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**PARTICIPATION OF WOMEN  
IN  
A.I.D.'s TRAINING PROGRAMS  
FOR  
ASIA AND THE NEAR EAST**

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### Acknowledgements

This report is based upon two subregional reports on the participation of women in A.I.D. participant training programs in Asia and the Near East: *The Participation of Asian Women in A.I.D.'s Participant Training Program*, by Laurel Elmer, and *The Participation of Near Eastern Women in USAID's Participant Training Programs*, by Samira Harfoush Strickland. Also following upon the two studies, *Guidelines for Increasing the Female Participation in A.I.D. Training Programs for Asia and the Near East*, prepared by Laurel Elmer, has been issued. The guidelines document as well as the two studies may be obtained from PPC/CDIE.

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## EXECUTIVE SUMMARY

The Agency for International Development's Office of International Training reports that women in Asia and the Near East regions have substantially lower proportional presence in the A.I.D. Participant Training Program than in any of the Agency's other geographical regions. The Office of Technical Resources of the Asia Near East Bureau commissioned a study to explore why female participation in these programs remains very low. Two subregional reports (one for Asia and one for the Near East) were produced in early 1989. The major focuses of these reports were on:

*Constraints on female participation:* What shared constraints serve to explain why participation in these training programs by women from Asia and the Near East is so low? and,

*Successful responses:* What is being done by USAID Missions in the Asia and Near East regions to overcome such constraints and get more women involved in the Agency's participant training programs?

This report, the last in the series, summarizes the major findings and recommendations contained in the two subregional reports. This document should help the reader understand the prevailing trends for female training as it highlights innovative approaches to providing more, and more appropriate, training opportunities for women. As this is a summary document, the reader requiring further information on a specific issue is directed to the previous reports. It is also important to note that *Guidelines for Increasing the Female Participation in A.I.D.*

*Training Programs for Asia and the Near East* have been issued. (All of the documents referred to may be obtained through PPC/CDIE.)

The Asia and Near East regions have over 200 active projects with participant training components. The sample selected for this study focused on the Asia and Near East Bureau's experience in the following countries: Bangladesh, India, Indonesia, Nepal, Pakistan, Egypt, Jordan, Morocco, Tunisia and Yemen. This represents a diverse population with widely differing socio-cultural, economic and political perceptions and attitudes regarding the actual and potential role of women in those societies.

#### COMMONLY SHARED CONSTRAINTS TO RECRUITMENT OF FEMALES

Despite the many differences both between and within regions of individual countries, there are some commonly shared constraints to recruiting females for USAID training programs which can form the basis for study and recommendations:

#### **U.S. and Third-Country Training Recruitment Constraints**

##### 1. The Focus of Recruitment

In Asia and Near East countries, the pool of eligible female candidates who meet traditional training recruitment criteria is extremely limited. Indeed, the study indicates that past quotas for the inclusion of Asia and Near East country women in training programs have not taken into account the very limited number of women qualified within the terms of traditional recruitment

focus (mid-level, public sector and scientific or technological), together with the special cultural constraints operative in many Asia and Near East regions. It is not reasonable to expect that the Agency's recruiting needs will be met now or in the near future without expanding the focus of recruitment.

*Recruitment has been focused on mid-level, public sector:* A.I.D. has traditionally targeted mid-level public sector technicians, managers and policymakers in host-country development priority areas. This is, at least in part, an admirable effort to replace the USAID advisors and consultants with local personnel. However, the needs and potential benefits of training are of much greater scope.

*Few Asia and Near East women earn university degrees in the scientific and technical areas LDC governments consider relevant to their socio-economic development priorities:* Therefore, host country administrators tend to select males, who have 'relevant' scientific and technical specializations, for overseas and/or third country training.

*There is too much competition for the few female government employees working in traditional skill areas:* Those females who do earn degrees are clustered in academic disciplines considered culturally appropriate for women, i.e., fine arts, education and the humanities. As a result of that traditionally reinforced academic pattern of gender determined areas of specialization, the majority of working females are found in education and health occupations, and constitute a very small percentage of total employment.

*Dissemination of participant training information has often been limited to male-dominated host government agency channels:* Few women are likely to be reached through these means -- again, those reached will be the same few members of the traditional recruitment pool.

## 2. Educational Constraints

*By definition, the mid-level public sector focus of traditional recruitment has limited consideration to a pool of women who can meet educational and language and sometimes even technical specialization requirements for the programs of U.S. or Third-Country study:* If that focus is expanded, however, the low level of education, even of literacy, among women becomes a

constraining factor. The level of English language facility traditionally required for participation can become a major constraint. Widening focus just to include the private sector will, in many cases, increase the size of the pool of educationally qualified females -- but still limits it to a small portion of the female population.

3. The Cultural (especially Islamic) Social Constraints:

*The requirement of gender segregated travel, living and, in some cases, study facilities are a constraint which curtails availability for training:* Even the Asia and Near East women who fall within the traditional focus of A.I.D. sponsored U.S. and third-country training recruitment often find their availability for training curtailed by these cultural constraints.

4. Practical Constraints

*Practical constraints on women who fall within the traditional pool of recruitment for U.S. and third-country training are relatively few:* These are women from higher income families who can afford household help to take over their domestic responsibilities while they are away in training, and who are less likely to refuse training opportunities because they would thereby lose income for the time they are away from their work.

### **In-Country Training Recruitment Constraints**

Generally, the data on women's participation in in-country training programs either is not collected in any systematic manner, or is incomplete and/or inadequate. Nonetheless, the Asia and Near East study identified the following constraints which contribute to under-representation of women in local training:

1. Rural women have large families and demanding agricultural workloads leaving them little time for training;
2. Women's role is defined as wife and mother. Activities not related to the home environment are considered inappropriate and morally questionable;
3. Husbands and fathers are reluctant to allow women to travel where they will be exposed to interaction with non-related males; and,

4. In many places, the culture does not allow women to be taught or trained by men and there are very few skilled and experienced women trainers.

## RECOMMENDATIONS

The study makes several recommendations about ways in which the Agency can overcome the constraints which have significantly limited female participation in A.I.D. training programs. Some USAID Missions in the Asia and Near East regions have begun the following innovative programs which correspond to recommendations:

### Expanding the Focus of Recruitment

- \* Many Missions are negotiating with host country government agencies to establish target quotas for female participants in training programs, formerly *de facto* restricted to males.
- \* Many Missions are now recruiting women trainees from among private sector business owners and/or managers, a group which constitutes a larger recruitment pool because local customs often allow participation by women in income-generating activities. Women are particularly well represented in the informal, micro and small business sector which is growing rapidly.
- \* Missions are using more aggressive marketing techniques to see that information about training opportunities reaches the women for whom the message was intended, rather than using male-dominated information channels.

### Overcoming or Countering Educational Constraints

- \* The Mission in Yemen has identified the language proficiency requirement as a specific constraint to the expanded participation of women in training programs and has developed a more flexible approach to the participation of female trainees with less than the 500 minimum score previously required in the TOEFL test.

- \* Some Missions are involved in programs to provide scholarships to women to study nontraditional scientific and technical fields which host countries consider development strategy priorities.

#### **Meeting Cultural Constraints**

- \* Some Missions are designing and implementing a series of in-country training programs specifically targeted to women. This can include construction of separate hostels for women trainees to remove that impediment to participation.
- \* Other Missions are overcoming the shortage of suitable training sites by using universities and other private sector resources.
- \* Where appropriate, Missions are initiating policy dialogues to promote specific training opportunities for women.

#### **Overcoming Practical Constraints**

- \* Missions are also using cash incentives and providing other benefits to increase the participation of women in training programs to overcome some of the practical and cultural constraints partly responsible for the scarcity of candidates.

The studies stress, throughout, the need to understand and respond to a wide range of socio-cultural differences among diverse ethnic and religious populations, and to maintain policy dialogue efforts within these constraints. It also recommends that the Missions submit annual training plans indicating specified targets for the participation of women in U.S., third-country and in-country training opportunities.

The Asia and Near East Bureau does not have any centralized control over the implementation of Mission activities nor regional training projects; rather, it favors a decentralized approach to project implementation in the belief that this fosters more creative and

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flexible responses to local constraints and opportunities. Overall, emphasis is on creative, enthusiastic programming at the Mission level within a reinforcing Agency policy framework.

**PARTICIPATION OF WOMEN  
IN A.I.D.'s TRAINING PROGRAMS FOR ASIA AND THE NEAR EAST**

**INTRODUCTION**

**The Policy Mandate**

*The Agency for International Development* does not require any specific percentage or formula for measuring female participation in participant training as official policy. However, it affirms that all training programs are expected to pay special attention to ensuring substantial participation of women. The 1982 Women in Development Policy Paper and the 1983 Participant Training Policy Determination Paper call for the enduring substantial participation of women in Agency training programs.

In 1986, the Agency's Deputy Administrator commissioned the Intra-Agency Committee on Participant Training to review the program and issue guidance on increasing women's participation. The Committee made the following recommendations:

- o Women should be fully involved as participants and beneficiaries in all A.I.D. supported projects, institutional or sectoral priorities and development assistance strategies;
- o The purpose of increasing training opportunities for women is not merely to ensure equitable distribution of training opportunities.
- o The further purpose of ensuring equitable distribution of training opportunities is to reinforce appropriate patterns of institutional development and leadership rather than discriminatory employment stereotypes;
- o Training opportunities should not be limited to, biased toward, nor preclude traditional female occupations. Nor should they focus exclusively on fields in which women's professional or labor force mobility has been restricted. Increased attention should be paid to fields with new, expanding or upwardly mobile opportunities;
- o As new Mission project portfolios are developed, female participation in all training programs should be increased in terms of both numbers trainees and appropriate fields;
- o Mission training programs should increase their focus on the private sector where significant increases in opportunities for women can be expected because women are already a major source of leadership and growth;

*The U.S. Congress* has also recognized that participant training is an important component of the Agency's overall development strategies and objectives.

The 1988 House of Representatives legislation to amend the Women in Development Act of 1973 enjoined A.I.D. to "increase training opportunities for women and make every necessary provision for addressing the specific needs of women." The Congressional legislation offered the following guidance for targeting female participation in A.I.D. projects and training: "the percentage of women participants will be in approximate proportion to their traditional participation in the targeted activities or their proportion of the population, whichever is greater."

### **The Purpose of This Report**

This report summarizes the major findings and recommendations contained in two subregional reports on the participation of women in A.I.D. participant training programs in Asia and the Near East. Those two studies review the representation of women in A.I.D.'s Participant Training Programs in the Asia and Near East regions, and give an assessment of the various factors constraining a greater participation of women in the program. The experience of selected countries is examined in more depth to understand the low rate of female participation in Asia and Near East training relative to other A.I.D. regional bureaus and to consider why some countries do better than others. Special attention is given to U.S. training, although third-country and in-country training were also discussed in the subregional studies where the data were available.

The countries selected represent a range in socio-cultural and economic backgrounds, as well as in the size of A.I.D. training programs and rate of female participation. The analysis for each country includes an overview of the status of women in terms of socio-economic, employment, and educational indicators, and a discussion of female participation in the USAID participant training program. The various constraints and obstacles to female selection for A.I.D. training are examined in relation to such factors as the generally lower educational level of females, socio-cultural considerations, type of A.I.D. training available, and other constraints relative to each country.

Finally, the various strategies adopted in each country to encourage greater participation of women in training programs are presented, including mission and host government policies and programs, as well as specific examples of A.I.D. project achievements.

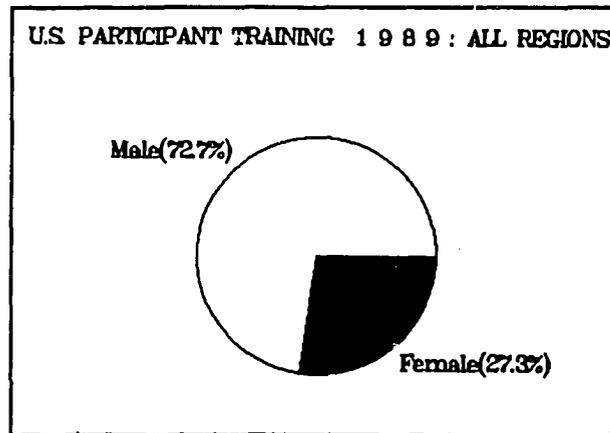
Also following upon the two studies, *Guidelines for Increasing the Female Participation in A.I.D. Training Programs for Asia and the Near East*, have been issued. The guidelines document as well as the two studies may be obtained from PPC/CDIE.

*Methodology Notes:* The two subregional studies were based on a literature review of relevant A.I.D. documentation on the participant training program and women in development, as well as statistical data from the Agency's Participant Training Information System (PTIS) of the Office of International Training (OIT). In addition, the discussion of socio-economic and educational conditions for women in each of the country profiles was based on UNESCO and ILO statistics. Data presented in A.I.D.'s 1989 Congressional Presentation and individual Country Development Strategy Statements (CDSS) is also included. A cautionary note is required regarding the reliability of the data used in the study reports. For example, participant training statistics in the PTIS were not systematically maintained by OIT prior to 1982, making the historical record incomplete.

## TRENDS IN ASIA AND NEAR EAST REGIONS' PARTICIPANT TRAINING

### U.S. Participant Training

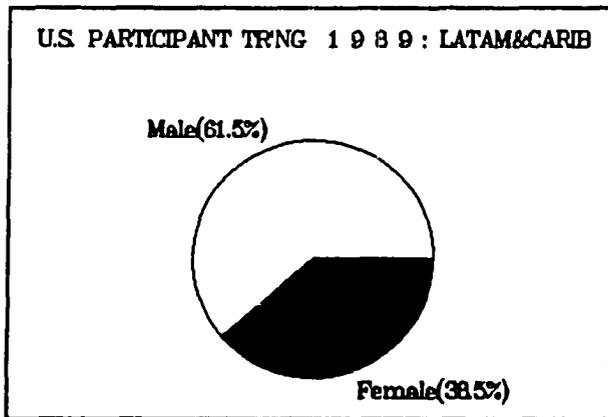
According to data in the Participant Training Information System (PTIS) of the Office of International Training approximately 18,900 participants were reported to be in U.S. training during FY 1989. When the total number of participants is broken down by sex the percentage of female participants is disproportionate, representing only 27.3% percent of the total. This rate varies, sometimes considerably, among the different A.I.D. geographic regions.



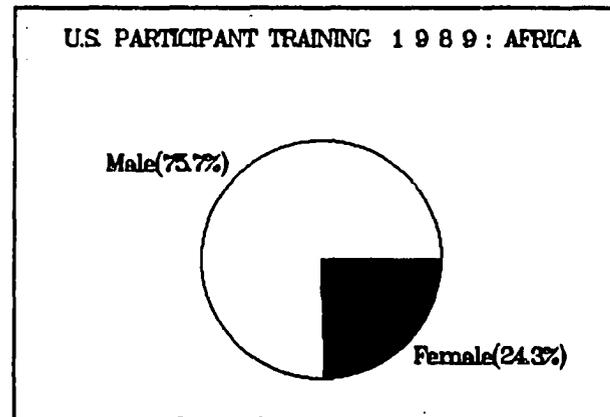
*All A.I.D. Regions: 1989*

### Female Participation Compared by Region

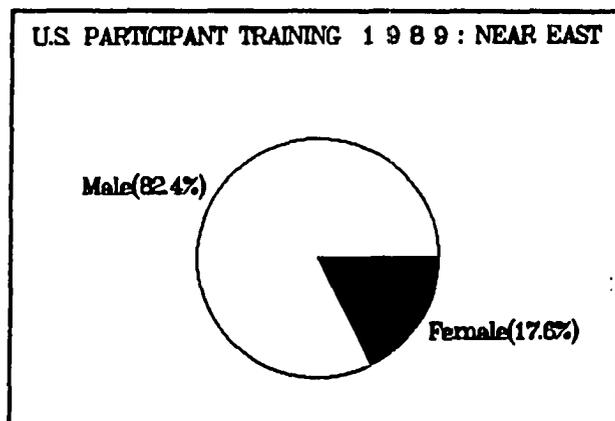
The LAC region reported the highest percentage of females in U.S. training during FY 1989 (38.5%), followed by Africa (24.3%), the Near East (17.6%), and Asia (14.8%).



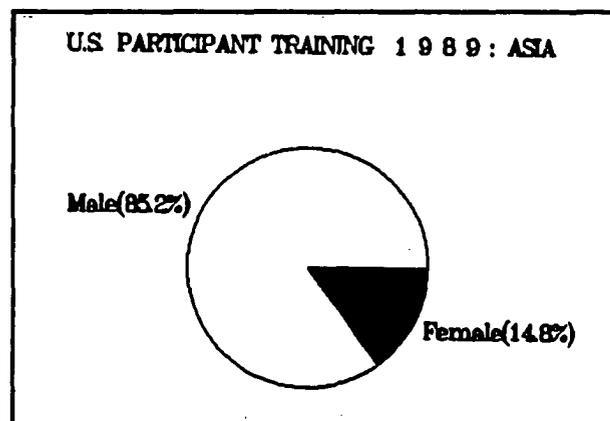
*Latin America and the Caribbean: 1989*



*Africa: 1989*



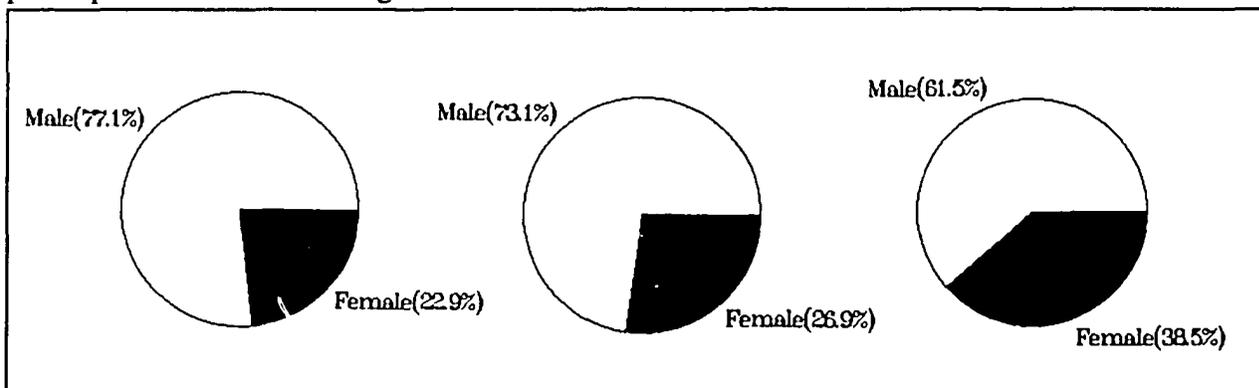
*Near East: 1989*



*Asia: 1989*

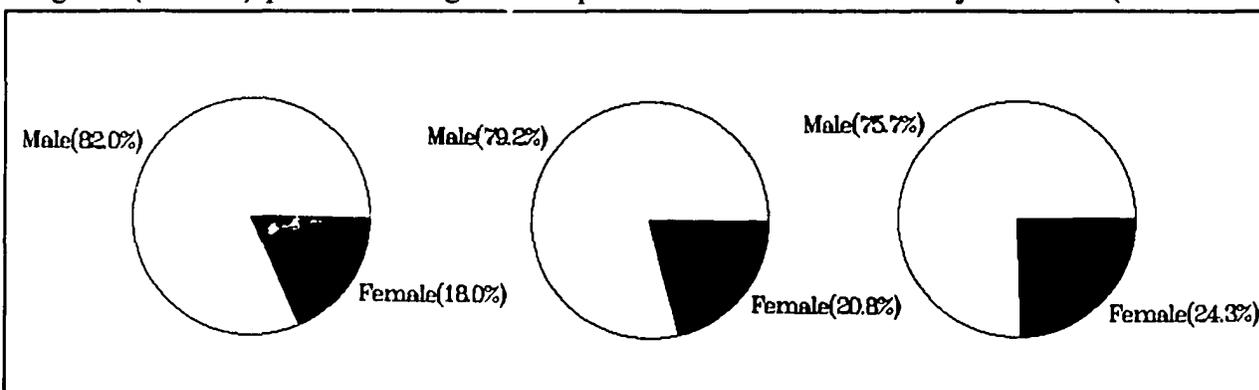
### Program/Portfolio Differences -- and Changes over Time

In order to better understand the uneven levels of female participation in A.I.D.'s training program from each geographic region, a number of Agency staff from the regional bureau education offices were consulted for their views. In addition to various socio-cultural considerations within each region, it was suggested that the program approach and project portfolio of the individual bureaus may account for some of the discrepancy in female participation rates across regions.



