrence, it is not the male member only that needs to be addressed. Since it is the whole family that has been affected, programs that also cater to the needs of women are necessary. It is not wise to direct programs only to half the human potential and expect results in rural rehabilitation; from reading the present proposal, there is little said about equal access to assistance for women nor special women's activities in R&R.

R&R assistance gives a good opportunity to integrate assistance from programs that will support and complement the efforts of the farmer and the farmer's wife.

Women will be exposed to new ideas in relief camps and will be ready to accept changes when they return to their homelands. The recent emerging will make them ready to help and mobilization of women power should be considered.

Recommendations:

- (1) Redesign R&R projects to mobilize women power;
- (2) USAID review its, the GOE's and VolAgs' R&R projects and identify ways to integrate women into them;
- (3) Consider integration of NFE, MCH/FP and health activities into R&R projects.

III. GENERAL BACKGROUND

A. The Role of Women in Rural Areas of Ethiopia

The economy of Ethiopia is predominately agricultural. Out of a total estimated population of 26 million people, 23 million are farmers. Ethiopian agriculture encompasses more than five million households.^{1/}

Women in the rural areas play an active and crucial role at home, on the farm and in the market. The following is a picture of the activities performed by women of some ethnic groups.

1. Household

- (a) Women bear, suckle, nurture, and take-care of the children
- (b) Cook, clean house, and wash clothes
- (c) Fetch the family water supply from rivers and springs, sometimes several kilometers away, carrying a return weight of some 10-15 kilos on their backs. (This task is also performed by young girls and pregnant women.)
- (d) Gathering fuel, either wood or dung or both, from nearby vicinities and far away forests, and carrying these on their backs to their homestead.
- (e) Process grains (husk, grind, crush and pound) for the entire family, a time consuming and strenuous task.
- (f) Build grain storage bins from available materials (wood, mud or animal waste).

1/ Ada Project Agreement No. 288

2. Agriculture
- (a) Women assume the major responsibility for the cultivation of garden crops, especially vegetables (i.e. cabbage, peppers and onions) and basket grasses, which are planted near the compound.
- (b) Weed and manure the subsistence and cash crops (some estimate that women do 70% of farm labor).
- (d) Frequently responsible for storage and protection.
3. Animal Husbandry
- (a) Raise chickens
- (b) Partially care for sheep, goats, cattle, donkeys or camels
- (c) Usually milk cows, clean the stables and milking vessels.
4. Crafts
- Items crafted by women include (depending on Ethnic Group):
- (a) Baskets and clay pots for domestic use; (b) Cleaning and spinning cotton for the family clothing/embroidery.
5. Marketing
- Women have an important role in marketing and engaged in some petty trade or barter. They carry to market and sell agriculture crop products, milk, butter, eggs, chickens, etc.; in return they buy the most required items that are not available at the farm, such as salt, kerosene, soap, as well as supplement the family income.

In contrast to the foregoing analysis on the role of women in rural areas, a survey of the economically active population in rural areas for 12 provinces in Ethiopia indicates that 93% of the male and only 7% of the female population are "economically active". The majority of the 93% of the women who are recorded as "non-active" are wives, and most of them are engaged in the activities noted above. (See Annex I, Table I). If the full tasks of rural women were acknowledged, within the modern concept, the size of the economically active rural female population would probably be more or equal to that of the males.

A careful study of the time and skills involved in these tasks would provide us with a good base for recommending alternative approaches to improving women's contribution to development.

B. Social Factors Affecting Women's Employment and their Role Development

1. Rural Health and Literacy

Probably only 15% of the nation has access to any health care whatsoever. It is estimated that only 3% of the rural births occur in health facilities.

Consequently, both birth rates and infant and child mortality are very high in Ethiopia the latter approaching 250 deaths per 1,000. (See Annex I, Table II). Pregnancy and maternity affects women's economic activities because in order to be sure of the survival of at least a few children, women have to have numerous pregnancies. As a result, women's productive tasks are affected by both physical and psychological burdens

and increases the difficulties faced by women in raising their children. It is estimated that 70% of all rural illness could be avoided thru preventative measures and health education. This points up the need for rural health education and health services, especially for women, given their role in family health. An analysis by the Ethiopian Herald ^{1/} of locations of medical services in 1972 shows that 31 percent of all hospital beds, 44 percent of all doctors, 45% of all hospital nurses and midwives, and 18 percent of all dressers in Ethiopia are in Addis Ababa. Inasmuch as Addis only has 10-12% of the nations population, the rural populations are not getting equal services.

In terms of literacy, only 0.3% of the rural girls and women are literate, as compared with 7.9% of rural men (See Annex I, Table III). The masses, and especially rural girls and women need better access and opportunities for literacy, not in the traditional academic sense of reading and writing, but more skill oriented and new attitude forming, based on their daily activities; in other words functional literacy is needed.

2. Urban Health and Literacy (Towns and Cities)

Urban areas are more favored than rural areas in public services and employment; however, the urban areas have major problems which are peculiar to urban environment and poverty.

^{1/} Ethiopian Herald, December 27, 1972.

Life in urban areas is harsher than that found in rural area. Modern housing projects exist side by side with urban slums with its overcrowding and poor housing and lack of sanitation, etc. Skilled and unskilled rural people flock to urban centers looking for employment opportunities which are ever dwindling. As reflected in Annex I, Table III, literacy is higher in bigger towns than in rural areas. Urban infant mortality, although less than in rural areas, is still high due to urban poverty in spite of the facilities that are available. This points to the fact that the need for improvement of women is not confined to rural only.

Far greater analysis is needed on social factors that influence women's roles in development. There is a paucity of data. An Inter-Agency Committee chaired by the Ministry of Community Development has recently completed a study on prostitution in Ethiopia; it should provide insights into tackling this problem, which affects over 100,000 women in Ethiopia.

C. Cultural Factors Inhibiting Women's Fuller Participation in Development

Theoretically, the Ethiopian law to a certain extent has liberated women in line of inheritance rights and equal employment. However, this legal fact is unknown to the public. Consequently, the position of women in Ethiopia is still determined by the religo-cultural backgrounds, customs and traditions of particular areas. In addition, there is the subtle influence on the followers of the two main religions (Christianity and Islam). Even among the Christian Ethiopian people, the differences in their culture patterns from village to village is most striking. In

the Amhara ethnic groups, the females usually have equal rights with males to inheritance, while the majority of the ethnic groups who may be of a predominantly Islamic culture have hardly any rights of inheritance.

Generally, divorce in Ethiopia exists among Christian and Moslems and it is believed that the divorce rate is very high. This has a bearing on the employment of women because, in most ethnic groups the husband takes the children who have reached puberty. In most of Ethiopian ethnic groups, except the Amhara, women seldom inherit or own land which they might farm on their own. Although sufficient data are not available, few women are the heads of households in rural areas. This may contribute to the high migration of divorced women to towns and cities whose other alternative is to live with her kins, as discussed below.

1. Factors Contributing to Rural/Urban Migration

The finding of a national sample survey, 1st round (1964-67) indicated that there were 11% more females than males in the urban area, whereas there were 3% more males than females in rural areas.

Again, it was found that there were about 11% more women than men living in towns with more than 5,000 inhabitants.^{2/}

1/ Survey of Major Towns in Ethiopia: Statistical Bulletin No. 7 Central Statistic Office, Addis Ababa.

