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The Participation of Women in The Caribbean and Latin American Scholarship Program

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WOMEN IN CLASP

The purpose of this report is to examine the extent of women's participation in the Caribbean and Latin American Scholarship Program (CLASP), administered by the United States Agency for International Development. This report will discuss the goals of the CLASP Program and how the program differs from other AID participant training, and it will chronicle the development and evolution of the program over the life of the project (LOP) in terms of women's participation relative to men's participation.

Women in CLASP will examine the current data from the CLASP Information System (CIS), Exit Questionnaires, and Returnee Interviews regarding women in the program and present information in the following areas:

- Profile of male and female CLASP Trainees

  Age
  Marital Status
  Leadership
  Economic Disadvantage
  Areas of Occupation Prior to Training
  Training Objective

- Kinds of Awards (long-term/short-term, academic/technical)

- Satisfaction with Training Programs

  Preparedness (for training)
  English Language Problems
  Satisfaction with Instruction
  Satisfaction with Program
  Relevance of Training
  Support Structure Satisfaction

- Benefits of Training

  Value of Training and Skills to Trainees Upon Return
  Extent to Which New Knowledge Is Applicable to the Job
  Job Comparison
  Maintaining Contact with the United States

The report will discuss some Lessons Learned in the areas of Predeparture Orientation and Training, Recruitment, and Satisfaction with Instruction. It will conclude with a brief discussion of related issues extracted from an Aguirre International research study on *International Students' Attitudes Toward the United States: The Relationship With Duration of Sojourn.*

THE CLASP PROGRAM

In February 1985, the Caribbean and Latin American Scholarships Program (CLASP) was initiated in six Central America countries in response to recommendations made by the National Bipartisan Commission on Central America (the Kissinger Report) of January 1984. The report recommended that the U.S. Government provide scholarships to over 10,000 individuals from Central America. The Central American Peace Scholarship Project (CAPS) included the countries of Belize, Costa Rica, El Salvador, Guatemala, Honduras, and Panama, and the Regional Office for Central America (ROCAP). In 1986, the CLASP Program was extended into the Caribbean to the Dominican Republic, Haiti, Jamaica, and the Regional Development Office for the Caribbean (RDO/C) through the Presidential Training Initiative for the Island Caribbean (PTIIC), and that same year the Andean Peace Scholarship Project (APSP) began in Bolivia, Colombia, Ecuador, and Peru.

CLASP has two parallel goals: a) to strengthen the human resource base of Latin America through training in skills essential for social, economic, and political development; and 2) to strengthen the ties of friendship and understanding between the countries of the Latin America/Caribbean region and the United States. CLASP shares many typical AID participant training characteristics; however, several of these characteristics are unique to CLASP.

- CLASP targets the socio-economically disadvantaged in rural and urban areas, women, and individuals who are either leaders or who exhibit leadership potential.

- The design of the program begins with the Trainee. First, program staff identify and select the Trainee, then they build the training program around his/her training needs.

- All participating AID Missions must make special arrangements for Trainee recruitment and selection. To assure the broadest and most impartial base for recruiting and selecting participants, Missions have formed committees composed of individuals and organizations representing the private and public sectors in their countries.

- Participating AID Missions are also responsible for adequately preparing CLASP scholars for their programs of study in the U.S. All Missions must organize predeparture orientation programs for Trainees, and, where appropriate, arrange English language and remedial training before departure for the U.S. Additional preparation may occur in the U.S.

- The CLASP Program requires that all scholars experience "firsthand" social and democratic institutions, processes, and values of the United States. During training, program administrators provide scholars opportunities to become involved in the daily lives of individual American families and in activities of community, professional, private sector, and governmental

organizations. The sum of these opportunities constitutes the Experience America component of training.

- The CLASP Program, to be successful, requires structured and continuous contact with individuals after the scholars return to their countries. All participating CLASP Missions must implement specially tailored follow-on programs for Trainees who have returned to their home countries.

