



**USAID**  
FROM THE AMERICAN PEOPLE

# Gender Assessment and Analysis: USAID/EGYPT



September 2010

This publication was produced for review by the United States Agency for International Development. It was prepared by DevTech Systems, Inc., for the Short-Term Technical Assistance & Training Task Order, under Contract No. GEW-I-01-02-00019.



# GENDER ASSESSMENT AND ANALYSIS: USAID/EGYPT

**Prepared by:**

Virginia Lambert, Team Leader, DevTech Systems, Inc.  
Nemat Guenena, National Consultant, DevTech Systems, Inc.  
Hanan Radwan, National Consultant, DevTech Systems, Inc.

Cover photo credit: Virginia Lambert, DevTech Systems, Inc.

Interior photos credit: Nicholas Griffin, Erin Helfert, and Virginia Lambert, DevTech Systems, Inc.

Back cover credit: Nicholas Griffin

**DISCLAIMER:**

The authors' views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.



## Table of Contents

Acronyms.....	i
Acknowledgements.....	iii
Executive Summary.....	1
I. Introduction.....	4
II. Background: Overview of the Egyptian Context .....	6
A. Legal Framework and Current Issues .....	6
B. Demographic and Social Overview .....	7
C. Economic Context.....	8
D. Institutional Context .....	10
E. Other Donors Active on Gender Issues .....	12
III. Gender Assessment of USAID Mission Programs.....	13
A. Overview of the Approach to Gender Integration in the Mission .....	13
B. Governing Justly and Democratically .....	14
C. Investing in People: Education .....	19
D. Economic Growth .....	25
E. Guidance for a Gender Plan of Action .....	31
IV. The Cairo Initiative.....	33
A. Overview .....	33
B. Human Capacity Development.....	35
C. Entrepreneurship .....	41
D. Science and Technology .....	48
E. Conclusions and Recommendations .....	56
V. Conclusion.....	57
ANNEXES	
ANNEX A: Scope of Work.....	59
ANNEX B: People Consulted .....	70
ANNEX C: Documents Reviewed .....	72
ANNEX D: Overview of Gender Integration in USAID.....	75



## Acronyms

AAAS	American Association for the Advancement of Science
AAW	Alliance for Arab Women
ADS	Automated Directives System
AGFUND	Arab Gulf Fund
AO	Assistance Objective
AOCJ	Administration of Criminal Justice
AUC	American University Cairo
BOT	Boards of Trustees
CEDAW	Convention on the Elimination of All Forms of Discrimination against
CIDA	Canadian International Development Agency
CIPE	Center for International Private Enterprise
DFID	Department for International Development
DG	Democracy and Governance
DPG	Development Partnership Group
ECES	Egyptian Center for Economic Studies
ECP	Egypt Competitiveness Project
ENCC	Egyptian National Competitiveness Council
EDI	Egypt Decentralization Initiative
EHDR	Egypt Human Development Report
ERP	Education Reform Project
ESCWA	(United Nations) Economic and Social Commission for Western Asia
EU	European Union
FGM	Female Genital Mutilation
FOER	Faculties of Education Reform
GAB	Gender Advisory Board
GAD	Gender and Development Network
GE	Gender Equality
GILO	Girls' Improved Learning Outcomes
GOE	Government of Egypt
GTZ	<i>Deutsche Gesellschaft für Technische Zusammenarbeit</i> (German Agency for Technical Cooperation)
GWG	Gender Working Group
HD	Human Development
HEEP	Higher Education Enhancement Project
HEEPF	Higher Education Enhancement Project Fund
ICT	Information and Communication Technologies
IDRC	International Development Research Center
IDSC	Information and Decision Support Center
IEEE	International Institute of Electrical and Electronics Engineers
IRI	International Republican Institute
JICA	Japan International Cooperation Agency
LEAD	Leadership in Education and Development
LPC	Local Popular Council

MDG	Millennium Development Goals
MDP	Media Development Program
MENA	Middle East, North Africa
MIRA	Mediterranean Innovation and Research Coordination Action
MOE	Ministries of Education
NGO	Nongovernmental Organization
NCCM	National Council for Childhood and Motherhood
NCW	National Council for Women
NWRO	Network for the Promotion of Women Rights
PMP	Performance Monitoring Plan
PPDG	Partnership Program for Democracy and Governance
PSD	Productive Sector Development
R&D	Research and Development
RFA	Request for Application
RFP	Requests for Proposal
SMEPol	Small and Medium Enterprise Policy Project
SOW	Scope of Work
SSBC	Smart Services Business Center
S&T	Science and Technology
STEM	Science, Technology, Engineering, Mathematics
SYPE	Survey of Young People in Egypt
TAPR	Technical Assistance for Policy Reform
TILO	Technology for Improved Learning Outcomes
UN	United Nations
UNESCO	United Nations Education, Science and Cultural Organization
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
UNICEF	United Nations Children Fund
UNIFEM	United Nations Development Fund for Women
USAID	US Agency for International Development
WID	Women in Development
WIE	Women in Engineering

## **Acknowledgements**

The Gender Assessment task in USAID/Egypt reflected the complexity of the Mission and the on-going changes in the scope and size of its program and its interactions with the government. The Gender Assessment team is very appreciative of the guidance and support provided by the Mission Program Office through the course of this task. We particularly want to thank Soad Saada, the Mission Gender Officer, for her diligence in setting up meetings within and outside the Mission, her insights on how to make the assessment most useful for the Mission, and her continuous hospitality and good humor. The team also would like to thank the numerous individuals who generously gave of their time to share their insights about women's issues and the mainstreaming of gender considerations in development programs in Egypt.



## Executive Summary

The Scope of Work (SOW) for the Gender Assessment for USAID/Egypt was modified at the initiation of the work to respond to emerging exigencies in the Mission related to the development of the new strategy. In addition to the anticipated gender analysis of the sectors and programs under the current Bridge Strategy for 2009-2010, for all sectors except Health, the team was tasked with a review of relevant experience in Egypt and globally with gender issues and integration of gender considerations in the focus areas of the new Cairo Initiative as articulated by President Obama in his June 2009 Cairo speech. The Cairo Initiative will define the core of future USAID programming, under an evolving relationship between USAID and the Government of Egypt for both the strategy and the implementation of the program. Therefore, the Gender Assessment report is in two parts, with an analysis of the strengths and weaknesses of the process of gender integration under the Bridge Strategy, and a preliminary presentation of evidence for the importance of addressing gender inequality in Cairo Initiative program areas. A team of three gender consultants worked with the Mission in May 2010 to collect the information for the gender assessment.

USAID policy states a clear commitment to gender equality as an objective of development programs. In support of this objective, the Agency has defined a process for integration of attention to gender considerations through its programming. The process focuses on two primary questions: how will gender roles and relations affect program results; and, to what extent will men and women be affected differently by the anticipated results? Gender-based constraints and barriers may affect the actions (and interactions) of women or men in the project context and therefore the outcomes and impact of the project activities. At the same time, differences in the way the benefits of the project accrue to men or women may affect their relative status, and may contribute to greater equality or reinforce existing inequalities. The gender integration process begins with a gender analysis to identify factors related to these two questions so that they can be accounted for in the program design. The attention to gender relations is subsequently reflected in project implementation and tracked, monitored, and modified based on gender-relevant indicators tied to these factors. Finally, the impact in terms of gender equality is measured and documented as a part of program evaluation.

The 2009-2010 Bridge Strategy for USAID/Egypt focuses on human capacity development in three broad sectors: democracy and governance; education; and economic growth. The introductory overview of gender relations in Egypt points to broad issues of relevance in education, economic, and civil participation for a portfolio that seeks to promote gender equality. In several cases, the Mission has adopted a *gender equity* approach to these issues, recognizing that specific actions are needed to correct situations of inequality and “level the playing field” for men and women. These projects in the areas of girls’ and women’s education, violence against women and children, and women’s political participation are directed to women and girls to counter barriers and constraints that have reduced women’s access to opportunities relative to men. The support and buy-in of the government in terms of policy and of the communities where the projects are implemented are necessary for these efforts to have a sustainable impact.

In addition to these projects directed to specific issues of inequality for women, USAID projects across the board should reflect the USAID methodology of gender integration so that concern for gender inequality is automatically a part of all projects. Overall, the assessment concluded that better attention to gender considerations or gender integration in the Mission programs reviewed for the assessment is required. This generalization applies to all aspects of the process of integration identified in USAID policy. In addition, while technical staff in the Mission expressed an awareness of USAID emphasis on gender as a factor in development, their understanding of the concept and of the methods for gender analysis and integration, and acceptance of its importance relative to other considerations are low.