2/ Urbanization in Ethiopia, Statistical Bulletin No.9 Central Statistic Office, Addis Ababa, August 1972.

2. Marital Status of Urban Women

In comparison to rural areas, a relatively high proportion of women in towns are single, almost 30% of those above 10 years of age.^{3/} The rate for single, divorced and widowed women in rural areas is only 18%. The first round of the Urban survey indicated that there were 189,000 divorced women and 39,000 divorced men in all towns.^{4/} This data reveals that a large number of female migrants to towns are divorced, possibly as many as 25% of all female in-migrants above 15 years of age. Thus, women are usually forced by social and economic pressures to settle in new places. Consequently, divorce is one of the reasons for rural-urban migration and can be attributed to difference patterns of marriage and inheritance.

Legal, Cultural, Religious Migration and marital factors are briefly mentioned above to add perspective and invite research into these areas.

D. Wage Employment of Women

Wage employment of women in Ethiopia is limited to a small portion of the female population. As a policy, however, there is no difference/restriction between men and women as far as employment opportunities are concerned. The Employment and Occupation Convention, of ILO No. 111 of 1958, has been ratified by Ethiopia. Its aim is to give equal access to vocational guidance, placement services, training, employment, advancement, security of tenure, equal remuneration for equal work and work condition. In practice, however, this convention is not fully applied.

^{3/} Stet

^{4/} Stet

Based on the study made by MCD/SA ^{1/}, out of a total of 95,305 employees in the public sector only 9,180 (or 9.6%) were women, out of whom 553 were non-Ethiopian. In the private sector, out of a total of 176,927 surveyed, 39,700 were women (or 22.44%) out of whom 564 were non-Ethiopians. The distribution of women according to industry in both public and private sectors is shown in Annex I, Table IV.

It should be noted that establishments under the Public Sector include all Ministries and Departments of the government, central and provincial: municipalities; chartered agencies; and other quasi-government bodies. In the private sector, all establishments employing 10 persons or more as well as some establishments employing less than 10 persons were included. Although the returns were not 100%, the omission was not significant.

In the same survey, (1971), a further classification by major occupational group indicated that in the public sector 2,956 women (or 32.2%) were professional and technical personnel and 2,443 (or 26.6%) were employed in clerical occupations; 1,437 (or 15.7%) were in services and 2,296 (or 25%) worked in production and related jobs including unskilled work. In the private sectors 878 (or 2.2%) were in the professional and technical group; 2,013 (or 5.1%) were in the services; and 18,745 (or 47.2%) were engaged in production and related jobs, including unskilled work.

As can be seen from the above analysis the Ethiopian women are under-represented in the employment sector in general and only a minute portion of these already represented are found in the professional, higher income bracket and in decision making positions. Furthermore, a higher percentage of women are to be found in services and related jobs, including unskilled

^{1/} Survey of the Occupational Pattern of Employment in Ethiopia, by the Ministry of Community Devel. and Social Affairs, (MCD/SA Dept. of Labour, February, 1971.

work. The figures are probably exaggerated since not all women are permanently employed. For example, many of the women who work in coffee cleaning establishments are employed only half of the year; generally the employment is seasonal. Secondly, a high percentage of women, especially in the private sector, work as barmaids and prostitutes for lack of alternative employment. Thirdly, the high proportion of unskilled both employed and unemployed labourers are found among the housemaids, baby-sitters, office cleaners and foodvendors where women are prominent.

In summary, since the policy of the government does in no way create an obstacle for women in their quest for improvement we have to look elsewhere for the reasons of poor participation of women. The main obstacles seem to be, a) low proportion of women in the education system, b) social and c) cultural barriers. If women are to make their contribution and enjoy equal access and opportunity to labour markets then these constraints must be dealt with within the framework of a national development strategy. Development strategies cannot bring about the expected better living conditions and higher standard of living when half of the potential manpower is not trained nor utilized. Equitable distribution of economic growth benefits for women will not take place unless social and cultural developments occur along with economic development. This will take additional studies and action follow up.

Ethiopia and the International Women's Year

An Ethiopian National Committee (composed of representatives from seven Government ministries and various other private agencies) has been set up by the Ethiopian Ministry of National Community Development and Social Affairs to implement U.N.'s resolution to designate the Year 1975 as the International Women's Year. An African Regional Seminar on the Integration of Women in development activities was held at the ECA Headquarters here in Addis Ababa, June 3-6, 1974, in which Ethiopian women participated.

The National Committee is chaired by Woizero Woderyeleh Kebede (a Ministry of National Community Development official), has the Minister of National Community Development as its spokesman, and is divided into six sub-committees; namely, Education and Training, Data Collection and Research, Publicity and Publication, Exhibition, Planning and Coordinating, and Fund Raising. These sub-committees are presently working on both short-term projects (to be undertaken during the year) as well as long-term ones (to go beyond the 1975). The Committee's efforts will be geared to the improvement of the lives of rural women. A complete plan of action report was prepared by the National Committee and submitted about two months ago to the U.N. thru the Ministry of Foreign Affairs.

It is planned to have a Women's Commission/Bureau set up in Ethiopia. Donors will be approached for financial/technical assistance. It is hoped that USAID will also encourage and assist the establishment of the Commission/Bureau and help it carry out appropriate programs.

A member of the USAID Education and Health Office is a member of the Planning & Coordinating Sub-committee and Chairman of the Fund Raising Sub-committee.

The International Women's Year will be inaugurated here in Addis Ababa end of this month; an inaugural ceremony program has been prepared and submitted to the appropriate government officials.

IV. REVIEW AND ASSESSMENT OF USAID PROGRAMS

A. FOOD AND AGRICULTURE

1. Ada District Development Project

a. Description and Purposes of the Project:

In an effort to address the key constraints in the rural development area of concentration in production, employment, income distribution, etc., the Ada Project has been designed to achieve the following three main objectives:

- (1) To improve the socio-economic status of approximately 3,000 traditional small farmers (under 20 hectares);
- (2) To increase agricultural output in an area typical to Ethiopian highland peasant agriculture, for domestic consumption and export; and
- (3) To develop an infrastructure and institutional framework which will facilitate the replication of project methodology to other highland areas.

Major inputs are improved seeds, fertilizers, supervised credit and implements. Other components include the introduction of model lease agreements, farm-to-market roads, and improved domestic water supplies. To date, 1095 farmers were provided credit by the Project. Also 12 kms. of road and 3 wells were constructed. Of the 1095 farmers who received credit from the Project 29 were women farmers who owned a total of 2½ gashas (100 hectares) of farm land.

Even though the Project does address the specific constraints enumerated above, primarily through the male farmers/heads of households, it also addresses the role of women in agricultural life through the services of home economists assigned to the Project staff by the Ministry of National Community Development and financed by the Government of Ethiopia. However, the focus has not been strong. It has addressed so far only 460 rural housewives compared to the 3,000 male farmers and provided credits for 29 women as compared to 1095 male farmers. It is also envisaged that Woizeret Solome Gebre Egziabher from Michigan State University would conduct a research on the role of women in the Ada if financial aid is made available.