*LAC: Female Participation in U.S. Training Programs in 1980, 1985 and 1989*

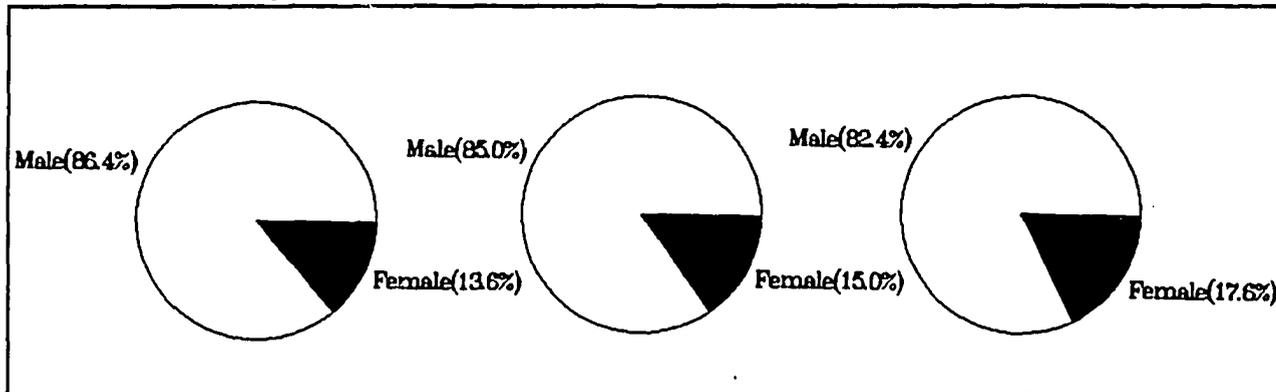
Accordingly, both the LAC and Africa Bureaus have important regional training projects which have designated targets for the number of female participants, as well as more control at the bureau-level to enforce these targets. For example, the Central and Latin American Scholarship Program (CLASP) presents a target of 40 percent which it has virtually achieved (38.5% in



*Africa: Female Participation in U.S. Training in 1980, 1985 and 1989*

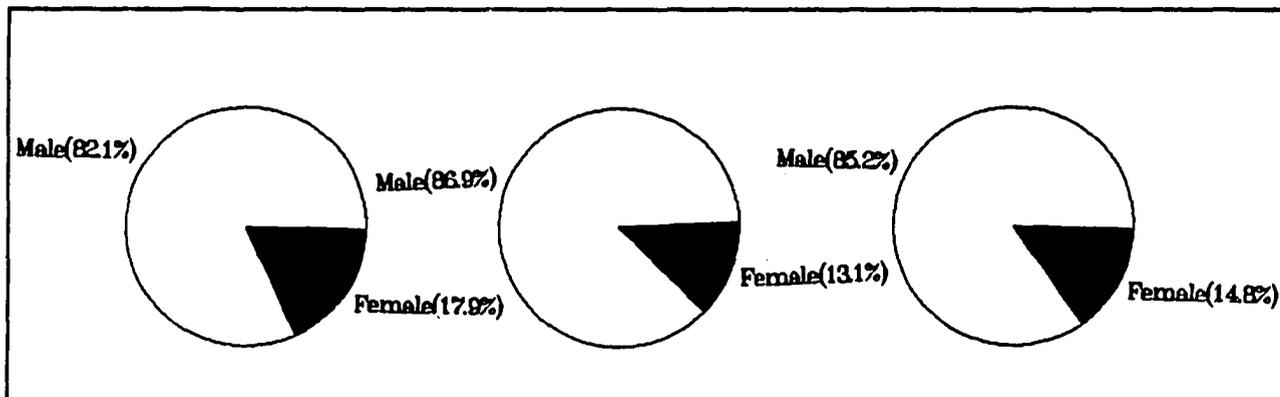
1989) over the past several years. The Africa region has also had several regional training projects with specific targets for female participants (e.g., the Sahel and African Manpower Development Projects and the African Graduate Fellowship Program set targets at 25%; follow-on projects have increased this target to 35%).

These regionally-funded projects are also distinguished by their requirements for the submission of annual training plans to the central AID/W office by the missions demonstrating adherence to project targets. In some cases, these plans provide the basis for the allocation of funds. The ANE Bureau, however, follows a much more decentralized approach with its projects. There are no regional training projects, nor does the Bureau have any centralized control over the implementation of training activities.



*Near East: Female Participation in U.S. Training Programs in 1980, 1985 and 1989*

A.I.D.'s Participant Training Program in Asia is marked by a notable decline from 1970 to 1980 in terms of overall numbers, which may be a reflection of a shift in the focus of A.I.D.'s work in the region from training to other areas. Over the past five years, however, numbers have increased steadily to a current peak of 3,672 participants in U.S. training during 1989.



*Asia: Female Participation in U.S. Training Programs in 1980, 1985 and 1989*

The most notable trend in program activity among these various field missions since 1970 is a gradual decline in overall participant training in the Philippines and Thailand. With these exceptions, the other USAID missions in the region have active projects with participant training components. Indeed, Pakistan and Indonesia, which lead the region with the largest training programs, also rank among the five largest programs Agency-wide. General participant training

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projects, which are mainly concerned with providing technical and academic training in the U.S. and third countries, are currently being implemented in Pakistan, Indonesia, Nepal, Bangladesh, and India.

### **Third-Country Training**

Third-country training is also an important component of the Agency's Participant Training Program. Overall numbers show that third-country training has decreased in importance since 1970 in the Near East and LAC regions, but has steadily increased in the Africa region. However, it is interesting to note that, as the total number of participants in Africa region's third-country training increased 66% from 1986 to 1987, the female participation dropped from 24.6% to 14.1%. While third-country training in Asia has also declined from a peak in 1970, it has continued to play a major role in the region's training. Asia has consistently sponsored more third-country training than the other regions over the years, and reported almost 50 percent of the Agency's overall third-country training in 1987. Yet, similar to the Asia and Near East regions' performance in U.S. training, the percentage of female participants in third-country training from those regions lags behind the record of the LAC and Africa regions in recent years.

## COMPARATIVE OVERVIEW OF PARTICIPANT TRAINING IN THE ASIA AND NEAR EAST REGIONS

### **Comparative Socio-Cultural Characteristics: Asia**

A comparison of basic socio-economic characteristics of selected Asian countries suggests that those countries with generally more positive indicators (i.e., higher per capita GNP and diversified economies; lower fertility, population growth, and infant mortality; and higher literacy and educational levels) have better records of including women in the A.I.D. Participant Training Program. The Philippines, Thailand and Indonesia fall into this category. However, there are notable aberrations to this supposition. Sri Lanka, for example, ranks among the better socio-economic performers, yet has one of the lowest female participation rates in the region. Also, Pakistan has a relatively high per capita GNP and a diversified economy (i.e., only 55% of population employed in agriculture), but has the lowest female participation rate in the region. Similarly, India has relatively lower fertility and infant mortality rates and higher educational levels, but ranks with Pakistan in having one of the region's lowest female participation rates. In addition, India and Pakistan appear to have relatively larger female urban populations than Indonesia or Thailand, suggesting that urban vs. rural residence does not necessarily influence the degree of female participation.

A.I.D.'s regional activity in Asia consists of ten field missions in countries which represent a variety of socio-cultural and religious backgrounds, as well as different levels of economic development. These include Bangladesh, Burma, India, Indonesia, Nepal, Pakistan, the Philippines, Sri Lanka, Thailand, and the South Pacific Islands.

The Asia Bureau formally outlined a Women in Development strategy in 1984 before its merger with the Near East Bureau, which presented training as a way of moving women into leadership positions. The 1984 Strategy encouraged field missions to set a target of 25 percent for recruiting female participants in the training program and emphasized in-country and private sector training. Especially, in countries where resistance was encountered to permitting females to leave for overseas training. Despite these earlier efforts, the regional female participation rates during 1987 were only 13 percent for U.S. training and 12 percent for third-country training.

### **U.S. Training Participation: Asia**

A review of the rates of female participation in U.S. training for selected years since 1970 shows a consistent performance by the Philippines, Thailand and Indonesia in improving female participation in U.S. training, rates for the other countries in the region have fluctuated over the years. A comparison of the female participation rates in U.S. training during FY 1987 among the countries in the region places the Philippines, Thailand and Indonesia above the

regional average; whereas, Pakistan, India, Sri Lanka and the South Pacific Islands reported the lowest rates in the region.

An examination of the type of U.S. training sponsored in the region during 1987 reveals that a majority of Asia participants (60%) attended technical programs, of which most were less than three months. Academic U.S. training was primarily at the graduate level. A majority of all participants (62%) was between the ages of 30-49, with slightly more falling into the 30-39 age group. There do not appear to be any notable differences between male and female participants in U.S. training with regard to length of training, degree objective or age range. However, relatively more males than females were studying the hard sciences and agriculture; whereas, a larger percentage of females was enrolled in management-related programs, followed by health and agriculture.

### **Third-Country Training: Asia**

As discussed above, the Asia region historically has sponsored more third-country training than the other regions, and reported almost 50 percent of all third-country training during FY 1987. Yet, only 12 percent of third-country participants were female during 1987. This suggests that recruiting females for regional training may be just as problematic as for U.S. training despite the difference in distances. Moreover, most of the region's third-country training is sponsored by a few countries (i.e., Nepal, Bangladesh, Pakistan and Sri Lanka). In contrast, very little third-country training is conducted by the Philippines or Thailand, both of which have a number of excellent training institutions.

Indonesia, Bangladesh, Nepal, Burma and the South Pacific Islands reported higher than average female participation rates in third-country training during 1987, while Pakistan, India and Sri Lanka remain substantially below the regional average of 12 percent. Only Nepal and Indonesia appear to have gradually increased the percent of females in third-country programs over the years.

### **Technical versus Academic Training: Asia**

Similar to U.S. training, two-thirds (67%) of all third-country training in Asia was technical during 1987. However, while academic training in the U.S. was mostly at the graduate level, more academic participants in third countries were pursuing undergraduate studies. It also appears that a larger percentage of females than males was enrolled in academic programs in third countries. While agriculture was the primary field of study for males in third countries, comparatively more females were sponsored for training in the medical and health fields.

In general, the data do not demonstrate any significant differences between males and females in the type of training in which they participated, with the possible exception of the field of study. Accordingly, the data suggest that comparatively more males are sponsored for training in agriculture and the sciences, while females are sponsored for health and management-related training.

These data suggest that different training needs are served by both U.S. and third-country training. For the Asia region, it appears that U.S. training is important for technical and graduate training in general; whereas, third-country training offers more opportunities for undergraduate training, especially in the areas of agriculture and health.

### **The Countries of the Near East**

For the purposes of the subregional study, the definition of the Near East region will be those countries of North Africa and the Middle East where USAID has missions and a participant training program does exist. Five countries were selected for the case studies: Morocco, Tunisia and Egypt in North Africa, and Jordan and Yemen in Southwest Asia. Although these countries may have a number of factors in common such as religion, language, and socio-economic similarities, they are still different in many ways. These include the way they interpret religion, speak the language, the way their socio-economic structure is set up, and the level of tolerance of females' education and employment.

Jordan has the highest GNP per capita (\$1,560 in 1985) while the lowest GNP per capita is found in Yemen (\$550 in 1985), one of the poorest countries in the world. Jordan has the highest population growth rate (3.6% in 1977 and 1987) while Tunisia has the lowest in the area (2.3% in 1987). Jordan has the lowest infant deaths per 1000 births (57 in 1987) while Yemen has the highest rate in the whole Near East Region (137 in 1987).

### **Program Trends: the Near East**

Trends in program activity in the Near East indicate a major increase in overall participant training in Egypt as a result of the Peace Fellowship program which makes Egypt rank among the countries with the largest programs Agency-wide. A gradual increase is witnessed in Morocco and Jordan. A major increase in the overall participant Training Program in Tunisia between 1980-85 as a result of the Technology Transfer project. Tunisia has the second largest participant training programs in the region.

### **U.S. Participant Training: the Near East**

In spite of the large increases in program size particularly in Egypt, female participation rate in U.S. training remained below the average for the whole Near East region which is 17.5

percent. Oman, Jordan and Morocco show a major increase in female participation in U.S. training. Tunisia and Yemen show a slight decline in female participation rates. Yemen because of cultural and religious constraints and Tunisia because of the nature of the training which is in the fields of Science and Technology. Although Yemen has a fairly large U.S. participant training program, it has the lowest participation rate for females.

The largest percentage of Near Eastern males (46.3%) and females (37.1%) studying in the U.S. are enrolled in graduate programs. Although the largest percentage of males (40.1%) fall between the age group of 30-39, the females (45%) on the other hand fall in the age group of 20-29.

The largest number of females and males are found in the area of physical sciences, engineering and computer science. However, the majority of Near Eastern males are in this field (51.6%) while 39.7% of females are found in this specialization followed by medical and health sciences.

### **Third Country Training: the Near East**

Yemen has the largest third country training program in the region. Yemen, Egypt, Morocco, Jordan, and Tunisia are the only countries with third country training programs. However, three of these countries provide training opportunities for females (Yemen where women made 2.7% out of total in 1987, Egypt-2.5%, and Morocco - 20%).

### **Technical Versus Academic Training: Near East**

The majority of Near Eastern students in third country training are enrolled in technical programs lasting up to three months in duration. Similar to other regions the majority of Near Eastern females (75%) and males (70.5%) enrolled in third country programs are listed under technical programs. Also, the majority of the females (75%) and males (66%) are enrolled in short term programs (less than three months duration). The largest percentage of females (37.5%) fall under the 30-39 age group while the largest percentage of males fall under the 40-49 age group. The major fields of study of the largest percentage of males (41%) are agriculture, rural development and natural resources. Meanwhile, the females are equally distributed between the arts and humanities (25%), economics, business and public administration and labor (25%), medical and health sciences (25%) and agriculture, rural development and national resources (25%).

## FINDINGS AND RECOMMENDATIONS

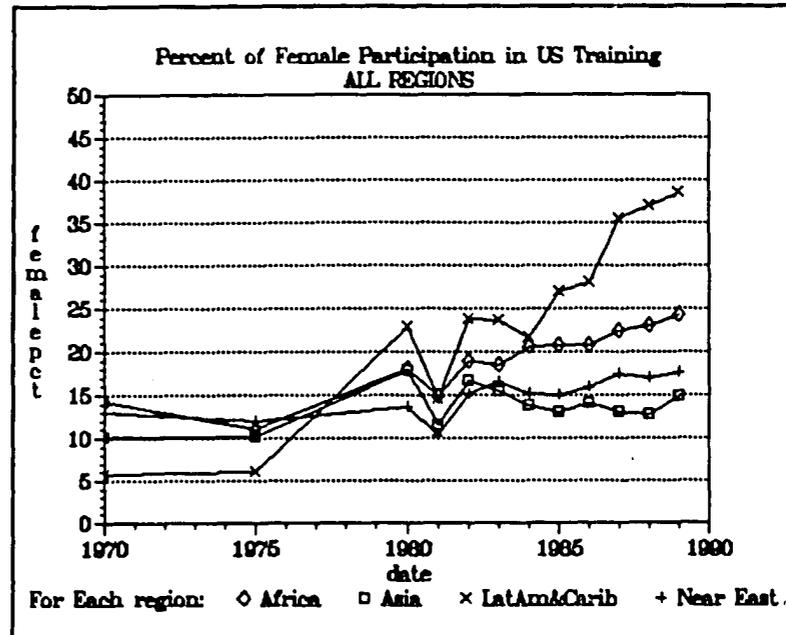
The subregional studies produced the following major findings and recommendation:

### Finding No. 1:

Female participation rates for U.S. and third country training programs in the Asia and Near East regions are the lowest in the Agency and have consistently trailed the participation rates achieved by the Africa region and especially the LAC region for over ten years.

### Recommendations:

The Asia and Near East regions should take the following actions to increase rates of participation by women in training programs:



*Percent of Female Participation 1970-1989*

- A. Encourage the regions' Washington and senior-level field staff to develop operational guidelines with detailed action steps for strategy development, policy dialogue and the design and implementation of training activities to encourage greater participation by women.
- B. These guidelines should include urging the improvement of Mission-level data collection and monitoring systems disaggregated by gender for all types of training;
- C. Identify and disseminate project success stories illustrating effective applications of these guidelines as potential models for replication;
- D. Allocate sufficient levels of funding, staff resources and incentives to support an increased commitment by the Asia and Near East regions to improve and enhance the training of women;
- E. Commit Asia and Near East regions' Washington and field staff resources to design creative strategies and approaches that are responsive to each country's national and regional socio-cultural and political circumstances; and,

- F. Consider special emphasis and additional support of *in-country training* programs as a preliminary step toward increasing participation in other training programs.

**Finding No. 2:**

The many types and degrees of socio-cultural and political conditions both between and within countries in the Asia and Near East regions, underscores the need for country-specific strategies to increase and improve female training opportunities.

**Recommendations:**

- A. Asia and Near East Missions should do a women's training needs assessment to identify potential employment opportunities and the types and level of training needed. This should be the basis for developing country-specific training strategies responsive to diverse socio-cultural and political conditions.
- B. These country-specific training needs assessments and strategies should be used to form the basis of the Mission's annual training plans containing specific slots for women.
- C. Missions should consider the advisability of conditioning the allocation of annual project funds upon the host country government's nomination of women candidates in response to the annual plan's targeted female training slots.

**Finding No. 3:**

An important determinant for the low female participation rate in U.S. and third country training programs is the targeting of mid-level LDC public sector policy makers, managers and technicians working in host-country priority development program areas. The resource pool of eligible female candidates for training opportunities is low because very few women hold those government service and professional jobs.

**Recommendations:**

- A. U.S. and Mission third-country training projects should consider innovative approaches to increasing female participation in training programs. Where appropriate, these could include:
  - 1 Setting target percentages of women trainees;
  - 2 Providing scholarships and/or cash incentives to women;

- 3 Funding spouse travel and training;
  - 4 Developing appropriate information channels to reach women;
  - 5 Launching aggressive marketing campaigns to reach women candidates; and,
  - 6 Providing separate travel and living accommodations where local custom requires them for women.
- B. Missions should utilize private sector resources to assist in the design and presentation of training as well as providing increased access to eligible female candidates in both business and NGO/PVO organizations.
- C. See Recommendation 'F,' Finding No. 1 (in-country training).