Across the three areas of the Bridge Strategy included in the assessment, the education sector demonstrates the most evidence of attention to gender, through extended programming in primary education for girls' and women, in close collaboration with the government. The challenge for the future in this sector is to translate and integrate the lessons learned from this program into the broader education and human capacity development portfolio, which does not currently reflect the same imperative for gender equity.

For the democracy and governance program, the gender assessment included only the gender equity activities for violence against women and girls and women's political participation. These activities have been carefully constructed drawing on successful practices elsewhere, and are implemented in collaboration with the National Council of Women and non-governmental organizations with strong ties at the grassroots. Nonetheless, the impact of these activities is still hampered by the popular attitude that "women's" issues are less important and secondary.

The projects included in the assessment from the economic growth portfolio carried no evidence of the attention to the process of gender integration, even in cases like consumer protection and competitiveness where gender issues have been broadly cited. An important observation of the assessment in this sector, however, is that in several cases, in agricultural projects and in the commercial law graduate program, gender concerns have been incorporated into the implementation of the activities out of necessity rather than planning. The conditions encountered during implementation have brought gender-related questions to the fore. The assessment recommends strongly that these situations be monitored and documented both to strengthen the current projects and to carry forward the lessons learned.

The recommendations for this part of the gender assessment include that: the teams build on this assessment to carry out specific sector and project gender analyses to incorporate into strategy and project design; consideration be given to additional training and technical assistance for the Mission technical staff and project implementers in gender analysis as applied to the sector and the regions in which their projects are being implemented; and, gender-relevant indicators and activities are systematically monitored both by the program teams and as a part of Mission portfolio reviews.

The second part of the Gender Assessment reports on gender issues in the broad areas included in the Cairo Initiative, and provides an initial point of reference for the Mission and potential guidance for ensuring that gender equality is recognized as an integral objective of the emerging development programs. The three areas identified in the Initiative for collaboration between the United States and Egypt (and Muslim-majority countries, in general)– human capacity development, entrepreneurship, and science and technology– are expansive. This report begins the process of outlining some of the key dimensions of these areas and the gender-related concerns associated with these various elements. Based on this outline, the report presents examples of experiences and resources in Egypt to be tapped as evidence of the significance of gender in these areas and as tools for mainstreaming gender into the emerging programs. The materials presented are necessarily preliminary and general, intended only to get the process started. The “next steps” in each area point to a process of investigation, refinement, and coalition-building so that these new efforts will contribute to gender equality as an essential component of economic and social development.

## I. Introduction

USAID policy includes a commitment to increasing gender equality through its programming, and an analysis of gender issues, roles, and relations is a required component of the country strategy that initiates each program cycle. The analysis includes an identification of ways in which gender relations may affect program results and the potential differential impact of program benefits for men and women. The analysis is built on an assessment of attention to gender considerations in current programs and sectors. The Scope of Work for the present gender assessment for USAID/Egypt called for this type of analysis for all sectors of the Mission program except Health, which was completed under a separate contract.

The Scope of Work was modified at the initiation of the Assessment to provide input to the development of new strategic thinking for projects associated with the 2009-2010 Bridge Strategy, and also for the new initiatives outlined in President Obama's June 2009 speech at Cairo University ("the Cairo Initiative"), in human capacity development, science and technology, and entrepreneurship. Accordingly, the report has two main components: an assessment and recommendations to identify gender-related activities and approaches in current USAID/Egypt projects associated with the Bridge Strategy; and, evidence and rationale for attention to gender issues and women's equality in development activities tied to the Cairo Initiative, and identifying key points for the discussions with the Government of Egypt (GOE) about the next phase of USAID programming.

At the same time that the Scope of Work was expanded, the methodology for the assessment also was revised, placing a primary reliance on document review and interviews with USAID project officers and some of the implementing organizations. The documents included project and sector documents as well as studies prepared by other donors, academic institutions, and government agencies. The consultants met with each sector team to get an overview of the projects and program rationale for that sector, as well as to review the USAID process for gender analysis and gender integration with team members. The assessment involved two brief field visits to a field-day on a grape farm that is collaborating with a USAID-supported Agricultural Technical School, and to several community schools and literacy classes associated with the Education Reform Project in the El-Marg district of Cairo. Before the team leader's arrival in Cairo, a questionnaire was sent to USAID project officers requesting information about the gender-related components of the projects they manage. (More than 30 responses were received.) Contextual interviews were held with donors, selected non-governmental organizations [NGOs], academics, and women leaders. Because the assessment was essentially internal, based on USAID instructions, no government officials were contacted.

The analysis of the Democracy and Governance (DG) portfolio was more limited than for the other sectors, at the request of the DG Team. The consultants were asked to concentrate mainly on a select number of activities that have a direct focus on women's issues.

Three gender consultants, Virginia Lambert (Team Leader, US), Nemat Guenena (Cairo), and Hanan Radwan (Cairo) carried out the fieldwork for the assessment from May 9 to 28, 2010. The constraints on face-to-face contacts and visits with the projects, beneficiaries, and counterparts mean that the assessment is focused almost entirely on the degree of understanding and the intent of USAID personnel in terms of attention to gender in the programs. As the process of program design and strategy development moves forward with GOE partners and counterparts it will be important to broaden the scope of the analysis to establish a shared understanding of the meaning and importance of gender relations in development programs.

This assessment begins with a brief overview of the social, economic, and political context of gender equality and women's issues in Egypt today. This section is followed by an analysis of current USAID activities under the 2009-2010 Bridge Strategy from the point of view of the process for integration of gender considerations in USAID projects.<sup>1</sup> Each component includes sector-specific recommendations. The section concludes with guidance for developing a Gender Plan of Action for the Mission to institutionalize gender integration as an on-going aspect of Mission activities.

The final section of the report looks at the three components of the Cairo Initiative. It outlines key gender issues identified in the literature for these areas, and matches these to lessons and experience from USAID and other development programs in Egypt. The purpose is to demonstrate the value and importance of incorporating gender considerations into the planning and implementation of programs in these areas.

**Gender** is defined as “a social construct that refers to social relations between and among the sexes, based on their relative roles. It encompasses the economic, political, and socio-cultural attributes, constraints, and opportunities associated with being male or female. As a social construct, gender varies across cultures, and is dynamic and subject to change over time.”<sup>2</sup> The analytical questions to be addressed in the assessment focus on the relational aspect of gender and concern men and women. Gender analysis in USAID addresses two key questions:

- How will the different roles and status of women and men within the community, political sphere, workplace, and household affect the work to be undertaken?
- How will the anticipated results of the work affect women and men differently?<sup>3</sup>

At the same time, the integration of gender considerations into USAID projects usually – but not always – involves a focus on “women's issues” because women are generally in a subordinate position in society. USAID pays attention to gender not only because gender affects program results, but also to promote gender equality and empowerment of women.

---

<sup>1</sup> A discussion of these requirements at each stage of the programming process is included in Annex D.

<sup>2</sup> USAID ADS Glossary.

<sup>3</sup> USAID ADS 201.3.9.3.

## II. Background: Overview of the Egyptian Context

### A. Legal Framework and Current Issues

The Egyptian Constitution guarantees the same rights to all citizens, men and women. Article 40 of the Constitution states that citizens “are equal in front of the law and equal in rights and duties, and that there shall be no discrimination between them based on gender, origin, language or belief.” In that context, Egypt has ratified the seven Human Rights Instruments including the CEDAW and its Optional Protocol, and is signatory to the Beijing Platform of Action and to the United Nations Millennium Declaration. Although the legal framework is noted to have improved during the last decade, legislative and procedural gaps persist due to patriarchal perceptions and attitudes, gender biases, and weak enforcement mechanisms.<sup>4</sup>

A draft Situational Analysis of AID Effectiveness confirms that Egypt is reported to “remain on track to achieve most of the Millennium Development Goals (MDGs);” however, progress in closing the gender gap is lagging and performance on MDG 3, “Promote Gender Equality and the Empowerment of Women,” is at best modest with pronounced urban/rural disparities. And, while delving into the reasons for underperformance is beyond the scope of this assessment, all analyses indicate that the spheres in which discrimination against women is most apparent - economic and political participation, as well as access to justice - are the same areas where USAID and most other donor support is focused, together with capacity building/ human resource development, which the Draft Situational Analysis identified as “the most difficult bottleneck handicapping Egypt’s accelerated and more socially oriented development efforts.”<sup>5</sup>