The Home Economics Department of this Project was initiated in June 1973 with only one Home Economics Supervisor. Now this Department has five home economics agents and one supervisor (out of a total project staff of 95). The services of five agents have been extended to some 460 rural housewives in teaching child care, nutrition, basic literacy, first-aid, birth control, house spacing and gardening. In addition to their normal duties, the home agents participated in vaccinating about 6,500 rural people against smallpox and other contagious diseases. The home agents have an excellent cooperation and responses from the rural women.

b. Constraints:

- (1) Recognition of the Home Economics Department of the Ada Project by the GOE and allocating budget for the Department;
- (2) Lack of Transportation;
- (3) Lack of teaching materials;

- (4) Shortage of home economics agents, i.e., only 3 home agents serve 7 centers which encompasses some 160 housewives;
- (5) Lack of funds for demonstration and/or teaching purposes;
- (6) Lack of knowledge about credit facilities provided by the Ada Project to the farmers; and
- (7) General orientation of the society and project towards males as change agents and recipients of inputs and services.

c. Recommendations:

- (1) It is believed that the Home Economics Department neither has the responsibility or the authority to reach as many rural women as possible due to the fact that recognition was not given to this Department by the Government of Ethiopia. If we are to improve the home, rural women and their families, urgent attention should be given to recognizing and assisting this Department. We further recommend that AID should make sure in its agreements that equal recognition and opportunity be given to the Home Economics Department like any other departments in the Ada Project.

- (2) In view of the fact that AID has not so far appropriated any funds to assist the Ada Project Home Economics Department, we recommend that funds be made available to alleviate the constraints faced by this Department such as teaching materials, demonstration funds, and transportation.
- (3) USAID should coordinate its help with that of EPID and Ministry of Education in order to provide more home economics agents for training rural women and coordinate with the non-formal education project.
- (4) USAID should take the lead in exploring ways of expanding/extending technical agriculture information services, inputs through women in the Ada District. Also, skills training for women should be supported.
- (5) Last but most important is that more stress should be given to the expansion of the water well drilling activities of the Ada Project; it has direct bearing on the women's activity which involves most of her time from day to day of fetching water for the family use which could otherwise would have been available for the improvement in her home/household. The water program should be closely coordinated with a sanitation/health/nutrition/garden program.

2. Minimum Package Program (MPP)

a. Description and Purposes of Project

This program represents primarily the Government of Ethiopia and multi-donor efforts to help the traditional nation-wide farmers. The objectives of the program are to:

- (1) increase net income of tenants and small-holders (under 20 hectares) through the development of small-scale agriculture in selected areas in Ethiopia;
- (2) increase agricultural production for domestic consumption and export;
- (3) generate rural employment;
- (4) optimize rural development; and
- (5) demonstrate the efficacy of the project methodology for replication throughout other areas of Ethiopia.

USAID has provided three U.S. Contract agronomists for this project. Also, AID has assisted in the training of Ethiopian employees of the Extension and Project Implementation Department (EPID) of the Ministry of Agriculture in the U.S. at a Master's degree level. On the original PROP of MPP, page 13, section 4.c. AID considered giving assistance to the Home Economics Section of EPID. This assistance has yet to be provided. Other major donors to this Project are SIDA, FAO/DANIDA and IBRD.

The MPP has a home economics extension program which involves:

- 18 assistant extension agents
- 3 senior extension agents - stationed in provinces
- 2 assistant extension supervisors - stationed at headquarters
- 20 home agents now in training at Bako Training Center; and
- 5 additional assistant supervisors are being recruited for field work.

This program will enhance the self-sufficiency of the farm household by enabling it to produce its own garden crops and improving its functions as a rational consumption unit. This will contribute to involving rural women more in the development process of the nation.

b. Recommendation:

Since this program is only at its initial stage, there is no significant problem to mention. But the number of supervisors and extension agents shown above, is not likely enough to serve the estimated five million households of the Country. Therefore, it is highly recommended that USAID in cooperation with the Government of Ethiopia and other donors should stress the integration of women in the home economics department, literacy program, employment of rural women, etc.

B. EDUCATION AND HEALTH

1. Rural, Non-Formal Education (NFE)

In the nation's attempt to make education more relevant to rural peoples' lives and get away from focussing on the urban population and the elites, the Ministry of Education has started educational/training programs for the rural adults and out-of-school youth. Although the non-formal education may have a literacy component, it will be mainly job-oriented training using local labor, local leadership, local expertise and local resources. It will also give the villagers a chance to take part in identifying their problems, devising solutions for them and thus participate in the development of themselves, their village and hence their nation. This, in addition to helping the nation's development, has the additional advantage of building the confidence and morale of the rural people in that it gives them the assurance that their contribution is vital to the nation's development program.

The idea on non-formal education is a major area of emphasis from the Ethiopian Government's view (as evidenced by the FFYP and the Development Through Cooperation Campaign of the Provisional Military Government), AID's strategy for education, as well as other donors' interest. While Education Sector Review recommendations, from which NFE has emerged, have been suspended, the Ministry of Education has decided to carry out NFE on a pilot basis in six Awrajas (Wolisso, Debre Berhan, Tegulet & Bulga, Ambassel & Wollo, Keffa and Harrar). These Awrajas were selected to coincide with other development projects

in decentralized administration and agriculture. Integration of all development activities is imperative in order to (a) avoid duplication of efforts, (b) join available resources and expertise to achieve mutual goals, and (c) allow NFE to work with technical projects.

If successful, the Ministry's pilot project in NFE is hoped to be replicated on a national scale. AID has been cooperating with Ministry of Education in carrying out this pilot project.

(a) The purpose of the project:

- Increased employment, productivity, income
- Equity distribution of development/growth benefits
- Villagers' participation in the identification and solution of their problems.

(b) Programs to be undertaken by NFE project (Work-Oriented Adult Education Program):

1. Skills Training

- a) Vocational: marketing, basketry, weaving, pottery, cottage industry, home economics, blacksmithing, etc.

- b) Technical: agriculture, health, public works.

2. Minimum Formation Education (MFE)

Literacy, numeracy, "Ethiopia Tikdem" civics.

3. Attitudinal

- a) Prepare villagers to accept the technical programs of other change agents.

- b) Reinforce the messages of other programs.
- c) Build-on progress made by other programs, to take the villagers to the next step of development.

The program will be undertaken under three different settings:

1. Where schools exist remote from other services, requiring the education personnel to perform all tasks.
2. Where schools are located so as to be able to draw support from other development agents on part-time basis.
3. Where schools are co-located with other development services so as to join efforts to carry out the responsibilities in an integrated manner.

(c) Recommendations

Since the project is still in an experimental stage, the following is proposed to the project managers so as to integrate women's activities in the project's undertakings:

- That women be included in the target learner population. By this we are not proposing that specific programs be initiated just for women (although this may be useful in some cases), but that women be allowed to benefit from all learning activities to be undertaken by the project.
- That the program encourage attitudinal change on the value of women's contribution, as well as the scope of women's activities.
- That women be given equal opportunity in any in-service training programs designed for trainers or change agents.

