ABSTRACT
                This paper reports on phase one of a study to
ascertain whether formal or nonformal education is more effective in
accelerating the integration of women into development activities in
developing countries. It is based on the premise that women need more
and better credentials to gain social, economic, and political
acceptance in less developed countries. The report is presented in
five parts. Part I identifies personnel from the Agency for
International Development (AID), other agencies, and international
organizations who are concerned with the issue of female education in
developing countries. Part II relates representative projects and
studies dealing with women and education in Africa, Asia, Latin
America, and the Near East. Part III assesses interest in an
interagency forum of meetings to discuss operational, not
theoretical, problems related to women, education, and development.
Part IV suggests steps by which the Women in Development office of
AID can maximize its impact on AID educational policy. Part V
summarizes major points covered in the report. (Author/AV)

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THE COMPARATIVE FUNCTIONALITY
OF
FORMAL AND NON-FORMAL EDUCATION
FOR WOMEN
REPORT ON PHASE I


Report Submitted to AID/WID

Order Number AID/otr-147-78-14

May 1978



By


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Washington, D.C.


The views and interpretations in this publication are
those of the authors and should not be attributed to
the Agency for International Development or to any
individual acting in their behalf.

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## Introduction

Realization of the critical importance of women in development efforts has resulted in major shifts in development policies and strategies within the past five years. Governmental, nongovernmental and private voluntary organizations have lately acknowledged the pivotal role of women in development efforts, and are currently initiating projects and/or suppplementing current ones with special women's components. Efforts range from rudimentary, base-line data collection studies, to appendaged women's components in on-going projects, to comprehensive training programs targeted and geared specifically to women.

Agencies and experts are identifying an astounding number of project possibilities — the very identifications indicate the deplorable lack of hard data on women. However, the hard data that are available indicate that education is a major mechanism for increased socio-economic opportunities and upward mobility. 1/ Almost invariably, new and up-graded women in development (WID) programs have an educational thrust, whether through upgrading and/or expansion of the formal education 2/ system or through a non-formal education 3/ program providing vocational training and job skills in areas such as agricultural extension, family planning, population assistance and cottage industry development.

At the same time that attention to women is mounting,

the majority of less developed countries (LDC) governments are
also attempting to expand their formal education systems.
The problem of increasing school age populations and
rising expenditures for materials and personnel are com-
pounded by the demands of women for more access to educational
opportunities. Women have historically had less access to
formal systems, lower grade attainment and higher drop-out rates.
Female illiteracy reaches as high as 93 percent in some African
and Asian countries. 4/ Given the severity and magnitude of the
problem, the general disaffection with the quality of learning
that the formal system has provided, and the clear impossibility
of reaching the vast majority of rural LDC women, many planners
have called for an increase in short-term programs that will
provide basic literacy, numeracy and job skills without the costs
and time investment required by formal education.

On the other hand, the power of the formal system is based
in its ability to bestow prestige and economic power through the
system of accreditation. The power and status imbuement of
credentials is hard to overestimate. While some planners argue
for the "quick" solution of non-formal programs, others cite
the fact that the majority of the women who have been integrated
into industrial, professional and managerial positions of market
economies, and virtually all women who have assumed notable
national positions of influence and power, have been through the
formal system. 5/

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In brief, the problem can be stated as follows: [7]
given limited resources and competing priorities, how
do planners and politicians best spend limited education
allocations to assure the greatest benefits to women
in terms of increased incomes, greater control of their
own lives and more influence in community decision-making.
In short, where do the education dollars do the most good?
Which type or mix of education is more functional to pro-
vide the cognitive and vocational skills to empower women;
for through their newfound power, women will, themselves,
insure their integration into development efforts.

This project, Order No. AID/otr-147-78-14, examines
the current situation of women in development vis a vis
education to ascertain whether formal or non-formal education
has the greater functionality to accelerate women's inte-
gration into development activities.  The project is divided
into three phases, each of which is described below.

Phase I.  Phase I first identifies Agency, interagency
and international organization personnel
particularly concerned with the issue of
female education in developing nations.

Second, it identifies studies and/or AID
projects, including those projects implement-
ed by international and private agencies,
dealing with women and education.

Third, it investigates the possibility of a
task force or a series of meetings to discuss
current issues of women and education in LDC's.

Fourtn, it suggest a strategy of action
for the AID/WID office to impact on US/AID
projects with a women and/or education
component.

Phase II.  Phase II examines the relative functionality of
both formal and non-formal programs and the long-
range implications of each.

Second, it assesses, in so far as information
permits, the status of education for women in
selected AID recipient countries.

Third, it analyzes selected recent and current
AID programs with an education component to as-
certain the percentage of female participation
in each and the ratio of formal to non-formal
programs.

Phase III.  Phase III involves development of programmatic
recommendations for a model which will field
test the project conclusions.

This report is the first in a series of three which cor-
respond to the three phases of the project listed above.
Part I of this report discusses Agency, interagency and private
voluntary organization (PVO) personnel involved with women in
development and education; Part II identifies representative pro-
jects and studies dealing with women and education; Part III
assesses tne need for and interest in an interagency task force
on women in development and education; Part IV, suggests a
a strategy for maximum WID office impact on education projects
within the Agency;  Part V is a summary which concludes this
first report.

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# I.

## Identification of Organizations Concerned With the Role of Education in Women in Development Efforts

The first task of the project was identification of Agency, inter-agency and international organization personnel particularly concerned with the issue of female education in LDC's.

### A.

## United States Agency for International Development

Data collection for this section was straightforward. For the US/AID section, initial identification of each bureau or office concerned with education in a substantive way was achieved by analysis of organizational charts and discussions with various officers concerned with education. Chart 1 summarizes the organizational identification of bureaus and offices within the Agency having a direct impact on women in development and education.

The Bureau of Program and Policy Coordination, PPC, the policy-making arm of the Agency was the starting point. The Office of Policy Development and Program Review, Human Resources Division (PPC/HR/PDPR) is the critical point at which policy is made, on-going programs assessed, and where, at present, a new education policy for the Agency is being debated and developed. The involvement of PPC/HR/PDPR with a WID office education specialist is crucial. Dr. Richard Shortlidge, a labor economist specializing in the economics of development education, is the officer specifically charged with developing the Agency's

Administrator's Office

Bureau for Program and Policy Coordination (PPC)

Ass't. Admin. PPC

Office of Women in Development

Office of Planning & Budget

Office of Policy Dev. & Program Review

Human Resources Division

Rural Development Division

Office of Prog. Information & Analysis Services

Implementation Policy and Monitoring Division

Econ. & Social Data Division

Office of Evaluation

Studies Div.

Prog. Design & Eval. Systems Division

Bureau for Development Support (DSB)

Ass't. Admin. DSB

Deputy Ass't. Admin. for Human Resources Dev.

Office of Educ.

Office of Inat'l. Training

Deputy Ass't. Admin. for Food & Nutrition

Office of Rural Dev. & Devlopment Admin.