With respect to Egypt’s progress in meeting MDG 3, a Midpoint Assessment Report, acknowledges that while Egypt has made significant progress in the fields of primary and secondary education, technical education remains a real challenge for girls and is a contributing factor to their lack of success in the labor market. In the sphere of political participation, the report laments the low percentage of women representatives in parliament, with the percentage of elected and appointed women in the People’s Assembly decreasing from 3.9 percent in 1987/1992 to 1.8 in 2000/2005. The increase of women members in the Upper House of Parliament (Shura Council) is also reported to be far below expectations. The gendered norm of male leadership, time constraints and competing obligations of work outside the home and within the home, as well as child care responsibilities, and the little effort exerted by Egypt’s political parties in preparing women for the political process, are identified as the main reasons behind the low participation of women in the public domain.<sup>6</sup>

The Government of Egypt (GOE) has made progress in tackling issues that were previously considered taboo such as violence against women and the trafficking in persons (through transactional marriages). It is now fully engaged through its designated

---

<sup>4</sup> Website of United Nations Population Fund: [www.egypt.unfpa.org/Gender\\_Equality\\_and\\_Human\\_Rights](http://www.egypt.unfpa.org/Gender_Equality_and_Human_Rights)

<sup>5</sup> Cairo Agenda for Action on Aid Effectiveness, *Situational Analysis* (Draft 0). 2010.

<sup>6</sup> Ministry of Economic Development, *Egypt Achieving the Millennium Goals: A Midpoint Assessment*. 2008.

organizations: the National Council for Women (NCW); the National Council for Childhood and Motherhood (NCCM); and in alliance with civil society coalitions, in carrying out field investigations, developing counter strategies, lobbying for legislation to combat violence against women and children, as well as in leading anti-FGM (female genital mutilation) and anti-trafficking interventions throughout Egypt. These efforts are supported by the entire donor community, and in that respect USAID plays a main role in providing both financial support and requisite technical assistance.

## B. Demographic and Social Overview

Egypt has a population of 72,798,031 (resident) and 76,699,427 (including non-residents), of whom 46.4% are women. Egypt is going through a demographic transition with 40% of the total population between the ages of 10 -29, and a youth cohort of 18 to 29 year olds representing a quarter of the population. The increase in the size of the labor force resulting from the decline over the past two decades of both birth and mortality rates, described by the UNFPA as “one time only demographic window,” is an opportunity for Egypt to advance economically and socially, if the appropriate



investments are made in education, health, and job creation, taking note of gender disparities, and the rural/urban divide. Otherwise, if investments are not made to integrate the youth, the transition could become a challenge threatening the gains that have been achieved so far, as well as national security.<sup>7</sup>

With regard to migration, often the only resort for youth, the 2010 EHDR points out that while its costs in terms of “brain drain” are still outweighed by the benefits provided in terms of employment opportunities and gained income and skills.

Nevertheless, only a minority of women partake in these opportunities. “The profile of Egyptian migrant workers is that of a male youth who has completed secondary education.”<sup>8</sup> The lower percentage of women migrants is due to a number of factors, including their own choice to remain in Egypt, which

means that while they might benefit indirectly as a result of the increase in household income, they are also missing the opportunity to gain exposure and skills. The 2010 EHDR cites a finding from of the 2009 “Survey of Young People in Egypt” (SYPE), which indicates that more than 28% of male youth in Egypt expressed their intention to migrate, while only 5.9% of females expressed their intention to migrate.<sup>9</sup>

The 2010 Egypt Human Development Report (EHDR) acknowledges the considerable efforts exerted by the GOE, the private sector, and civil society to raise the levels of human development (HD). However, poverty remains a major challenge for Egypt with significant regional and social disparities. Most of the poor live in the governorates of

<sup>7</sup>Website of the United Nations Population Fund: [www.egypt.unfpa.org](http://www.egypt.unfpa.org)

<sup>8</sup> Egypt Human Development , *Youth in Egypt: Building our Future*. Pg. 39.

<sup>9</sup> *Ibid*

Upper Egypt. Egypt's poverty map indicates that the poorest communities are concentrated in three or four governorates in Upper Egypt, with 923 of the 1,000 poorest villages also in the region. "There remains a gap not only between what has been achieved across governorates, but also between rural and urban areas in Egypt." Moreover, a gender gap is still evident in some indicators."<sup>10</sup> A study of the gender dimensions of poverty found that among poor urban and rural households, higher levels of poverty are observed among females than males but more so in rural households. Female-headed households according to the study, "are smaller in size, have lower individual per earner ratio, and have higher per capita expenditure and income."<sup>11</sup>

Some of the demographic indicators where the gender gap is most apparent according to the 2010 EHDR are those of education, and labor force participation. In all of these, women continue to lag behind men. The only indicator where women have an advantage over men is life expectancy at birth, which, the report notes, is true of all countries. The greatest gender difference is seen in the labor force indicator of 31.3 women for every 100 males in the labor force.<sup>12</sup>

On the education front, Egypt is reported to have already achieved the MDGs with respect to the enrollment of girls in secondary education, and that it is on its way to achieve the same goal in primary education. Technical education however, constitutes a real challenge especially for girls, as this sector is reported to absorb about 70% of students, with a higher percentage of females concentrated in the less competitive sectors of agriculture and commerce. The implication of such disparity in education is evident and as pointed out in the EHDR, "Education is the most obstinate divide that discriminates across society between the haves and the have-nots."<sup>13</sup>

### **C. Economic Context**

Women's participation in the labor force in Egypt and other Middle Eastern economies lags behind other regions of the world, and Egypt is low even by the standards of this region. However, the last two decades have witnessed a clear shift in this pattern as young women are seeking employment in greater numbers, in rural as well as urban areas, and in both the private and public sectors. A part of this shift is attributed to closing the gap in schooling for girls. Other factors include economic need, and greater acceptance of employment as a legitimate role for women. At the same time, women face continuing constraints in the expectation that they are singularly responsible for household maintenance and childcare and the definition of types of jobs appropriate for women. Labor laws intended to protect and benefit women, such as requirements for extended paid maternity leave, on-site childcare facilities, and restrictions on work at night are often disincentives for potential employers. A major constraint is the lack of public transportation. Unless employers provide transport, women seek jobs close to where they live.

---

<sup>10</sup> UNDP, *Egypt Human Development Report: Youth in Egypt: Building our Future*. 2010. Pg. 20.

<sup>11</sup> Heba El Laithy, "The Gender Dimensions of Poverty in Egypt." Economic Research Forum in its Working Papers series, no. 0127, 2001.

<sup>12</sup> *Ibid*, p. 23.

<sup>13</sup> *Ibid*, p.90.

A recent book published by the World Bank and written in collaboration with the GOE (the Ministry of Investment, the Ministry of Manpower and Immigration, and the National Council for Women), provides a current overview of economic opportunities for women.<sup>14</sup> The share of women in the labor force more than doubled over the past two decades, and yet, less than a third of Egyptian women of working age (15-64) are employed or seeking employment. In the mid-1970s women accounted for 7.3 percent of the labor force, and 15.3 percent in the mid-1990s. In 2007, women accounted for 23.8 percent of the labor force, with a larger proportion in rural than in urban areas.

At the same time, while the supply of labor among women is growing more rapidly than among men, women's employment is not keeping pace. Unemployment is a significant issue mainly among the young, the educated, the rural population, and women. Female unemployment rates in 2008 were nearly four times those of men. A part of the source of unemployment is the concentration of women in only a few sectors of the economy, whereas men are distributed more evenly across sectors and occupations. Most women work in agriculture (43% in 2006), as professionals in education and public administration, and as technicians in health and social work. In urban areas, a large proportion of women are employed in government jobs (36% in 2007). The majority of both men and women work in the private sector (74% of men and 62% of women, 2007), but growth in the private sector since 1990, has been in informal jobs, with less job security, fewer or no benefits, and generally lower wages.

Women in the labor force are more likely than men to be young and unmarried. Beginning in the 1990s, however, women in the civil service began to retain their jobs after marriage. This change, coupled with the decrease in government employment, has reduced the options available to educated young women entering the labor force, increasingly moving them into the informal market. Overall, women earn less than men, especially in the private sector, and are less likely to receive training and promotions.