The CLASP Project Paper and subsequent policy guidance set out several specific project targets:

- 40 percent of all CLASP Trainees should be women;
- 70 percent of all CLASP Trainees should be socially/economically disadvantaged; and
- a minimum of 20 percent (ideally 30 percent) should receive long-term training (training of nine months or more).

EVOLUTION OF THE PROGRAM

FISCAL YEAR 1985-1986

In Aguirre International's First Annual Report (July 1987) evaluating implementation of the CLASP Program in the Central American countries, data showed that targeting of women did not reach the 40 percent goal. Women were represented by 31 percent of the scholarships awarded. The proportion of women by country ranged from a low of 18 percent in Panama to a high of 52 percent in Belize. During the first one and one-half years of the program 1,137 women received scholarships..

Reflecting the CAPS program objective to de-emphasize long-term graduate academic training at the Masters and Ph.D. levels, 84 percent of the Trainees received technical training, while 16 percent were in academic training programs. A higher percentage of women than men in CAPS training sought advanced credentials. Eight and one-half percent of women and 6.4 percent of men were in training leading toward a B.A. or B.S. degree. Five and two-tenths percent of women and 3.9 percent of men were in training leading toward an M.A. or M.S. degree.

Differences in educational levels between men and women were minimal. Data revealed that agriculture was the chief area of preparation for male trainees (41%), followed by technical fields (17.6%) and education (8.2%). By contrast, the largest percentage of female Trainees prior to selection was in the technical field (24%), followed by education (17.6%) and agriculture (14.8%).

Data showed the occupations of male Trainees prior to selection to be unskilled workers (21.7%), white collar/clerks (18.4%), or skilled technicians (14.7%). In contrast, women tended to be white collar/clerks (21.1%), students (20.2%), or unskilled workers (19.9%).

Other data showed there to be no appreciable differences between men and women in English language competency.

FISCAL YEAR 1986-1987

The Second Annual Report issued by Aguirre International (February 1988) showed that the number and percentage of women selected had risen to 2,162 (36% of Trainees), an improvement but still below the program mandate of 40 percent. Training groups from Belize, Costa Rica, and Guatemala contained 44, 41.8, and 41.7 percent women, respectively. In contrast, Panama, Honduras, and El Salvador WERE below targets at 26.9, 31, and 31.5 percent, respectively.

The quality of awards offered to women did not differ from that of awards to men when considering short-term/technical versus long-term/academic scholarships. Men and women received short- and long-term scholarships in comparable proportions. The long-term awards granted to women were 36 percent of the total.

As in preceding years, prior to training most male Trainees had been prepared in agriculture (37.8%), education (10.2%), and business (5.5%). Most women had prepared in the areas of education (20.5%), agriculture (10.2%), and health (9.1%).

Prior to selection most male Trainees were unskilled workers (23.3%), skilled workers (18.4%), and students (17%). Women were unskilled workers (27.5%), students (20.6%), and professionals (14.6%). Men predominated in the technician category (12.1% to 3.7%), while women predominated in the businessman category (14.1% to 6%).

FISCAL YEAR 1987-1988

The Third Annual Report contained data on Trainees from Central America, the Caribbean, and the four Andean countries. Between February 1985 and September 30, 1988, 3,931 CLASP Trainees were women, comprising 41 percent of all Trainees selected. The CAPS project awarded 39 percent of the scholarships to women; the PTIIC project awarded 51 percent to women, and the APSP gave 58 percent of its awards to women.

Women continued to receive technical and academic scholarships in comparable proportions to their representation in the Central American project, while in the Caribbean the proportions were not comparable. A higher proportion of men (40%) than women (26%) received academic training. Data showed that only 1 percent of women Trainees received academic awards in the Andean project. Of the 13 academic awards given through FY 1988 under APSP, only two (15%) awards were granted to women even though women constituted 58 percent of the total Trainees to date. It

should be noted, however, that the Andean project was new and had awarded very few academic scholarships. Thus the proportion of women receiving academic awards was expected to rise suddenly and significantly in a short time.

Over the life of the Andean project, 67 percent of the women selected for training were identified as leaders, 12 percent as youth, and 2 percent as ethnically disadvantaged.