Rationale for integration of women's activities in NFE:

- By improving a woman's lot, the productivity, employment and income of the whole family will be raised.
- Women's participation in the decision-making process will allow women to express/identify/solve problems that may be unique to the rural women.
- Since equity distribution of development benefits is considered a primary purpose, "equity" should be broadly defined so as to consider the existing imbalance of the distribution of development benefits between rural men and women, and should not only focus on geographical inequities.
- Women's participation in development projects will also increase the nation's GNP since, despite the heavy load they carry, the services of housewives in a subsistence economy are excluded when national income is calculated.
- Training of rural women and their participation in the development of their village will benefit each member of the family, and not just the woman. The proper upbringing of children, the proper use of raw materials produced for home, food and clothing, the health of the whole family, the comfort and grace of the home-- everything upon which the standard of living depends, rests in the hands of the woman, even a large part of agriculture production. The society should prepare the women to be capable of carrying out these responsibilities.

- Finally the neglect of the women reduces the efficiency of all other work and the national developmental effort as a whole. Risk taking for developmental change is often a family decision; there is less incentive for innovative adoption if the innovation is introduced in isolation. A large proportion of the children who go to school lose their hardly achieved literacy in the illiterate atmosphere of their homes. Large numbers of men are trained as change agents, but in their own home environment, they soon slip back. How can they stimulate a higher standard of living than they have in their own homes? How can they keep up their own new standards when their homes, from which they should draw inspiration and encouragement, continue in their old age? Therefore, until the wives are trained in their part of the program, much of the money spent on training the men must obviously be wasted.

Although we narrowly looked at this, as it relates to the family, the problem contributes to the world's development problems in a multiplied fashion. As the U.N. Secretary-General pointed out (in a special message to the African Regional Seminar on the Integration of Women in Development, held in Addis in June, 1974), "it is the women who form the bulk of the poorest, the illiterate, the unskilled and the unemployed; and who, thru no fault of theirs, act as brakes on progress." Therefore, until women's conditions have been improved, development will be nothing more than a set of alphabets, if a more equitable distribution of development benefits is to be achieved. It may be in order to mention that

women account for 51% of world's population, and that 80-90% of the African female labor force live and work in rural areas.

It would indeed be a fallacy to even consider rural development unless women are integrated into the development efforts, when rural women are believed to work 16 hours a day carrying the twin or triple roles of wives, mothers, farm workers and marketers, and when we know women in this category account for the majority of the world's population.

2. University General Support Project (Haile Sellassie I University--HSIU)

a) Introduction

HSIU, founded in 1960, is the major institution of higher learning in Ethiopia, and as such bears the primary responsibility of producing the nation's middle- and high-level manpower requirements.

USAID has been assisting HSIU since its foundation. At present, USAID's support to HSIU has three components; namely, contract services, participant training and institutional strengthening activities.

- (1) Contract Services: Under this component, U.S. academics are recruited to teach as well as carry out research, thereby replacing Ethiopian faculty members who are pursuing graduate studies in the United States. This used to be the major component of the project until recently. The number of U.S. professors serving at HSIU thru this arrangement has been gradually declining, from 32 positions in 1972-73 academic year to 29 in 1974-75. Actually, due to the temporary closure of HSIU for classroom instruction, the number has been decreased to 9.

(2) Participant Training: Thru this component, a number of selected Ethiopian faculty members are sent to the U.S. every year for graduate (and a few non-degree) study programs in specialized fields. During the 1975-76 academic year, approximately 12 new participants will be sent to the U.S. for graduate training. There are presently 120 participants from this project in the U.S.

(3) Institution Strengthening Activities: This is a new but a major thrust, both from the standpoint of HSIU's aim to build HSIU as an institution, getting away from merely focussing on classroom instruction, as well as AID's new strategy in higher education as reflected in "The AID Education Program Strategy" -- strengthening higher education for national development.

Under this component, programs have been carried out along the lines of research, materials development, curriculum development, providing outreach services to rural people, thereby assisting in the nation's planning and development programs.

AID has been providing funds to help carry out these functions.

5) Women's Participation in HSIU's Programs

(1) Enrollment: While enrollment at HSIU is nearing 10,000, the number of female students at HSIU is considerably low.

Statistical data provided by the University's Registrar's Office indicates that male to female ratio is approximately 12:1. This figure may not appear that bad at the University level when one realizes that the participation of women in the Ethiopian education

system has never been quite encouraging, right from the elementary level and, of course, it keeps declining as we go up higher.

A statistical data put out by the Planning Unit of the Ministry of Education indicates that only 10% of the female population in the primary school-age group are enrolled in school, while 22% of the boys in the same age group are. Even this low participation keeps declining at different levels of the education system, with a drastic drop between the secondary and tertiary levels. The following data will give the reader a picture of the constant decline in the female enrollment at the different levels in the education system.

Primary	M - 586,000	
	F - 275,000	(40%)
Jr. Secondary	M - 71,000	
	F - 31,000	(30.4%)
Sr. Secondary	M - 62,000	
	F - 19,000	(23.5%)
Teacher Training	M - 2,500	
	F - 600	(19.4%)
Tech. & Voc.	M - 3,500	
	F - 2,000	(36.4%)
University	M - 4,841	
	F - 402	(9.7%)

(Note: All the above figures are for 1973-74, except the University's which is 1972-73 figure.)

Although one may argue that enrollment of boys also goes down as we go up to the higher levels, the fact that 10% of the female population in the primary school-age group are enrolled

in school while 22% of the boys in the same age group are, puts the female enrollment at a disadvantage right from the very beginning.

At the University level (as you may see from the above data), the percentage sharply falls down to about only 10%. Even this very low percentage of female enrollment is distributed quite disproportionately among the various faculties.

The breakdown of the female students' enrollment at HSIU is as follows:

Faculty	1970 - 71		F as % age of total	1971-72		F as %age of total	1972-73		F as %age of total
	M	F		M	F		M	F	
Agriculture**	461	44	3%	519	47	8%	443	14	3%
Arts	370	26	6%	329	24	7%	332	22	6%
Business	390	48	10%	348	45	11%	286	42	13.6%
Education	317	27	3%	861	46	5%	711	59	7.6%
Medicine	138	18	13%	340	15	4%	124	13	9%
Law	250	4	1.6%	153	6	4%	222	3	1%
Public Health	165	7	2.6%	163	11	6%	289	92	24%
Social Work	83	24	22%	93	24	20%	88	23	20%
Science	319	14	4%	377	21	5%	361	17	5%
Technology	343	1	0.2%	326	2	0.6%	291	1	0.3%
Theology	29	0		39	0		47	0	
Freshman	1177	111	8.6%	1267	134	9.6%	1647	116	7%

While female enrollment in some faculties is consistently low (e.g. Technology) or nil (e.g. Theology) and emphasized in others (e.g. Business & Education), it would be wrong to assume that this situation has anything to do with HSIU regulations on enrollment. In fact, the University has no written or implied restriction on women's enrollment in any of its faculties.

**The rather high enrollment figure in Agriculture (as compared to other faculties) should not be considered as an indication of high female participation, since the majority of these female students are enrolled in the Home Economics field which is a marginal part of Agriculture.

However, women are forced to limit themselves to certain education fields as the society has a "classified" set of fields in which women can secure jobs, and there certainly is no point in one pursuing education in field that she knows she won't be let to use and translate into practice. The enrollment data in the technical and vocational streams (as cited on page 41) can be used as an additional illustration.