A second important avenue for women to participate economically is as entrepreneurs. About 20% of the private sector firms in Egypt are owned by women. Women-owned businesses tend to be in non-durable manufacturing. For example, they account for 45% of textile and garment firms, 20% of chemical and pharmaceutical firms, and 15% of firms in the food industry. Unlike the situation in many other economies, the size distribution of formal sector firms owned by men and women is similar. About 30% of women-owned firms are categorized as large, with 100 or more employees, compared to 20% of firms owned by men. As such, all business owners face similar impediments in the business environment but women in business identify some constraints that affect them more than men, including access to land and electricity, and legal constraints. Family responsibilities, time pressures, and mobility issues also are cited as significant constraints for women who are starting businesses.<sup>15</sup>

---

<sup>14</sup> Sahar Nasr, Editor. "Egyptian Women Workers and Entrepreneurs. Maximizing Opportunities in the Economic Sphere." 2010.

<sup>15</sup> World Bank publication: *Egyptian Women Workers and Entrepreneurs*. 2010.

The Global Gender Gap Report,<sup>16</sup> which has been published by the World Economic Forum since 2006, is based on an index that measures the disparity between the men and women in a country on four sets of variables – economic participation, educational attainment, health and survival, and political empowerment. In 2009, Egypt ranked number 126 out of 134 countries on this index. Egypt’s basic score has been relatively static over the four years that the WEF has prepared this index, with minor improvements (from .579 in 2006 to .586 in 2009, with equality equal to 1.00.) Of the component indexes, Egypt scores highest on Health and Survival (.972), followed by Education Attainment (.900). On Economic Participation and Opportunity, the score is .450 with a rank of 124 out of 134 countries, and on Political Empowerment, Egypt has a score of .023 and a rank of 129. Among lower-middle income countries, only Pakistan and Iran had lower scores.

The implication of these scores and the relative ranking is clear. Gender inequality, particularly in terms of restrictions on women in economic opportunities, political empowerment, and education, are significant constraints on economic growth, competitiveness, and prosperity in Egypt.

“From a values and social justice perspective, empowering women and providing them with equal rights and opportunities for fulfilling their potential is long overdue. From a business, economic and competitiveness viewpoint, targeting gender parity is a necessary condition for progress. The aim is thus to achieve parity of participation and opportunity while facilitating diversity of thoughts, opinions and approaches.”<sup>17</sup>

#### **D. Institutional Context**

The process of engendering development in Egypt is proceeding within an institutional context which brings together an unprecedented coalition of governmental, semi-governmental and civil society organizations, spearheaded by the NCW and the NCCM.

The NCW, established in 2000 by Presidential decree, has a mandate exclusively focused on women, to promote, monitor, and advise on policies and legislation related to “the advancement of women.” It reports directly to the President of the Republic, and has financial allocations from the government budget that are supplemented by donor grants and private sector donations. The NCW has 27 branches in governorates across Egypt and has recently announced the expansion of its coverage through the establishment of additional branches. Over the past ten years since its establishment, the NCW has been actively engaged in promoting and implementing initiatives to improve the well-being of women in both the personal and public spheres. In that respect, a National Strategy for the Advancement of Women was developed with the support of the UNDP, which provides a road map for efforts at the policy level and also for interventions on the ground. The strategy includes a work plan to address the 12 areas of concern identified in the Beijing Platform of Action.

---

<sup>16</sup> Ricardo Hausmann, Laura Tyson, and Saadia Zahidi. *Global Gender Gap Report 2009*. World Economic Forum.

<sup>17</sup>*Ibid.* Pg. v.

Through its governorate branches and its partner NGOs, the NCW is striving to raise awareness on CEDAW and is lobbying for the reform of the Personal Status Law (the Family Law) as well as for the prevention of all forms of violence against women. The NCW has contributed to the amendment of the Egyptian Nationality Law, the establishment of Family Courts, and other legislation aimed at removing existing gender-based discrimination in the law. In addition, the NCW has been actively engaged with the line ministries to ensure that gender is mainstreamed in Egypt's Five Year Plans (2002-2007) & (2007 -2012), as well as in national and local government budgets.

Upon directives from the NCW, Equal Opportunity Units (EOUs) were established in the various ministries. According to the statement presented in March of 2010 by NCW's Secretary General before the UN Commission on the Status of Women, EOUs have been established in almost all ministries, as well as in the National Council of Human Rights and in the National Planning Institute of the Ministry of Economic Development. The purpose of these units is to address discriminatory practices in the work place, and to promote women's participation in the planning process. It should be noted that the capacity of the respective EOUs is dependent on the commitment of the Ministry concerned and on resources allocated. For example, the EOU of the Ministry of Finance is one of few that are recognized as effective. With support from UNIFEM, the Unit is currently leading the effort of the sector ministries to prepare gender responsive budgets.

The NCCM established in 1988, two years earlier than the NCW, is the body entrusted with policymaking, planning, coordinating, monitoring and evaluating activities in the areas of child protection and development and safe motherhood. Over the past decade, the role and influence of the NCCM has grown and in 2009, the organization was subsumed under the new Ministry of Family and Population. It is recognized for its achievements in developing a legal framework for protecting the rights of the child and mother, is the body leading anti-FGM activities, and is collaborating with the NCW in implementing anti-trafficking initiatives.

Most of the issues related to women's rights that the GOE is currently spearheading through the various interventions of the NCW, the NCCM, and the EOUs have been brought to the public's attention by the NGOs whose involvement with women's rights dates back to the 1980s. A 2006 NGO sector study describes the past two decades as having witnessed more opportunities for partnership between the Government and the NGO sector as well as for collaboration among NGOs, and as a result, new networks were formed and existing ones strengthened. Examples of such networks include the Alliance for Arab Women (AAW) and the Network for Women Rights Organizations (NWRO). The study concludes that while the partnerships and networks that were established have not always been effective, Egypt has a promising civil society sector that requires know-how, and a more enabling social and political environment.<sup>18</sup>

The continuing support of donors reflects an appreciation of the role of civil society organizations as service delivery agents and as vehicles enabling communities to

---

<sup>18</sup> Japan Bank for International Cooperation & Egyptian NGO Support Center, *Non-Governmental Organizations Sector Study in Egypt*. 2006.

participate in the development process. Despite decades of donor support, however, the NGO sector remains populated, with a majority of small grassroots organizations with limited institutional capacity and limited human and financial resources. Despite these limits, some NGOs have developed stronger capacity as a result of strategic partnerships, their agenda, and the resources attracted from donors, government, and to a limited extent, the private sector. The coalition of NGOs that implement NCW and NCCM interventions is an example of effective partnerships between civil society and government.

## **E. Other Donors Active on Gender Issues**

A report prepared by the Dutch Embassy in 2007, maps out the support provided by donors and UN organizations in the key areas of legal rights and access to justice; economic rights and equal opportunity; political rights and civic voice; health including reproductive, sexual health and FGM; and education. USAID is providing financial and technical support in all key areas, while most other donors are focusing their support in one or two sectors where they have experience. The mapping revealed that most donors, including USAID have portfolios combining gender mainstreaming and gender equity projects.<sup>19</sup>

The UN organizations are engaged in providing technical assistance to the GOE in most sectors. Moreover, the UNDP is supporting the GOE efforts to achieve the MDGs, through a joint project being implemented by the Information and Decision Support Center (IDSC), affiliated with the Office of the Prime Minister. The Project “Egypt Social Contract Center” stemming from the 2005 EHDR, was established in 2007 to coordinate with various stakeholders, including civil society organizations and the private sector, in developing “a new vision for state-citizen relationship rooted in principles of democratic governance.”<sup>20</sup> In addition, the UNDP, UNFPA, UNICEF, UNIFEM and a number of donors are providing support to the NCCM-led FGM-Free Village Model Project.

The fact that donor support to government and civil society organizations working on reducing/eliminating the gender gap has been consistent over the past decade is undeniable. However, it is also important to point out that certain donors are more rigorous than others in monitoring the gender-related impacts of the interventions they support. This is most apparent in the resources that these donors allocate to the development of gender strategies, gender sensitive indicators, and in their reporting on gender results. CIDA, for example, is recognized by donors and by GOE counterparts to be seriously committed to the promotion of gender equality through its corporate and country-specific gender strategies and indicators.

GTZ is implementing a six-year project supporting the development and activities of the Network for the Promotion of Women Rights (NWRO), and more recently it has launched a regional program for the economic empowerment of women. The Italian Development Cooperation Programme is training women in the areas of Tourism and

---

<sup>19</sup> Dutch Embassy in Cairo, *Gender Equality and Women's Empowerment*. 2007.