In the area of preparation of CLASP Trainees prior to training, men exceeded women in the agriculture area (32% to 7%), while in the area of education the percentage of women doubled that of men (26% to 13%).

Prior to their selection, Trainees most frequently classified their occupations as unskilled worker and student. The unskilled worker and student categories contained approximately equal proportions of men and women. Men predominated in skilled worker and technician categories, and women exceed men in the professional category.

CURRENT STATUS

FISCAL YEAR 1988-1989

The Fourth Annual Report containing data through September 30, 1989, from all CLASP Missions shows 5,521 women selected for training, 42 percent of all Trainees. Through the CAPS project in Central America, 3,993 women (40 percent of the Trainees) were awarded scholarships. Georgetown University's CASP/CASS projects in Central America and the Caribbean trained 645 women (45 percent of the Trainees selected from that program). In the PTIIC project 535 Caribbean women have received training, 51 percent of Trainees selected. In the four Andean countries, the APSP awarded scholarships to 448 women, representing 42 percent of the Trainees.

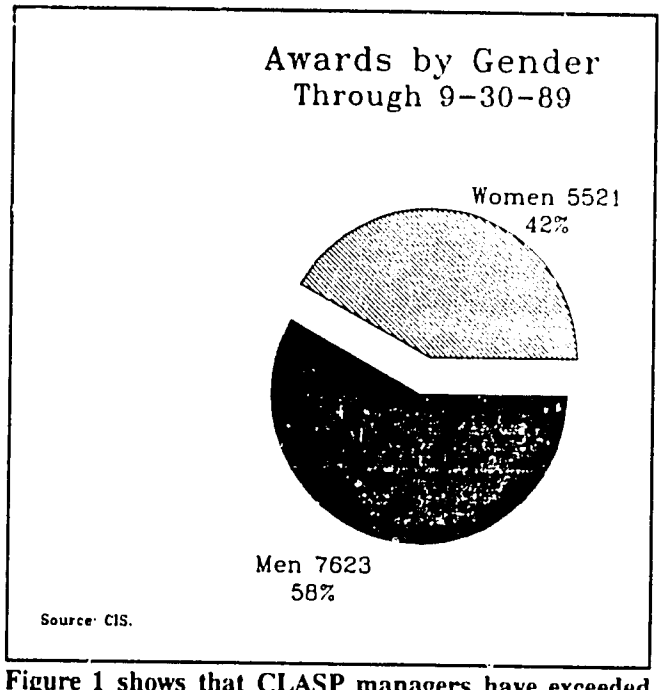

Figure 1 shows that CLASP managers have exceeded their targets of 40% women Trainees.

In looking at the data across all projects from the inception of the CLASP Program, a steady rise in percentage of women can be seen. When total awards to date are used to determine percentages, all CLASP projects show a figure of at least 40 percent awards for women. In FY 1989, awards to women for CLASP as a whole reached the 42 percent mark over life of project. The percentages increased from 31 percent in FY 1986, to 36 percent in FY 1987, to 41 percent in FY 1988, and finally, to 42 percent in FY 1989. (See Figure 1)

Table 1 presents a listing of all CLASP Missions and the share of awards to women.

TABLE 1
AWARDS TO WOMEN

Mission	Total	Women	% Women
CAPS			
Belize	270	118	44.0
Costa Rica	1,034	680	44.0
El Salvador	1216	421	35.0
Guatemala	4152	1,943	47.0
Honduras	1,661	582	35.0
Panama	426	128	30.0
ROCAP	618	121	20.0
CAPS TOTAL	9,877	3,993	40.0
CASP			
Belize	219	85	39.0
Costa Rica	187	75	40.0
El Salvador	193	98	51.0
Guatemala	186	76	41.0
Honduras	207	97	47.0
Panama	127	49	39.0
CASS			
Belize	25	14	56.0
Costa Rica	35	19	54.0
El Salvador	44	26	59.0
Guatemala	58	24	41.0
Honduras	45	27	60.0
Dominican Rep.	45	21	47.0
Haiti	25	6	24.0
Jamaica	17	9	53.0
RDOC	33	19	58.0
TOTAL CASP/CASS	1,446	645	45.0
PTIIC			
Dominican Rep.	128	53	41.0
Haiti	207	88	43.0
Jamaica	193	125	65.0
RDOC	519	269	52.0
Total PTIIC	1,047	535	51.0
APSP			
Bolivia	196	86	44.0
Ecuador	175	60	34.0
Peru	180	101	56.0
Colombia	193	101	52.0
Total APSP	744	348	47.0
GRAND TOTAL CLASP	13,144	5,521	42.0