(2) Staffing

When one realizes that very few Ethiopian female students are fortunate enough to be enrolled in University education, one may not expect to see much female participation at the University professional, career level, those at this level representing the elitest set of "enlightened" people.

At present, there are only 26 Ethiopian women academics at HSIU, and this indeed is significantly low when one considers that the total teaching staff at HSIU is 296. (6.2% of the teaching staff are female.)

c) Recommendations

(1) Contract Services: U.S. academics coming to HSIU thru this arrangement account for 10-13% of the total faculty. A very insignificant number of female academics have come to HSIU-- Only two out of a total of 56 positions were given to women academics in the past several years.

(2) Participant Training: Since this component will be dealt with in a separate paper in detail, no attempt is made to comment on it.

(3) Institutional Strengthening Activities

Since this is an area of major emphasis, both on HSIU's part as well as that of AID's, the integration of women's activities in this broad area of development-oriented activities can be attempted.

Suggestions are made along the following lines:

- Equal opportunities for women researchers should be given; i.e. equal access to funds made available for research activities.
- Research on women's contribution in the economic, social, political and other aspects of developments should be encouraged. Such research can be undertaken by both male and female, but the outcome from such research works may prove useful in bringing to light how much women have contributed to the nation's development even while being made to stay behind the curtain. This in turn will help us strengthen the ground for the position that continued and increased women's participation in developmental activities should be encouraged.
- Research on rural women's contribution to the subsistence economy in which they live should also be encouraged.
- It is suggested that AID propose to the University, when entering into agreements, that attention be given to the integration of women in the University's undertakings and that some of the funds provided for research be earmarked for this area.

(4) Enrollment: Although the University is not to blame for the uneven distribution of female students among the various faculties, ways and means should be investigated to as to encourage women enrollment in those faculties which female students have been avoiding.

(5) Staffing: The University should also encourage female graduates to go into graduate studies and join the professional career at the University level. Most of the female members of the academic Technical Assistant/ staff hold the rank of/Assistant Lecturer (with BA/BS degrees). These employees should be allowed to take advantage of the USAID participant training. (Some of them may not have the required G.P.A., but successful experience after they joined the faculty should also be considered, rather than holding them at that same level just because their G.P.A. is a little lower than "the required."

3. Participant Training Program

On subsequent pages of this report, the scope of the U.S. participant training program is examined in line of the "Percy Amendment" and the following observations are made:

a. Brief Background:

The Ethiopian Government receives, every year, several scholarship grants from over twenty different governments and international organizations, but the U.S. Government participant training program has many comparative advantages:

(1) U.S.A. is by far, the country which offers the largest number of scholarship grants to Ethiopia;

(2) U.S.A. is the only Government which has maintained its commitment to training grants over an extended period as long as 23 years;

(3) The training opportunities offered by U.S. colleges and universities impose very little problem to the Ethiopian candidates in terms of language, course syllabus, institution credibility, as well as relevance and adaptability of course materials;

(4) The U.S. training program is systematically organized and efficiently administered with a full provision for close attention, supervision, assistance and follow-up on a practically individualized basis;

(5) The training component of U.S. technical assistance is considered to be the most effective and durable contribution of the U.S. Government to the people of Ethiopia;

b. Inequity of Distribution of the Participant Training Program:

Records and statistics reveal that the inequality of man/woman ratio in the distribution of the USAID participant training program is considerably high.

This, for the major part, is closely related to the inequality of educational distribution in the country. The inequity of education in Ethiopia is demonstrated in all aspects - sex, age, level of education, urban/rural location, etc. In male/female distribution, 22% of the boys of primary school age are in school, while only 10% of the girls are. At the university level, only 12% of the enrollment is female, 88% being male!!

In USAID's participant training program (over the 23 years of the program's existence from 1951 - 1974) the total number of programs completed and participants returned are 1,641 programs by 1,470 participants. (The difference between programs and participants arises when one individual is sent for multiple training). Of the 1,470 participants who have completed their training and returned home, only 152 (10%) are women, while 1318 are male. At present 120 Ethiopians are being trained in the United States of which only 7 are women.

c. Phases of the Training Program:

(1) Chronologically, the participant training program involved through two phases, the first phase from 1951 - 1969, the second phase from 1970 to the present time. The first phase is again characterized by two decades - the first decade from 1951 - 1960 and the second decade from 1960 - 1970.

(2) During the first decade of the first phase, in the 1950's, there was no particular focus on women's projects: the training program contained a variety of project emphasis, allowing a broad range of specializations within many technical activity fields. However, in this decade not many women benefited from the training opportunities due to the fact that prior to 1940 educational opportunities for young girls had been extremely deficient in Ethiopia.

Thus, only 10 women out of a total of 152 participants were trained during this period.

(3) During the second decade of the first phase, in the 1960's there was a particular focus on women's training thru major projects. In 1954, the Ethiopian and the U.S. Governments reached an agreement to establish the Itegue Menen School of Nursing in Asmara, Eritrea. A major component of this technical assistance project was participant training. Thus, many nurse-graduates had the opportunity to be trained both in Lebanon and in the U.S.A. Several other women also benefited from the opportunities offered by the Education and Health/Sanitation projects, bringing the total figure of USAID women participants in the decade to 121 out of a total of 152. (This was the "Development Decade"!).

(4) In the second phase, (1970 - present) the women's focused projects were terminated as the overall training emphasis was sharply reduced from 10 major fields, 33 technical activity components, to only 3 priority areas - Agriculture, Higher Education and Economic and Financial Planning. This period was also marked by an expansion of 2-3 years graduate training programs leading to M.A. and Ph.D. degrees. As a result, the number of women trainees fell drastically to 20 out of a total of 121.

d. Contribution of Women Participants in the Advancement of the Ethiopian Society:

(1) On the personal level, all 152 women participants have improved their social and economic lot;

(2) On the national level, professional women and women with particular skills have shared many duties and responsibilities in a joint effort to accelerate the economic advancement and the improvement of every infrastructure in the country.

(a) The Itegue Menen School of Nursing (IMSN): even-though the target date set for the phasing out of the U.S. assistance from the Itegue Menen School of Nursing was 1970, in November, 1968, an Ethiopian National, w/o Alganesh Haregot, a graduate of the first class, and a USAID participant trained in Lebanon and the United States became solely responsible for the direction and administration of the school. The Nursing School is now totally Ethiopianized and the 38 USAID participant returnees have assumed teaching, supervisory, and administrative positions in the nursing school, the provincial health department, the maternal/child health program, the midwifery program, the hospital nursing service, the nursing advisory service and the nursing school library service.

(b) In the national university, USAID women participants are fully integrated as assistant professors, administrative officers, lecturers, assistant lecturers, senior/junior instructors, technical supervisors, graduate assistants and teachers.

(c) In government agencies, USAID participant returnees serve in several capacities including vice minister, director-general, directors, department heads and experts.

(d) In elementary, junior and high schools, women participants have important positions as directors, teachers, supervisors and unit leaders.

(e) In the area of health, women participants are employed as doctor, division and department heads, matrons, directors of nursing schools, hospital nurses, nursing/public health instructors, community and sanitarian nursing teachers as well as midwives.

Additional research is needed to accurately assess the impact made by women participants on their colleague, organizational structures, their trainees - i.e., their multiplier effect on Ethiopian development: but there is every reason to believe this is great.