<sup>20</sup> Website of the Information Decision and Support Center, Egypt: [http://www.idsc.gov.eg/Projects/Projects\\_Main.aspx?id=0](http://www.idsc.gov.eg/Projects/Projects_Main.aspx?id=0)

Information Technology, and are in the process of formulating a project with the Ministry of Family and Population on family empowerment.

The Gender and Development Sub-group (GAD) of the Development Partnership Group (DPG) was established in 2002, as a coordinating and harmonizing body consisting of 32 bilateral and multilateral donors acting in concert to promote the advancement of women in Egypt through information sharing and sponsorship of events such as the International Women’s Day, the International Day for the Elimination of Violence against Women and the International day of Zero Tolerance to FGM, as well as joint funding of research and monitoring activities related to gender equality. USAID is an active member of the GAD.

### III. Gender Assessment of USAID Mission Programs

#### A. Overview of the Approach to Gender Integration in the Mission

The overview of gender relations and the situation of women in Egypt points to broad issues of importance for a portfolio that seeks to promote gender equality. The assessment identified two approaches to these issues. First, recognizing that specific actions sometimes are needed to correct situations of inequality and “level the playing



field” for men and women, the mission has undertaken several gender equity activities that focus directly on gender inequality. Second, in addition to these projects focused on women and gender, the Mission is required to take account of gender issues across all projects, through a process of gender integration or gender mainstreaming.

USAID directives call for attention to gender as an integral part of all programming, focusing on two basic ways in which gender considerations are important, through an effect on the success of project implementation and results, and in terms of the benefits of the project for men and women. The methodology for gender integration requires an initial assessment of gender relations in each program area, and incorporation of relevant gender factors in design, procurement, implementation, indicators, and monitoring and evaluation. In both cases, the basis for programming is a social assessment to identify gender-related factors in each sector that constrain or facilitate actions and benefits.

The assessment examines the extent and effectiveness of these two approaches within each program area, focusing on the process of gender analysis and the responsiveness of the programs to gender issues identified in the sector, and the USAID requirements for gender integration. Because of limitations on field visits and interviews with counterparts, the assessment draws heavily on project documents. In addition, limitations were placed on the projects to be included in the assessment. In Democracy and

Governance, specific projects were designated by the team as appropriate for the assessment, while others were excluded. In Economic Growth, projects not included in the Bridge Strategy going forward (e.g., micro-enterprise development and environment) were not examined.

### ***Gender Integration/Mainstreaming***

Overall, the assessment concluded that better attention to gender considerations or gender integration in Mission programs reviewed for the assessment is required. Most implementing organizations report that gender is not in their scopes of work or contracts, and despite the reporting of training participation by sex, project results are not monitored for gender differences or parity. This generalization applies to all aspects of the process of integration identified in the ADS, with a few exceptions that are discussed in the respective program areas. In addition, while technical staff in the Mission expressed an awareness of the fact that USAID mentions gender as a factor to be considered in development, their understanding of the concept and of the methods for gender analysis and integration, and acceptance of its importance relative to other considerations are low.

### ***Gender Equity Projects***

The clearest examples of projects focused on gender equity included in this assessment are the Girls' Education Program and the Combating Violence against Women and Children project. Sustainability of results is a consideration for all development projects. The changes sought and supported by donor funds and technical assistance during a limited time need to be embraced by the collaborating institution if they are to be permanent. Sustainability is a particular concern in gender equity projects, which are focused on strongly held cultural beliefs and practices. In that context, the objectives of both the Girls' Education Program and the Combating Violence against Women and Children project are grounded in national strategies as well as in the international conventions that Egypt has adopted.

## **B. Governing Justly and Democratically**

The objective of the USAID/Egypt Democracy and Governance (DG) program is "Initiatives in Governance and Participation Strengthened." The focus of the program is on access to justice, rule of law, human rights, good governance, and civil society. USAID has invested over \$180 million since 2004, in support of various interventions and institutions designed to enhance the participatory process and to give "a voice" to the most marginalized communities and groups. In that context, USAID is committed to the support of balanced representation of men and women in decision-making processes, and to making the government more responsive to the needs and aspirations of women, youth, and the poor. USAID works in partnership with government, academic institutions, the media and civil society organizations. Moreover, the GOE has expressed interest in USAID's continued support to the implementation of its national decentralization policy. Accordingly, the Bridge Strategy noted that resources would be allocated to support the strengthening of local government and civil society through in-country summer institute trainings, and short-term internships in the U.S. Building on previous experiences and successes, USAID support in the next phase is expected to

“help close the gap between policy and practice,” in line with the Cairo Initiative’s emphasis on human resource development, increased civic participation and a more equal role for women in the public sphere. Moreover, USAID will continue support of the implementation of the GOE policy commitments on child protection and women’s rights.<sup>21</sup>

USAID’s Automated Directives System (ADS) states that “gender analysis is a required component of technical analyses done for strategic planning and development of results frameworks.” However, there is no evidence in the Results Framework FY 2000- 2010 that a DG sector-wide gender analysis was carried out. It could be argued that contextual analyses and statistics concerning women’s low level of participation in the public arena have informed program design; however, this is not reflected in the intermediate results for AO 2.1 “Initiatives in Governance and Participation Strengthened,” and in the output indicators, which are gender neutral. The only exceptions are the indicators under Intermediate Result 2.1.4, “Improved Human Rights Environment,” which refer to the number of key governmental and non-governmental stakeholders trained in the context of activities related to violence against women; and, to the number of NGOs receiving project assistance to address violence against women or violence against children.

A review of the questionnaires received from a number of DG projects and the limited documentation provided by the DG office indicates that, with the exception of the equity interventions, only the sex-disaggregated data reported on training reflect gender results, with little or no attempt to look beyond the numbers and percentages to explore significance and outcome. The ADS specifies that technical proposals from potential contractors/grantees are to be evaluated on their approach to considering gender issues, and that subsequently, the approach should be incorporated into the project Performance Monitoring Plans (PMPs), which means that it is a selection criterion. Yet, on the questionnaires, in answer to the question of whether the project has a gender component, projects such as the Administration of Criminal Justice (AOCJ), and the Egyptian Civil Society Internet Portal and Web-based Radio Station Project said there was no clear gender component in their projects, while most of the others reiterated the PMP indicator requiring balanced representation by gender in training activities and workshops.

### ***Observations and Lessons from Specific Programs***

The gender issues in the DG portfolio are women’s political participation and women’s access to justice. In that context, the DG portfolio includes both gender equity projects and mainstreaming interventions. The assessment team reviewed the documents that were provided by the DG team, and focused its analysis on two gender equity programs: The Combating Violence against Women and Children Project, and the North and South Sinai Grants to Al Gora Community Development Association and the Alliance for Arab Women. These projects are relevant mainly because of their significance within the DG portfolio in terms of the nature and size of investments made by USAID, the specific issues addressed, the lessons they present, and their implications for promoting gender concerns during the next phase of assistance.

---

<sup>21</sup> USAID/Egypt Bridge Strategy: Fiscal Years 2009 and 2010.

Combating Violence against Women and Children is a five-year project implemented in partnership with the NCW, the NCCM, and civil society organizations. The project makes grants of up to LE 50,000 to NGOs to provide legal and social services to women subjected to violence and to women and girls living on the streets, and to develop anti-violence public awareness messages. The project reflects sound practices for gender equity planning and implementation in the following ways:

- It does not depend on activities focused on women alone. It works through NGO grantees that include feminist organizations, community development organizations, human rights groups, and media that provide broader social outreach than if it were working only with or through women.
- The design and targeting of activities is based on the findings of a situational analysis that was carried out as part of project implementation, focused on violence in the family and in the community. The study revealed that violence against women is rooted in negative depictions of women in the media, in women's lack of awareness of their legal rights, and in patriarchal norms governing gender relations.
- The project works with partners that have political clout and are in a position to develop strategies for advocacy at the national level. In that context the project is currently supporting the NCW in formulating a framework for a National Strategy to reduce violence against women.

However, it should be pointed out that the NCW, despite its achievements as reported in the government's Beijing +10 report and in various human development reports (including the recently launched 2010 EHDR), is still perceived as a "women's organization." This is an image that, in the Egyptian context, strains its credibility as an organization working for the development of the family structure and society. On the other hand, it could be argued that the legitimacy of any organization is grounded in the outcome of its interventions, which makes the case for USAID's continued support to strengthen the capacity of the NCW and to monitor the impact of the grantee interventions during the remaining life of the activity.