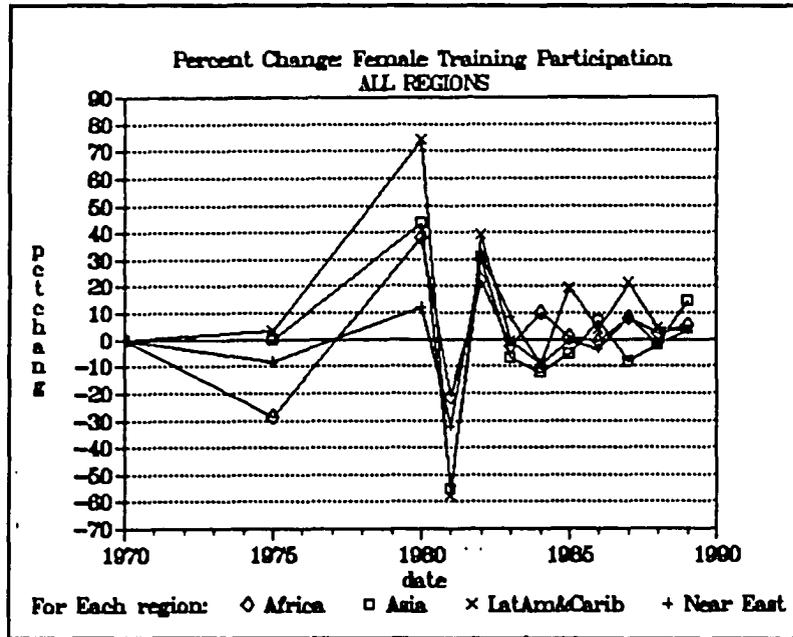
**Finding No. 4:**

Although there is general consensus among Asia and Near East Missions that in-country training programs are important, most of them do not collect information on them nor have appropriate monitoring systems.

**Recommendations:**

- A. Missions should develop gender disaggregated management information systems to provide data on in-country training to help managers make better informed planning decisions. At the time of the subregional studies, Bangladesh is the only Mission in the Asia and Near East regions to develop a Management Information System (MIS) for this purpose.
- B. While other Missions are in the process of developing the appropriate Management Information Systems, successful Asia and Near East efforts to overcome data collection, logistical, financial and socio-cultural constraints to implementing in-country training should be disseminated.
- C. OIT/PETA should develop guidelines for data collection on in-country training programs to ensure Agency-wide comparability.

The Asia and Near East regions have over 200 active projects with participant training components, which demonstrates a high level of concern and commitment. The current low and virtually static level of female participation in these training programs can be reversed. The innovative programmatic responses of several Asia and Near East Missions show that this challenge is being met with increasing effectiveness.



*Percent Change: Female Participation in U.S. Training*

**APPENDICES**

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APPENDIX A  
COUNTRY PROFILES

**BANGLADESH**

Bangladesh is one of the poorest and least developed countries in the world with the lowest per capita income in the region (\$150). The population is primarily Muslim and is largely engaged in agriculture. According to a recent study by the Population Crisis Committee (a non-profit organization based in Washington, DC), the status of women in Bangladesh ranks lowest of 99 countries surveyed. The typical Bangladeshi woman lives in a rural village, has a life expectancy of 51 years, and gives birth to six children -- the highest fertility rate in the region.

**Constraints on Female Participation in Training Programs**

*Educational Constraints.* Literacy and educational attainment levels are low for women in Bangladesh, and there are also substantial gender differences. Only 18 percent of adult females nationwide are literate compared to 40 percent of the adult male population. Educational enrollments are gender disproportionate, the disproportion increasing with age and educational level. Accordingly, in 1985 females constituted 40 percent of primary school enrollments, 28 percent of secondary enrollments, and 18 percent of higher education enrollment.

Low levels of female participation in the Bangladesh education system can be explained, in part, by the practice of sex-segregated education, which discriminates against girls through an insufficient number of free primary schools, costs for books and supplies, lack of adequate transportation, and scarcity of primary and secondary female teachers and girls' schools. The educational attainment rates also reflect high dropout rates for females. The percentage of females in total secondary enrollments in Bangladesh is lower than would be expected in comparison to the percentage in primary level in 1985, for example (28% to 40%). In contrast, other countries in the region show drops of 2% to 7% from primary to secondary levels.

In summary, the pool of educated females in Bangladesh is small and their educational backgrounds are generally irrelevant to the country's development priorities. Thus, educational considerations alone seriously limit the eligibility of Bangladeshi women for professional and advanced training opportunities.

*Socio-Cultural Constraints.* Women's roles in Bangladesh vary according to a number of factors, such as class (based primarily on land ownership and education), religion, and general economic conditions in various geographic areas. However, most Bengali women are dominated by a patrilineal kinship system, irrespective of religion, which enforces women's dependence on men. Their roles as daughter, sister, wife, and mother keep them under the protective care of

men. Women marry early and move to the husband's home after marriage. A Mission sponsored profile of Bangladeshi women (Alamgir, 1977) noted that approximately 75 percent of rural women are married before the age of 18. Being a wife and mother is the primary role for Bangladeshi women. Widowhood or divorce can be a real threat to their economic and social well-being, since they lose their status as wives. A woman without a son also has no social status.

The Islamic tradition is strong in Bangladesh and presents a number of obstacles to recruiting women for training programs, whether in nearby villages or overseas. In theory, Islamic values promote equality between the sexes; however, in practice, Bangladeshi women are subordinate. The inferior status of Bangladeshi women is reinforced by the social system and emphasized in many ways: e.g., addressing the husband formally through indirect address, keeping the head covered in his presence, and remaining physically separate when unrelated males are present.

This is further reinforced by Bengali cultural traditions which confine women to household tasks. The practice of *purdah*, which literally means curtain, in the strictest sense confines a woman to home and requires her to cover herself in public. More broadly, *purdah* refers to a woman's modesty and restrictions on her interactions with unrelated males. The lack of mobility associated with this practice handicaps rural women in many ways, e.g., women seldom leave their homes except to visit relatives and are often covered when they do; women rarely, if ever, go shopping in the market; and women who work outside the home are considered potentially immoral.

There is some evidence that the rigidity of this custom is easing due to poverty as even rural women are forced to seek income-producing work. However, many women are still confined to their households and are thus inhibited from taking advantage of outside opportunities such as training. This was supported by the Mission which noted that family and personal problems are significant obstacles to recruiting female candidates as single women are often not permitted to travel far from home.

*Institutional Constraints.* Very few women are in professional or administrative positions. Nonetheless, women constitute a rapidly growing segment of the labor force in Bangladesh, although their share in 1981 was only 4 percent. Most are engaged in agriculture (70%), followed by manufacturing (12%) and services (10%). Although there are underlying cultural proscriptions against women working outside the home, deepening poverty is forcing many rural women to seek income-producing work. The growth of small industry, particularly in textiles, electronics and pharmaceuticals, is opening up more opportunities for marginally-educated women in urban areas. Better-off urban women are also entering the workforce in relatively greater numbers, especially in government service and low-level professional jobs.

Reflecting the traditional focus of training recruitment on mid-level, public sector managers and technicians, the Mission indicated that a major and primary constraint for all types of training is "the dearth of appropriate women executives specifically, and female candidates in general. In Bangladesh, the average number of women executives in the public sector probably does not exceed five percent and most of them are at junior levels." Also, the selection of candidates, which is made on a competitive basis including academic records, experience and language proficiency, gives men a comparative educational advantage. The Mission added that other donors are vying for prospective candidates from the same pool, which further limits the number of suitable candidates for USAID-sponsored training. Although women have recently been entering professional government positions in record numbers as discussed above, women managers are not given priority for training opportunities and are often overlooked in the selection process due to their general lack of influence in Bangladeshi society. The Mission reported that it took almost two years to identify 50 female candidates, which would have taken about three months if the candidates had been male.

#### **Recent USAID Training Recruitment Experience in Bangladesh**

The USAID Mission in Bangladesh notes that obstacles to recruiting women candidates for in-country, third-country and U.S. training are similar with some variation. These generally involve underlying socio-cultural factors, including the Islamic tradition, as well as institutional constraints associated with the type of AID training available.

*U.S. Training:* Almost all Bangladeshi females were in technical training programs, with the exception of one academic participant in a graduate program. Training for males was equally divided between technical and academic at the graduate level. About half of both males and females in U.S. training were between the ages of 30-39, with most of the rest between 40 and 49. While similar proportions of both sexes received training in the humanities and social sciences, more females were in public or business administration and health programs, and more males were in science and agriculture.

*Third-Country Training:* was mostly technical for both sexes during 1987, and most programs were less than three months. The dominant age range for both sexes was the same as in U.S. training: between 30-39 years. Interestingly, while most female trainees received training in the humanities or social sciences, a majority (77%) of males was sponsored for training in health.

*In-Country Training:* Although complete data on the Mission's in-country training activities are not available, recent experience suggests a high participation rate for women (i.e., in 1987, 357 females and 585 males received in-country training). The majority of these women were in extension training under the Family Planning Project and an Urban Volunteers Program. The Mission added that a database on in-country training has recently been developed.

### USAID Training Strategies in Bangladesh

USAID has been sensitive to conditions of women in Bangladesh for some time. The Mission developed a WID strategy as early as 1983, for the purpose of expanding opportunities for women to participate in the economy of Bangladesh and to improve their overall quality of life. The Mission also developed a WID Implementation Plan (Berger and Greely, 1987) which provides guidance to project officers for incorporating the concerns of women into the Mission program. Rather than develop women-specific projects, the Mission has attempted to integrate WID initiatives within the overall program and specific projects. The Mission also established a WID Committee which reviews all Mission projects for WID concerns.

*Support of Bangladeshi Government Efforts.* The Mission has continuously encouraged the BDG to support greater participation of women in all types of training programs. To this end, Mission efforts have included implementing in-country training programs exclusively for women executives of government, semi-government and private sectors; providing technical assistance and training to female managers of small businesses and other income-generating projects; encouraging the BDG to implement projects through NGOs to address the needs of female target audiences; offering training opportunities to the BDG emphasizing female nominations wherever possible; and incorporating earmarks for female trainees in some projects, with a proportional utilization of funds.

The Government of Bangladesh (BDG) has instituted an "affirmative action" program for women in public service with a ten percent target. A recent review of *Women in Bangladesh* (Schaffer, 1986), noted that some ministries have exceeded this target, including Health and Population and Social Welfare.

At one time, the Mission waived the requirement for the BDG to finance the international travel costs for female participants under some projects in order to increase their participation in the training program. However, in response to pressing need, the Mission now finances travel costs for all participants.

**Special Project Mechanisms.** The following are specific examples of project mechanisms which have helped the Mission develop increased female participation in its training activities:

- o *Family Planning Services Project.* Under this project, a pilot scholarship program was established to increase female secondary school enrollment through the use of scholarship incentives for 3,000 girls and special facilities in 22 secondary schools. A recent evaluation of the program demonstrated its success. The Mission hopes to use this project component as a model to spur efforts by other donors to improve female education opportunities in Bangladesh.

- o *Technical Resources Project* originally allocated 21 percent of funds for a special women's training component for management and related training. However, as noted in a recent evaluation (WID/Development Associates, 1987), funds for this activity have been underutilized because of internal conflict within the implementing agency (Ministry of Social Welfare and Women's Affairs), which stalled nominations. As a result, funds have been reallocated within the project, reducing the amount set aside for women trainees. It was suggested that regular channels be used for nominations.
- o *Development and Management Training Project*. One output of this project is an increase in the number of women in the management professions. This is a good example of a project that attempts to ensure equal access of women to project benefits through the provision of training targets in terms of funding levels. As stated in the project paper, one third of all project activities will involve training and career assistance for women. The Mission elaborated on this in its WID Plan, in which "30 percent of overall training funds must be used to train women managers and management trainees -- and numbers of trainees in specific categories. These funds must be distributed among the different management-level categories in a specific way, i.e., not all funds earmarked for women can be used to train junior level managers...some of the funding must go to mid-level and senior women managers, but trainees can be drawn from either the public or private sectors."
- o *Higher Agricultural Education Project* is in the planning stages, but proposes to strengthen the Bangladesh Agriculture University in order to produce more graduates, with women mentioned as the ultimate beneficiaries. This project came about partly in response to the shortfall of females students at the Institute for Post-Graduate Studies in Agriculture resulting from the limited number of female graduates of agriculture universities.

## EGYPT

Egypt is the most populated country in the Arab World. Its population was over 51 million by mid 1987. Egypt's population growth is 2.7 percent and its total fertility rate is 5.4. Government efforts to deal with the population problem have not resulted in a decline in Egypt's population growth rate. There is a strong cultural opposition to family planning. Since 1980, the annual population growth rate has remained stable at 2.7 and 2.8 percent. Infant deaths in first year of life is 99 per thousand. Egypt's adult literacy rate was 30 percent for females and 59 percent for males in 1985 compared to 20 percent for females and 50 percent for males in 1970. More than half of Egypt's population live in rural areas. As a result 40 percent of Egypt's total labor force is found in the agriculture sector.

### Constraints on Female Participation in Training Programs

*Educational Constraints.* According to 1985 data, adult literacy rate for females is 30 percent compared to 59 percent for males. Female literacy rate is much lower in rural areas particularly among older women. At the primary level, female gross enrollment ratio is 76 percent compared to 94 percent for males. Female enrollment ratio drops to 52 percent compared to 73 percent for males at the secondary level. The ratio drops further to 14.1 percent for females at the higher education level while the enrollment ratio for males is 27.4 percent at this level.

As a percentage of total enrollment females make 42 percent at the primary level, 39 percent at the secondary level and 32 percent at the post secondary level. Female labor force participation increases with the increase in their educational attainment. 39 percent of women holding university education and 22 percent with secondary education were in the Labor force. In comparison, only 4 percent of women with primary education were in the Labor force.

*Socio-Cultural Constraints.* Like in other countries of the Near East, the early marriage, high fertility rate, and high rates of illiteracy among women deprive them of many opportunities in education and training. This in turn contributes to the low status of women in society and their low representations in all sectors of the economy.

Discussions with Egyptian women in Cairo revealed that they consider that a woman's primary responsibility is her family. Husband, children and home need them. Therefore, it is extremely hard for them to leave the country, especially for long term training. "An Egyptian women doesn't like to leave her family and be alone in a foreign country," one woman indicated.

*Institutional Constraints.* USAID/Cairo has no say in the participant selection process. Each Ministry nominates and chooses its candidates. Government policies, although not explicit, favor males -- who have more mobility to leave the country for training. In addition, there is a lack of sufficient number of women at middle and upper management levels. This, together with the fact that such women, when they are found, are reluctant to leave their families, means very few women are available for selection for U.S. training.

### USAID Training Strategies in Egypt

AID's total contribution for education and training has amounted to \$314 million since 1975. The major objective is to increase primary school enrollments by building schools particularly in the rural areas. The Mission aims to increase enrollment in rural schools (grades 1-9) to 90 percent by 1993, with the majority of this increase among girls. Another objective is to improve essential technical, managerial and scientific skills through training and research. Training will continue at about 1,000 U.S. participants per year.

The Country Development Strategy Statement (CDSS) for FY 1989 addresses, very briefly, the women-in-development issue. It predicts that USAID's new strategy in Egypt will have a more direct impact on women's participation than did previous project portfolios. Expanding activities in both agriculture and private industry, such as small-scale industry credit, agriculture credit, local development, and education programs will open up employment opportunities for women. Since 1985, the number of participants, both male and female, has been gradually decreasing, more among males than females. However, Egypt still has the largest participant training program in the Near East area. The Mission has no target built in their projects to meet a certain percentage of female participants. Due to social, religious and cultural constraints, the mission has not been active in promoting female U.S. or Third Country training.

*U.S. Training.* The majority of males (59.3%) and almost half of the female (49.2%) participants are undergoing training lasting over 12 months. The majority of males (51.7%) are enrolled in graduate programs while the majority of females (53%) are enrolled in technical programs. Only 3 males and 1 female are enrolled in undergraduate programs. The majority of both males (66.6%) and females (65.9%) fall under the 30-39 year old group. The largest percentage of males (43.1%) and females (36%) are specializing in the physical sciences, engineering and computer sciences. Agriculture, rural development and natural sciences are the second major field of study for males (19.3%), while the second field for females is medical and health sciences (31.3%). The fields of arts, humanities, education and training come third for females, while the fields of agriculture, rural development and natural sciences come third for males (See Tables 33 and 34).

*Third-Country Training.* Egypt's third country program is very small compared to its' U.S. training program. In 1987 there were 39 male participants and only one female participant in third-country training. The statistics for 1987 show an increase in this program since 1985 when there were 13 participants. By 1987 the number grew to 40 participants. However, the number of females decreased from 7 in 1986 to only one in 1987.

*In-Country Training.* Between 1978 and 1987 A.I.D. provided \$756 million for local development/decentralization. In urban areas of the 23 districts of greater Cairo and Alexandria, over 3,000 separate sub-activities have benefitted more than nine million Egyptians. An evaluation of these subactivities showed that sewing and day care centers supported under the program assisted women in developing skills and continuing in the labor force. Such short term in-country training seems to be a very appropriate vehicle at the present time. It will allow women to take advantage of such opportunities and therefore improve their status while remaining in their own country and among their families.

## INDIA

Although A.I.D. expects India to achieve middle-income status by the end of the 1990s, India remains one of the world's poorest countries, with 40 percent of its population living below the poverty line. The majority of its population is Hindu, and is engaged in agricultural activities. As presented in the Mission's CDSS, however, India's recent achievements include an overall improvement in socio-economic conditions, including an annual per capita income of \$270. Yet, a persistent population growth rate of 2 percent and above presents an increasing strain on the country's financial, institutional, and natural resources.

The typical Indian woman has a life expectancy of 56 years and a family of four children. Females constituted 21 percent of the workforce in 1981, of which the largest proportion was engaged in agriculture (83%). Of those in non-agricultural jobs, most were in the manufacturing and service sectors. As noted by the Mission, only recently have Indian women been joining professional jobs, and even so, their numbers are negligible.

### Constraints on Female Participation in Training Programs

*Educational Constraints.* India has made considerable progress in education since Independence. Literacy has increased from 17 percent to 41 percent in 1987, although female literacy lags behind that for males (i.e., 26% compared to 55%); and 92 percent of the relative age cohort is enrolled in primary school. As in the literacy rate, corresponding statistics for females enrolled in education are considerably lower than that for males. For example, females represented 40 percent of total primary enrollments in 1984, 33 percent of secondary enrollments, and 26 percent at the higher education level. Poverty, overcrowded classrooms, lack of equipment, and deep-rooted cultural factors have contributed to a high female dropout rate, resulting in a small pool of females who have completed secondary school or higher education. According to UNESCO statistics for 1981, only 6.6 percent of females over 25 years of age completed secondary school, and 1.1 percent obtained higher education credentials.

Moreover, the fields of specialization among this small number of educated Indian women are largely irrelevant to the demands of social and economic development. For example, an A.I.D. report on Asian women (Office of Women in Development, "Women of the World," 1985) noted that nearly two-thirds of Indian females enrolled in higher education in the mid-1970's were pursuing arts courses. Similarly, UNESCO statistics indicate that 78 percent of females enrolled in 1980 were in the humanities and social sciences. The A.I.D./WID report further noted that institutional sex biases tend to reinforce traditional Indian behavioral patterns in which education is a consumer commodity for a girl which adds to her eligibility for marriage.

*Socio-Cultural Constraints.* Although the Indian Constitution guarantees equal rights and protection for women, longstanding cultural biases regarding the role of women, especially embedded in Hindu practices and beliefs, give men a comparative advantage in educational and career opportunities. In addition, constraints to recruiting women may vary according to the type and location of training offered. Female candidates for in-country training, for example, may find it difficult to be away from home for several weeks without support services for the family. The Mission also noted that women who work at daily wages incur financial loss of wages during the training period and, thus, may be reluctant to attend. Inadequate housing and other facilities for women at many training centers also limits the number of female participants.