(e) Statistical Analysis:

T A B L E 1

SUMMARY STATISTICAL ANALYSIS

USAID TRAINING PROGRAM FY-1952 THROUGH FY-1974 SHOWING MALE/FEMALE

DISTRIBUTION

*PARTICIPANTS: U.S. Training vs. Third Country Training

	<u>Male</u>	<u>Female</u>	<u>Total</u>
U.S.A.	913	65	978
Combined US/Third Country . . .	65	24	89
Third Country Training . . .	<u>340</u>	<u>63</u>	<u>403</u>
Total . . .	1318	152	1470

Short-term Training vs. Long-term Training Programs*

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Short-term (duration up to 1 yr.)	365	115	480
Long-term (1 year or more)	<u>1096</u>	<u>65</u>	<u>1161</u>
Total	1461	180	1641

Degree Training vs. Non-degree Training Programs*

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Degree Training	703	65	768
Non-degree Training	<u>758</u>	<u>115</u>	<u>873</u>
Total	1461	180	1641

Distribution of Degrees:

	<u>M.D.</u>	<u>Ph.D.</u>	<u>D.V.M.</u>	<u>M.S.</u>	<u>B.S.</u>	<u>Total</u>
Male	8	22	16	482	259	787
Female	1	-	-	23	41	65

*Difference between Programs and Participants arises when one individual is sent for multiple training programs.

STATISTICS SHOWING THE BREAKDOWN OF PARTICIPANTS
BY FIELD OF TRAINING AND BY SEX FROM FY-1952-FY-74

Field of Training	U.S. Training		3rd Country Training		Combined US 3rd Cntr Trg		Total	
	M	F	M	F	M	F	M	F
Education	348	35	52	8	17	1	417	42
Health & Sanitation	72	25	91	56	24	23	187	104
Agriculture	189	2	109	-	18	-	316	2
Pub Adm.	107	2	80	1	4	-	191	3
Pub Safety	90	-	-	-	1	-	97	-
Transportation	38	-	-	-	-	-	38	-
Bus & Fin Plan.	13	-	-	-	-	-	13	-
Indust & Mining	11	-	1	-	-	-	12	-
Mass Comm	8	-	-	-	-	-	8	-
Ref'l Project	9	-	-	-	-	-	9	-
Housing	-	-	-	-	1	-	1	-
All Gen. & Misc.	22	1	7	-	-	-	29	-
	913	65	340	63	65	24	1318	152

Total male participants = 1318/90%

Total female participants = 152/10%

Grand Total = 1470

f. Constraints:

According to the foregoing charts (Table I and II) excessive disparity of distribution between male and female participants is distinctly demonstrated. Some of the constraints or limitations which have contributed towards such disparity are outlined as follows:

(1) One of the constraints which caused the great disparity between men and women is a unique feature which characterizes U.S. technical assistance. The U.S. Agency for International Development has always agreed to the provision of technical assistance under specific project agreements with certain ministries or government agencies. An important component of such assistance has always been the training of Ethiopian nationals in the U.S.A. or "third countries." However, only women who have been connected with the ministries or agencies being assisted were privileged to benefit from the training services. The U.S. assistance for participant training in Ethiopia, did not, in its 23 years of history, invite applications in open competition or make any provision for a general ("Umbrella") project to reach minority groups or meet specific but non-project related manpower needs. Thus, the traditional USAID project-oriented assistance resulted not only in disparity of distribution but also in clustering the high-level manpower in Ethiopia in a manner unfavourable to a multi-sector approach to development.

(2) The overwhelming majority of women participants (146 out of 152) are represented in only two out of 12 projects - Education and Health. The other 10 projects, such as Agriculture, Public Safety, Public Administration, Finance, Transportation, etc., catered to male participants.

.../...

- (3) The largest representation of women participants, (104 of them) was sponsored by the Health and Sanitation project. The major component of this project which had a women's focus, the Itegue Menen School of Nursing, phased out in 1969. The total Public Health project phased out in 1971.
- (4) The Education project which contained the second largest number of women participants (42) phased out in 1972.
- (5) Of the two currently existing projects, the Agriculture project has not sponsored equal women representation.
- (6) The remaining project, Haile Sellassie I University General Support, places full emphasis on graduate studies and the high standards set by the University for Master's and Doctoral degree studies prohibits many women from benefiting from the services.
- (7) Beginning 1970 (second phase) the training program shifted sharply to a preponderance of U.S. training. More than 95% of the programs completed during this period were accomplished in the U.S. A.. Third country training such as the ones carried out in Lebanon (AUB), or Uganda (Makarere/University of East Africa) or Kenya (University of Nairobi) have been terminated. It is abundantly clear that the moderate admission requirements of the above universities and the reduced tuition/living costs in third countries were most favourable to Ethiopian women's education.
- (8) During the same phase (1970 - present) the trend moved to specialized graduate training programs. Of the 71 programs completed in FY-74, only 9 are non-academic, (6 of which are public safety training). Undergraduate programs are only considered on a waiver basis in cases of exceptional need, for example, for vocational/technical/health teachers.

g. Recommendations:

It is fully substantiated that, in the last 23 years, no conscious attempt of any magnitude was made to integrate women in the USAID participant training

..//..

Program. On the contrary, as it is demonstrated in the foregoing pages, the scope, nature, and pattern of the different projects have deprived many young Ethiopian women from benefiting from the training services.

It is, therefore, the considered judgement of this study that special efforts be made to consider and implement the recommendations outlined below:

(1) Women participants have benefited more from short-term than long-term training; 64% of the total women participants (115 out of 180 programs*) have completed short-term training while only 36% (65 out of 180) completed long-term training. On the other hand, the male participant ratio was 25% short-term training (365/1461) and 75% long-term training (1096/1461).

Inasmuch as this approach seems acceptable to Ethiopia, USAID should sponsor more short-term training programs if special attention is to be focused on women participants.

(2) Women participants have benefited more from non-degree than academic degree training programs. Once again 66% of the total women took part in non-degree training programs and only 36% in the degree programs. The distribution of programs completed by male participants was 52% non-degree and 48% degree training.

USAID Project Officers should pay more attention to the identification, projection and provision of more practical, non-degree, and in-service training opportunities for women.

(3) In the area of academic degree training, women participants benefited more from undergraduate than graduate degree programs. Of the total 65 degree programs completed by women, 64% are B.A. degrees and only 36% M.A. degrees.

One woman participant earned an M.D. degree. Of the total 787 degree programs

*(180 programs, 152 women participants) Difference between programs and participants arises when one individual is sent for multiple training.

completed by men, 33% were B.A.'s, 61% M.A.'s, 2% DVM's, 3% Ph.D.'s and 1% MD's.

It should be noted that the major constraint identified in the foregoing was the move that the AID training program took towards specialized graduate training programs. Of the 120 programs currently being carried out in the U.S.A. 66 of them are Master degrees (2 women), 39 Doctorate (1 women), 5 Bachelors (4 women) and 10 non-degree training (6 public safety) programs.

USAID should attempt, to the extent possible, to override the large inequality of degree distribution and pursue balanced academic degree objectives for women.