Regional Bureaus

Africa

Office of Dev. Resources

Country Desk Offices

Asia

Office of Tech. Resources

Country Desk Offices

Latin America

Bureau of Hay. Resources

Country Desk Offices

Near East
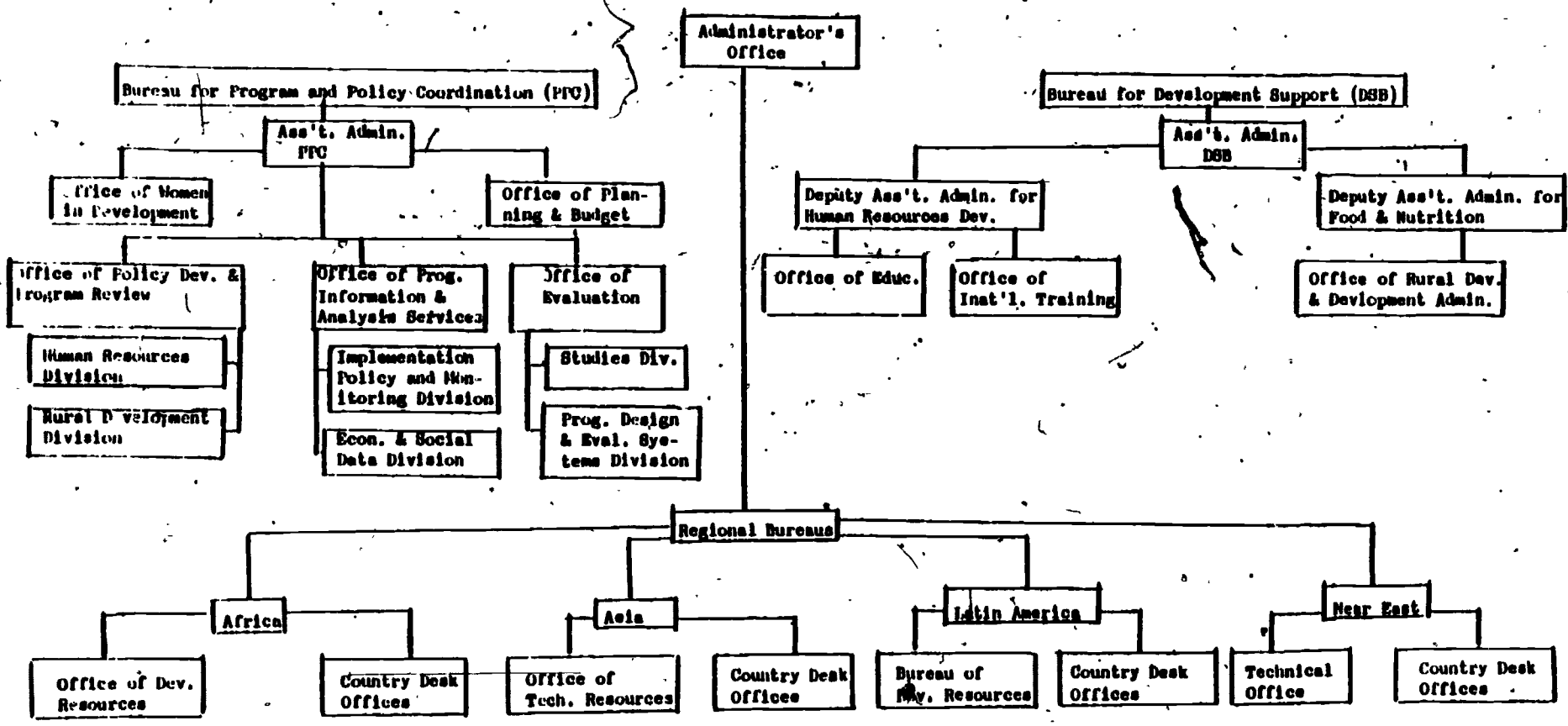
Technical Office

Country Desk Offices

CHART I

A. I. D. bureaus and divisions with input and impact on women in development and female
education projects, both formal and non-formal.

education plan and the natural WID office liaison.

Also within PPC, in the Office of Program Information and Analysis Services, the WID office should consider liaison with the Economic and Social Data Division and the Statistics and Reports Division to facilitate the development and retrieval of statistics, censuses and other basic data that would aid WID in development of female-specific country profiles, especially in obtaining data on women and education.

The second critical bureau within the Agency is the Development Support Bureau. The Bureau is directly charged with technical assistance in education through the Office of Education and Human Resources, E/HR; the Office of International Training, OIT; and the Office of Rural Development and Development Administration, RD/DA.

The Office of Education is concerned with both formal and non-formal programs. Non-formal specialists feel that the Agency favors formal programs, while formal education specialists are sure that the Agency tilts to non-formal programs. This interminable tug-of-war has made it difficult, if not impossible, for the Agency to establish a clearcut education policy. The current move to resolve the differences by discussion of the complementarity of formal and non-formal programs may move the Agency away from the impasse.

Non-formal specialists Robert Schmeding, Bernard Wilder and James Hoxeng are staunch advocates of the necessity, viability and effectiveness of non-formal programs. Their

phalosphy argues that women should not be targeted for specific programs, but integrated into on-going and new projects. The Washington staff is comprised of seven males. 6/

The Office of International Training, newly subsumed under DSB, provides short and long-term training to participants from LDC's. The office is of concern to women in development specialists since increasing numbers of women have become potential beneficiaries of OIT expertise as women's employment options have broadened. A total of 19 professionals comprise the Washington staff, six of whom are women, giving OIT the highest percentage of women in any education affiliated office in the Agency. 7/

The Development Administration arm of the Office of Rural Development and Development Assistance offers advanced training to middle managers and high ranking civil servants; the kind of advanced training that is often requisite for job advancement. Women who have had formal education and are in middle management positions can rise faster if they have participatory access to international meetings, seminars and management training programs; indeed lack of participation in advanced training programs may mean failure to even be considered for promotion.

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Participation of women in these kinds of programs has been minimal, ri ing from less than ten percent to approximately 14 to 15 percent in 1977. 8/ This area should be a primary concern to the WID office and assume high priority in establishment of contact.

The third area of the Agency in which personnel are actively involved in education is the regional bureaus. The uneven emphasis on education within the regional bureaus is reflected in the professional staff which is small and grossly maldistributed, especially overseas. 9/

In the Africa Bureau/Washington, one staff officer works on education fulltime, while a second staffer divides his time between education and development support efforts. Three education specialists are posted in Africa. All five specialists are male. 10./

In a period of renewed emphasis on the rural poor and basic human needs within Africa and the realization of the necessity for an increased commitment to African education and educational innovation, the paucity of education specialists requires re-examination and redressing.

The Latin America Bureau has a history of donor assistance to major education projects. Traditionally the Agency has aided formal education programs; however, current interest is moving toward the innovative non-formal programs of long distance learning, and communications and media-oriented education projects.

The relatively large number of Washington and field
personnel attest to the Bureau's commitment and investment
in education. There are six Washington based staff persons,
including two women. Fifteen overseas staff were identified
as education officers, one of whom is female. 11/    Several
of the Washington staff are staunch supporters of formal
education as a major vehicle for upward mobility and devel-
ment; they cite Latin America's relatively higher literacy
rates and GNP figures (in comparison to other LDC regions)
to support their position.

The Asia Bureau is currently involved in several inte-
grated development projects that emphasis female vocational
training as a facet of a given project. Major school
building programs, such as the one scheduled for Pakistan,
should signal increased Bureau activity in education.
The Bureau has three Washington-based staff and seven overseas
education specialists. The Bureau's one woman education
specialist, an IDI in Washington, is scheduled for relocation
to Pakistan. Establishment of contact with the officer before
she leaves might prove beneficial to the WID office.

The Near East Bureau contains several staff persons who
advocate increased education expenditures, and support their
position with statistics and an in-house study of selected
quantitative indicators of development for the Near East Bureau
countries; the study confirms the existence of a correlation
among education, increased income and higher GNP. 12/

Three Washington based staff oversee education, efforts within the Bureau; seven education specialists are in the field. There are no women education officers in the Bureau, either in Washington or overseas.13/

Several observations are pertinent in light of the above bureau analysis. First, the total number of education professionals, 74 for the entire Agency, is an appallingly low number of persons to be responsible for implementation c⁻ a projected FY 79 education budget of $109 million. Too few persons are spread too thin to impact and/or monitor existing projects, much less remain on the forefront of innovative thinking in education.

Second, the professional staff within the regional bureaus is unevenly distributed and skewed in a way that does not reflect current Agency priorities.