*Institutional Constraints.* The Mission reported that one of the biggest obstacles to female participation in the training program is the small pool of available candidates, given that most of A.I.D. training in India is professional in scientific and technical fields. The Mission further explained that women have only recently been joining professional jobs, and their present number is negligible compared to men. Also, the Government of India is responsible for nominating candidates and often requires a minimum amount of field experience which new female recruits generally lack. Similarly, project-related technical training is limited to project staff, where the number of women is small. The Mission added that "cultural inhibitions on the part of selectors are sometimes responsible for less women being selected for training."

#### USAID Training Strategies in India

The Mission's overall development strategy is to assist India in sustaining and accelerating its recent socio-economic achievements through contributions in science and technology. Program objectives are specifically focused on improving India's institutional and human resources capacity to apply new scientific methodologies and technological innovations. As noted in the CDSS, "although India has the world's largest system of higher education and the world's third largest pool of science and technology expertise (3.5 million persons), the number of scientists, engineers and qualified technicians per thousand of population is one of the world's lowest. Educational quality at this level is uneven and reflects the critical needs of improving the institutional capacity to produce and improve India's science and technology human resource base."

*U.S. Training.* Most U.S. training during 1987 was under agriculture, irrigation and energy projects, in which very few females were included (e.g., 351 participants of which 4 were female). The project with the most female participants was the Development and Management Training Project which sponsored 18 female participants. Interestingly, a family planning project sponsored 12 males, but no females. Similarly, a PVO project sponsored 16

fourth of both males and females were in programs between 3 and 6 months duration. The dominant age range for both sexes was between 40 and 49 years. While females were fairly evenly divided among the humanities/social sciences, health and science fields (i.e., 29%, 25%, and 25% respectively), more than half of the males was in science and engineering programs (55%), followed by agriculture (29%).

*Third-Country Training.* Most of the Mission's regional training was technical and in the fields of science and agriculture. Very few women have been sponsored by the Mission for any regional training, with none during the past two years.

*In-Country Training.* Mission records for the past three years suggest that far more women participate in in-country training than in external participant training. During the past three years (FY 85-87), the volume of in-country training has been great (8,240 trainees), of which 66 percent have been women (or over 5,400 participants). The bulk of this training in 1987 was in health education and social welfare.

#### **Special Project Mechanisms in India**

- o *The Development and Management Training Project*, which cuts across all sectors, is designed to meet India's critical need to improve the science and technology human resource base. Its aim is to improve the technical and managerial skills of India's human resources by targeting the professional community, including scientists, technicians and managers.

DMT funds have supported technical and management training in about 35 different in-country programs for female entrepreneurs, PVO's working for women's development, and trainers of women for income-generating schemes in the private sector. The Mission noted that programs organized in villages rather than isolated training centers and run by women attract greater numbers of female participants.

- o Its *Integrated Child Development Services Project* (GOI'S National Nutrition Program) was cited by the Mission as a successful example of training run by women at the grass root level.

Other mechanisms used by the Mission to increase female participation have included cash incentives, special programs for women only, and the provision of childcare facilities at the training site have proven effective in attracting more female participants.

## INDONESIA

Although over 90 percent of the population is Muslim, Indonesia is marked by a high degree of cultural diversity, with over 300 ethnic groups. The Mission's CDSS observes that much social progress has been made during the past twenty years, especially in reducing the population growth to 2 percent. Compared to other countries in the region, Indonesia enjoys relatively high per capita GNP (\$530), low fertility (4 births per woman of childbearing age), and high literacy and educational levels.

Women represent about 37 percent of the total labor force, of which more than half is employed in the agriculture sector. The majority of the non-agriculture female workforce is found in the trade, manufacturing (e.g., textiles, pharmaceuticals, tobacco, and food processing), and service industries, with a small percentage employed in professional and technical jobs. Many women are in management positions in private businesses, and are also well-represented in certain professions, including sanitary engineering, forestry, dentistry, and medicine.

A report by the Canadian International Development Agency (CIDA, 1986) notes that many Indonesian women hold high positions of responsibility in finance, administration, education, and training. Also, women constitute 38 percent of civil service employment, occupying almost 4 percent of senior positions. A World Bank study (Scott, 1985) reports that half of all working women with secondary and higher education degrees were in government jobs in 1980.

### **Constraints on Female Participation in Training Programs**

*Educational Constraints.* Although the Indonesian Government has made considerable progress in providing basic primary education (e.g., total primary school gross enrollment was 118 percent of the school-age population in 1984), there persist some disparities between males and females. While the overall literacy rate was 67 percent in 1980, the rate for males was 78 percent, but only 58 percent for females. Although the proportion of females enrolled in primary school is almost equivalent to male enrollment (48% females; 52% males), this ratio becomes disproportionate at higher levels. Accordingly, in 1984 females constituted 42 percent of secondary enrollment, and 32 percent of enrollment in higher-level institutions.

Despite the increasing availability of educational opportunities in the country, priority is still given to boys who can attend school longer or to older ages, than to girls who often marry early. Although female enrollments in secondary and higher level institutions have been steadily increasing in terms of the gross enrollment ratios, only 3.3 percent of the total female population in 1980 had completed the secondary level, and less than one half percent (.4%) had completed a higher level.

*Socio-Cultural Constraints.* Although Moslem women in Indonesia are generally more emancipated than in many Islamic societies, the fact that Indonesia is predominantly Moslem may well be a factor that has contributed to Indonesian women's lower educational attainment and thus limited employment choices and advanced training opportunities. Despite the fact that there is a plurality of Indonesian legal and cultural systems with varying customs among about 300 ethnic groups, women are guaranteed equal status with men under the Indonesian Constitution.

Like women elsewhere, Indonesian women are responsible for family health care and nutrition and have key roles as wife, mother and educator of the next generation. As women's issues tend to be regarded as social rather than recognized as economically productive, national development programs are aimed to develop women's knowledge and skills in the fields of health, social life, family planning, environmental sanitation, and nutritional improvement. The CIDA report notes that Indonesian women enjoy a high status in their homes and actively participate in public life, yet have a limited role in formal decision-making. It was further observed that formal government leadership positions are held by husbands while wives have a corresponding but informal leadership role in the community. This is evident in the GOI's PKK program (a community-based voluntary movement fostering development and family welfare at the village level), which is run by wives of government officials at all levels.

The World Bank study observed that "females miss out on many opportunities for education and training, due to the view that they would not be interested, and particularly, that these opportunities would interfere with their primary duty of taking care of their families." In terms of employment choices, women are limited by their generally lower educational and skill levels and are further disadvantaged by the prevailing view that women are secondary earners.

*Institutional Constraints.* Other factors limiting the recruitment of female candidates for training include certain GOI policies which tend to favor the husband in terms of job placement, transfers and advancement opportunities. For example, the government is responsible for finding a position in the same geographic region for the wife of a male public servant, but is not responsible for a husband if the wife is being transferred. This may ultimately inhibit a female public servant from looking for advancement opportunities, including an overseas training opportunity. This policy may also indirectly discriminate against selecting a single female for advanced training as she is expected to marry and follow her husband's path and would thus represent a bad investment.

The Mission identified the small pool of eligible women as another obstacle to recruiting more women for training, which it attributed to lower numbers of females in secondary school and higher education. This pool is further limited given that much of A.I.D.'s long-term training is in fields traditionally reserved for men (e.g., industry, mining,

public safety and public administration), and women have tended toward such professions as nursing, education, and secretarial vocations.

### **USAID Training Strategies in Indonesia**

USAID assistance to Indonesia has always placed a strong emphasis on human resource development. Over 10,000 Indonesians have received A.I.D.-sponsored training since the program began in 1951 with about 300-400 new participants currently being sent for training each year. The Mission's objectives for the education and training sector include strengthening the Government's policy analysis and planning capabilities in education and human resources development; strengthening the faculties of agriculture and public health; and expanding the base of high-level skilled manpower through participant training, which is supported under most projects. Most of the Mission's training is targeted to the public sector and university personnel, although candidates are being increasingly recruited from private universities and NGOs.

*U.S. Training.* While the majority of both females and males were enrolled in graduate programs, a larger proportion of females attended technical programs than males (i.e., 41% of female technical participants compared to 24% of males). These programs tend to be less than three months long. The predominant age range for both sexes was between 30-39 years. There does not appear to be much difference between the sexes in their field of study, with more than half of each studying business and public administration and the social sciences and humanities.

*Third-Country Training.* Almost all of the female participants in third-country training during 1987 were in technical programs, whereas males were fairly evenly divided between technical and graduate programs. Differences in field of study are apparent for third-country training, in which the primary field is health for females, and science and engineering for males. (Records of age range for females were incomplete, with more than half reporting no birth date.)

*In-Country Training.* The Mission reported that data on in-country training is not uniform: maintained, but indicated that a higher percentage of women are involved in in-country training than in third-country or U.S. training. Plans to establish a database on in-country training are underway.

### **Special Project Mechanisms in Indonesia.**

- o *The Western University Agriculture Education Project (WUAE)* is designed to strengthen the capabilities of the faculties of agriculture and related disciplines of the eleven member institutions of the Association of Western Universities. The project's original target of 20-25 percent female participants has yet to be met, with only 18 percent to date. To attain these goals, this project was recently amended to provide exclusively for graduate degree training of women faculty. An additional 40 women staff members will be funded for U.S. academic training in agriculture or related disciplines, and 20 women will be sponsored at Indonesian universities.
- o *Pilot Spouse Training Program.* This project has also developed a pilot spouse training program, in which spouses accompany the prime candidate to the U.S. on non-degree training. The program relies upon the initiative of participants themselves to propose the training. So far, ten spouses have been selected for non-degree training in the United States, and approval for selecting an additional ten is being sought.
- o *The General Participant Training Project (GPT II)* includes a 20-25 percent target for female participants, although a recent project evaluation found performance to be disappointing. The GOI implementing agency for this project, the Overseas Training Office, recently established a task force to address this issue and is studying ways to increase female recruitment, including the possibility of a spouse training program.
- o *The Higher Education Development Support Project (HEDS)* is in the process of being designed. Its purpose is to improve the quality of selected public and private university academic staff, especially outside Java, and to provide equal access for less privileged groups of potential students, including women. According to the PID, the HEDS project "will improve opportunities for increased participation by women and will also encourage a greater number in traditionally male-dominated areas such as engineering, technology, and basic and life sciences.

## JORDAN

Jordan has the highest per capita GNP (\$1,560) in comparison to other Arab non-oil producing countries. The majority (72%) of its small population (2.7 million) live in urban areas. Jordan's estimated population growth rate is 3.2 percent to 3.7 percent, its total fertility rate is 6.8 percent, and its infant deaths in first year of life is 57 per thousand. The life expectancy at birth is 63 years for males and 66.9 years for females. Jordan's adult literacy rate in 1985 was 87 percent for males and 63 percent for females. In spite of its high population growth, Jordan has no strong policy position on family planning. This has served to reinforce the pronatalist tradition in the country.

Jordan's major economic strength has been its human resources, particularly the skilled manpower that filled the Gulf States labor needs for many years and have provided Jordan with \$1 billion annually (20 percent of GNP). However, with the declining economic activity in Gulf oil-producing countries, Jordan faces an unprecedented capital flight and a drought of remittances from foreign workers. Therefore, the previous shortages of labor are no longer an issue. It is estimated that Jordan's unemployment will rise from 6 percent to over 9 percent in 1990. This will affect the employment situation for women more so than men as policy makers will be less inclined to promote any increases in female labor supply or employment.

Like the majority of Near Eastern countries, adequate data on employment patterns in Jordan is not available. However, based on available ILO data and other UN and World Bank sources, the majority of those in non-agricultural work (about two-thirds) are absorbed by the civil service and armed forces. In 1985, women made 12.5 percent of Jordan's labor force. The vast majority of these women work in the public sector, public administration and services. The largest number of working women are found in the professional and clerical jobs. More than half of all working women are found in teaching positions. Outside of teaching, women in the public sector are mainly employed as clerks and secretaries.

In the private sector, the largest number of females are found in the banking field. Women make 15 percent of total employment in this field. Most of these jobs require a university degree or a minimum of high school education. Women who work in agricultural activities in the rural areas are mostly illiterates and not wage earners as they work for their families and relatives.

### **Constraints on Female Participation in Training Programs**

*Educational Constraints.* The highest literacy rate in the Near East region is found in Jordan (excluding Israel, Lebanon and Iraq). Adult literacy rates in 1985 were for 63 percent for females and 87 percent for males. Women constitute two-thirds of Jordan's illiterate population.

However, much of the female illiteracy is found among older women living in rural areas. Female literacy has improved a great deal since 1970 when it was 29 percent compared to 64 percent for males. The percentage of first graders completing primary schooling in Jordan (97%) is one of the highest in the world. About 70 percent of compulsory level graduates continue their education with 68 percent of the 15-17 year old age group attending secondary schools. The majority of both males and females (80%) are enrolled in the academic as opposed to the vocational stream.

Trends in female enrollments at the primary education level have expanded from 12 percent of total enrollment in 1922 to 42.7 percent in 1969 to 47.1 percent in 1979 to 49 percent in 1985. At the secondary level, females made 36 percent out of the total in 1970, 45 percent in 1980, and 47 percent in 1985. At the postsecondary level, females enrollments witnessed a drastic increase from 28 percent in 1969 to 40 percent in 1980, and to 45 percent in 1985.

*Socio-Cultural and Institutional Constraints.* The socio-cultural and institutional constraints to recruiting females in Jordan for any type of training include:

- (1) their low representation in the Jordanian labor force, particularly at the middle and upper management levels, which creates a numerical bias in favor of men for participation in training programs;
- (2) the increasing pressure from conservative forces within the government to segregate the work place and in some cases deny employment to women. This is one of the causes of women's low representation in the work force. Another cause is discrimination against married female workers. Some employers deny married women employment opportunities in order to avoid a labor code that requires employers to provide child care facilities if more than 20 women are employed in the business;
- (3) the high birth rate causes a high level of movement in and out of the labor force which also creates a bias in favor of men for participation in training programs;
- (4) the cultural bias against unescorted travel by women, particularly travel to or within non-Islamic countries;
- (5) the length of training. Long programs are often difficult to arrange for women as a result of family responsibilities; and,
- (6) the field of specialization. AID funded training is usually in the areas of sciences and technology, where only a small percentage of females are to be found.

**USAID Training Strategies in Jordan**

By funding a series of projects to stimulate Jordanian private sector development since 1986, AID introduced the shift in the central focus of its development strategy away from capital intensive, public infrastructure projects and toward private sector development, trade and investment. AID continues to focus on the private sector as the central engine for development and growth in Jordan. In addition, AID continues to support activities in the agriculture, water, population and health sectors.

AID continues to upgrade the management capabilities in the private sector. To date, AID has supported training of over 2,000 managers in the last three years. Other private sector training needs are financed under the Development Administrative Training IV project. In the past three years, the training of 500 long and short term participants has been financed by AID.

The Mission's education and training strategy is designed to serve the following objectives: improve the capabilities of higher education to better meet requirements of private sector development; and increase the quantity and quality of Jordan's public and private sector managerial and technical manpower in areas critical to Jordan's development needs.

USAID/Jordan's WID strategy is, "to encourage the government of Jordan to integrate women's concerns into its development efforts in water, health, agriculture and human resources and to encourage women to participate in training programs geared towards skills refinement and employment potential." AID's private sector initiatives will also attempt to identify and assist women entrepreneurs.

*U.S. Training.* The majority of female participants (82.2%) are enrolled in short term technical programs lasting up to six months of stay in the U.S. The largest percentage of females (46.4%) are found in the 20-29 year age group, while the largest number of males (40.2%) are in the 30-39 age range. The majority of males (76.7%) are also enrolled in technical programs lasting up to three months of stay in the U.S. The largest percentage of females (35.7%) are undergoing training in the medical and health sciences field. The majority of males on the other hand are divided between economics, business and public administration and labor (35.8%), and the physical sciences, engineering and computer science (34.6%).

*Third-Country Training.* Prior to the Civil War in Lebanon, females made about one-third of total enrollment. After the termination of the Mission's undergraduate program in Lebanon female participation in third country training dropped substantially. As of FY 1987, there are no females under third country training. There are only three (3) males attending technical programs of three months or less.

*In-Country Training.* Until recently, the Mission has not focused heavily on in-country training. However, the Mission is presently exploring the possibility of designing a series of in-country training programs specifically targeted for women. The Mission indicated that no particular obstacles were encountered by the Mission when in-country training programs were conducted. The Mission also indicated that at the present time, the in-country training is the most effective in Jordan. In-country training will allow greater participation by women with children and other family responsibilities and eliminates concern about unescorted travel outside the country.

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## MOROCCO

Morocco has a relatively low per capita GNP (\$560) compared to its neighboring Arab countries. Morocco is trying to cope with the legacy of the early 1980s when its economy faltered under the combined effects of oil shocks, a prolonged drought, a protracted war in the Sahara, an inflexible economic structure, and a high foreign public debt. As a result, Morocco's real per capita income has declined from \$631 in 1981 to \$560 in 1985. This has left the country well down the list of lower middle-income countries. The 1989 Congressional Presentation further states that there is still widespread poverty, unacceptably high infant mortality, and significant unemployment.

Morocco is one of the most populated countries in the Arab World, with a population of over 23 million people. The majority of these people live in rural areas (66%). The country's population growth rate is 2.5% which has remained the same since 1970. The total fertility rate has been dramatically reduced from 7.1% in 1970 to 4.3% in 1987. Life expectancy at birth is 52 years for males and 55.2 years for females. Morocco's infant death rate in the first year of life is 85 per thousand. The adult literacy rate in 1982 was 49% for males and 22% for females.

In spite of Morocco's rather high unemployment rate, females make up 20% of the total labor force. World Bank statistics indicate a female labor participation rate of 12% which is higher than the rate found in most Arab countries except for Tunisia.

In 1982, the last year for which census figures are available, there were 4,817,000 men and 1,181,280 women engaged in full-time, regular employment; women thus represent about 20% of Morocco's full-time labor force. Labor force participation rates for women by sector include over 50% in agriculture, 22% in manufacturing, and 22% in services. Women have been quite successful in establishing themselves in the public sector, more so than in the private sector. Still there is a long way to go to assure the full realization of Moroccan women's social and economic potential, and there are several key areas in which USAID support their efforts.

### **Constraints on Female Participation in Training Programs**

*Educational Constraints.* Morocco's education system is patterned after the French system at all levels. Morocco has a high drop-out rate: among first-year Moroccan primary students (both male and female), only 2% will ultimately reach the final year of secondary level; only 30% of those who begin the secondary level will eventually complete the final year of their secondary schooling.

The largest number of females enrolled at post-secondary institutions is found in the humanities, education and fine arts (44.5% of total enrollment in this field). Females make up one-fifth of total enrollment (21.7%) in the law and social sciences and a little over a quarter (27.2%) of total enrollment in the natural sciences, medical sciences, engineering and agriculture.

*Socio-Cultural and Institutional Constraints.* A major constraint to selecting females for any type of training offered under USAID programs is the small pool of professional women employed by the government of Morocco. Very few women are employed by the departments concerned with A.I.D.-funded programs. For example, only one woman is employed by the department concerned with implementing the TRAWL Survey development and management project. She was awarded a scholarship for Canada at the time of program development. The Mission pointed out the fact that the female trainees who participated in their in-country training programs under both agriculture projects were the only professional women in their respective departments.

The Mission also indicated that the Government of Morocco is reluctant to nominate candidates for third-country training in developing countries in the region, due to the generally higher educational level of Moroccan officials. Therefore, most third-country training sponsored by USAID has been in France. Additional reasons for this are the low level of English language skills of potential candidates, and the capability of French training institutions to offer programs specially designed for French speaking Mediterranean countries. However, the Mission further indicates that, due to A.I.D.'s legal restrictions on training in Europe, USAID does not encourage third-country training, either for male or female candidates.