PROFILE OF MALE AND FEMALE CLASP TRAINEES

AGE

Women Trainees tend to be selected from the population under 25 years of age (52%), while 44 percent of men Trainees are the same age category. In the category of 26 to 35 years, there is no great distinction between the proportions of men and women selected for CLASP training (37% and 34%, respectively), while over 35 years of age, a disproportionate number of men are selected.

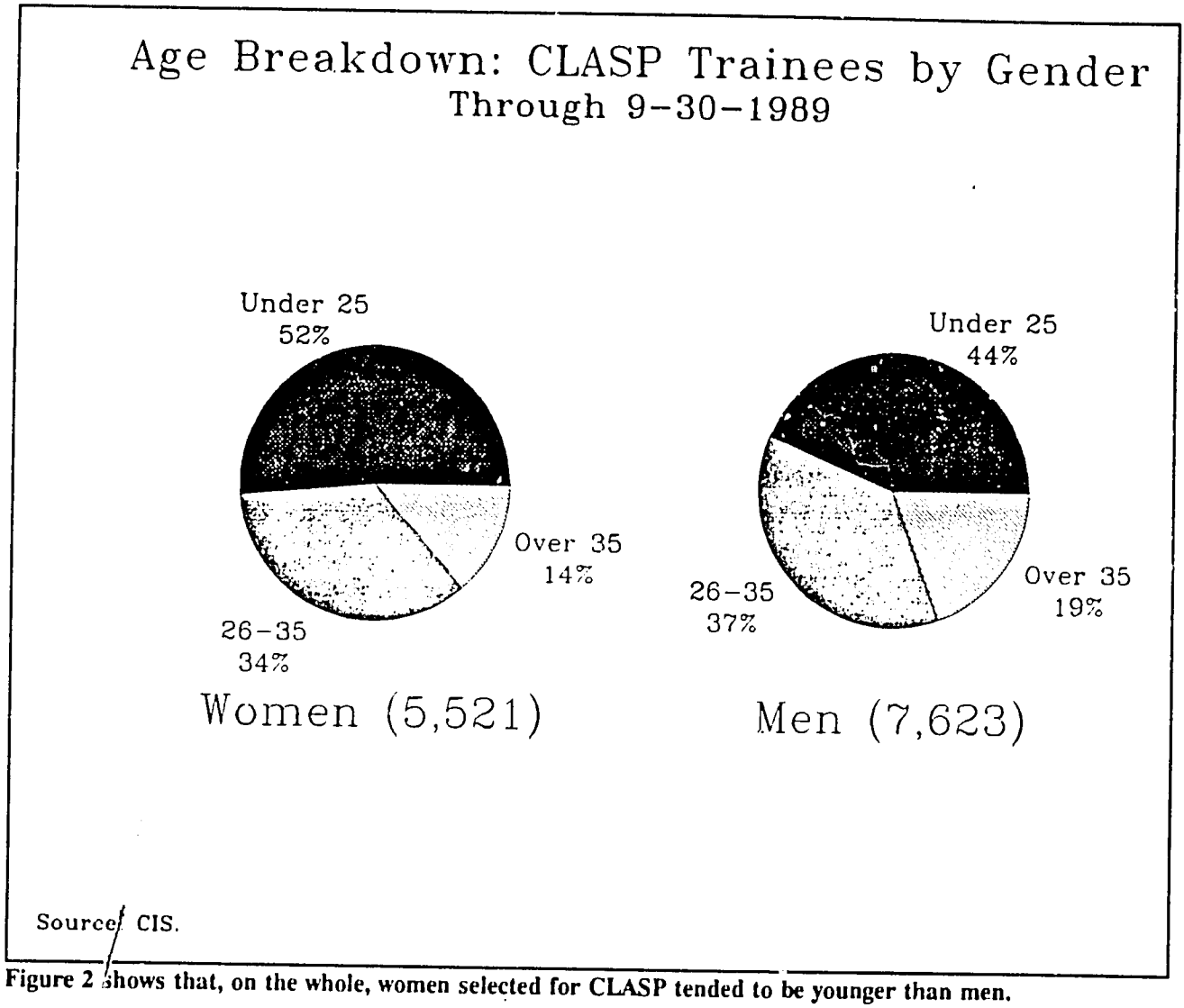

Figure 2 shows that, on the whole, women selected for CLASP tended to be younger than men.

MARITAL STATUS

In terms of marital status, 24 percent of women Trainees are married, while 42 percent of men Trainees are married. This discrepancy may be due in part to the younger age of women Trainees and the constraints married women may find to training in another country.

LEADERSHIP

Among Trainees chosen for leadership qualities, 90 percent of both women and men are considered as leaders or potential leaders.

ECONOMIC DISADVANTAGE

When Trainees selected for economic disadvantage are considered, 87 percent of women are considered disadvantaged while 83 percent of men were classified as disadvantaged.

AREAS OF PREPARATION

Data is collected on the area of academic preparation of CLASP Trainees prior to their scholarship award. As shown in Table 2, many Trainees have been prepared in fields other than those listed. The background with the highest number of Trainees is agriculture (19.7%). This sector also has the largest imbalance between the representation of men (29.8%) and women (5.9%).

Education follows with the next highest percentage (18.2%). In this area the percentage of women (25.8%) doubled that of men (12.7%) It is interesting to note that the percentage of women is substantially greater than that of men in the fields of business, applied technology, and manufacturing.