(4) The Haile Sellassie I Project:

While more than a dozen and a half sectors have benefited from the U.S. training assistance in the last 23 years, the largest proportion of the training went to Haile Sellassie I University. HSIU has sponsored 253 of the 1,641 completed programs and 72 of the 120 current programs. Of the total 325 programs which HSIU has sponsored only 29 went to women.

Hence, HSIU, with USAID's encouragement should take the lead in devising ways and means for the integration of women participants in its own training program.

(5) The Haile Sellassie I University should review closely the high standards it has set for advanced academic degree training. The University should take a sensitive approach to reach not only the needs of the women minority group but also to minimize a further clustering of M.A. and Ph.D. staff. HSIU has already sponsored 189 of the total 548 USAID Master degree programs and 55 of the total 77 D.V.M./Ph.D. programs, and women have not participated equally in these advanced degree programs.

(6) The Agriculture Project

The trend of the agriculture project has also moved sharply toward a degree-oriented training program with M.A. and Ph.D degree objectives. Currently, there are 14 Masters, 3 Ph.D. and only 3 non-degree programs going in the project.

In a country such as Ethiopia, where the economy is primarily based on agriculture and where approximately 90% of the population is engaged in farming and livestock production, a preponderance elite-type, degree-oriented training does not run parallel with the government's considerable effort to improve food production and the standard of living for the average citizen. Thus, the agriculture project should divert its attention towards programming more practical, non-degree, in-service and conservation/tour training in order to reach the vast majority middle/lower level agriculturalists (including women farmers) in keeping with AID and GOE policies: these types of programs are also more accessible to women.

(7) On a policy level, USAID/Ethiopia and AID/W should consciously consider provision for an open "general/Umbrella" training project in order to reach the needs of the women minority group and to promote the multi-sector approach for social growth and development. Recognizing the possibility of initiating a new project is remote due to a world-wide move on the part of the U.S. Government to reduce overseas expenditures, a reasonable proportion of the training funds from the two existing USAID projects could be allocated or appropriated for the proposed general training project.

(8) The complete prerogative given to the GOE sponsoring government agencies for nominating and selecting AID training candidates should be scrutinized closely to ensure equal opportunities for women. A positive approach can be taken by USAID to enforce the inclusion of women representatives in the nominating, screening and selecting bodies of each sponsoring agency which should help improve the number of women considered for training.

4. Maternal and Child Health/Family Planning (MCH/FP)

a. Introduction

The Government of Ethiopia does not have an official policy supporting Family Planning Population (FP/POP), and would not want to sign a ProAg for G-to-G FP/POP support. However, the GOE does allow FP/POP programs to go on by and through non-governmental organizations. Therefore, USAID tries to identify Ethiopian institutions and individuals interested in FP/POP and then arrange support for them thru a U.S. or international non-governmental organization supported by AID/W. At present there are no bilaterally supported projects in MCH/FP which benefit women most.

b. While USAID has no bilateral programs in the MCH/FP field in Ethiopia these services are now provide by government clinics, Voluntary Agencies, and/or non-governmental organizations. The services vary in many ways but their objectives are generally the same. The MCH/FP services in Ethiopia emphasize:

- (1) Child bearing and child care (up to year 5)
- (2) Child birth accidents
- (3) Continuous care of the mother during pregnancy, delivery and the days immediately following recovery
- (4) Child feeding, nutrition and immunizations
- (5) Research and training
- (6) Spacing children

c. In an effort to assist the Voluntary Agencies, USAID has recently provided the following:

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- (1) \$5,000 to Ethiopian Women's Welfare Association (EWWA) for training of Traditional Midwives (birth attendants) (TBA) and Wogesha (Surgeon--herbalists). The training has benefited 88 women in Addis Ababa and in the provinces (20 in Addis, 68 in five provinces of Ethiopia). Each midwife was given a simple but complete delivery kit furnished by UNICEF. Although, minor in number, the TBA trainees were introduced to modern way of delivering babies as opposed to traditional delivery performed by untrained midwives which has been and still is a cause of death for mothers and babies in urban and rural areas. The program has achieved its greatest success in becoming a model for government services. The Ministry of Health is including a similar program in its new 5 year plan because of the good impression made by this project.
- (2) \$1,500 was given to Young Women's Christian Association (YWCA) of Asmara in support of its training program in Family Life and Home Management. The course included homemaking and food preparation, nutrition, basic health care and family planning for fifty nine (59) women who participated actively and with interest. Both representatives of EWWA and YWCA expressed their interest in providing the same courses to wider urban and rural women, if financial assistance from USAID could be made available.

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- (3) As an experiment, USAID has also introduced 30 MCH/Kits, the first of their kind, through the Ministry of Public Health, and Voluntary Agencies for MCH/FP activities. These Medical MCH/Kits (which contains baby and adult scales, steralizers, and clinical equipments) were widely accepted and proved useful in promoting integrated MCH/FP.
- d. On going, non-bilateral, programs which get grants from US (but not directly channeled through USAID/E) include the following:
- (1) Family Guidance Association (FGA) - This organization gets AID/W support through IPPF/London. It assists in educational programs and contraceptives for family planning clinics in association with 120 voluntary and governmental clinics in Ethiopia. It's supplies of contraceptives to to government facilities (70%) as well as private. Thru this arrangement, the number of clinics opened has grown from 16 to 120 in three years.
 - (2) Johns Hopkins University, in conjunction with HSIU, is conducting a research program on Family Health with AID/W support, The research project is designed to cover approximately 2,000 women between the ages of 15-44 for two years with visits by 12 field interviewers every two months. Health education is presented during the home visits, including, basic hygience pre-and anti-natal instruction, child and family health, child spacing and availability of health services. The research is designed for women: however, the project is supervised by males while interviews are performed by twelve (12) female. It is therefore important to integrate women in the decision-making process, i.e. supervisory level.

- (3) World Education Inc. assists (with an AID grant) the Ethiopian Women's Welfare Association to teach Integrated Family Life Education (Family planning, health, agriculture, nutrition, and other related concepts) to adults and school drop-outs in three areas of Ethiopia. These concepts are introduced through adult literacy and other functional education teaching materials. The program is initially reaching 264 women but thru its women directed teaching materials may set the pace for many other organizations to teach functional literacy to women.
- (4) Meharry Medical College - The Meharry Medical College has provided (from an AID grant) short term midwifery training programs to the Min. of Public Health for training Community Nurses and 3 Registered Nurses for a total of 11 Nurse; Midwives in the U.S. for a period of three months. Nine more are scheduled to attend the July-October 1975 course. There are primarily supervisors & trainers of MCH/FP in government activities.
- (5) Family Planning International Assistance (FPIA) plans to provide grants to Seventh Day Adventist Mission for implementing a rural training program in health education, sanitation, homemaking, hygiene and family planning in three rural locations in Kembata awraja.

They are also considering starting a project with the Family Guidance Association for medical/clinical training in family planning services. Health staff from both government and non-government institutions would receive the training in Ethiopia.

- (6) Pathfinder Fund has recently been invited to explore assistance in FP info/educations. They get AID/W support.

e. Beneficiaries

These programs focus on, and the beneficiaries are, the adult urban and rural women who use of MCH/FP clinics .

Statistical data are not available for most of the clinics. However, in 1972-74 19,786 rural and urban women have been served at various MCH/FP clinics with contraceptives provided through the Family Guidance Association.