### USAID Training Strategies in Morocco

AID's Country Development Strategy (CDSS) for Morocco focuses on five areas: increased economic growth, increased food supply, reduced population growth, improved child survival, and improved management of energy and natural resources. USAID's human resource development strategy focuses on upgrading the managerial, analytical and technical expertise of Moroccans engaged in the development process. USAID/Morocco is expanding its support of both long-term and short-term training in the U.S. to comply with the Agency's increased emphasis on participant training. The fields in which training opportunities are provided include management, administration, finance, and high technology science and energy fields.

*U.S. Training.* The Mission began entering data into the participant training information system (PTIS) in 1979. Therefore, data on participant training prior to that are not available from the Mission. Currently, the majority of males in U.S. training are enrolled in graduate academic long-term programs (59%), while the majority of females (53%) are enrolled in

technical programs lasting over 12 months in length. The majority of both males (59.3%) and females (62%) tend to be young, falling within the 20-29 year-old age group. The largest percentage of males is found in the area of agriculture, rural development and natural sciences (30.2% of all males in U.S. training), while the largest percentage of females is found in the area of physical sciences, engineering and computer science (32% of all females in U.S. training).

*Third-Country Training.* Third-country training for females has been very limited since 1970. In 1970, there were two females (3.2%) in third country training compared to 60 males (96.8%). In 1980, three males (75%) and one female (25%) were in third country training. By 1975, the number of male participants grew to 16 (64.1%) while the number of females remained the same, one female (5.9%). The number of male participants slightly decreased to 12 (30%) by 1987 while the number of females increased to 3 participants (20%). Most participants are enrolled in short term training averaging less than three months duration. Half of the males (50%) and the majority of the females (66.7%) fall within the 30-39 year-old age group.

*In-Country Training.* PTIS does not include data on in-country training, and in-country training activities in Morocco have been minimal over the past years, therefore, there is no evident trend noted. The Mission's best estimate on total number of in-country trainees since 1980 indicated 74 males (no females) received in-country training in 1985. In 1986, 72 males and one female received in-country training. In 1987, the number of in-country trainees decreased to 42 males and 3 females.

In its Country Development Strategy Statement (CDSS), the Mission indicated that it will support periodic in-country training seminars with the assistance of existing Moroccan institutions such as the National School of Public Administration, the National Business School (ISCAE), the Applied Statistics School and other similar institutions. Training takes place through a general participant training program (Sector Support Training) and through individual projects in the key sectors.

### **Special Tactics and Project Mechanisms in Morocco**

The Mission works to negotiate changes in the laws, policies, and practices which affect women during project development, implementation, and evaluation processes. Two such changes have recently been effected:

First, the Mission negotiated a 30% minimum target for women participants in the recent amendment of the Sector Support Training project (in-country training).

Second, in the recent drafting of legal statutes for the new Export Credit Insurance Organization, the Mission successfully negotiated the removal of a clause stating that married women stockholders had to be represented by their husbands at the general assembly of stockholders.

In addition to the Sector Support Training Project, several of the Mission projects have a direct impact upon women as target beneficiaries. For instance, in the agriculture sector, women are important beneficiaries of the Agronomic Institute project. Approximately 20% of the students of Morocco's Agronomic Institute are women, and 10% of the participant trainees under the project are women.

Since the pool of eligible female trainees (professional women employed by the government) is very small, the only way the Mission can meet its target of 30% is either by extending training, particularly in-country training to women holding less professional jobs, offering training to women in rural areas with little or no literacy skills, or overcoming the English requirement by sending more females to France. Given A.I.D.'s legal restrictions on training in Europe, the most appropriate mode of training is the in-country training, particularly in areas where women holding semi-professional jobs can participate in the training.

## NEPAL

The population of Nepal consists of three main ethnic groups (Newars, Bhotias, and Gurkhas), and is dominated by the Hindu religion. Socio-economic conditions in Nepal rank with the lowest in the region, including an annual per capita GNP of \$160, a population growth rate of 2.4 percent, a life expectancy of 50 years, low levels of literacy, and a high fertility rate of 6 births per woman of childbearing age.

The economy is dominated by agriculture which engages over 90 percent of the labor force. Women constituted approximately 35 percent of the labor force in 1971, of which over 90 percent is found in the agricultural sector. Of those working in the non-agricultural sectors, fewer than one percent are in upper-level supervisory or administrative positions. A former Mission project officer estimated that approximately five percent of all government employees are women, and that they are located primarily in the Ministries of Health and Education.

### **Constraints on Female Participation in Training Programs**

*Educational Constraints.* Nepal has experienced rapid educational development since 1951 and reported an overall primary school gross enrollment ratio of 79 percent of the total school-age population in 1975. Despite these achievements, the adult literacy rate is only 26 percent, with 34 percent of males literate compared to only 12 percent of females. This disparity between males and females is also reflected in school enrollment figures for 1984, in which females constituted 29 percent of total primary enrollment, 23 percent of secondary enrollment, and 20 percent of enrollment at higher levels. Still, low literacy rates and lack of technical skills among the vast majority of rural Nepalese women are factors which restrict female recruitment, even for in-country training.

Gross enrollment ratios for males and females are also disproportionate at all levels. For example, over 100 percent of males of school-age are enrolled in primary school, only 47 percent of the school-age females are enrolled. These differences appear to increase with age and level of education, reflecting higher dropout rates among young women as they reach high school and college ages. Thus, only 16.4 percent of the female population over 25 years of age in 1981 completed secondary school, and 4.7 percent of females completed higher education. The content of education is also quite different for both sexes, especially at the university level. UNESCO statistics indicate that a majority (73%) of females enrolled in higher education in 1980 were concentrated in the humanities and social science programs; whereas, larger proportions of males were studying commercial and business administration and science and engineering.

*Socio-Cultural Constraints.* There are three distinct socially and geographically homogenous groups in Nepal, representing Tibetan, Buddhist and Indian-Hindu cultures. The latter characterizes much of the government in terms of its laws and persons employed in government positions. Given Nepal's cultural diversity, it is important not to generalize cultural beliefs and practices for all of Nepal. Different policies may be needed in different parts of the country to overcome perceived obstacles to recruiting more women for training. However, some of the traditional reasons cited for disproportionate levels of females in education and the non-agricultural workforce include the Hindu notions regarding the position of women in society, i.e., women are subservient to men and confined to the domestic sphere. Consonant with these beliefs is a reluctance to invest in a female's education and training, given her domestic priorities involving marriage and family responsibilities.

A former Mission officer suggested that women's low government service representation may be more a result of socio-cultural factors than a lack of qualified candidates. He explained that educated middle-class women are not expected to compete for jobs and do not pursue government jobs as aggressively as men. Their first priority is their family, even if their children are in boarding school or cared for by hired help.

*Institutional Constraints.* No more than 5 percent of government and university employees are women, and most are found in the Ministries of Health and Education. Since project-related training is often focused on specific GON ministries and departments, recruitment of females for technical training in areas other than health and education is problematic. The number of females is further limited when government rank is a criterion for selection, given that most female public servants are in relatively low-level positions. This effectively eliminates a sizable number of female candidates for A.I.D. training since most A.I.D. training is targeted to middle and upper management in the public sector. Thus, in addition to low numbers, government rank, seniority, and the concentration of females in a few ministries are also factors limiting the pool of eligible female candidates for training from the public sector.

While the Mission claims that obstacles for U.S. and third-country training are not significantly different, in-country training programs are varied enough that standard obstacles are difficult to identify. However, in-country training, which is largely project-related, is similarly constrained by the content of the training, as well as a lack of females on GON project staffs. Programs are often geared to selecting political leaders, wealthy farmers, and influential community leaders in order to maximize the training investment. According to the Mission, "women are often overlooked and in fact are often not able to be full participating trainees when surrounded by more vocal male trainees unless some special effort is undertaken throughout the training to include them."

a lack of separate training facilities in some cases. Also, Nepalese women may be reluctant to travel even relatively short distances away from home for extended periods of time leaving behind family responsibilities for any kind of training.

### **USAID Training Strategies in Nepal**

Since 1952, the Mission has trained more than 3,800 Nepalese participants. During the period from 1974-85, over half of all training was in agriculture and natural resources (54%), one-fourth in health and sanitation, and the rest in public administration and education. Training has traditionally been targeted to middle and upper-level managers and technicians from the public sector and the national university system, and has primarily taken place in third countries. The Mission has consistently emphasized third-country training, which has been justified by the cost-benefit involved, the relevance of regional training to the home work environment, regional linkages, less stringent English language requirements, and the existence of excellent regional institutes and universities in India, the Philippines, and Thailand.

The Mission tries to promote female candidates for training in non-traditional areas. For example, quotas were negotiated with the GON to increase female enrollment, female staff and faculty positions at the Agriculture and Forestry Institutes. Support has also been given to training women as agricultural extension agents.

The Mission has initiated a major policy dialogue with the GON regarding the training of female village health volunteers. As a result, the GON has agreed to train one community health volunteer for every 500 people throughout Nepal under the Health and Family Planning Project. The Government has also designated Women's Development Officers to be responsible for organizing women's training for Government programs in-country. These officers have been supported in eight ARD districts and have been successful at motivating village women and recruiting them for training.

*U.S. Training.* More than half of all U.S. training participants during 1987 were in technical programs, most of which were for three months or less. A higher percentage of females were sponsored for technical programs, while males were fairly evenly divided between technical and academic programs. U.S. academic training was exclusively at the graduate level, and the primary field of study for both sexes was business and public administration. Females appeared to be older than males, falling into the 40-49 age range compared to 30-39 for males.

*Third-Country Training.* In contrast to U.S. training, a majority of third-country Nepalese participants were in academic programs. This was especially true for females (e.g., 77 percent was in academic programs compared to 61 percent of male participants). Primary fields of study overall were agriculture and health. However, while a majority of males was in agriculture and

science programs (71%), females were more evenly divided among the health fields (26%), the humanities and social sciences (21%), and agriculture (21%). The dominant age range for both sexes was 30-39 years.

*In-Country Training* is harder to characterize, given that data are not separately maintained at the Mission, and many files are old and unavailable. However, the Mission reported that in-country training has been an integral part of most USAID projects in Nepal, covering such topics as management skills, seed technology, pest control, village livestock health, bio-gas, beekeeping, training of trainers, accounting, malaria prevention, and family planning techniques. Female participation has depended on the type of training offered. For example, of 50 Nepalese who received in-country training during 1987, half were female. Most of these women participated in secretarial and office management training for new entrants to the job market.

### Special Tactics and Project Mechanisms in Nepal

The following are examples of Mission projects that have been successful in recruiting females for training.

- o *Development Training Project* provides managerial and technical training with a 25 percent target for women and 10 percent reserved for private sector. These targets have been achieved since 1985, and the 1988 targets have been exceeded with 28 percent for women and 17 percent for the private sector. The Mission reported that all of these participants have returned to their jobs in their communities. One mechanism that appears to be instrumental in securing these targets is a project Training Plan which is presented annually to GON agencies for nominations, in which specific training slots are designated for female candidates. Another mechanism has been to work through various women's groups such as the Nepalese Women's Business and Professional Club to identify the position of women in the bureaucracy and what their training needs are.

- o The *Institute of Agriculture II* Project includes special efforts to increase female students, staff and faculty. The importance of female extension agents for reaching female farmers was demonstrated in an earlier project (Integrated Cereals Production). Accordingly, a special scholarship program for women was developed to meet a ten percent recruitment goal in the Institute's certificate program for extension agents. A career development workshop for female graduates was recently sponsored under this project which included a number of high-level officials from several ministries. The workshop on "Women in Farming" was an orientation to job options for women professionals in the agriculture and animal science fields. The *Institute of Forestry*

*Project* is also providing special targets to increase enrollment of women through a special scholarship program.

o The *Rapti Integrated Rural Development Project* funds some in-country training specifically for women in special skills such as seed processing, storage and marketing and vegetable production. The Project works with GON Women Development Officers and local women's groups to train women farm leaders who can then act as local innovators and para-professional extension agents in training other women. During the first four years of this project, there were no women participants trained. In the last project year, however, an observation tour was organized for a group representing different women's organizations; and another 11 women were sent for training in India and other third countries. The follow-on *Rapti Development Project* outlines special efforts to identify qualified women for training.

o Other efforts to train women include the *Secretarial Office Assistant Training Project* which provides one of the few entry-level training opportunities for urban young women entering the job market. Another is the *Legal Services Project* which works with poor and illiterate women to help them understand and exercise their rights by providing legal rights education.

## PAKISTAN

Pakistan was established as an Islamic state, of which most of the population is Punjabi. Despite a relatively high (for the Asia region) per capita GNP (\$360), the Mission's CDSS notes that social indicators are disappointing. In addition to a high population growth of 3 percent, adult literacy is only 26 percent, life expectancy is 51 years, and the fertility rate is the highest in the region with almost seven births per woman of childbearing age.

A World Bank assessment of Pakistan's performance, noted in a recent review of USAID's work in the social sectors (Weiss, 1988), concluded that "no Asian country with nearly as strong a growth record as Pakistan has had as weak a record in the development of social sectors - in education including literacy, in health and population programs, and in the participation of women in the modernization process."

The rate of female activity outside the home is one of the lowest in the region, with women representing only 9 percent of the workforce in 1973. This low level of involvement can be attributed to Islamic and cultural traditions of *Purdah*, which have effectively secluded Pakistani women from the mainstream of the country's social and economic development.

A recent study of Pakistani women (Khan, Ater, Arledge, 1984) noted that two-thirds of Pakistani women work at home and are self-employed. The small percentage of urban Pakistani women are mostly concentrated in the tailoring, weaving, and household service occupations which do not require much social contact with unrelated males. This study further indicated that the more educated females are concentrated in the medical and teaching professions, but very few are employed in government service.

### **Constraints on Female Participation in Training Programs**

*Educational Constraints.* The Government of Pakistan has not made much progress over the years in providing basic education to the nation's children and lags far behind other Asian countries. Total gross enrollment at the primary level was 47 percent of the school-age population in 1984--only seven percentage points above that for 1965. Disparities between males and females in the social sector are well-documented. For example, only 15 percent of Pakistani females nationwide are literate compared to 36 percent of males.

Percentages of females enrolled in education at all levels are also disproportionate to that for males and are among the lowest in the region. In 1984, females constituted only 32 percent of total primary school enrollments, 25 percent of secondary enrollments, and 18 percent at the higher levels. The disparities between males and females are also reflected in the gross enrollment ratios at all levels of education.

Of the few Pakistani women who reach the university level, many are pursuing programs in the humanities and social sciences. A sizable proportion (37%), however, were enrolled in science and engineering fields in 1985 which compares favorably with that for males (45%). Although some innovative programs are being introduced to build skills for women in non-traditional areas, most vocational training for women is geared to traditional homemaking skills.

*Socio-Cultural Constraints.* Deep underlying cultural constraints to women's involvement not only in the development process, but also in society in general are major factors which restrict Pakistani girls' participation in the education system and prevent Pakistani women from taking advantage of professional education and training opportunities. These constraints are very much tied to fundamentalist Islamic beliefs and practices, which have become even more rigid in recent years, and vary somewhat for rural and urban women, as well as for the location of training.

Since rural women, who constitute the majority of the female population, are less educated than urban women, they are more likely to participate in in-country training than in external participant training. In general, living conditions for rural women make it difficult for them to avail themselves of training and other development opportunities. Domestic responsibilities (preparation of meals, child care, subsistence farming, carrying water, gathering wood, etc.) are extensive and take priority over other activities. Also, information about training opportunities is limited outside the capital area. Rural women are further constrained by high rates of illiteracy and the high demand for female agricultural labor.

Of equal, and perhaps primary, importance is the Islamic practice of *Purdah*, or female seclusion, which severely limits a woman's mobility outside the home. This practice makes it difficult to get family permission for training, unless exclusively female transportation, accommodations, teachers and classes are guaranteed. Women have frequently been excluded from professional and educational opportunities for lack of adequate hostels and other separate facilities.

Although the Islamic tradition is stronger in rural areas, urban women are also subject to the demands of female seclusion from unrelated males and family control. This factor alone presents a major constraint to females traveling out of the country alone to unfamiliar places, including both U.S. and third-country training. The fact that fewer women participate in third-country training as discussed above was attributed by the USAID Mission to the high value associated with U.S. training, and the difficulty in getting family permission for training in less known countries, which often do not have the same kind of support services for participants as are available in the United States.

*Institutional Constraints.* The Mission noted that female access to public sector training opportunities is limited by the fact that most of the female work force is confined to the informal sector, and "training opportunities that do exist for women are limited to 'female' subjects like handicrafts." The Mission further explained that the largest obstacle for recruiting women for participant training is their under-representation in the public sector, since most of A.I.D.'s training is technical and targeted to mid-level GOP personnel. Indeed, most of the small number of public sector females lack the technical qualifications for the available training opportunities, given their generally lower educational levels and concentration in lower-level positions. They also tend to be clustered in a few areas, e.g., health and education.

Another important constraint contributing to fewer female candidates is the GOP's nomination process which is complex and lengthy. In the review of USAID's social sector performance (Weiss, 1988), it was noted that some cases have required nearly 50 clearances before the necessary papers reached the USAID Training Office. Discussion with A.I.D. contract personnel suggested that this process is especially cumbersome for females. Also, late nominations are frequently proposed which tend to discriminate against females who cannot make the necessary arrangements for their absence with such short notice. The Mission added that women are much easier to recruit from the private sector, noting that 71 percent of the female trainees in U.S. training during 1988 were from the private sector compared to 31 percent of male participants.

#### **USAID Training Strategies in Pakistan**

Training has been a part of USAID assistance to Pakistan since 1952. During the 1950s and early 1960s, the Mission emphasized third-country academic training in management, agriculture and education. Since then, the volume of candidates has increased incrementally from a few hundred per year to more than a few thousand, with a corresponding increase in U.S. training. More than 1,500 Pakistanis participated in U.S. academic or technical training during 1987 alone, making Pakistan one of A.I.D.'s largest training programs. The traditional focus of A.I.D. training opportunities has been public sector employees including technicians, managers and policymakers at the middle to upper levels. Recent emphasis includes private sector candidates, especially small entrepreneurs in family-owned businesses and women.

*U.S. Training.* A majority of both males and females in A.I.D.-sponsored U.S. training during 1987 attended technical training in programs of three months or less. Of those enrolled in academic programs, most were at the graduate level. No females were sponsored at the undergraduate level. Females appear to be younger than males overall, with the largest proportion of each sex between the ages of 30 and 39. While half of the females attended

(22%), the largest proportion of males was sponsored for training in the science and engineering fields (41%), followed by business or public administration (30%).

*Third-Country Training.* Almost all of the Mission's third-country training during 1987 was technical; no academic training was reported for females. In contrast to the younger age of females in U.S. training, all those reporting a birth date (6 of 10) were over 50 years of age. While the great majority of third-country males were concentrated in the fields of business or public administration (65%), the majority of third-country females participated in medical and health training (60%).

*In-Country Training.* The Mission indicated that in-country training is an important vehicle for including Pakistani women in the training program and reports that it serves to widen the base of women sufficiently educated to take advantage of overseas training. Although data is not disaggregated by sex, the Mission provided some examples of recent in-country training activities that included sizable percentages of females. Accordingly, the Development Support Training Project (DSTP) has funded about 200 women of 4,198 trainees from 1985-87 in management and entrepreneurship courses; 320 women of 1,465 trainees were trained under the Primary Health Care Project between 1985-88; and 626 women were trained under the Energy Planning and Development Project from 1987-88.