TABLE 2
AREA OF ACADEMIC PREPARATION
BY
GENDER OF TRAINEE

	FEMALE	MALE	TOTAL
PUBLIC ADMINISTRATION	3.1%	4.8%	4.1%
AGRICULTURE	5.9%	29.8%	19.7%
FINE ARTS	.8%	.4%	.6%
EXACT SCIENCES	4.0%	5.4%	4.8%
BUSINESS	11.7%	6.5%	8.7%
ECONOMICS	1.9%	2.3%	2.1%
MANUFACTURING	6.1%	3.6%	4.7%
ENGINEERING	1.3%	4.0%	2.8%
EDUCATION	25.8%	12.7%	18.2%
HEALTH	9.8%	5.0%	7.0%
SOCIOLOGY	.7%	.5%	.6%
APPLIED TECHNOLOGY	8.8%	6.2%	5.2%
ARTISAN	1.0%	.6%	.8%
OTHER	24.7%	18.3%	20.7%

AREAS OF OCCUPATION PRIOR TO TRAINING

CLASP Trainees most frequently classify their occupations as student/recent graduate (24%), unskilled worker (22%), professional (16%), skilled worker (9%), and business (8%). Other categories contain 5 percent or fewer Trainees.

The unskilled worker and student categories contain approximately equal proportions of men and women, while men predominate in skilled worker and technician categories. Women exceed men in the professional classification. (See Table 3)

TABLE 3
OCCUPATION
BY
GENDER OF TRAINEE

	FEMALE	MALE	TOTAL
STUDENT/RECENT	24.9%	23.4%	24.0%
BUSINESS	11.0%	5.7%	7.9%
UNSKILLED WORKER	22.5%	21.6%	22.0%
MANAGER	.7%	2.1%	1.5%
SKILLED WORKER	5.2%	10.8%	8.4%
SEMI-SKILLED WORKER	1.8%	2.7%	2.3%
PROFESSIONAL	17.7%	14.0%	15.6%
TECHNICIAN	4.2%	12.6%	9.1%
UNEMPLOYED	.4%	.4%	.4%
ARTISAN	.3%	.1%	.2%
VOLUNTEER	5.4%	2.3%	3.6%
OTHER	6.0%	4.4%	5.1%

TRAINING OBJECTIVE

Women cite training in their fields of specific knowledge as their many objective (80%) more frequently than men cite this field (74%). Men cite the objectives of learning English and U.S. culture, and making friends (22%) more often than women cite these same areas (14%).