The Sinai Grants also present interesting insights concerning the benefits of advancing the situation of specific target groups, in this case women and youth, through the alignment of the development activities with broad national priorities. Developing the Sinai and improving the livelihood of the Bedouin population is a priority concern for the GOE because of the difficult living conditions of the population, and the historical and political significance of that frontier governorate. The goal of the grants is to support the GOE plans for the development of the Sinai Peninsula and the realization of its economic potential. The Alliance for Arab Women (AAW), in partnership with the Young Muslim Women's Association in North Sinai and the Red Crescent Association in South Sinai, is implementing projects to "Prevent Violence and Terrorism through Community Participation," and the El Gora Community Development Association is implementing a project to "Foster Civil Participation for High School and University Students in North Sinai." The program has been able through its grant activities, to report progress in terms

of gender-balanced participation in capacity-building activities and seminars, as well as changes in the traditional perception of women as isolated from the public sphere. The program reports the participation of women for the first time in student and local assembly elections, as well as preparing to run in the 2010 parliamentary elections. As the USAID local governance officer explained, “we had to convince the men that the voices of women had to be heard.” In that context, trainings in leadership, communication, and advocacy skills were offered to both men and women, as well as orientation on the rules and regulations governing elections.

Discussion panels also were organized on combating violence and tribal extremism, the importance of political and civic participation among youth and women, and gender considerations in election campaigns. These two grants succeeded in bringing women and youth into the public sphere, from which they had previously been excluded, in part because of patriarchic and tribal customs but mainly because the target group and the community-at-large were unaware of the value of civic participation and the tools to empower them to participate effectively. The factors related to success of the activities are the following:

- A gender analysis of how gender differences will affect and be affected by the proposed activities was required prior to the sub-obligation of funds.
- The selection of community-based implementing organizations familiar with the tribal environment, gender customs, and norms in Sinai was a critical factor in approving a proposed activity. While the AAW, one of the grantees, is not community-based, it works in partnership with grassroots organizations. In this case, it partnered with the Young Muslim Women’s Association of North Sinai, also a member of the coalition of NGOs working with the NCW, and with the Red Crescent Association in South Sinai.
- The engagement of tribal leaders, experts, and public figures and authorities in the process of change through meetings, consultations, and trainings, helped dispel resistance to the activities.
- A high-level steering committee composed of the Ministry of International Cooperation, the relevant line ministries, and the Governorates of North and South Sinai, is responsible for the approval of proposed program activities under specifically agreed upon sectors. This institutional set-up promoted national ownership of the program.

There are a number of non-gender targeted projects in the DG program, and based on the questionnaires provided to the assessment team, two in particular are worthy of reflection because of the difference in the results reported, when projects have access to adequate gender expertise. These two projects are “Achieving the Millennium Development Goals (MDGs) in two Low Human Development Index Districts in Upper Egypt,” and the “Egypt Decentralization Initiative (EDI).” The first project reported significant participation of men and women in project activities as well as a positive outcome in terms of women’s empowerment, while in the second project, despite concrete efforts to integrate gender, the participation of women in its various activities was reported as disappointingly low.

The first project works with district Local Popular Councils (LPCs), the Institute for National Planning and local NGO sub-grantees to increase citizen participation in district-level development planning and monitoring. As a result of the technical assistance provided by Save the Children, an organization with extensive development and gender experience, differentiated mechanisms for participation in project activities were developed. The Arab Women Speak out Program was designed to engage women and address their specific development priorities. Activities included meetings, awareness workshops, trainings and empowerment measures paving the way for women's participation in future LPC elections. Results reported include "women's high level of understanding of the MDGs, as well as their participation as trainers in public awareness activities at the local, district, and governorate levels."<sup>22</sup>

The EDI works with the Local Executive Councils (LECs) and the Local Popular Councils (LPCs) of six districts in three governorates to encourage a participatory local development planning process. To promote the inclusion of women, project management enlisted the support of civil society organizations and the NCW governorate branch offices. In addition, preference was given to recruiting women as field project staff and for the Citizen Support Centers established in the pilot districts. However, "despite intensive efforts including the establishment of women and youth forums, the proportion of women in the EDI training courses in the villages, towns, and districts hovered around 15 %."<sup>23</sup>

Given the similar nature and geographic concentration of the two projects, the difference in results reported may be explained by the absence in the EDI project of a proper gender analysis to guide the design of project activities in a way that would contribute to more balanced participation and representation of women and men in the planning process.

### ***Conclusion and Recommendations***

The Combating Violence against Women and Children and the Sinai grants are equity programs that are based on comprehensive gender analyses. The IRI, the Family Justice, Continuing Legal Education for Young Lawyers in Egypt, the MDP, PPDG, Pioneering Legal Clinics in Egypt, Promoting Transparent and Accountable elections, and the EDI projects have had varying degrees of success in integrating gender in their activities. Yet the design of these activities does not seem to have been adequately informed by gender analyses. Since the assessment team was not permitted to interview any of these projects, our conclusion that there are shortcomings in the contextual analyses related to the DG projects, and in the understanding of gender concepts, also reflected in the absence of gender-relevant outcome indicators in the Performance Monitoring Plans (PMPs), is based on a review of the Requests for Proposals (RFPs), select performance evaluation documents, and the questionnaires sent out by the assessment team to these projects.

---

<sup>22</sup> Questionnaire for the gender assessment: "Achieving the Millennium Development Goals (MDGs) in Two Low Human Development Index Districts in Upper Egypt."

<sup>23</sup> EDI questionnaire for the gender assessment.

Given the critical importance of the DG Assistance Objective and the political and cultural sensitivity of the interventions it supports, the following measures are recommended:

1. A rigorous and sector-specific gender analysis is needed to inform program design and to ensure that gender issues are integrated from the very beginning of the process. The Mission should ensure that sector-specific gender indicators are integrated into the DG Results Framework and the various PMPs.
2. The DG program would benefit from being informed of the mainstreaming strategies pursued by other donors and civil society organizations working in the sector, and the tools developed for that purpose. This can be done through a conference/workshop or through a commissioned study.
3. The program should provide continued technical support to lead partners such as the NCW and the NCCM that have the political clout, geographic outreach, and resources to influence and/or effect policy changes that are beneficial to both men and women.
4. The program should organize, in collaboration with other donors, sector-specific gender awareness trainings/workshops/orientation sessions for key partner agencies, ministries, and organizations, including the Ministry of Justice, the Ministry of Local Development, and parliamentarians. CIDA has been doing that with its government counterparts and as a result is reporting more support for its efforts to promote the GOE in its various program activities.
5. The program should build on the existing political will at the highest level in the government to have a more gender-balanced political process; and accordingly, collaborate with the government media to disseminate messages promoting gender-balanced participation in local and parliamentary elections.
6. The program should intensify support to civil society organizations that work to improve the relative status of women, while providing them with guidance on strategies to integrate both men and women and promote a holistic non-biased gender approach.

### **C. Investing in People: Education**

USAID/Egypt's support to basic education over many years focused principally on access. As Egypt approaches near universal access to primary education and the closing of the gender gap, the USAID program has shifted to emphasize not only access but also quality of education. The objective of the education program is "*Improved Access to Quality Education*".

Improved enrollment and graduation of girls has been a central tenet of the USAID program and the Ministry strategy. Within the USAID Education portfolio, a series of gender equity projects have focused directly on girls' education. Among current projects, the Girls' Improved Learning Outcomes Project (GILO) "aims to increase the enrollment,

attendance, and achievement of girls in select primary, preparatory, and basic education schools in Fayoum, Beni Suef, Minia, and Qena governorates.”

While the Mission has emphasized gender relations in terms of girls’ education, gender considerations have received minimal attention in the rest of the education portfolio. In a sense, defining the gender concerns in terms of girls’ and women’s access to schooling and literacy, and treating these concerns in separate girls’ and women’s projects has minimized attention to gender considerations in other projects. For example, according to project documents and discussions with project staff one of the primary areas of attention has been and continues to be girls’ drop-out rates, while current trends reveal a rising drop-out rate among *boys*. In fact, project staff pointed to a likely relation between boys’ drop-out rates and the deteriorating quality of education, an observation that



underscores the need to focus greater attention on quality.

Gender issues are central to the broader education reform agenda and to the focus on building a workforce capable of responding to the demands of a globally competitive economy. Gender roles and

constraints affect the design and outcomes of these projects and the programs in turn are linked to the relevance and benefits of schooling for both girls and boys. The process and methods of gender integration should be included in all projects in the sector.