### Special Tactics and Project Mechanisms in Pakistan

The Mission's current education and training strategy is focused on the institutional and managerial environment, with a strong training program under the *Development Support Training Project (DSTP)*. In addition to providing technical and managerial training for public and private sector development, this project supports training under other bilateral projects with placement, monitoring services, and English language training.

o *Development Support Training Program (DSTP).* Of all the Mission's projects, the DSTP has made the greatest attempt to include women on a large scale, allocating one-fifth of its \$25 million budget to women. To date, the project has sponsored 2,668 public and private sector participants in the U.S. and 541 in third countries. While the overall rate of female participation is 8 percent, the percentage of females among private sector participants is 16 percent, suggesting that it is easier to recruit females from the private sector. Indeed, the project's private sector training component represents the Mission's "WID success story," and has trained women from banks, pharmaceutical and marketing firms, educational institutions, and small businesses. This initiative tripled the number of women trained in the U.S. Mission-wide in the first years (from 9 in 1984 to 27 in 1985), and doubled it again in 1986 (i.e., 69 female participants).

- o *Primary Health Care Project* has also made female recruitment a priority. By combining hostel construction with recruiting efforts for training female health technicians, female enrollment in the thirteen Health Technician Training Schools increased from 20 percent in 1985 to over 45 percent in 1988.
- o *Population Welfare Planning Project* has provided special support to promoting female participation in NGO activities through training over 238 female NGO staff, volunteers, and community health workers in such areas as project development and management, contraceptive technology, and family planning counseling.
- o *Provincial Agricultural Network Project* funded the construction of women's facilities at the Agricultural University in Peshawar in one of the most difficult provinces for training women (i.e., NWFP). As a result, there are now 25 female students and two female faculty members. The project is also supporting the appointment of a Dean of Women.
- o *Forestry Planning and Development Project* commissioned a study on women's participation in the project and is now funding the construction of a women's hostel to facilitate the training of women foresters. Of special note is the project's experimentation with husband/wife forester teams.
- o *Institutional Excellence Project* is in the planning stages and will focus on strengthening selected Pakistani higher education and research organizations. Of special interest is the project's proposed provision for selecting target institutions that offer equal opportunities for women, and for supporting expanded training and research opportunities for women in general.

## TUNISIA

Like Jordan, Tunisia has a relatively high per capita GNP (\$1,190) compared to Yemen, Egypt and Morocco. More than half of its population live in urban areas. Tunisia has the lowest population growth rate (2.3%), the lowest total fertility rate (4.2%) and the lowest infant deaths in first year of life (47 per thousand) among Arab countries. Life expectancy at birth is 61 years for males and 64.8 years for females. Tunisia's adult literacy rate in 1980 was 47% for males and 32% for females.

### **Constraints on Female Participation in Training Programs**

*Educational Constraints.* Data for 1985 indicate that female gross enrollment ratio (GER) at the primary level was 108% while the ratio for males was 118%. At the secondary level, the GER drops by more than half. Female GER was 33% compared to 46% for males at this level. Tunisia has a very large gap in GERs for both males and females as we go up the educational ladder. At the postsecondary education level, female GER is 4% compared to 7.2% for males. Statistics from the Tunisian Ministry of Education indicate that in 1987 there were 1,338,905 students at the primary level of which 44.7% were girls. This shows a small increase since 1984 when females made up 44% of total enrollment at this level. The same 1987 data indicates that females achieved 42% of total enrollment at the secondary level, an increase of 2% since 1984.

In 1987 there were 40,830 students at post secondary institutions in all areas of specialization. Females made up a little over third of this total (37%). The largest percentage of females is found in the humanities, education and fine arts where females made 45.7% of total enrollment. Females accounted for a little over fourth of total enrollment (28.4%) in law and social sciences. Although the area of natural sciences, medical sciences engineering and agriculture has witnessed the largest increase of female share since 1960, it still has, however, the lowest percentage of females (28.3%).

*Socio-Cultural Constraints.* Obstacles faced by the Mission when recruiting women for training are similar to those found in other countries of the developing world. It is easier to recruit women for fields socially viewed as appropriate for women such as health sanitation, family planning and education. In fields which have always been strictly for males, it becomes more necessary for both the Mission and the government "to remember women's important role in the sector, for instance agriculture, and make sure women are trained as appropriate."

The Mission further indicates that it has not encountered particular problems in identifying female candidates for third country or U.S. training. The Mission has sent women abroad in both 1987 and 1988 for both short-term and long-term training and expects to continue to do so. However, to date most females that are enrolled in long-term training are unmarried. More

difficulties are encountered when recruiting women for long term training, particularly married women with child care responsibilities.

*Institutional Constraints.* World Bank statistics indicate that females make 23% of the total labor force, the highest percentage in the Arab World. The same statistics also indicate a female labor participation rate of 15%, also the highest in the Arab World. ILO Statistics for 1980 show that the majority (44.2%) of working females are under the production sector mainly in factories. Almost one-fourth of the females (23.5%) are in agriculture, 9% in the service sector and a very small fraction (0.1%) are found holding jobs in the administrative and managerial field.

Only 5.4% of working women are in professional and technical fields; another 5.8% of them are found in clerical and related work. The sales sector, as in other Arab countries, has a very small percentage of females. The sales sector's share of Tunisian females is less than one percent (0.9%). It is clear from the above mentioned statistics that the smallest percentage of women is found in the areas where USAID gets most of its U.S. participants. These areas are administration and management and science and technology.

#### USAID Training Strategies in Tunisia

U.S. AID's development strategy is directed to three critical areas of the Tunisian economy. These are support for structural adjustment, expansion of the private sector and technology exchange. The priority sectors for USAID is agriculture, the private sector and population.

The Mission's human resource development strategic goal is the development of a technically skilled human resource base in fields which contribute to the achievement of structural adjustment objectives. The Mission's policy agenda includes decreasing emphasis on undergraduate training and increasing emphasis on graduate training, reducing the annual number of students pursuing degree programs, focusing on coupling labor market demand with student degree program placement, and promoting the concept of quick and sure "degree equivalency" for nontechnical degrees from accredited U.S. institutions.

The Mission has noted a trend of more women being trained over the years. The Mission's cable stated that "four out of the last ten participants approved under the Mission's Technology Transfer Project were women. All three training modes are appropriate depending on the topic, educational level of participants and ultimate goal of the project. Since the Government of Tunisia is expected to pay international airfares, in some cases planning in-country training may be a more sure way of reaching project goals."

*U.S. Training.* The vast majority of males (95.4%) and almost all females (98.9%) are undergoing training lasting over 12 months. The majority of both males (57.5%) and females (54.6%) are enrolled in graduate programs. A very small percentage of both males (4.6%) and females (1.1%) are enrolled in technical programs. The vast majority of both males (86.5%) and females (92%) are in the 20-29 year old group. Physical sciences, engineering and computer science have been the main fields where the majority of both males (81.3%) and females (77.3%) are found. With the shift of USAID's policy towards business and economics, more students will be trained in these fields.

*Third-Country Training.* Mission data makes reference to seven (one female and six males) third country participants for 1985, one female and seven males for 1986 and two females and eight males for 1987.

*In-Country Training.* The only data provided on in-country training is in the Mission's cable. There are more females than males receiving in-country training. The Mission data indicate that 105 males and 113 females received in-country training in 1987. Only males were enrolled in land marketing and pricing, English language training and computer programming training offered in 1987. The majority of females received training in social work and midwifery.

#### **Special Tactics and Project Mechanisms in Tunisia**

Project activities planned over the span of the current Action Plan include the Agricultural Policy Implementation Project and Improved Water Resources Management Project. The training plan developed for the second project has informally set a goal for 20 female participants for U.S. training.

In developing its training plans for new projects, the Mission has started to informally set goals of specific number of females to be trained. For example, the target of 2 females to be trained under the new Rural-Water Institutions Project.

## YEMEN

Prior to the 1962 revolution and the civil war (1962-1968) the government placed very little emphasis on formal social and economic development. By 1970, national reconciliation resulted in the proclamation of a national constitution and the establishment of a modern state. Formal economic planning in Yemen began recently with a three-year development program (1974-1976). The first five-year development plan covered 1976-1981. The main emphasis of all three five year plans has been on the establishment of essential physical infrastructure, the development of agriculture, and the improvement of social services, particularly education. For example, in 1971, only 12 percent of the school-age population were enrolled in primary schools. By 1985, this percentage had risen to 55 percent, particularly in urban areas. In a rather short time Yemen managed to make formal education available to its citizens. A diversified secondary school system is now in existence and a university was established in 1970.

Much remains to be accomplished in the development of the infrastructure, which was started in the 1970s, despite the impressive achievements. Health indicators depict serious problems and adult literacy and school enrollment rates (for both males and females) are still low. Life expectancy at birth is 44.2 years for males and 46.5 for females. The rate of infant deaths in first year of life is 137 per thousand. Total fertility rate is 7.8%. Illiteracy rates are among the highest in the world for both males (82%) and females (97%). A major constraint to development is the shortage of skilled and semi-skilled manpower, a major element in managing and implementing a growing and increasingly complex development program.

### **Constraints on Female Participation in Training Programs**

*Educational Constraints.* Educational statistics for 1986/1987 show that females made 21 percent of total enrollment at the primary level, 11 percent at the secondary level, and 10 percent at the university level. As indicated earlier the average annual growth at the primary level is much higher for females (25.5%) than males (15.4%) due to the government efforts to provide primary education for females, particularly in rural areas.

It has been determined that it is a prerequisite for females to have at least secondary education to be able to enter the labor market. If only 0.9% of the girls in the secondary level age group are actually enrolled in schools and 0.5% of the relevant age group are enrolled in higher education, it is not surprising to find a very low female participation rate in the labor force. Estimates for 1981 show the percentage of women in the labor force to be only 6 percent. The average in other Eastern and North African countries is about 10.7 percent.

Mission staff have pointed out that among the obstacles to female participation in training programs must be included the low literacy rate particularly among women which makes it

Mission staff have pointed out that among the obstacles to female participation in training programs must be included the low literacy rate particularly among women which makes it difficult to recruit women able to participate in training requiring literacy skills. Another obstacle to U.S. and third country training which follows from the low literacy rate is the lack of the English proficiency required by programs in the U.S. and other countries. Also, females in Yemeni schools are less prepared in the sciences and math than males -- a requirement for most of the development-related training that USAID sponsors. Yet another stumbling block is the negative attitude of Yemeni men and women toward short term training. "Both women and men believe their training should result in a diploma..." according to the Mission.

*Socio-Cultural Constraints.* Although cultural limitations on the education and employment of women are changing slowly and the government is committed to support education and employment opportunities for women, women cannot occupy manual jobs. Cultural constraints prevent women from leaving their homes, even to another governorate within Yemen, to pursue high school or university education.

There are cultural and religious restrictions on the mobility of women outside the home and their villages or towns. Yemeni believe that women should not travel outside the country by themselves, that a husband, father, or brother should accompany them since females grow up in a more sheltered environment than males. The high fertility rate causes mothers to be overburdened by their child care responsibilities; mothers have no time to leave their responsibilities in order to attend training; Government officials have little interest in helping women improve their skills.

*Institutional Constraints.* Many obstacles hinder the participation of Yemeni women in the labor force. There are considerable cultural and traditional constraints preventing women from holding professional positions and responsible jobs, particularly in non-traditional occupations. Although the government has a policy of integrating women more fully into the society, individual Yemeni officials may prevent or hinder females from jobs in the government.

Two major characteristics of the Yemeni labor market: the dependence on expatriate workers and the under-utilization of female workers in modern economic activities. "Non-Yemeni workers fill positions from manual to clerical to senior advisory and technical categories. Almost nine of every ten teachers at the pre-university level in Yemen are foreign."

The Improving Education Efficiency Systems (IEES) study indicates that the most serious imbalance in projected manpower supply and demand will occur at the post primary to university level. The "government will continue to face shortages of Yemeni clerical and middle-level management personnel." The study suggests one solution to this problem would

Other constraints observed include: (1) the isolation of the women's education department at the Ministry of Education. This prevents their becoming aware of the training opportunities available, participating in the selection process, and being able to inform other women; (2) the selection process of trainees is done by an all-male committee. In addition, the selection procedure for nomination of candidates is cumbersome and time consuming. It contains structural and operational constraints that restrict USAID's ability and flexibility to meet their priority training needs.

### **USAID Training Strategies in Yemen**

The Mission has sponsored a number of WID studies and workshops seeking recommendations and alternatives whereby more women can benefit from AID training programs.

*Policy Dialogue.* The Mission WID initiatives in 1988 largely involved policy dialogue with the government and women leaders. A national WID workshop was held in July 1988 in Sanaa financed by USAID and sponsored by the Ministry of Labor and Social Affairs. The workshops addressed the WID issues and areas of action among prominent Yemeni women, the regional associations, PVOs, the government and other donor agencies. This workshop was followed by a regional workshop in Taiz in November 1988. The Mission plans to hold two more regional workshops in 1989.

The national and regional workshops provided the opportunity for women to debate their own needs and generated recommendations in the areas of education and training, institutional development, income generation, agricultural development and health education and welfare. Their recommendations will form the basis of WID initiatives by government, donors and PVOs.

The Mission plans to continue its policy dialogue with the Yemeni government about WID concerns. An important achievement of this dialogue was the permission given by the Ministry of Education to Ibb Secondary Agricultural School to accept female students. The Mission's 1989 efforts will focus on developing a strategy along with the Ministry of Education and the Central Planning Organization, to increase female participation in all USAID participant training programs. Also, to work with the Ministry of Health on increasing training of female primary health care providers. However, the Mission has not indicated a particular target.

*U.S. Participant Training.* Thirteen females are studying in the U.S. compared to 312 males. Six of the 13 females are enrolled in undergraduate studies while 7 are completing their graduate studies. The majority of the males, on the other hand, are enrolled in undergraduate programs. A small percentage (16%) of the males are undergoing technical training while there are no females in technical training. The largest percentage of both males (45.9%) and females

(46%) fall in the 20-29 years old category. The majority of females (53.8%) and the largest percentage of males (47.1%) are enrolled in physical sciences, engineering and Computer Science programs. It is expected that some of these females may have difficulties finding jobs in Yemen when they complete their U.S. training.

*Third-Country Training.* Only two females are in third country training. Both are enrolled in undergraduate programs. One in Training and Education and the other in Agriculture and rural development. The males, on the other hand are mostly enrolled in technical training (47.2%) lasting over twelve months in duration (55.5%). The largest percentage of them (43.1%) are enrolled in agriculture and rural development.

*In-Country Training.* The Mission indicates that USAID/Yemen did not support in-country training prior to FY 1987. One exception was the training of 15 to 20 male employees of the Local Councils for Cooperative Development as part of the Development Training II project in 1980. Sixty women were involved in several family welfare workshops of approximately two weeks each. These workshops were funded through the Asia and Near East regions' population project.

#### Special Tactics and Project Mechanisms in Yemen

The Mission indicated that other donors are involved in training women locally. For example, the Dutch and the English are focusing on village women in selected geographic areas. "The Dutch have had greater success because they have encouraged the development of a local women's association." This training is very labor-intensive and limits itself to several small rural areas only.

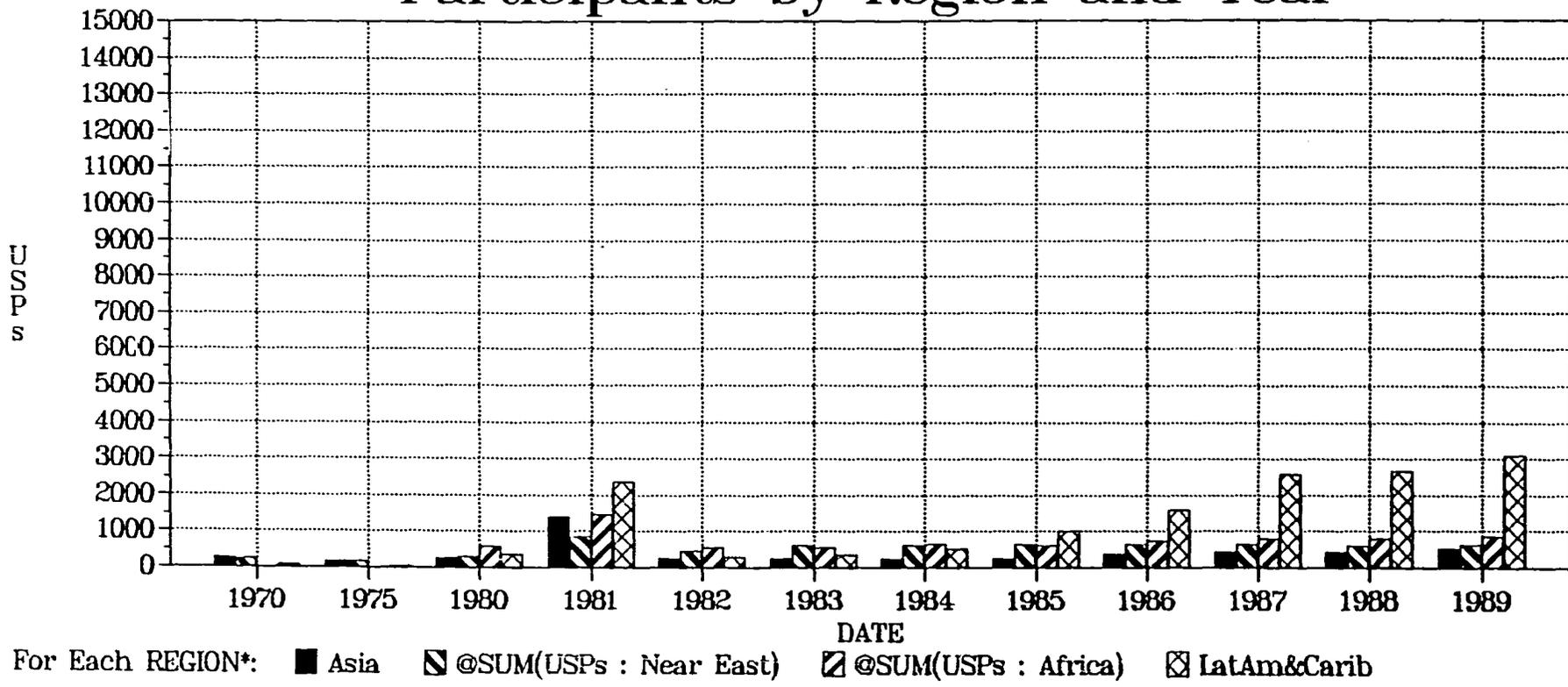
- o *In-Country Training.* The Mission sees in-country training as the most appropriate type of training at the present time. The reason, in addition to constraints mentioned in preceding sections, is that it is easier to deal with the various restrictions on women's activities outside the home, and it is possible to have women's organizations assume the responsibility for providing the training.
- o *UNFPA.* The Mission is coordinating efforts with the UNFPA to work with stronger existing urban-based women's associations that will in turn offer outreach training services to rural women. The mission held a WID workshop in July 1988. The workshop proved to be successful and its recommendations are being considered by the mission. The UNFPA will provide a WID technical expert to the Women's Department of the Ministry of Labor and Social Affairs to build on the national framework for WID.

- o *Regional Women's Associations.* USAID will work more at the local level with regional women's associations. The Taiz Association will be involved with the Local Councils for Cooperative Development in establishing a family welfare village-outreach training program, and USAID will be sponsoring some regional WID workshops with these same associations.