KINDS OF AWARDS

When considering women as a target group, one must analyze both the quantity and the quality of awards to determine whether the awards are in meaningful training areas rather than in areas that constitute token efforts to involve women, yet restrict them to less important training programs.

The quality of awards offered to women does not differ from that of awards to men when considering short-term (usually technical) versus long-term (usually academic) scholarships that have been awarded. Table 4 shows that men and women received long-term and short-term scholarships in proportions comparable to their representation in the CLASP Trainee population and targets. Furthermore, the proportion of long-term awards granted to women (41%) was as expected.

El Salvador and Panama have awarded somewhat fewer long-term scholarships to women than expected; and ROCAP has awarded none according to data submitted in their CLASP Information System (CIS).

TABLE 4
LONG-TERM AWARDS TO WOMEN

Mission	Total Long-term	Female Long-term	% Female
CAPS			
Belize	62	26	42.0
Costa Rica	400	187	47.0
El Salvador	429	151	35.0
Guatemala	658	296	45.0
Honduras	437	171	39.0
Panama	386	112	29.0
ROCAP	31	0	0.0
TOTAL	2,403	943	39.0
TOTAL CASP/CASS	1,237	559	45.0
PTIIC			
Dominican Rep.	109	43	39.0
Haiti	48	19	39.0
Jamaica	54	26	48.0
RDOC	178	78	44.0
Total PTIIC	389	166	43.0
APSP			
Bolivia	27	14	52.0
Ecuador	31	16	52.0
Peru	26	10	38.0
Colombia	44	16	36.0
Total APSP	128	56	44.0
GRAND TOTAL CLASP	4,157	1,724	41.0

Considering academic awards recipients, women comprise 41 percent. This is important because receiving a degree from a U.S. institution of higher education is potentially very valuable in Latin America. Missions have awarded these scholarships in expected proportions. Table 5 shows the percentage of academic awards granted to women from each program. Overall, 42 percent of all academic awards have been granted to women.

TABLE 5
ACADEMIC AWARDS TO WOMEN

Program	Total	Total Women	% Women
CAPS	1,410	563	40.0
CASP/CASS	1,245	562	45.0
PTIIC	376	155	41.0
APSP	77	30	39.0
GRAND TOTAL CLASP	3,108	1,310	42.0

SATISFACTION WITH TRAINING PROGRAMS

In the case of short-term Trainees, women tend to be more satisfied with the overall CLASP Program. In the following discussion, topics that strongly affect Trainees' satisfaction are examined. Trainee satisfaction is determined to a large extent by their satisfaction in these areas.

PREPAREDNESS

Trainees who feel unprepared tend to find the program of less value. Aguirre International Exit Questionnaire data provides some insights into the reasons Trainees feel prepared or unprepared. Some of this data relates to gender.

Among long-term Trainees, women feel less prepared than men. (Of the relationships reported in the Fourth Annual CLASP Report, this is the only area where women rate any portion of the program lower than men rate it.) The program target of 40 percent women may result in selection being less stringent for women than for men. Women may be less qualified than men, leading to their feelings of unpreparedness.

For short-term Trainees, the opposite is true. Male Trainees feel less prepared than female Trainees. The requirement of 40 percent women may not lead to less qualified women Trainees in the case of short-term training. Short-term training is more easily molded to "fit" Trainee background than long-term training. Thus, it is likely that women are as qualified as men for short-term training.

Training applicability may be the factor that leads women short-term Trainees to feel more qualified than male short-term Trainees. This result does not hold for long-term Trainees. It seems that Missions and contractors are more successful at designing appropriate short-term programs for women than for men. This may be because the female-dominated fields, such as health care, lend themselves to an easier "fit" between Trainee background and training program than the male-dominated fields.