Third, the average profile of an education specialist reveals an elderly male with an Ed. D. who completed school more than 20 years ago.14/ Since there are no compulsory in-service education courses or retraining for education sector personnel within AID, and given the shortage of education officers, it is no wonder that the re-tooling has been minimal. This is not to argue that experience is not a valid and important teacher; however, education specialists must be aware of education innovations, new discoveries in

learning theories, new modes of curriculum development, changes in testing and evaluation, new trends in vocational and on-the-job training and a myriad of issues and trends in the field. Given the staff profile, there is serious reason to doubt the capabilities of field staff to implement any new, innovative programs developed by the Agency.

Fourth, the number of women education specialists is also very low. Ten women among 74 professional education staff is 13.5 percent of the entire professional cadre. Moreover, two bureaus and the Office of Education of DSB have no women professionals at all. Of course one could argue that education should be sex-blind; however in light of the historic inequality of female access to educational opportunities, special consideration should be given to women's particular needs. A female education specialist may have certain insights and sensitivities not present in male specialists simply because men have had different experiences. Furthermore, if an Agency goal is to reach the poorest sector in a given nation or region, developers will necessarily be dealing with great numbers of women, many of whom respond more openly and honestly to another woman. Therefore, to redress historical imbalances and to maximize the effect of AID education projects, the

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number of women education specialists, especially over-
seas, should be significantly increased.

Specific recommendations for WID office interaction
and impact on the identified bureaus and offices are
discussed in Section IV of this report.

B.

U.S. Government Agencies

After identification of Agency offices and personnel
involved in education activities, focus turned to other
U.S. government organizations with education or training
programs dealing with women in developing nations.
Departments and agencies investigated included ACTION
(Peace Corps), U.S. Department of Health, Education and
Welfare, and U.S. Department of Labor.

Peace Corps

Peace Corps was viewed as a priority U.S. government
organization to contact for three reasons. First, Peace
Corps and education have been almost synonymous from the
Corps' inception as volunteers were inevitably asked to
teach in new nations' schools. Vast numbers of volunteers
have taught in village schools, bringing literacy, raising
hopes and expanding young peoples' ranges of choice.

Second, Peace Corps has attracted feminist volunteers
who could be expected to try to initiate women-oriented

programs with an education component. The third reason
for Peace Corps priority rests on the policy debates the
organization is currently undergoing as it examines its
future and decides what new directions it should take
to fulfill its current mandate emphasizing aid to the
poorest of the poor. One decision that has been made is
to gradually phase Peace Corps out of formal education
programs.

Dr. Carolyn Payton, Director of Peace Corps, explained
that Peace Corps is phasing out of formal education because
of the current emphasis on basic human needs. While ed-
ucation is perceived as a need, it is not of the magnitude
of food, clothing and shelter; the basic needs that must
be met before efforts can turn to the psychological needs
satisfaction that formal education provides. Indeed,
Dr. Payton felt that the whole discussion of education as
a means, end or need was superflous in view of the urgent
demands of the poor.

Since all Peace Corps operations have an educational
thrust by the basic nature of the organization, the shift
away from a formal education input is a change in emphasis,
not in direction. For instance, adult literacy will remain
a strong program component and women will remain a target
group because they are often the most disadvantaged sector

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of the population within a given nation.

The new Peace Corps emphasis will focus on programs in one of the priority areas of basic human needs such as nutrition, maternal and child health, women's credit and cooperatives. Women specific projects, both on-going and in developmental stages, will stress short-term solutions to immediate problems, highlighting training programs and job skills rather than formal education and its long-term, generalized benefits.

In terms of an education policy or strategy, Peace Corps does not have specific target ages for intervention and currently plans no policy that could distinguish age-appropriate education interventions that would allow volunteers to continue to teach primary school-age children in the formal system, rather all education interventions will be aimed toward alleviation of immediate problems, not toward long-term solutions.

If Peace Corps acceptor countries are insistent that volunteers remain in formal education, Peace Corps staff will demonstrate alternative services available to encourage a change of attitude among host country officials. However, the general impression conveyed is that if a country is insistent, Peace Corps will continue to provide services and teachers to the formal education system. Dr. Payton stated that the Corps will

continue to work with teacher training institutes. The Corps
reasons that teacher training is a more efficient use of
limited teacher resources, allowing each volunteer's input
to have a greater ripple effect.

Establishment of a programmatic relationship and/or co-
programs with Peace Corps would seem a natural alliance, given
the complementary nature of AID and the Corps; however, such
an alliance cannot be easily achieved due to the uncertain
status and future of Peace Corps and its seeming disaffection
with impacting on host country formal education systems.

## U. S. Department of Labor (DOL)

A meeting with Kay Wallace, Women's Bureau of the U. S.
Department of Labor, was scheduled to obtain information on
any women's training programs that the Department might have
overseas. Ms. Wallace was out ill; Mary Hilton, Assistant
Director of the Women's Bureau, was interviewed instead.

Ms. Hilton indicated that there were no programs with an
overseas component in the Women's Bureau. The Bureau's liaison
to LDC's is through various commissions and fact-finding tours.
There are no on-going substantive programs, nor any plans to
initiate such projects in the future.

Ms. Hilton referred the interviewer to Dan Lazorchick of
the Labor Department's International Labor Affairs Bureau
(ILAB). Mr. Lazorchick identified several training projects
ranging from US/DOL collaboration with the OAS to set up
indigenous women's bureaus in Latin American states, to
seminars held annually by the American Institute for Free

Labor Development to train labor union leaders. One six week session per year is held exclusively for women.

Currently, there is only one on-going important project being implemented by ILAB, a multi-million dollar vocational training program in Saudi Arabia, paid for by the Saudis. There are no American female technicians and no pressure to employ any or to add a female training component, especially since the U. S. input is services bought and paid for by the Saudis.

ILAB, if asked to develop a training program for women in a given AID recipient country has the capacity. Although there are no specialists on women's international training within either ILAB or DOL, the mechanism for developing such a program and securing trainers is present and available. ILAB had never been approached to discuss WID programs, nor have its services been utilized.

DOL/ILAB warrants further investigation as a potential training are for WID programs involving vocational training in traditionally non-female fields.

U. S. Department of Health, Education and Welfare (HEW)

HEW was the third U. S. government agency or department identified as having possible special interest and expertise in women in development and education.

Mary Jane Dillon , Division of International Education, Office of Education, proved an outstanding contact for other persons; however, HEW does not directly impact on formal education systems of other countries in ways useful to this study.

The Division of International Education does not undertake
direct project management, rather it serves as an information
clearing house and reference center, participating in the
international arena in organizations such as the U. S.
National Commission for UNESCO, providing background
papers and reports n U. S. education.

The International Organizations Office, which
coordinates information and data collection for international
organizations including UNESCO, OECD, and I. B. E., and pre-
pare policy and position papers for the U. S. for international
conferences, may have an interest in women in formal and
non-formal education, but only episodically, when female
education is to be discussed in an international forum,
or meeting. In addition, the Education Development
Office of the Division of International Education may be
able to provide statistics on female participation in U. S.
sponsored, U. S. based education programs held for teachers
and administrators from other nations.

It would be appropriate to invite a representative from
the Division of International Education to join any task force
or series of meetings on education that the AID/WID office
sponsors; however, the Division is not engaged in relevant
LDC female education activities and, consequently, close
liaison for project identification is not warranted.

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C.

## Multilateral Organizations

### United Nations and Selected Special Agencies

The largest and most visible international organization
is the United Nations and its specialized agencies. Meetings
were held with representatives of the office of Inter-
national Women's Decade, UN Secretariat; UNESCO; and UNDP.