**APPENDIX B**

**TABLES**

# U.S. PARTICIPANT TRAINING: Gender = 'Female' Participants by Region and Year

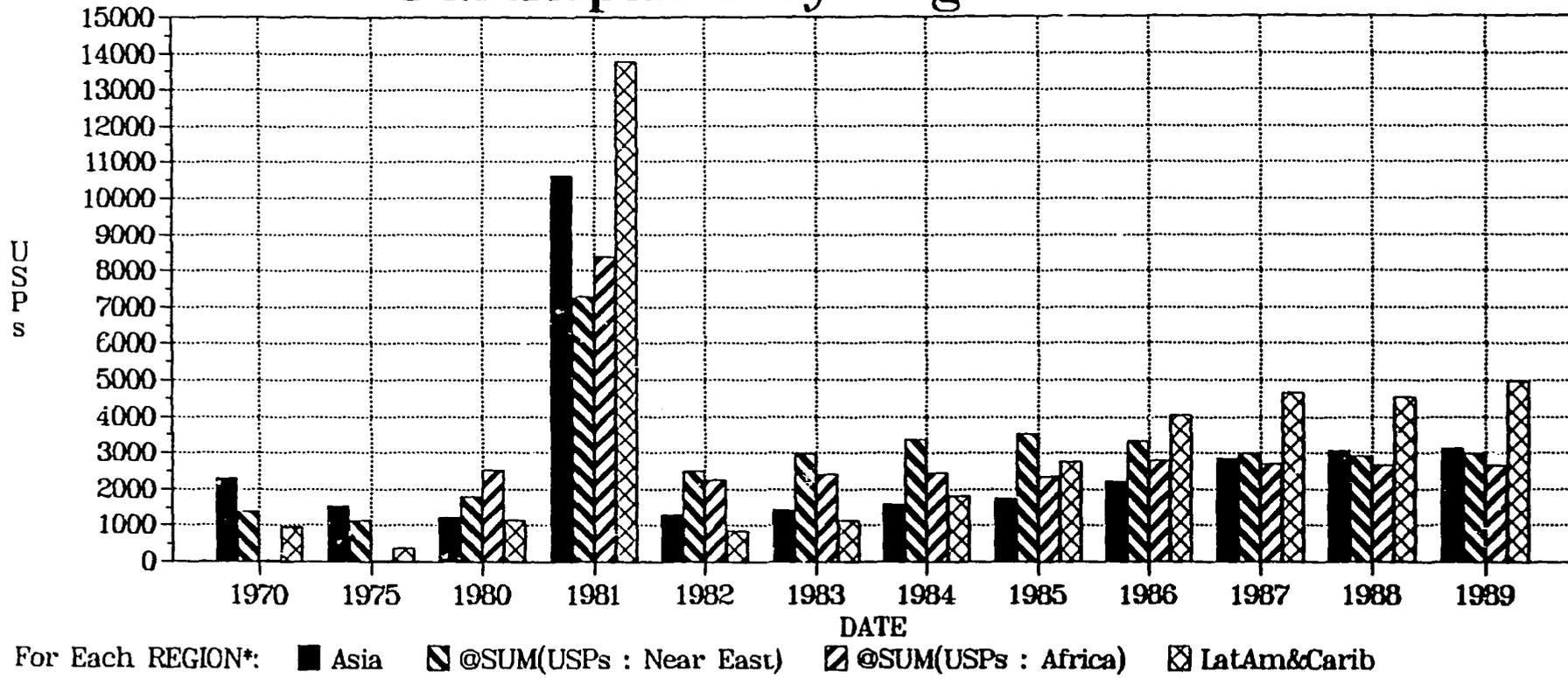


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# U.S. PARTICIPANT TRAINING: Gender = 'Male' Participants by Region and Year

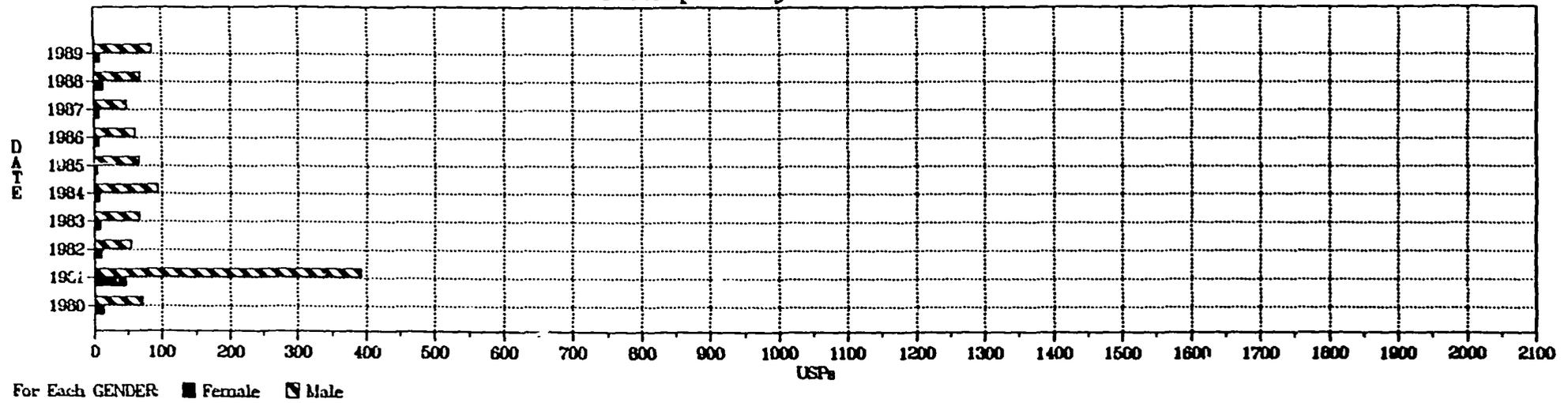
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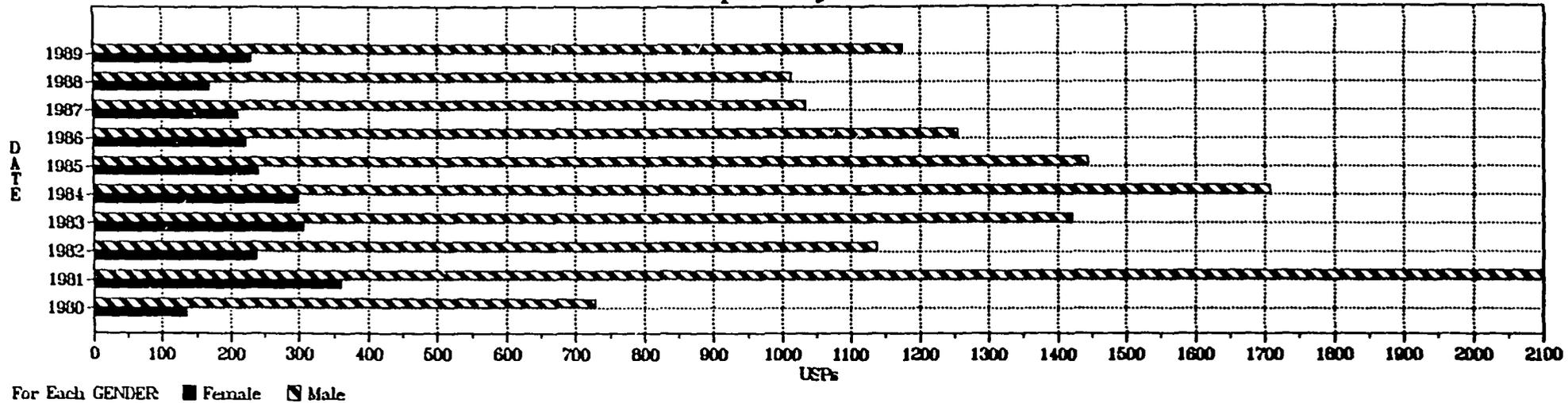
U.S. PARTICIPANT TRAINING: Female and Male  
Participants by Year: BANGLADESH



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B-3

U.S. PARTICIPANT TRAINING: Female and Male  
Participants by Year: EGYPT

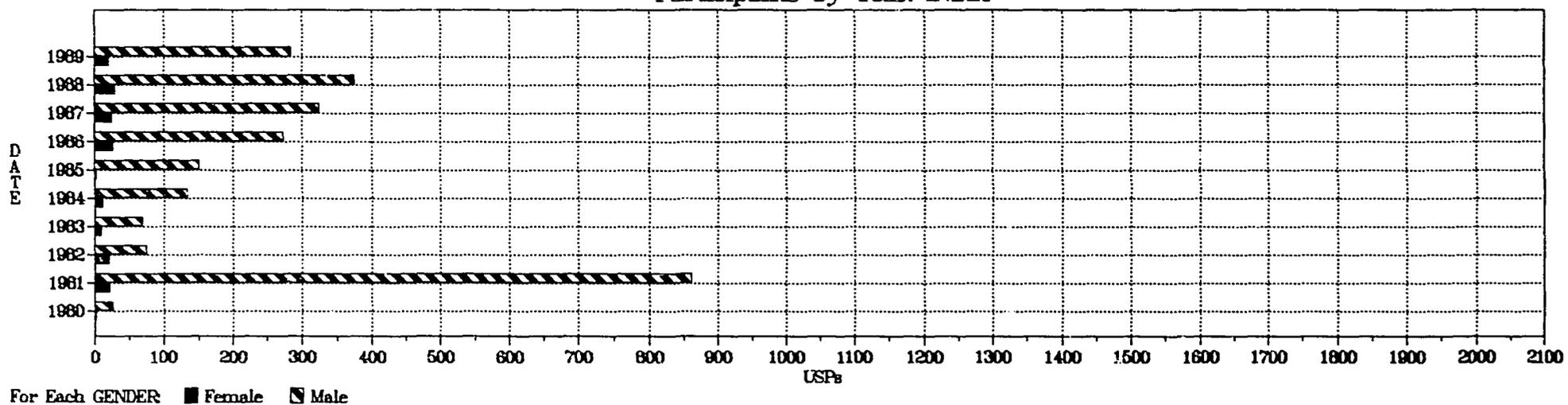


For Each GENDER ■ Female ▨ Male

B-4

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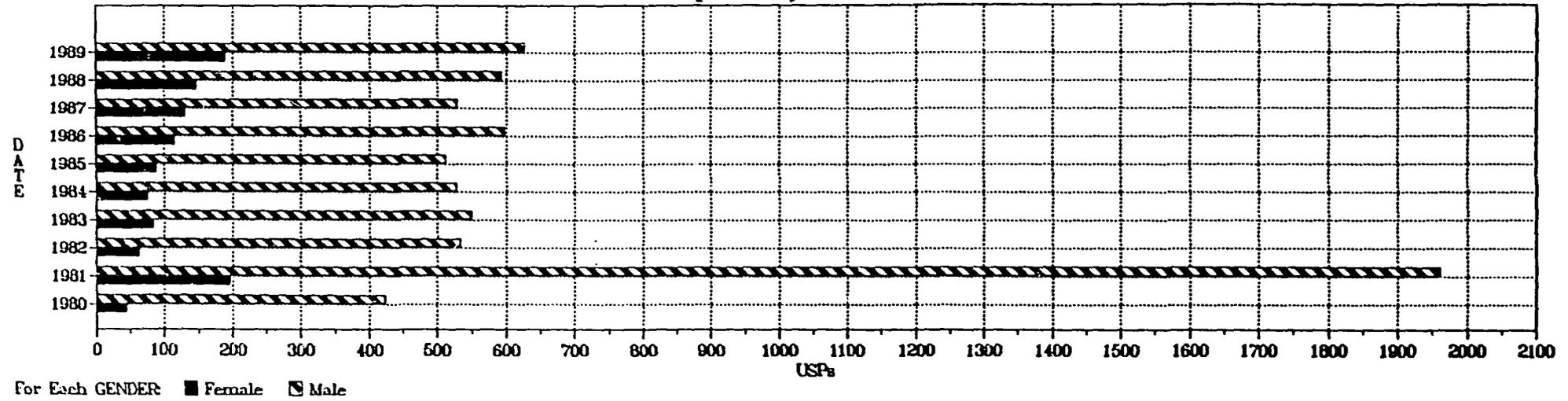
U.S. PARTICIPANT TRAINING: Female and Male  
Participants by Year: INDIA



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B-5

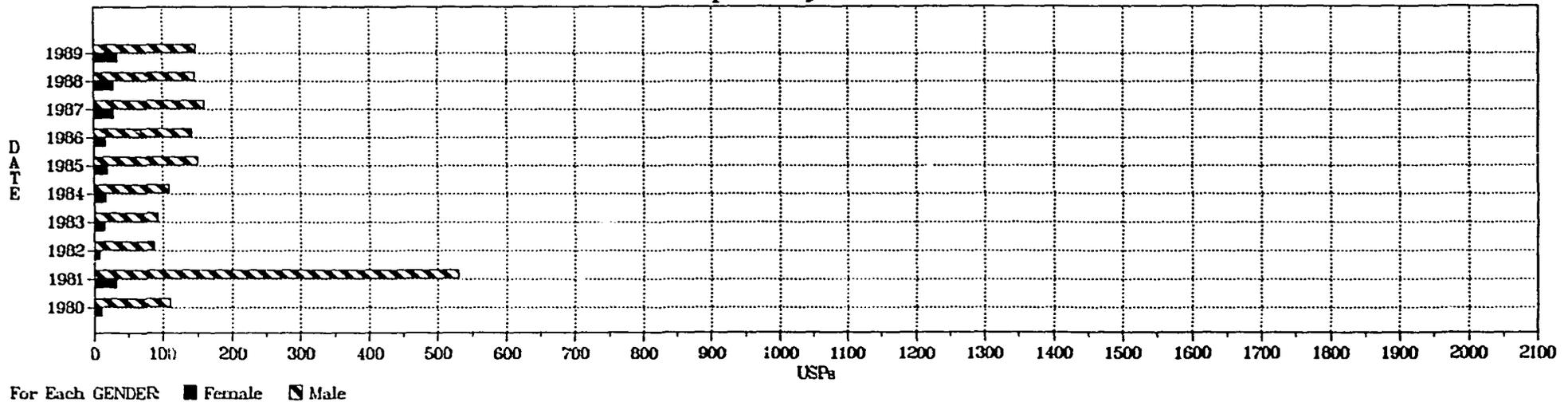
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Participants by Year: INDONESIA



ECMO

B-6

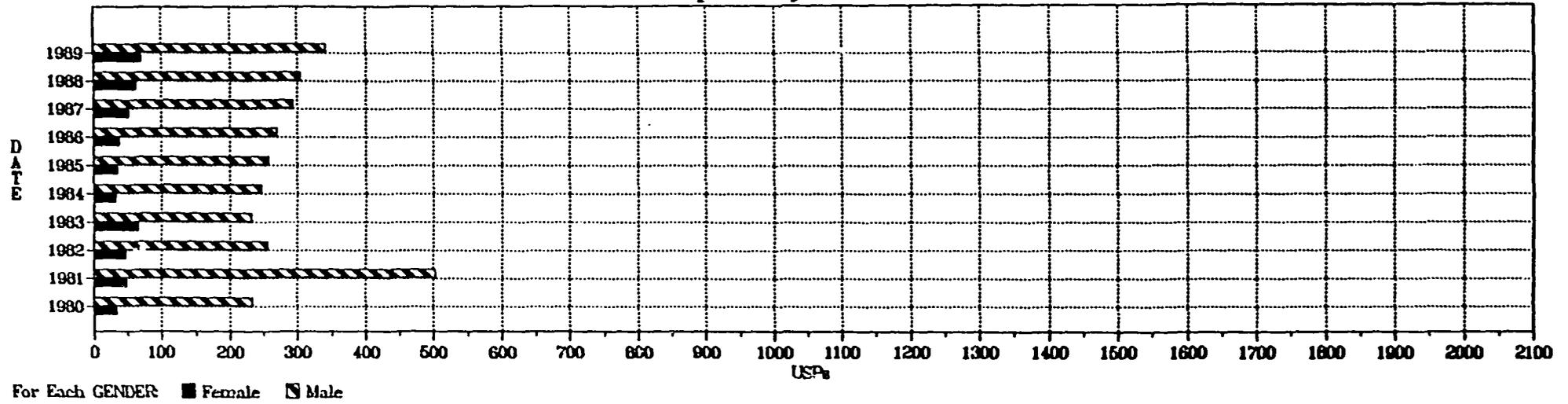
U.S. PARTICIPANT TRAINING: Female and Male  
Participants by Year: JORDAN



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B-7

U.S. PARTICIPANT TRAINING: Female and Male  
Participants by Year: MOROCCO



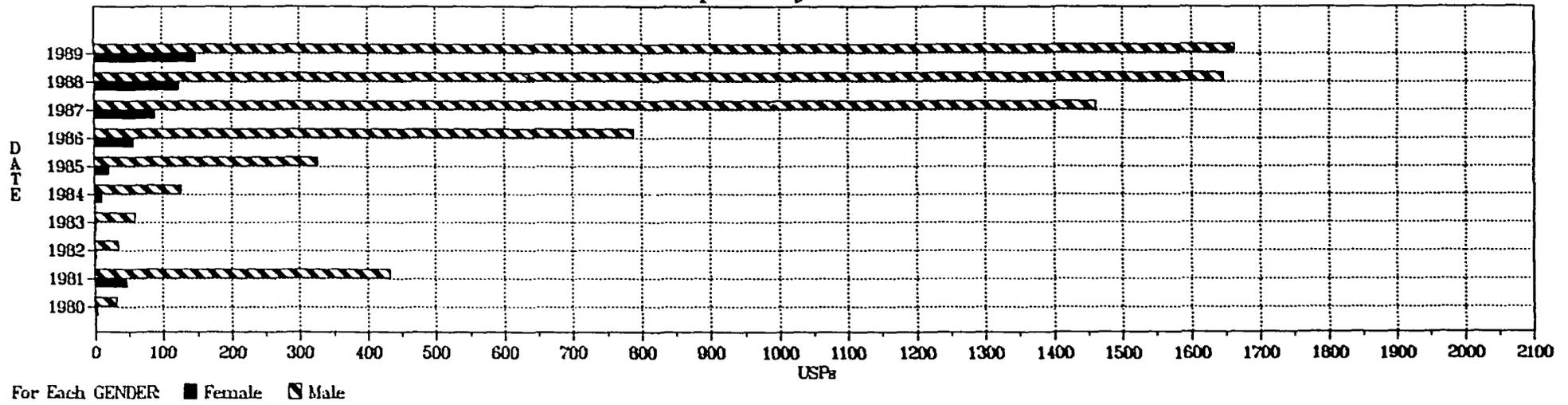
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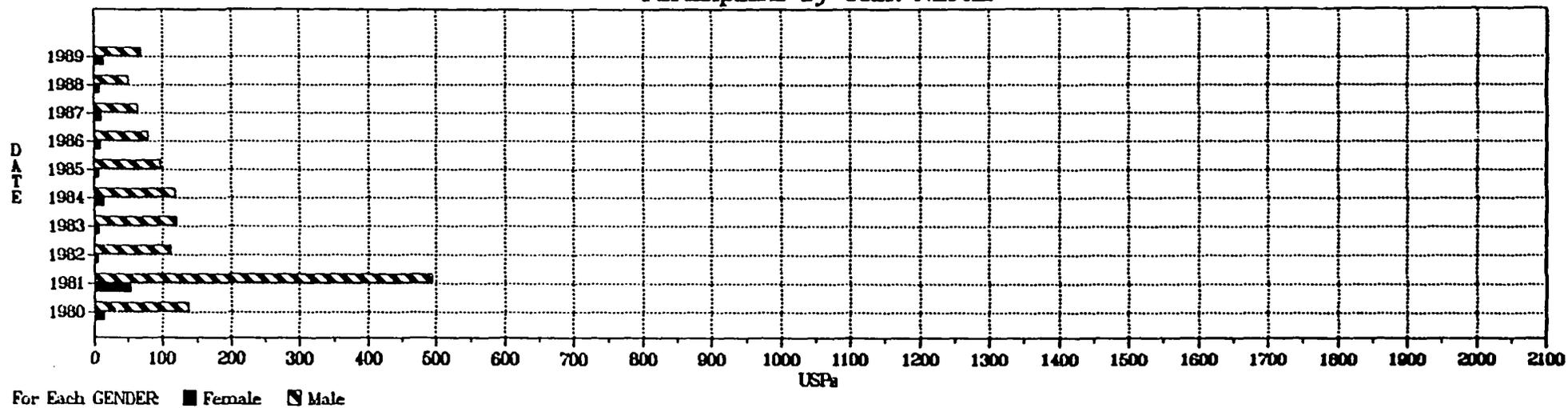
### U.S. PARTICIPANT TRAINING: Female and Male Participants by Year: PAKISTAN