The process for gender integration begins with a gender analysis, the findings of which are to be incorporated into project activities and monitored through gender specific indicators. None of the projects in the current Education portfolio included a gender analysis either in the design or as part of the project baseline. On the other hand, the Mission’s long-term support for girls’ education has provided a base of experience about gender relations in primary and preparatory schools. Current basic education projects like the Education Reform Project (ERP) and the Technology for Improved Learning Outcomes (TILO) that do not include attention to gender in their project agreements report an awareness of and attention to women/girls based on the experience of previous projects. For example, the TILO project suggests that their activities to introduce teachers and students to technology is attractive to girls and may contribute to gender equality because it provides a tool to overcome traditional constraints on mobility facing girls and women in terms of access to information and education.

### ***Lessons and Observations from Specific Programs: Other Gender Issues in Education***

The GILO project identified gender relations within the Ministry of Education hierarchy as a factor in school-based reform and early grade literacy. Women teachers in the primary schools, who will be responsible for carrying out the new early grade reading program, often work without contracts and are in the least prestigious and powerful positions in the system. Their supervisors and the school directors/managers are all male. The weakness of their position within the education hierarchy and accompanying low self-image and lack of assertiveness are factors that need to be taken into account in the design and implementation of the teacher professional development program.

There is a general lack of understanding within the Ministry – with the exception of the top level officials – about what gender is and why it is important, or of the meaning and value of reliable statistics. As institutions, schools have an important role in socialization of youth in the norms and roles of the community. To some extent local school officials may be reluctant to approach gender equality issues because they may contradict the local understandings of what is appropriate for men and women. To the extent that teachers and school officials do not understand or question gender relations they reinforce the standards that have traditionally closed off opportunities for girls and contributed to poverty and lack of economic progress.

Among the basic education projects both GILO and ERP have worked at the community level, which is essential for girls' education, literacy, school-based reform, and decentralization. The dynamics of gender relations and the constraints and opportunities of gender-defined roles are most visible in the household and the community. Both the Boards of Trustees (BOTs) and the school administrators in the communities are mostly men. Although neither project has explicit targets for participation of women in the BOTs, both projects have sought to have women included in these committees, with marginal success. GILO is working with a gender specialist to develop methods to analyze the gender dynamics in the communities that affect support for the schools, and to develop gender awareness materials and leadership training for the communities and for the field staff of the project.

### ***Higher Education***

As the basic education projects move toward their conclusion, the focus on human capacity development is shifting toward secondary and tertiary education and particularly on the necessary link between education and employment. As in the basic education projects, the LEAD scholarship program and other activities being initiated this year do not reflect any gender analysis in their design or implementation. These projects do, however, require parity in the participation of men and women. These targets, strictly enforced and monitored are a tool to ensure continuing emphasis on access to education for girls and women. At the same time, setting the targets without an understanding of how these targets are to be met may not necessarily contribute to increased equality. For example, targets may be met by tapping into traditional stereotypes or accommodating existing constraints without affecting the underlying factors that cause the inequality.

The LEAD (Leadership in Education and Development) Scholarship Program provides full scholarships for undergraduate tuition and room and board for one boy and one girl from each of 27 governorates to attend and graduate from the American University in Cairo (AUC). The program, which began in 2004, has enrolled more than 320 students to date, and will be funded through 2016. Students are selected on the basis of academic performance, leadership qualities, and financial need. The program provides a strong network of support for the students academically and socially, and includes the option for a semester of study in the U.S. All scholarship students plan and carry out development-related projects.



According to the program coordinator, it has proven more difficult to recruit qualified young women than men, particularly from governorates in Upper Egypt. Fewer women

complete secondary school and families resist having the girls leave the community to study because of concern for their safety and a very legitimate concern about their future in terms of marriage and the likelihood of their return home. Although the retention rate of 93% is more or less the same for men and women, young women have had more difficulty adjusting to the social conditions at AUC. By tradition, their mobility and interactions with men have been restricted, presenting a harsh clash with the AUC environment. Unlike the boys, they are basically confined to the campus without the liberty to move freely around Cairo. In spite of these difficulties however, the program has succeeded in recruiting and graduating young women. It would be useful for the upcoming evaluation to explore the comparative social and economic impact of the program for men and women, even after graduation.

The Mission is currently replicating this model under the New Scholarship Program with five other private universities and a single cohort of male and female students from all governorates. The project is implemented by a US-based firm that works with local NGOs to recruit and select students, and to provide support services. The students are to be “exceptional students with high academic and leadership potential from disadvantaged backgrounds that are committed to breaking the cycle of poverty, developing and sustaining a competitive open economy in Egypt. Overall, students will be selected based on their potential to play a leadership role in areas of high demand that are critical to Egypt’s development.”<sup>24</sup> This program, like the one administered by AUC, will include opportunities for study abroad and social service projects as well as leadership training and opportunities.

---

<sup>24</sup> USAID/Egypt Program RFA, p. 4.

The RFA for this project emphasizes the importance of having an equal number of young men and women as scholarship recipients, and recruitment of one man and one woman from each governorate. The onus for carrying out the necessary analysis and developing the methodology for meeting this requirement falls to the implementing organization. It is recommended that at a minimum USAID require documentation and an assessment comparing the process for male and female students from recruitment through graduation, and to the extent possible in a follow-up with students several years after graduation.

### ***Science and Technology***

Building capacity in science and technology is a priority of the GOE and the Cairo Initiative. The year 2011 has been declared as the US Egypt Science Year. Since 1995, the S&T Team of the US Embassy has managed a joint GOE and USG fund for research proposals submitted by teams of Egyptian and US scientists. Twenty to 30 awards are made each year by a technical committee with six members from each country. Although there are no gender targets for the program, information is available but not tabulated or reported on the number of men and women who have received grants and their fields of expertise. Since 2009, funding from each country has doubled to approximately \$8 million per year. Given the growing importance of this fund, consideration should be given to analysis of the database of grant recipients to monitor the degree of parity in the awards and to gather information on the areas of research where women/men are most active.

The Education Team has prepared a concept paper for a new project to create Science and Math Technical High Schools, following the U.S. model of magnet schools. Under the project initially three or four existing high schools would be converted to magnet schools to provide concentrated and specialized training in science and math for gifted students. Targets will be set for admission of boys and girls. The project also will involve specialized learning tools and curricula, teacher training, and study visits to the US. USAID will put the program in place and the Ministry will maintain it. Since the program is only in the design stage, two recommendations are offered. First, specifications for recruitment of male and female students should be based on a preliminary gender assessment to identify the gender-related constraints and opportunities that will affect the participation of boys and girls. Secondly, the design should include mechanisms to ensure that social targets like the gender balance are institutionalized and maintained over time.

### ***Workforce Development***

The Egyptian Education and Employment Alliance (2006-2009) was a pilot program to address the gap between education and employment for Egyptian students. It was implemented (through USAID/Washington) by the International Youth Foundation and Nahdet El Mahrousa, an Egyptian NGO, based on an alliance among public institutions, local NGOs, and private sector businesses. The program was in two parts: Career Development Centers were established in two public universities (Cairo and Ain Shams) to provide assistance with job search skills, career guidance, and job placement; and, three Youth Center One-Stop Shops were developed in National Youth Centers, with the

collaboration of the National Youth Committee. The youth center programs sought to provide local youth with critical employment and life skills, job placement services, and social and cultural enrichment activities. In both cases, the programming also included training and assistance in entrepreneurship and starting a business.

This year USAID/Egypt will initiate a new project based on the pilot experience, expanding the university career development centers to sites across the country, and the Youth Center One-Stop Shops to between 30 and 40 additional centers. The summative evaluation of the pilot project provides substantial analysis of the process and results, and recommendations for taking the program to scale. Among the topics considered in the evaluation is the relative participation of young men and women. In universities, men accessing the centers far out-numbered women, while young women outnumbered young men in two of the three youth centers. The findings are attributed to the fact that the university centers are located in the Faculties of Engineering, which have few female students, and that the youth centers held classes in sewing and craft-making to attract young women. In this sense the centers are reflecting and reinforcing the existing gender-based segregation in the labor market. The evaluation does not include any analysis of differences in the response of young men and women to the training in life skills and employability, or to the comparative effectiveness of the job placement services. The Education Team intends to set firm targets requiring that an equal number of men and women participate in and receive services from the programs. The evaluation suggests that it would be possible to meet this target simply by building on the existing divisions in the labor market, which generally place women at a disadvantage relative to men. To contribute to increasing gender equity not only in education but also in access to employment opportunities, USAID should consider not only setting the target for participation *per se* but also specifying the terms of this participation and importantly, the outcomes (job placement, wages, etc.) Additional gender analysis of the data collected for the evaluation is recommended to provide the base for realistic integration of gender considerations into the project design.