Shauna Tropp and Jacqueline Winter of UNESCO explained
the constraints imposed on the agency by host country
government priorities and underscored the consequent limited
bargaining power of the UN specialized agencies. Ms. Tropp
provided a brief history of UNESCO literacy programs and
other education efforts, while Ms. Winter provided UN
organizational data.

They were both intrigued by the project hypothesis and
affirmed their belief that the formal/non-formal debate had
far-reaching ramifications for women which were not being
addressed currently. They explained that the UNESCO
tendency to pursue formal education programs is not due to
a policy bias, but is based on a desire to accommodate the
desires of the host country(ies). Identification of target
populations for projects is also a policy decision re-
flecting the preferences of host governments. Women
specific projects are not very numerous in education, for
the agency attempts to develop projects in which both men
and women can participate, thereby assuring more natural
female integration into development efforts.

Although the two women were unable to provide specific
project suggestions for evaluation, indicating that that kind
of data was housed in Paris, Ms. Tropp provided the name of the
UNESCO women in development/education specialist in Paris,
Yasmin Zahran.

Dr. Lusibu N'Kanza, Acting Director, Centre for Social
Development and Humanitarian Affairs, provided corroborative
insights on the importance of formal education from the
perspective of a Third World woman who had been educated
in the formal system of the Belgian Congo. She stressed
the importance of rural school services delivery, an
education component she felt should be greatly
strengthened.

Rachael Mayzynja, a Ugandan social affairs officer
working on the effects of Apartheid on women, highlighted
the necessity for a regional approach to problems of women
in education because of the wide variety of economic con-
ditions and social constraints at work in a given culture.

Neither woman could cite specific projects which
could be evaluated for this study, but their sub-
stantive insights we invaluable.

The United Nations Development Program proved a
good source for findings projects to consider for
evaluation in Phase II of this project. Dr. Mary Lou
Becker, the US/AID liaison with UNDP, found the
question of greater functionality for formal or non-
formal education relevant and useful. She was

extraordinarily helpful by providing a compendium of all UNDP projects, many of which used UNESCO as the executing agency.

## World Bank

World Bank was the second multilateral international organization identified as possibly active in the area of women and education. Dr. Gloria Scott, the officer specifically concerned with women in development as a special sector, advocates the integration of women into new and on-going projects rather that establishment of women specific projects. In her view, women inclusive projects may accomplish integration more slowly, but the integration will be more deeply enmeshed in the socio-economic structure of a society or nation.

Dr. Scott indicated that the country desk officers and education sector officers are the best sources of information on education projects. Education sector officers can provide substantive project inputs and discuss current Bank policy vis a vis formal and non-formal education emphases. Currently, a revised sector paper on education is underway.

Dr. Scott had philosophical and operational reservations about the project and possible negative uses of its outcomes; therefore, she was rather hesitant about committing herself to meetings or a task force. However, Bank education sector participation would be most productive, and contacts to establish links to that division are being pursued at this time.

# D.

## Private Voluntary Organizations (PVO's)

Utilizing the AID-funded <u>International Diectory of Women's Development Organizations</u>, several agencies were identified who would conceivably be interested in the issue of women and the functionallity of various types of education. Other organizations were identified by AID personnel in the various divisions and bureaus, especially James Hoxeng in DSB/E/HR, and Richard Shortlidge in PPC/HR/PDPR.

There was no dearth of private voluntary organizations to consider; in fact, criteria were established to limit the number of organizations to be interviewed. The criteria included: 1) length of time in the field of education in developing countries; 2) nature of on-going women specific or women inclusive projects; 3) accessibility to PVO from Washington, D.C.; 4) willingness to cooperate with the project.

Those organizations approached were: 1) Academy for Educational Development; 2) African-American Institute; 3) Overeas Education Fund of the League of Women Voters; Research Institute on Immigration and Ethnic Studies of the Smithsonian Institution (RIIES); and 5) World Education.

## Academy for Educational Development

The Academy for Educational Development has considerable staff expertise in communications education, particularly in media-based non-formal programs and radio education. Several Latin American pilot projects have demonstrated

measurable success. Cathy Courrier, a program officer at the Academy, felt that non-formal education could have greater positive long-term benefits than formal education, adding that the Academy was based, in part, on the premise of the importance of non-formal programs.

The Academy prints newsletters and project profiles, in addition to maintaining an extensive development library. It would be a very helpful resource in analysis and evaluation of selected non-formal media programs.

## African-American Institute (AAI)

The African-American Institute, has over twenty years experience of active involvement in the edu ation of Africans, both in Africa and the U. S. AAI is currently identifying a WID project that will carry an education component. Their method of project identification began with an attempt to catalogue every existing program on women and development in Sub-Saharan African countries in which the Institute is active. Bonnie Schultz, AAI program officer in charge of developing the project, indicated in an April 17 conversation that the country was, as yet, unidentified. Final decision will be reached after a June fact-finding, site selection trip.

When briefed on the aims of this study, Ms. Schultz volunteered to query all female AFGRAD (African Graduate Fellowship Program) participants who have completed the program and/or returned to Africa. AAI has a rich data bank of females

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attaining post secondary school education through AFGRAD and
similar AAI-sponsored education programs. Their data, their
long experience in both formal and non-formal education
programs in the U. S. and Africa, and their willingness to
cooperate and collaborate in projects combine to make AAI
an excellent PVO with whom to work in further evaluation
and analysis.

Overseas Education Fund (OEF)

The Overseas Education Fund of the League : Women
Voters has been involved in leadership training and
community organization development for women in other
nations for over 30 years. Their objective is the
encouragement of women in LDC's "to participate more
fully and productively in their societies." 15/
OEF places priority on projects which provide
vocational and skills training, techniques for
women to increase their incomes, and non-formal
education.

Joyce Rasmussen, the program officer for Asia
identified several OEF projects that would serve as
useful models of female education. She stressed the
point that OEF tries to work with existing organizations
and that their emphasis is training others in "how-to"
techniques which include proposal writing and project
development, not developing full programs.

OEF criteria for country entry were political
stability; in-country assessment of women as a viable
resource; and human rights advocacy. Because of the

organization's world-wide experience (strongest in Asia, including Thailand, Indonesia, Sri Lanka, Malaysia and Korea, but also in Latin America and beginning in Africa); history of successful programs; d support of viable women's organizations, OEF projects provide data and evaluation possibilities to assess both formal and non-formal projects.

## Research Institute on Immigration and Ethnic Studies

The Research Institute on Immigration and Ethnic Studies of the Smithsonian Institution (RIIES) focuses on the impact of immigration on the U. S. and studies ethnicities and their behaviors within the U. S. Research Associate, Delores Mortimer, is investigating the role of Third World women in the U. S. and patterns of their accommodation and assimilation; education is one of the variables included in her work, but the linkages to formal and non-formal education are not specific. Furthermore, RIIES is not involved in research or project administration overseas. For the above reasons, the organization was eliminated as a direct link. Nevertheless, given the complementarity of interests, it is important that the contact be maintained.

## World Education

World Education has programs specifically geared to women in non-formal education. Their projects in Kenya, the Philippines and Sudan seem particularly useful for long-term follow-up. There are, however,

major problems in obtaining an appointment with a repre-
sentative of the organization. Only one woman in the organ-
ization can discuss WID projects and she has been unavailable
because of travelling, site visits and retreats. Since the
organization and the women's projects, specifically, are AID
funded, World Education would be a useful inclusion. Given
the lack of accessibility, the organization was eliminated
for specific project monitoring or evaluation, although
resource information and background papers on other World
Education projects have been requested.

Women at the Center, University of Massachusetts, Amherst

Women at the Center, Center for International Education,
University of Massachusetts at Amherst, was the last group
contacted. While there has been no personal contact with
members of the Center, education specialists within AID and
male faculty associated with the Center have assured the
Center's willingness to collaborate and aid studies in
female education in any way possible. The Center's concept
paper on a strategy for donor intervention in WID activities
also targets them as useful contacts.