In addition, women in MCH/FP activities are used as change agents, as deliverers of services: administrators, doctors, educators, nurses, midwives, etc.

Presently FGA has 33 employees, out of whom 20 are women.

f. Constraints

- (1) At present, Ethiopia, has no population policy nor has it wide spread family planning services. Official recognition of the need for a major family planning (FP) effort has been slow in coming.

The government and religious institutions have not encouraged action taken in this direction. (The more liberal minded youth appear receptive to family planning.)

- (2) The practices of traditional delivery was and still is closely linked with religious beliefs and rites.
- (3) Even if a policy is formulated, and awareness is created in urban and rural areas, the problems of inadequate access to the masses, limited finances as well as the shortage of trained staff (medical and health officers, nurses and community nurses in Maternal and Child Health/Family Planning practitioners) have yet to be solved.
- (4) Family Planning is not completely accepted as part of MCH yet. by GOE or AID/W.
- (5) A great deal of information and education is needed in line of:
 - a. to avoid fear of the use of contraceptives
 - b. Knowledge of sex education in schools and other training institutions
 - c. development of infrastructur for health services, and
 - d. in developing recording system.
- (6) In Ethiopia infant mortality is very high.
- (7) Accessibility of rural areas.
- (8) Inadequate preventative and curative medicine and medical supplies.

(g) Recommendation

1. USAID, in cooperation with other Interanational Donors, should intensify their efforts with the Government of Ethiopia decision-makers for the establishment of more budget and more clinics for health services. including MCH/F.P.

- Now USAID has no support for Basic Health Services, which would help decrease infant mortality and make women's lines easier.
2. USAID should work with FGA/EWWA/UNICEF to see if the "traditional practitioner" approach could be adapted to expand MCH services to rural women.
 3. More support and assistance should be given to responsible Vol. Agency and non-Governmental Organizations in planning and executing seminars and research on MCH/FP and related subjects leading to expansion of MCH/F.P. activities and the dissemination of information through the use of Mass Media.
 4. USAID should sponsor the USAID staff member assisting with FP/POP to attend some job-oriented training in the subject.
 5. More training should be given to women MCH/F.P. leaders, community leaders, midwives etc. to create a greater awareness in urban and rural women regarding MCH/F.P. services.
 6. Since USAID/E has no bilateral funds to assist the MCH/F.P. programs, it is highly recommended that a proposal for the possibility of special grant should be referred to AID/W for consideration.
 7. USAID should find ways (thru central YWCA, other intermediaries, etc.) to respond to the YWCA's and EWWA's request for more training assistance in Family Life education - with the provision that copies of their training materials be reproduced and given wide circulation to other Ethiopian agencies who might be interested in their approaches.
 8. USAID should find ways of providing more MCH Kits, now that RPO funds are not available. There are many requests for these and they are a good introduction for MCH/F.P. service improvement. Therefore, USAID should provide more Medical MCH/Kits to government, Vol. Agencies, non-government Agencies and Missionaries.

9. AID should sponsor a study of how improved MCH/FP services will improve the role women can play in development - using Ethiopia as one case study.

C. Recovery and Rehabilitation Assistance Proposal

This proposed program is a necessary and logical follow-up to AID relief assistance for the drought affected regions of Ethiopia. The program is designed to meet medium-term recovery and rehabilitation requirements. The immediate focus will be on activities that will forestall recurrence of drought conditions, recovery investments to help farmers and livestock herders get a new start and prepare them to cope with problems they will face in the next year or two. Medium-term programs to protect the already fragile ecology and research into long-term development programs are also major components of the proposed programs. Although the immediate goal is establishments and productivity of the drought victims, the program is in line with AID's overall rural development assistance strategy and the present Ethiopian Government equity oriented development strategy.

The proposed program is addressed directly to the needs of the drought victims and the problems they will face upon their return to their village and farm. The farmer will get direct assistance, such as farm inputs and livestock restocking, as well as indirect services, such as water development and penetration roads and etc. But there is a particular need and opportunity for the drought affected wife to play an active role in the improvement of her family. The desperate situation of the drought has made the women, who feel responsibility for family welfare, realize that old ways must be changed. In the relief camps the wife has been exposed to new things and ideas as a result

she will be more receptive to change; she will be more ready to listen and accept advice on better home management, food preparation and use of new food habits such as vegetables and nutritious foods than she was before the drought. It should be possible to turn the women's traditional skills of making household utensils and clothing into a cottage industry capability. As a result of her drought relief experience, we believe she will be willing to accept ideas on up-bringing of her children and will be an agent of change in her own home and community.

To pursue these new skills, training and information, women must be released from their deadening daily chores such as fetching water and firewood from long distances and household duties of many sorts which begin before sun up and lasts into late at night. Major possibilities to free time that could be used for self family improvement are:

- (a) Providing (coops) donkeys and other animals for portage of water and fuel.
- (b) Introduction of relatively inexpensive means of hand dug wells through mobilization of village women & children, and through the cooperation of international donors and voluntary agencies who have the resources and the know how in water provision. For the long run, consideration also should be made in drilling wells for domestic consumption within easy distance. As far as possible the same can be done for the provision of fire fuels within a reasonable distance. Last but most important training in and with potable water should be given in coordination with all other activities mentioned above.

Much more can be done in the resettlement field since these people have taken the first major step towards change and a new life. And the women in resettlement areas are a good foundation on which to build a stock of change agents within the community.

The contribution of Volags in the field of cottage industry, sanitation, hygiene and community development has been significant. Their efforts toward human resource development which encompass women as well as men are an example to be followed.

(1) USAID Strategy

Having examined the possibilities and the need to integrate women in compliance with Section 113 of the Foreign Assistance Act (Percy Amendment) of 1973 which stressed the integration of women into the economy through AID-supported development projects, the alternatives available for USAID/E are:

- (a) Apply the Policy Determination (in line with Percy Amendment) for the inclusion into the R&R projects of women as development agents.
- (b) Inasmuch as the R&R projects are still under consideration take this opportunity to bring to the attention of the GOE Relief Commission, other donors and to Volags the need to integrate women in R&R development projects.
- (c) Assist responsible organizations interested in undertaking new programs that will help improve the lot of women and their integration in social and economic life.
- (d) Emphasis should be made and priority of assistance should be given to Volags who give equal attention to the Development of Womens Programs.

(2) Recommendations

- (a) In order to accelerate the transition from Recovery and Rehabilitation to longer term rural development, the integration of women's activities in development should be brought about through the appropriate re-design of projects to take into account the need to mobilize women power.
- (b) That R&R project proposals forwarded to USAID/E by GOE be specifically reviewed for integration of women in program activities, such as home economics, family planning, community development, work-oriented literacy program, cottage industry etc.
- (c) That USAID/E give preference to R&R projects that clearly give equal attentions to integration of women in the project objectives and implementation.
- (d) That USAID/E earmark funds to Volags that address their R&R projects to women in rural areas.
- (e) That USAID/E encourage Ethiopian Government efforts in the field of integration of women in development projects such as non-formal education, Home economics, etc.
- (f) That USAID/E consult with international and private donor agencies which are presently involved in R&R Projects to encourage them to integrate women's program in their projects.