ENGLISH LANGUAGE PROBLEMS

Gender does not seem to affect susceptibility to language difficulties.

SATISFACTION WITH INSTRUCTION

Among short-term Trainees, women are more satisfied than men (98% and 88%, respectively). In the category of "very satisfied" women rated the instruction higher than men (54% to 46%, respectively). As cited earlier, this may be because women find their programs more appropriate to their background than men for their background. There is no gender-related difference for long-term Trainees.

SUPPORT STRUCTURE

Trainee satisfaction with housing, travel arrangements, stipends, personnel, and the administering organization, greatly affects their overall rating of the program.

In the case of short-term training, women are more satisfied with the support structure than men (94 and 86%, respectively); there is no difference in satisfaction rates for long-term Trainees.

BENEFITS OF TRAINING UPON RETURN

Data for this section is derived from Returnee Interviews conducted six or more months after Trainees have returned to their home countries.

VALUE OF TRAINING AND SKILLS TO TRAINEES

Trainees of both sexes find the program equally valuable when they return home from both short- and long-term programs.

APPLICABILITY OF TRAINING

Women Trainees in short-term training found the program more applicable to their careers than men found it to be (70% to 63%), while male Trainees on long-term training found the program more applicable to their careers than women report (50% to 45%) .

Both short-term men and women Trainees found the program to be equally applicable (30%) to their country's condition.

JOB COMPARISON

Men more often report having better jobs relative to the jobs they had before training than women (62% to 60%); the difference, however, is marginal.

MAINTAINING CONTACT WITH THE UNITED STATES

Women Trainees report the program less useful in fostering contacts with the U.S. (69 and 75%, respectively), and they report having less contact after their return to home country. Twenty-one percent of women returnees report some contact with the U.S., and 29 percent of the men returnees report some contact.

LESSONS LEARNED

PREDEPARTURE ORIENTATION AND TRAINING

Certain Trainees in every group are likely to feel unprepared. These Trainees should be identified early in the selection process and provided targeted help. Analysis of Exit, Mid-Term, and Returnee Data shows that Trainees in short-term programs who feel unprepared are more likely to be: a) older; b) male; and c) Trainees enrolled in training programs whose content is different from their own backgrounds.

For long-term programs, women and older Trainees are particularly susceptible to feeling unprepared. Please note that this analysis does not mean that women and older Trainees will necessarily feel unprepared. Rather, that the group of Trainees who did feel unprepared contained higher numbers of women and older Trainees than might have been expected.

RECRUITMENT

If a Mission has difficulty reaching the 40 percent target for women, a targeted recruitment effort for women should be instituted. Women should not be "added to" programs which have been designed primarily for men. The presence of women in a training group should be carefully planned. If the training is not appropriate for women (in the Mission's opinion), then such training should be developed or separate programs should be considered.

SATISFACTION WITH INSTRUCTION

The degree of satisfaction with training is independent of the field of study. Rather than selecting the training program and then trying to find appropriate Trainees, it seems

more effective for Missions to carefully select appropriate Trainees and then find fields in line with the Trainees' interests, as CLASP directives suggest.

OTHER OBSERVATIONS

In a report on *International Students' Attitudes Towards The United States: The Relationship With Duration of Sojourn* prepared for Aguirre International by Dr. Ebo Otuya (March 1989) some gender-related issues were extracted from research studies in international training:

> The sex of international students has been examined in relation to adjustment problems and academic performance. Females were found to have more adjustment problems such as discrimination, transportation, and living arrangements than men. Ironically, another study reported that females were more familiar with resource persons on campus than males, a circumstance which sould otherwise have reduced their adjustment difficulties.
>
> In terms of academic performances, four studies disclose three different findings. A 1970 study (El-Lakany) suggests that females have higher grade point averages (GPA) than their male counterparts. In 1974, Hj:zainuddin reported that females performed better than males only in the first year. However, Meledez-Craig (1970) and Chongolnee (1978) concluded that gender was not related to academic performance.