Having met with representatives and officials of the
above described institutions, utilizing the criteria of: 1)
field experience; 2) innovative ideas; 3) accessibility; and
4) willingness to collaborate, linkages will be effected with
the African-American Institute, Overseas Education Fund, and,
if feasible, Women at the Center, University of Massachusetts.
The three organizations represent private voluntary organi-
zations and a university. AAI has emphasized formal programs,

but conducted considerable work in non-formal training, too;
OEF has emphasized non-formal undertakings, but has exper-
ience with formal education programs; Women at the Center
has wide experience in both formal and non-formal programs,
plus the additional insights of Third World women who have ex-
perienced both forms of education.

E.

Conclusions

Several conclusions can be drawn from this sampling of
U.S. government departments, multilateral organizations and
PVO's. First, the large multilateral organizations, such as
the UN, are unwieldly and there is inevitably duplication of
programs and services. Policy-making is slow and cumbersome.
Since accountabillity ultimately rests with the host country
government, staffers and experts are reluctant to state a
policy and support it uncategorically. The measured pace
that is necessarily a part of any consensus organization
serves to avoid criticism and sidesteps sensitive political
issues; however, the caution also blunts creative analysis
and fresh strategies.

Second, smaller organizations, namely PVO's, have
smaller constituencies and can afford to suggest and
implement bold strategies. Unemcumbered by the bu-
reaucratic machinery, the decision-making process is
relatively fast. This freedom of action, plus a
willingness to take responsibility for decisions, makes
PVO's desirable organizations with which to work in an
undertaking such as the present one.

Third, although there is interest and concern on the substantive question of the relative functionallity of formal and non-formal education, the interest is vague and unfocused. Virtually all persons interviewed felt that the issue required attention, but each was overburdend with immediate program priorities and other job responsibilities.

In conclusion, the response from interviews and results of Agency and other organizations staff analysis, indicates an interest in the topic and a need for systematic exploration of the situation. World Bank, UNDP and UNESCO will be contacted for further discussions, but the major liaison will be with PVO's and bureaus of the Agency.

3.2

## Representative Studies and Projects

Although education officials, programs and projects abound, the projects and programs have traditionally been targeted to a predominantly male clientele and resultant data has been un-differentiated by sex. It has been difficult to ascertain whether a given project is sex integrated, male exclusive or female exclusive (rarely) in the past. However, careful attention is currently being paid to implementation of the Percy Amendment as well as attainment of the goals of the International Women's Decade, and sex breakdowns are becoming common in project reports and evaluations.

Projects for potential evaluation for this study have been identified worldwide through UNDP, AID and PVO documents, as well as interviews and conversations with Agency personnel and other education specialists. Following the AID regional divisions, potential projects are identified by region. Phase II of the study will discuss the projects finally selected and the evaluation results in detail.

### Africa

The Sub-Saharan Africa region has many women inclusive projects with an education component, as well as some women specific projects. Those identified for further investigation include AID projects, UNDP, UNESCO and PVO programs.

UNDP has three relevant projects in Upper Volta: a women's Technical Education Project; a project on the Equality of Access of Girls and Women to Education; and a program with the National Training Center in Rural Handcrafts. The first two projects will provide an opportunity to examine both formal and non-formal programs within a single nation. The handcraft project offers an opportunity to examine a skills oriented program of the kind that is often censured for the dead-end nature of the skills training provided. AID also funds a project, Strengthening Women's Roles in Development, an economic, market skills oriented program. It is highly unusual to find as many as four women specific education and/or training programs in a single country. Therefore, Upper Volta ranks high as a country for in-depth evaluation.

Also under the auspices of UNDP, Burundi has a project on Women's Education and Mauritania has a project entitled, Women's Technical Education Project.

In English-speaking Africa, Libera is involved in a UNDP project, Training of Public Health Nurses, that may provide insights on formal and non-formal complementarity.

Conversation with Kenya Peace Corps Director, William Johnson, indicated that there are several women specific projects in Kenya administered by both Peace Corps and AID. The World Education project on women in non-formal education is currently underway in Kenya and would be a natural inclusion if staff is willing to make observations and evaluations available.

## Asia

Several projects in Asia have been mentioned for possible
followup. The Korean project, Assistance to Young and Dis-
advantaged Women, an AID sponsored, YWCA designed program that
will train women in non-traditional occupations to improve
their employment prospects, is a non-formal program with
possibilities for long-term followup.

Thailand is a probability for in-depth work because of
the large number of women's projects currently on-going. The
US/AID sericulture/settlement project, which is an agricultural
training and credit project, can also provide additional data
on non-formal programs. OEF has sponsored several projects in
Thailand, working primarily through the formal system and with
Thai institutions of higher education, and would bring another
perspective, concentrating on formal education to the analysis.

Indonesia is also involved in several innovative education
activities. Project Impact is a program in which a master
teacher teachers literate students and parents who, in turn,
teach young children and other illiterates in the community
to read. The project, evaluated as part of Innotech, has
evaluations and project papers available. Another AID
sponsored project in Indonesia, Kabupaten Planning and
Management Training, aims to train sub-province level govern-
ment officials to more efficiently and effectively identify
the needs of the rural poor. Women will be included in all
phases of the training.

Finally, Nepal has a formal education project that aims
to provide educators with special training in educational
planning and administration. One of the project goals is

increased educational opportunities for girls and the project developers are actively seeking women participants.

## Latin America

Latin American nations have a comparative educational advantage when contrasted to other LDC regions. As a region, Latin American countries have stronger educational infrastructures; higher literacy rates; a larger number of innovative formal and non-formal donor-assisted education programs. Latin America, the vanguard region in media education and distance learning centers, is the region in which to examine, in-depth, the outcomes of media education. The AID/LA regional bureau is supporting a project on Educational Media for Integration of Women, which is targeted to all low income Latin American women. A project of such magnitude should be included for evaluation in the present study.

Paraguay also has a Rural Radio Education project in which 30 of the 32 staff are women. 16/ The project may provide a micro sample to the macro study of the regional media program. The Paraguayan Ministry of Labor's National Apprenticeship Service provides another evaluation possibility, since through the Apprenticeship Service women are trained in a variety of occupations from home management to poultry production.

Nicaragua offers data on the interaction of formal and non-formal education through its AID funded Rural Women's Leadership Project. A Rural Education Development project aims to improve rural formal and non-formal education and extend delivery of educational services to remote areas. Again, the program shows a mix of emphases; formal education is aided through curriculum development and teacher training,

while non-formal is supported through emphasis on agricultural training and health facilitie improvement.

Peru has two on-going projects of special relevance; a Rural Women's Leadership Training Project and an update on an AID financed study, Diagnosis of the Social and Economic Situation of the Peruvian Woman.

Jamaica is a study of paradoxes that warrants analysis. Although the island nation has a literacy rate of 41 percent, 21 percent lower than any of its Caribbean neighbors, 17/ the nation has a rigorous, high qualilty formal education system based on the British model. In addition, education statistics and other pertinent education data are available because of on-going research projects and the academic expertise of the educated Jamaicans. Moreover, an AID-sponsored Rural Education Loan will demonstrate the interrelationship of formal and non-formal programs as well as provide insights into bridging the gap between the educated urban female elite and the uneducated female rural poor.

Near East

THE Near East Bureau countries with relevant programs identified include Morocco, Afghanistan and the Lebanon.

In FY 1976, less than seven percent of Near East regional participants in AID sponsored training programs were women. 18/ The Near East Bureau, recognizing the minimal participation of women in development efforts, has initiated a Regional Training for Women Project that is currently in the stage of needs analysis. The needs study, due for completion in June 1978, should provide useful data on women for use in a followup

comparative functionality of education study.  A total of 215
women are projected for long and short term training.  Although
the startup data makes the project's inclusion here impossible,
the project should be monitored by a WID Office education
specialist for its three year duration.