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B-9

U.S. PARTICIPANT TRAINING: Female and Male  
Participants by Year: NEPAL



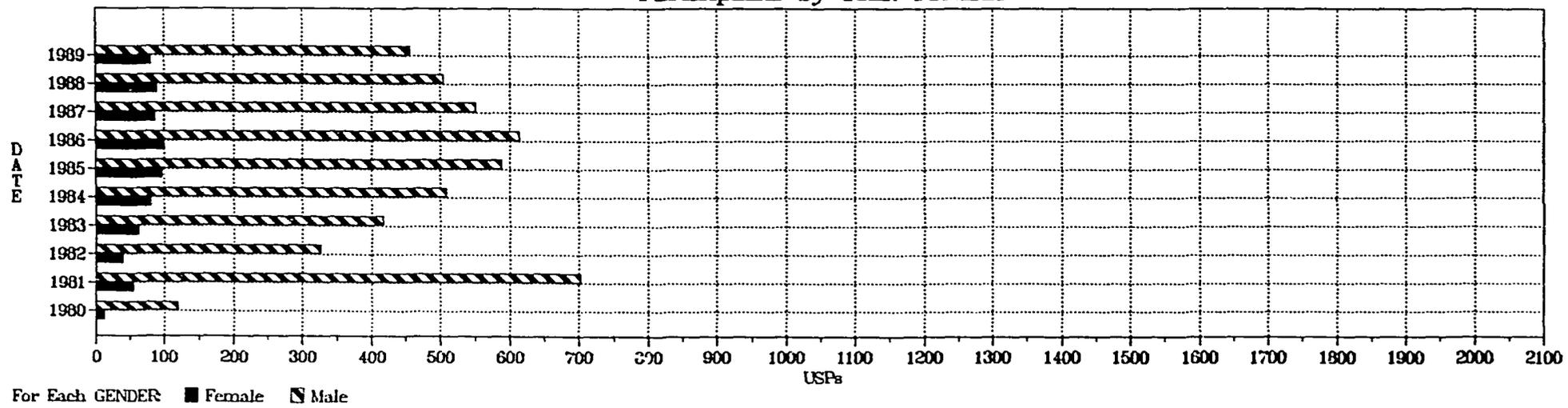
For Each GENDER ■ Female ▨ Male

B-10

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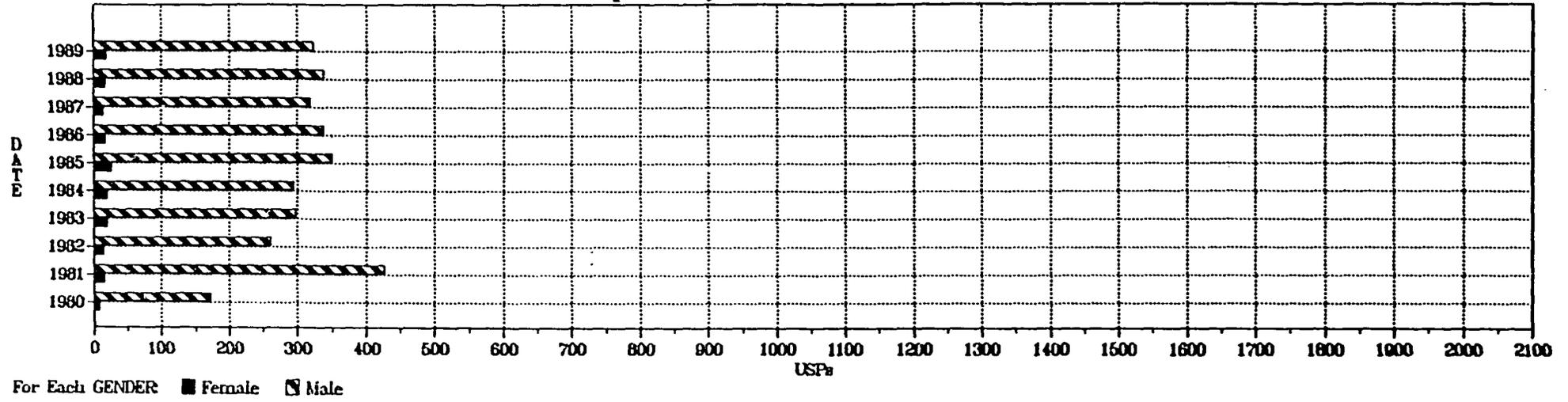
### U.S. PARTICIPANT TRAINING: Female and Male Participants by Year: TUNISIA



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U.S. PARTICIPANT TRAINING: Female and Male  
Participants by Year: YEMEN ARAB REPUBLIC



ECMO

B-12

PARTICIPANTS IN U.S. TRAINING: 1970

REGIONS BY GENDER

Numbers:	Female	Male	ALL
	-----	-----	-----
Africa	3	18	21
ANE	466	3685	4151
LatAm&Ca	59	961	1020
ALL	528	4664	5192

---

Percentages:	Female	Male	ALL
	-----	-----	-----
Africa	14.3	85.7	100.0
ANE	11.2	88.8	100.0
LatAm&Ca	5.8	94.2	100.0
ALL	10.2	89.8	100.0

PARTICIPANTS IN U.S. TRAINING: 1975

REGIONS BY GENDER

Numbers:

	Female	Male	ALL
	-----	-----	-----
Africa	3	24	27
ANE	331	2702	3033
LatAm&Ca	25	389	414
ALL	359	3115	3474

Percentage

	Female	Male	ALL
	-----	-----	-----
Africa	11.1	88.9	100.0
ANE	10.9	89.1	100.0
LatAm&Ca	6.0	94.0	100.0
ALL	10.3	89.7	100.0

12

PARTICIPANTS IN U.S. TRAINING: 1980

REGIONS by GENDER

Numbers:

	Female	Male	ALL
	-----	-----	-----
Africa	555	2524	3079
ANE	548	3010	3558
LatAm&Ca	338	1139	1477
ALL	1441	6673	8114

Percentage:

	Female	Male	ALL
	-----	-----	-----
Africa	18.0	82.0	100.0
ANE	15.4	84.6	100.0
LatAm&Ca	22.9	77.1	100.0
ALL	17.8	82.2	100.0

PARTICIPANTS IN U.S. TRAINING: 1981

REGIONS by GENDER

Numbers:

	Female	Male	ALL
	-----	-----	-----
Africa	1457	8391	9848
ANE	2217	17921	20138
LatAm&Ca	2342	13755	16097
ALL	6016	40067	46083

Percentage:

	Female	Male	ALL
	-----	-----	-----
Africa	14.8	85.2	100.0
ANE	11.0	89.0	100.0
LatAm&Ca	14.5	85.5	100.0
ALL	13.1	86.9	100.0

PARTICIPANTS IN U.S. TRAINING: 1982

REGIONS by GENDER

Numbers:

	Female	Male	ALL
	-----	-----	-----
Africa	528	2254	2782
ANE	705	3801	4506
LatAm&Ca	269	862	1131
ALL	1502	6917	8419

Percentage:

	Female	Male	ALL
	-----	-----	-----
Africa	19.0	81.0	100.0
ANE	15.6	84.4	100.0
LatAm&Ca	23.8	76.2	100.0
ALL	17.8	82.2	100.0

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PARTICIPANTS IN U.S. TRAINING: 1983

REGIONS by GENDER

Numbers:

	Female	Male	ALL
	-----	-----	-----
Africa	546	2403	2949
ANE	848	4387	5235
LatAm&Ca	349	1130	1479
ALL	1743	7920	9663

Percentage

	Female	Male	ALL
	-----	-----	-----
Africa	18.5	81.5	100.0
ANE	16.2	83.8	100.0
LatAm&Ca	23.6	76.4	100.0
ALL	18.0	82.0	100.0

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PARTICIPANTS IN U.S. TRAINING: 1984

REGIONS by GENDER

Numbers:

	Female	Male	ALL
	-----	-----	-----
Africa	633	2445	3078
ANE	850	4930	5780
LatAm&Ca	498	1796	2294
ALL	1981	9171	11152

Percentage:

	Female	Male	ALL
	-----	-----	-----
Africa	20.6	79.4	100.0
ANE	14.7	85.3	100.0
LatAm&Ca	21.7	78.3	100.0
ALL	17.8	82.2	100.0

PARTICIPANTS IN U.S. TRAINING: 1985

REGIONS by GENDER

Numbers:

	Female	Male	ALL
	-----	-----	-----
Africa	614	2343	2957
ANE	882	5257	6139
LatAm&Ca	1013	2752	3765
ALL	2509	10352	12861

Percentage:

	Female	Male	ALL
	-----	-----	-----
Africa	20.8	79.2	100.0
ANE	14.4	85.6	100.0
LatAm&Ca	26.9	73.1	100.0
ALL	19.5	80.5	100.0

PARTICIPANTS IN U.S. TRAINING: 1986

REGIONS by GENDER

Numbers:

	Female	Male	ALL
	-----	-----	-----
Africa	728	2787	3515
ANE	990	5534	6524
LatAm&Ca	1573	4044	5617
ALL	3291	12365	15656

Percentage:

	Female	Male	ALL
	-----	-----	-----
Africa	20.7	79.3	100.0
ANE	15.2	84.8	100.0
LatAm&Ca	28.0	72.0	100.0
ALL	21.0	79.0	100.0

PARTICIPANTS IN U.S. TRAINING: 1987

REGIONS by GENDER

Numbers:

	Female	Male	ALL
	-----	-----	-----
Africa	784	2704	3488
ANE	1057	5845	6902
LatAm&Ca	2554	4650	7204
ALL	4395	13199	17594

Percentage:

	Female	Male	ALL
	-----	-----	-----
Africa	22.5	77.5	100.0
ANE	15.3	84.7	100.0
LatAm&Ca	35.5	64.5	100.0
ALL	25.0	75.0	100.0

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PARTICIPANTS IN U.S. TRAINING: 1988

REGIONS by GENDER

Numbers:

	Female	Male	ALL
	-----	-----	-----
Africa	797	2671	3468
ANE	1047	6004	7051
LatAm&Ca	2659	4529	7188
ALL	4503	13204	17707

Percentage:

	Female	Male	ALL
	-----	-----	-----
Africa	23.0	77.0	100.0
ANE	14.8	85.2	100.0
LatAm&Ca	37.0	63.0	100.0
ALL	25.4	74.6	100.0

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PARTICIPANTS IN U.S. TRAINING: 1989

REGIONS by GENDER

Numbers:

	Female	Male	ALL
	-----	-----	-----
Africa	858	2669	3527
ANE	1180	6111	7291
LatAm&Ca	3117	4979	8096
ALL	5155	13759	18914

Percentage:

	Female	Male	ALL
	-----	-----	-----
Africa	24.3	75.7	100.0
ANE	16.2	83.8	100.0
LatAm&Ca	38.5	61.5	100.0
ALL	27.3	72.7	100.0

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PARTICIPANTS IN U.S. TRAINING

BANGLADESH: by Gender 1980-1989

Numbers:

Year	Female	Male	ALL
----	-----	-----	-----
1980	13	71	84
1981	47	393	440
1982	11	54	65
1983	9	66	75
1984	8	93	101
1985	4	66	70
1986	7	60	67
1987	8	48	56
1988	14	67	81
1989	9	84	93
ALL	130	1002	1132

Percentages:

Year	Female	Male	ALL
----	-----	-----	-----
1980	15.5	84.5	100.0
1981	10.7	89.3	100.0
1982	16.9	83.1	100.0
1983	12.0	88.0	100.0
1984	7.9	92.1	100.0
1985	5.7	94.3	100.0
1986	10.4	89.6	100.0
1987	14.3	85.7	100.0
1988	17.3	82.7	100.0
1989	9.7	90.3	100.0
ALL	11.5	88.5	100.0

PARTICIPANTS IN U.S. TRAINING

EGYPT: by Gender 1980-1989

Numbers

Year	Female	Male	ALL
----	-----	-----	-----
1980	135	728	863
1981	359	2179	2538
1982	238	1138	1376
1983	306	1421	1727
1984	298	1708	2006
1985	241	1444	1685
1986	222	1254	1476
1987	211	1033	1244
1988	168	1013	1181
1989	230	1175	1405
ALL	2408	13093	15501

Percentages:

Year	Female	Male	ALL
----	-----	-----	-----
1980	15.6	84.4	100.0
1981	14.1	85.9	100.0
1982	17.3	82.7	100.0
1983	17.7	82.3	100.0
1984	14.9	85.1	100.0
1985	14.3	85.7	100.0
1986	15.0	85.0	100.0
1987	17.0	83.0	100.0
1988	14.2	85.8	100.0
1989	16.4	83.6	100.0
ALL	15.5	84.5	100.0

PARTICIPANTS IN U.S. TRAINING

INDONESIA: by Gender 1980-1989

Numbers:

Year	Female	Male	ALL
----	-----	-----	-----
1980	43	422	465
1981	195	1960	2155
1982	62	533	595
1983	83	549	632
1984	74	527	601
1985	87	512	599
1986	115	597	712
1987	130	528	658
1988	146	592	738
1989	188	626	814
ALL	1123	6846	7969

Percentages:

Year	Female	Male	ALL
----	-----	-----	-----
1980	9.2	90.8	100.0
1981	9.0	91.0	100.0
1982	10.4	89.6	100.0
1983	13.1	86.9	100.0
1984	12.3	87.7	100.0
1985	14.5	85.5	100.0
1986	16.2	83.8	100.0
1987	19.8	80.2	100.0
1988	19.8	80.2	100.0
1989	23.1	76.9	100.0
ALL	14.1	85.9	100.0

PARTICIPANTS IN U.S. TRAINING

JORDAN: by Gender 1980-1989

Numbers:

Year	Female	Male	ALL
----	-----	-----	-----
1980	11	110	121
1981	31	530	561
1982	8	86	94
1983	15	92	107
1984	16	109	125
1985	19	151	170
1986	16	141	157
1987	28	160	188
1988	29	146	175
1989	34	147	181
ALL	207	1672	1879

Percentages

Year	Female	Male	ALL
----	-----	-----	-----
1980	9.1	90.9	100.0
1981	5.5	94.5	100.0
1982	8.5	91.5	100.0
1983	14.0	86.0	100.0
1984	12.8	87.2	100.0
1985	11.2	88.8	100.0
1986	10.2	89.8	100.0
1987	14.9	85.1	100.0
1988	16.6	83.4	100.0
1989	18.8	81.2	100.0
ALL	11.0	89.0	100.0

PARTICIPANTS IN U.S. TRAINING

MOROCCO: by Gender 1980-1989

Numbers:

Year	Female	Male	ALL
----	-----	-----	-----
1980	33	233	266
1981	48	502	550
1982	46	256	302
1983	65	232	297
1984	31	247	278
1985	34	257	291
1986	38	270	308
1987	51	293	344
1988	61	304	365
1989	69	342	411
ALL	476	2936	3412

Percentages:

Year	Female	Male	ALL
----	-----	-----	-----
1980	12.4	87.6	100.0
1981	8.7	91.3	100.0
1982	15.2	84.8	100.0
1983	21.9	78.1	100.0
1984	11.2	88.8	100.0
1985	11.7	88.3	100.0
1986	12.3	87.7	100.0
1987	14.8	85.2	100.0
1988	16.7	83.3	100.0
1989	16.8	83.2	100.0
ALL	14.0	86.0	100.0

PARTICIPANTS IN U.S. TRAINING

NEPAL: by Gender 1980-1989

Numbers:

Year	Female	Male	ALL
----	-----	-----	-----
1980	14	137	151
1981	52	494	546
1982	5	112	117
1983	6	119	125
1984	13	117	130
1985	6	96	102
1986	9	78	87
1987	10	63	73
1988	7	50	57
1989	14	68	82
ALL	136	1334	1470

Percentages:

Year	Female	Male	ALL
----	-----	-----	-----
1980	9.3	90.7	100.0
1981	9.5	90.5	100.0
1982	4.3	95.7	100.0
1983	4.8	95.2	100.0
1984	10.0	90.0	100.0
1985	5.9	94.1	100.0
1986	10.3	89.7	100.0
1987	13.7	86.3	100.0
1988	12.3	87.7	100.0
1989	17.1	82.9	100.0
ALL	9.3	90.7	100.0

PARTICIPANTS IN U.S. TRAINING

PAKISTAN: by Gender 1980-1989

Numbers:

Year	Female	Male	ALL
----	-----	-----	-----
1980	3	32	35
1981	46	433	479
1982	2	35	37
1983	2	58	60
1984	10	126	136
1985	21	326	347
1986	57	788	845
1987	89	1461	1550
1988	123	1645	1768
1989	147	1663	1810
ALL	500	6567	7067

Percentages:

Year	Female	Male	ALL
----	-----	-----	-----
1980	8.6	91.4	100.0
1981	9.6	90.4	100.0
1982	5.4	94.6	100.0
1983	3.3	96.7	100.0
1984	7.4	92.6	100.0
1985	6.1	93.9	100.0
1986	6.7	93.3	100.0
1987	5.7	94.3	100.0
1988	7.0	93.0	100.0
1989	8.1	91.9	100.0
ALL	7.1	92.9	100.0

PARTICIPANTS IN U.S. TRAINING

TUNISIA: by Gender 1980-1989

Numbers:

Year	Female	Male	ALL
----	-----	-----	-----
1980	12	119	131
1981	54	702	756
1982	39	326	365
1983	61	417	478
1984	80	509	589
1985	96	588	684
1986	100	614	714
1987	86	550	636
1988	89	504	593
1989	80	456	536
ALL	697	4785	5482

Percentages:

Year	Female	Male	ALL
----	-----	-----	-----
1980	9.2	90.8	100.0
1981	7.1	92.9	100.0
1982	10.7	89.3	100.0
1983	12.8	87.2	100.0
1984	13.6	86.4	100.0
1985	14.0	86.0	100.0
1986	14.0	86.0	100.0
1987	13.5	86.5	100.0
1988	15.0	85.0	100.0
1989	14.9	85.1	100.0
ALL	12.7	87.3	100.0

PARTICIPANTS IN U.S. TRAINING

YEMEN ARAB REPUBLIC: by Gender 1980-1989

Numbers:

Year	Female	Male	ALL
----	-----	-----	-----
1980	7	171	178
1981	15	425	440
1982	13	260	273
1983	19	297	316
1984	20	293	313
1985	25	349	374
1986	16	337	353
1987	13	317	330
1988	17	337	354
1989	18	322	340
ALL	163	3108	3271

Percentages:

Year	Female	Male	ALL
----	-----	-----	-----
1980	3.9	96.1	100.0
1981	3.4	96.6	100.0
1982	4.8	95.2	100.0
1983	6.0	94.0	100.0
1984	6.4	93.6	100.0
1985	6.7	93.3	100.0
1986	4.5	95.5	100.0
1987	3.9	96.1	100.0
1988	4.8	95.2	100.0
1989	5.3	94.7	100.0
ALL	5.0	95.0	100.0

## APPENDIX C

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