Turning to specific countries, Afghanistan is of special
significance because of its current heavy investment in ex-
pansion and upgrading of the formal education system.  The
Afghan Primary School Teacher Training Project, an undertaking
sponsored by AID, IBRD, UNESCO, the Afghan government and
other bilateral assistance, offers an opportunity to see if
women are being integrated into the development and expansion
of the formal system.  The WID component of the new formal
education thrust is a women's dormitory to be constructed at
the university in Kabul; the female residence is projected
to increase the opportunity of rural women to obtain higher
education by providing them with necessary separate lodgings.
The project, of interest because of its implications for
increased access to education for women and its consequences
for rural-urban migration, cannot be included in this study
because outcomes cannot be tested until after completion of
the dormitory in 1982.

The Moroccan government has committed itself to
strenghtening the role of women in the nation.  One means
by which this commitment is being implemented is through an
ambitious Promotion of Women campaign.  To encourage this

effort, AID has funded Non-Formal Education for Women, a
project billed as "the principal alternative approach to
the formal education system ... for girls and women." 19/ In
the program, 2,000 professional women work in provincial centers
to train rural women in a variety of skills and professions ranging
from electrical work to teacher training. The project should
provide an excellent opportunity to test the interaction of
formal and non-formal education and analyze reactions of female
program participants. The project should definitely be included
in the study.

A second Moroccan women in development project has emerged
from the Women's Non-Formal program. The Industrial and Commercial
Job Training for Women Project aims to train women for jobs in the
industrial and commercial sectors of the Moroccan economy. The
formal education minimum requirement of four years of secondary
school for participation makes this an excellent project in which
to develop a paradigm for the interface of formal and non-formal
credentials. This project, too, should definitely be included
in Phase Two.

Finally, the Lebanon, which is included in the Near East
Bureau, has a Vocational Training Program for Women, funded by
UNDP that may be worth investigating to see if its successes
have transferability to other areas.

The above discussion represents initial exploration and
identification of potential projects for use in Phase II. All
final decisions will be based on consideration of the following

criteria: 1) accessibility of data; 2) relevance of available
data; 3) current stage of development and/or implementation of
specific projects; 4) regional distribution of relevant projects.
Final selection will be made in conjunction with the AID/WID
Coordinator.

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| NAME OF ORGANIZATION | FIELD EXPERIENCE IN WID PROGRAMS | FIELD EXPERIENCE IN EDUCATION | ON-GOING PROJECTS SUITABLE FOR EVALUATION | CO-PROGRAMMING POSSIBILITIES | FUNDING SOURCES |
|---|---|---|---|---|---|
| Academy for Educational Development | Yes | Yes | Yes | Yes | AID, others |
| African-American Institute | Program under Development | Yes | Yes | Yes | AID, Ford Foundation, others |
| Overseas Education Fund of the League of Women Voters | Yes | Yes | Yes | Yes | AID, others |
| Research Institute on Immigration and Ethnic Studies | No | No | No | No | Smithsonian Institution |
| Women at the Center, Univ. of Mass, Amherst | Yes | Yes | No | Yes | Undetermined |
| World Education | Yes | Yes | Yes | No | AID, others |
| ACTION: Peace Corps | Yes | Yes | Undetermined | No | U.S. Govt. |
| U.S. Dept. of Health, Education and Welfare | No | No | No | No | U.S. Govt. |
| U.S. Dept. of Labor | No | Yes | No | Yes | U.S. Govt. |
| World Bank | Yes | Yes | Yes | No | Not Applicable |
| UNDP | Yes | Yes | Yes | No | Not Applicable |
| UNESCO | Yes | Yes | Yes | No | Not Applicable |
| UN/IWD, Secretariat | Yes | No | No | No | Not Applicable |

CHART II

elected U.S. government, international and private voluntary organizations and their interest in WID and education.

# III.

## Task Force and/or Meeting Series
## Needs Assessment and Recommendations

One of the aims of the study was investigation of interest in and feasibility of an inter-agency task force on women in development and education. Virtually all of the persons interviewed expressed some reservations about task forces. Four reasons were commonly repeated. First, there are too many existing task forces investigating a bewildering variety of topics. Second, task forces tend to remain at the theoretical level. There exist enough theories about education and development; what is needed are practical solutions to operations and programmatic problems. Persons interviewed were wary of getting bogged down in academic discussions of the merits of various research methodologies and, consequently, inability to reach conclusions, particularly about causal relationships. Third, task forces are too time-consuming, usually blanketing the participant with several xeroxed papers which he or she never reads. Fourth, task forces, like organizations and bureaucracies, tend to perpetuate themselves and never phase out; there is no termination, no closure.

The alternative suggestion of a series of meetings on WID and education met with much more favorable response. Persons interviewed suggested a number of safeguards to make the proposed meeting series more effective. First the meetings should be aimed at operations level problems. Again, the overabundance of theories was mentioned.

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Second, participants invited should be employed at the opera-
tions, field experience echelon, rather than the agency
directors and/or organization heads level. Third, previous
field experience should be an absolute requirement for
participation..

Therefore, it is recommended that the AID/WID Office
initiate a series of meetings on the impact of education
on the integration of women into development efforts.
The objectives of the proposed meetings are fourfold:

1. To identify agencies and personnel professionally
   involved in programmatic aspects of women in
   development and education;

2. To establish a network of organizations and
   personnel specifically interested in the impli-
   cations of education, both formal and non-formal,
   for women in development;

3. To establish a forum in which trends and
   generalized tendencies in WID and education
   can be analyzed for policy implications and
   correlative strategies developed where appro-
   priate;

4. To provide a forum for problem-solving in a
   confidential atmosphere in which the experi-
   ences of other education specialists could
   provide fresh insights and new perspectives
   in discussions of current project problems.

The meetings should be scheduled over a period of one
year, beginning September 1978 and ending August 1979.
Six meetings should be scheduled to discuss six separate
issues of WID and education. Suggested meeting duration
is four hours, or half a workday, to allow adequate time
for discussion of the topic, as well as meaningful ex-

-39-     45

change on current issues and ideas.

The agenda for each meeting should include:   1)
substantive discussion of a pre-determined topic;   2) com-
ments on particular issues of WID and education;   3)  a prob-
lem-solving session in which participants could discuss
problems encountered in on-going projects.   The problem-
solving sessions would be off-the-record to encourage a
free exchange of information  without fear of repercus-
sions to agencies or persons, in attendance.

Participants should be drawn from  those organiza-
tions identified as having a specific programmatic inte-
rest in WID and education.   Participants should include
professional educators  with field experience, develop-
ment planners, and social scientists from a variety of
governmental and non-governmental agencies and insti-
tutions.   Special efforts must be made to insure a mix
of both formal and non-formal  education  specialists.
A list of possible participants can be found in

Chart 2 which lists U.S. government departments and
agencies, international  and multilaterial organizations
and PVO's identified as having  a specific interest in
women and development and education.    The majority of
participants would probably be female;   most of the per-
sons interviewed were female, as were their further

references. Finally, to achieve maximum effective-
ness, participation should be limited to 20 persons per
meeting. A larger group is likely to become unwieldy
and encounter difficulty in making decisions.

Each of the projected six meetings will be struc-
tured around a specific topic. A suggested list of
topics follows, subject, of course, to modifications
according to the needs of the sponsoring agency and the
group priorities that emerge during the year of meetings.

Meeting I      Toward an AID/WID Education Policy:
Discussion and Commentaries

     The AID/WID Office, in its ef-
forts to determine priority areas for
women in development, has identified
education as a major focal point.
Discussions have begun on policy and
strategies. Dialogue with other or-
ganizations would facilitate assess-
ment of other organizations' policies
and help determine the extent to which
cooperation is possible.
     An initial meeting focusing on
policy would also establish common
definitions and provide background
useful for understanding policy and
strategy positions assumed by parti-
pants in future meetings.

Meeting II      Integration and Increased Access of
Females to Formal Education

     The positive benefits of formal
education for women have been well-
documented. The correlations between
education and national development,
education and assumption of leader-
ship roles, education and increased
income, education and high aspira-
tions to upward mobility in offspring
are all clear. 20/

Development planners must now ask
what are the best means for integrating
girls and women into the formal system.
What is the optimum age for formal sys-
tem entry; at what age does the cost/benefit
ratio make formal schooling an unrealistic
economic undertaking.

These kinds of questions and similar
concerns would form the basis of the sub-
stantive agenda for Meeting II.

MEETING III   The Role of Non-Formal Education in the
Integration of Women in Development

There are over 500 million illite-
rate women in the world who do not and
will not have access to formal education
for a variety of reasons, ranging from
lack of facilities and services, to high
cost, to lack of childcare, yet these
same women must leave subsistence exist-
ence and enter market economies to sur-
vive.21/

Formal systems clearly cannot accommodate
all of these women; others means must be
tried.    Non-formal alternatives are a
highly recommended alternative.    Meeting
III would discuss the costs, benefits and
limits to non-formal programs.

MEETING IV   Accreditation and Credentials
The major draw- back to non-formal
programs lies in the programs' inability
to guarantee the earning capability and
socio-academic status that formal pro-
grams do.   The problem of credentials
is especially important to women, for
they rely on formal credentials to ac-
quire access to decision-making power on
every level -- from the home to the com-
munity to the national legislature.

A critical point of contention be-
tween formal supporters and non-formal
advocates, the problem of credentials
certainly merits serious discussion.

Meeting V    Complementarity and Integration of Formal
             And Non-Formal Programs

        The complementarity of formal and non-
formal programs has become increasingly
apparent as more and more participants
find market economy employment after complet-
ing non-formal programs. Research has
shown that persons with some formal education
perform better in non-formal programs than
persons with no formal education background, 22/
supporting the need for integrating the two
types of programs.
        Moreover, one fear of non-formal programs
is training that prepares one for a dead-
end job, one without possibility of advance-
ment and/or transferability of skills.
There should be a mechanism whereby an out-
standing non-formal program graduate has
options to continue her training/education.
An interface between formal and non-formal
systems would allow women options limited
only by their abil' ties. The possibilities
of such interface require further examination.

Meeting VI   Education and the Mass/Elite Gap

        An emerging problem is the distance that
education puts between urban, educated women who
are well integrated into the market economy and
their rural, agriculturalist sisters who are
usually illiterate and stagnating at the sub-
sistence level. Distrust and disdain for rural
females often accompanies formal education.
Ivorian librarian, Kitty Labouet, identified
the gap between educated women and their illi-
terate cohorts as the "heart of the problem"
of women in development. 23/
        Effective mechanisms for approaching the
problem and strategies for coping with it war-
rant serious attention.

This section of the report has discussed the possibilities

of establishing a forum to coalesce a variety of organizations'

policies and strategies on women in development and education.

Virtually every person contacted readily agreed that the relation-

ship of WID, formal and non-formal education has no been adequately

explored and was willing to support an inter-agency,
inter-organization series of meetings. The need is
clear-cut, providing an excellent opportunity for AID/WID
to assume leadership in educational policy for women in
development efforts.

# IV.

## Strategies to Maximize WID/Education
## Impact

After analyzing the status of LDC women in terms
of education and educational development, the question
becomes one of determining the best strategy for increased
AID/WID office impact. This section addresses this strate-
gy problem and offers a step-by-step plan of action.

Although, in organizational terms, the Bureau for
Program and Policy Coordination (PPC) and the Bureau for
Development Support (DSB) have equal weight and have
similar direct access to the AID administrator for final
arbitration of policy conflicts, in fact, PPC sits in the
pivotal policy-making position for two reasons. First,
PPC personal has access to more data through the PPC mand-
ate to obtain information from all divisions within the
Bureau as well as data from each of the regional bureaus.
More data means more i formation on which to base a
decision. Indeed, the Office of Planning and Budgeting
ranks with the WID office and reports directly to the
Assistant Administrator for PPC.

In terms of impact strategy, first and most import-
antly, the WID office should maximize its input through
the PPC Bureau. More specifically, the WID office should
establish direct contact and clear liaison with the office
of Human Resources, Policy Development and Program Review
(PPC/HR/PDPR).

Efforts should also be made to establish a
working relationship with the three major offices
of DSB involved with education:    1) Office of Edu-
cation and Human Resources;    2) Office of Interna-
tional Training; 3) Office of Rural Development and
Development Administration.

The  first of the above offices works with both
formal and non-formal programs; a  liaison is needed
to encourage special attention to female participation
to the fullest extent possible.  Also the data base on
female access to education, especially  the impact of
new school construction, needs considerable expansion.
The Office of International Training provides technical
cal assistance in non-formal programs.  Since the vast
majority of women will have no  access to the formal
system,  non-formal programs may provide the only means
to acquiring new skills that will allow their entry into
a market ecnomy or significantly increase their income-
generating capabilties.  The Office of Rural Develop-
ment and Development Assistance, providing advanced
training and higher education opportunities, is cri-
tical if women are to obtain a greater share of scho-
larships and fellowships which, in turn, provide
expertise, influence and status.

Liaison with the regional bureaus is also im-
portant, especially in terms of projects that can be

identified from the inception for long-term evaluation.

The following five point strategy has evolved during this project's initial exploration of the Agency and its education programs. The suggestions below form a strategy for increased WID office impact on AID education policies.

1) As soon as possible, the WID director should hire an education specialist who can systematically and thoroughly review each on-going project in the Office of Education and Human Resources (E/HR) and assess its implications for women.

2) The WID office should use its position on the Agency Coordinating Committee on Education to assure access to each education project in its initial project paper stage, before it starts through the formal approval system.

3) When feasible, AID mission directors should be asked to ascertain data on the status of women-specific and women inclusive education projects, and training programs with an education component such as population assistance, health education, agricultural extension, in an effort similar to the study conducted in the WID office on women and agriculture in Africa.

4) Although many of the offices implementing education projects are in flux because of the reorganization and do not have statistical data and/or evaluatory

information on projects, other divisions and
bureaus concerned with education have developed
tabular information specifically addressing
overall education issues. A systematic effort
to obtain copies of all Agency reports, charts
and documents on women and education would cer-
tainly strengthen the WID data base and provide
concrete, in-house information on which to base
project suggestions.

5)     The argument within the Agency on whe-
ther to stress formal or non-formal education
programs is currently re-surfacing. This pre-
sent period of vigorous discussion is the optimum
time for WID office espousal of a policy decision,
supported by available evidence, advocating either
a formal or non-formal emphasis in new Agency edu-
cation undertakings that concern women.

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# V.

## Conclusions

Phase I of this project on the comparative
functionality of formal and non-formal education
has dealt with asses .ent of international develop-
ment community interest in and policy toward women
in development efforts in education.

Part I of this report analyzed Agency bureaus
and divisions to identify offices and personnel
who might be interested and professionally concerned
with the relationship of education to women in devel-
opment.

Two central bureaus, PPC and DSB, and the four
regional bureaus are directly involved in WID and
education. PPC could impact on WID and education
through a variety of offices, but the most important
point of impact is in PPC/HR/PDPR. Richard Shortlidge
of that office is the indiv tual shaping the education
policy paper at this writing. Establishment of clear
liaison with him should be a WID office priority.

The four regional bureaus have varying degrees
of expertise and commitment to education. Some bureaus
personnel are not convinced that the case for more AID
doll rs to education has been made convincingly. Among
the four regional Bureaus, Latin America has the most
fervent advocates of formal education, as well as
some of the more innovative non-formal programs,

especially in media education. The Africa Bureau has the clearest paucity of specialists -- five persons to cover more than 20 countries. Ironically, the region with the second highest illiteracy rate in the world has few innovative education projects and no staff to implement the programs if they were to be developed. The Asia and Near East bureaus have realized the inadequacies of their previous WID and education efforts and are systematically attempting to compensate for past oversights.

The prospects for rapid change within the Agency are slim. First, the average Agency education specialist in the field is usually an elderly male within five years of retirement. He has neither the inclination, nor the expertise to involve himself in radical expansion of opportunities to women or innovative formal and/or non-formal programs. Second, the permanent slot for education programs and services within the Agency is still unsettled, and, at present, there is no coordination of program activities from sector to sector. Often, it is from interdisciplinary, intersectoral brainstorming that the best program ideas emerge.

Other U.S. government agencies, multilateral organizations and PVO's contacted all agree that trends in female education in LDC's should be analyzed, and most organizations are willing to participate in a series of meetings on the subject; however, institutional constraints obviate actual project collaboration with other U.S. government departments or in-

ternational agencies. Legislative mandates, concern over
credit for successes and culpability in case of failure
make most organizations leery of actual co-programming. The
U.N. system in particular is slow-moving and cautious, in
part because it must respond to the varying needs of its
member states. Any co-sponsorship of WID programs may evolve
naturally from identification of complementary strengths,
but planned, collaborative field ventures would be difficult
to initiate for the above-mentioned reasons.

Part II of the paper, which discussed representative
studies and projects, proved that there is no dearth of on-
going or planned projects. The difficulty may come in obtain-
ing follow-up information on completed projects.

Part III of this report assessed responsiveness to the idea
of a task force or series of meetings on education and its
relationship to WID activities. U.S. government officials,
U.N. representatives and PVO staffs unanimously agreed that
there was a need for a forum in which to discuss WID and edu-
cation. Most persons preferred a series of meetings to a
task force. A series of six meetings over a period of one
year, limited to 20 participants each, is recommended. Six
suggested topics are discussed in detail. The recommendation
is also made that the portion of the meetings in which on-
going projects are discussed be considered off-the-record.
This method of confidentiality, employed by the Council on
Foreign Relations, has worked well in the past, encouraging

frank discussion without fear of reprisals or professional reparcussions.

Part IV suggested specific steps to maximize AID/WID impact on Agency educational policy. Two points bear repeating. First, the WID Office needs an education specialist to locate reports and documents, evaluate on-going WID-related education projects, and assess WID implications of changes in education policies and strategies. Second, the PPC/HR/PDPR link is the one to strengthen, for PPC/HR/PDPR is the juncture at which discussion gets translated into policy.

Three themes have surfaced repeatedly during the course of the Phase I investigation. The first theme is the recurrence of the formal/non-formal education distinction. The argument between formal education supporters and non-formal advocates looms as strong as ever. Women in development specialists and the WID Office have had to enter the discussion because women, as a disadvantaged minority, need more and better credentials to gain social, economic and political acceptance in LDC's. Since non-formal programs rarely offer academic credentials, it is important that not all women be tracked into non-formal programs. However, the complementarity of formal and non-formal programs is currently being recognized and embraced because complementarity will push the either/or arguments to one side, allowing programs to continue.

The second theme is the elusiveness of hard data. The lack of hard data or inaccessibility thereto in AID education

programs presents major difficulties. There is no central place to obtain information on education programs. One gains information at the Agency by attending meetings and through interviews. The need for a centralized office which could coordinate collection and dissemination of education statistics, documents and relevant project papers is very clear and requires immediate remediation.

The third theme involves the great amount of interest development planners have evidenced in the area of WID and education. Concern and related expertise in the relationship of WID and education does exist in the international organizations arena; however, there is no meeting place and no organized forum in which various education specialists can come together. This is a vaccum for AID/WID to fill and fill quickly.

The above observations conclude this report on Phase I of the project. Phase II will investigate the above findings by a substantive analysis of the literature and evaluation of women in development and education projects selected from the ones discussed in this paper.

FOOTNOTES

[1] Robert S. McNamara, _Address to the Massachusetts Institute of Technology_ (Washington, D.C.: International Bank for Reconstruction and Development, 1977), pp. 29-30.

[2] Formal education is here defined as a structured program of institutional learning through completion of progressively more complex levels of curriculum.

[3] Non-formal education is defined as structured programs of learning in a non-institutional, non-school setting, in which the substantive content is usually relevant to the participant's occupation and/or lifestyle.

[4] The Environmental Fund, "World Population Estimates," prepared by Wilson Prichett, III (Washington, D.C.: The Environmental Fund, 1977).

[5] Women who have achieved political success such as Indira Gandhi, Golda Meir, former UN General Assembly President Angie Brooks Randolph of Liberia, have invariably had impressive formal credentials.

[6] Education personnel breakdowns by sex and bureau assignments are based on April 21, 1978 memo to IIA/DDFC, Jerome Sherry from PPC/PDPR/HR Richard Shortlidge and background notes to the above cited memo.

[7] _Ibid_.

[8] In the Near East region, for example, female participation in AID-sponsored regional training programs rose from less than seven percent in FY 1976 to 13 percent in FY 1977, according to to statements in _Congressional Presentation, Fiscal Year 1979, Annex B: Development Assistance Programs by Functional Account_, p. 602.

[9] See Shortlidge memo.

[10] _Ibid_.

[11] _Ibid_.

[12] See the US/AID/NE/DP/PAE needs analysis paper, "Section 102(d) Criteria for Assessing Country Needs, Performance and Commitment: An Examination of Selected Quantitative Indicators for the Near East Bureau Countries," drafted by Annette Binnendijk. (Mimeographed.)

[13] Shortlidge memo.

[14] Personnel background material to Shortlidge memo.

[15]Overseas Education Fund, "Thirty Years: Overseas Education Fund of the League of Women Voters," (Washington, D.C.: League of Women Voters), p. 2.

[16]U.S. Agency for International Development, Office of Women in Development, "Draft: WID Report to the 95th Congress," p. 136. (Mimeographed.)

[17]Figures extrapolated from "World Population Estimates, 1977," of The Environmental Fund.

[18]Congressional Presentation, Fiscal Year 1979, Annex B, p. 602.

[19]Ibid., p. 612.

[20]See Remi Clignet, "Ethnicity, Social Differentiation, and Jecondary Schooling in West Africa," Cahiers d'Etudes Africaines, VII (1967), pp. 360-378 for a West African-oriented treatment of education and development. Immanuel Wallerstein discusses the correlations of education and socio-economic factors in several articles and books. For specific discussion of education and socio-economic relationships in West Africa, see Immanuel Wallerstein, The Road to Independence: Ghana and the Ivory Coast (La Haye: Moulton, 1964), Chpt. 7. For a more general treatment, see Ronald A. Wykstram ed., Education and the Economics of Human Capital (New York: Free Press, 1971).

[21]Patricia L. McGrath, The Unfinished Assignment: Equal Education for Women, Worldwatch Paper No. 7 (Washington, D.C.: Worldwatch Institute, July 1976), p. 15.

[22]Richard O. Niehoff and Kenneth L. Neff, Report on Conference and Workshop on Non-Formal Education and the Rural Poor (East Lansing: Michigan State University), p. 127.

[23]Colloquium on Women in Development, 14th World Conference of the Society for International Development, Abidjan, Ivory Coast, 1974. Madame Labouet was responding to the author's question concerning the relationship between educated, urban women and illiterate women, both urban and rural.

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