### ***Conclusion and Recommendations***

Three main findings stand out in the assessment of integration of gender considerations in the Education portfolio. First, access to education for girls and women has been and continues to be a key and appropriate focus of USAID and the GOE. Equity activities to close the gender gap in schooling are essential to achieving gender equality and to economic, social, and political development. The advances that have been made and the commitment of the GOE to universal access support the sustainability of these achievements.

At the same time, however, the identification of “girls’ education” as the gender issue in education in Egypt, with special projects to deal with it, has meant that gender considerations are largely absent in the rest of the Education portfolio. None of the projects has included a gender analysis as part of its design, and gender indicators and targets are limited to the number of male and female participants and beneficiaries. Potentially significant gender dynamics that may affect project results or ways in which the projects may reinforce or increase gender inequality are not considered.

A third point that cuts across several projects is the importance of analyzing and documenting the processes and results in all activities that specify targets for the participation of girls/women and boys/men. The gender analysis in the design will provide guidelines and propose methods for achieving these targets. The analysis of the process and results will serve as the base for follow-on projects and particularly those that take pilot activities to scale.

### **Recommendations:**

- Gender considerations should be integrated into all projects in the portfolio beginning with a gender analysis to inform the design, incorporation of gender issues into the implementation proposal and work plan, and indicators to track and monitor these issues.
- Setting targets for women and men as participants and beneficiaries is important to respond to the gender gap in education access. Parameters should be set to ensure that the process for meeting these targets contributes to improving the status of girls/women relative to boys/men and not reinforcing existing inequality. This recommendation applies particularly to the higher education scholarship programs and the workforce development activities.
- Consider additional gender analysis of existing databases for the Science and Technology research grants and the Egyptian Education and Employment Alliance.
- Document and share the materials developed and lessons learned from the analysis of gender dynamics of involvement of men and women in community management of schools, as an important factor in the process of decentralization and local control.

### **D. Economic Growth**

The Economic Growth Assistance Objective, “*Environment for Trade and Investment Strengthened*,” is implemented by two teams, Policy and Private Sector (PPS) and Productive Sector Development (PSD). The gender assessment team examined only a subset of the projects implemented by these offices, based on their relevance to the Bridge Strategy. Environment, antiquities, and microfinance projects were not included.

In general, based on project documents and interviews, gender has not been a consideration in the design, reporting, or evaluation of these activities. There are minor exceptions to this generalization. For example, all projects are required to report participation in training disaggregated by sex, the LIFE Sinai project includes gender considerations as a part of its social component, and the Aid-to-Artisans project agreement specifies that both men and women should participate and benefit. On the other hand, the most important exception may be that in the course of implementation, some of the projects have incorporated significant gender-related activities because they

have encountered unexpected gender-based constraints and roles that affected their ability to achieve the planned results.

Gender also is absent in monitoring and evaluation. No analysis is done of the sex-disaggregated training data to ask whether the balance is appropriate or biased, or what impact it may have. Given the lack of gender analysis in design, the evaluations do not consider whether gender-related factors may have affected project results. Most importantly, no documentation is provided of the experience of projects that are unexpectedly grappling with issues related to gender and women's involvement. This type of reporting would be valuable to the design of future programs in these sectors.

## ***Observations and Lessons from Specific Projects***

### **Policy Reform**

The primary activity supporting government efforts to facilitate trade and investment, and private sector development has been TAPR2 (Technical Assistance for Policy Reform), October 2005 to October 2010, a demand-driven activity to provide technical assistance and training for reform in government ministries and institutions. The project has seven components – trade environment, financial sector modernization, macroeconomic stability, enabling policy environment, facilitating services for the private sector, human resources, and program support. Gender considerations were not a part of the project (except in the reporting of training statistics) on any level including policy discussion, design and implementation of new organizations (e.g., the Consumer Protection Agency, the business development one-stop shops, the Egyptian Competitiveness Council), or the technical assistance provided. Further, the subject was not mentioned in the mid-term evaluation report.<sup>25</sup>

The question of how to incorporate gender considerations into a project of this type is complex. The activities are demand-driven and based on governmental request. The policy changes and institutional reforms are generally at a macro-level so that any potential difference in the impact for men and women is not direct or clearly visible, and in most cases, there are no advocates for the gender aspects of these reforms.

At the same time, from the point of view of the gender assessment several of the activities of TAPR2 have gender implications that were not considered and do affect results. The absence of gender analysis in either the design or the implementation of these activities has limited their scope and effectiveness. Three examples are provided:

- As household managers, women are responsible for managing household consumption, but the Consumer Protection Agency has no specific methods or plans for reaching women with its messages or for involving women in its reporting and advocacy mechanisms. The community NGOs that give presence to the agency at the local level are dominated by men and most complaints are filed by men. The agency's emphasis on large durable goods like furniture and

---

<sup>25</sup> Project managers did report that project staff and technical experts were contracted to advise the government included both men and women, without bias or negative response.

vehicles, where men are involved in the purchase, in part reflects the absence of women's voice in the activity.

- The one-stop shops for business services in Alexandria (The Smart Services Business Center-SSBC) and Cairo (Tamayouz) provide a “customer centered approach,” utilizing customer surveys and customer complaints to determine what services to provide and to simplify policies and regulations. The Alexandria office, which has been operating since 2007, reports that about 10% of its 200 customers/day are women. While the literature worldwide, and in Egypt, indicates that men and women face many of the same problems in starting a business, women also report additional problems that men do not have (e.g., access to property, collateral for loans). Women own 20% of the private sector firms but account for only 10% of the clients of the SSBC, suggesting either a gap in the services from the point of view of women business owners or less effective outreach to women in business than to men.
- A third example is the Egyptian National Competitiveness Council (ENCC). The council, established in 2004, is an NGO including prominent business leaders and academics to influence government policies, the business climate, and public attitudes to make Egypt more globally competitive. As the World Economic Forum has emphasized with its annual Global Gender Gap report, gender equality and economic empowerment of women are necessary components of global competitiveness. None of the ENCC materials contain any reference to gender or to women's role in the economy. Experience of other USAID projects in Egypt and internationally have pointed to the importance of women's role and gender relations in all of the key activity areas identified by the ENCC, Travel and Tourism, Human Resources, and Agriculture. The most pressing factor for competitiveness in Egypt is human capacity development. This topic cannot move forward without taking account of the differences in the relation of men and women to the labor market, entrepreneurship, and education and training.

These three examples are not only illustrative but also important because all are to be continued under the new Egypt Competitiveness Project (ECP), which builds on and expands the technical assistance provided under TAPR2 for (1) regulatory reform, (2) streamlined business processes, (3) improved labor skills and productivity, and (4) modernization of the financial sector to improve access for SMEs. The Request for Proposal (RfP) for the ECP includes no reference to gender. One option to move toward gender integration in the ECP at this stage would be to carry out a limited gender assessment of the experience under TAPR2 in each of the ECP result areas as a baseline for gender integration in the work plan and monitoring of the new activities. A potential avenue also exists for collaboration in this area with CIDA, which is beginning a new five-year programming cycle with a gender strategy focused on Gender and Work, particularly in the private sector and SMEs.

For the activities cited above, examples of potential gender-related activities under the new project might include:

- The Consumer Protection Agency could carry out group discussions with women at the local level to understand their concerns and experiences as consumers. The Agency could request the participation of women in the partner NGOs and endorse specific recruitment efforts for women. In the information campaign about consumer rights, attention could be given to design and delivery of messages specifically directed to women as consumers, as well as to the appropriate methods with which members of NGOs can approach these women and obtain feedback from them.
- The one-stop shops for business services could take steps to identify the particular constraints facing business women through consultations with women's business associations, focus groups with women business owners, or a survey. Since these constraints may vary by location, this type of consultation should be repeated for each new center. The process also would serve to inform women about the center. As new policies and services are developed they should be reviewed by a gender specialist or an advocate for women in business, just as they are reviewed by other interest groups.
- USAID support to and strengthening of the ENCC in the development of a national competitiveness strategy and the annual competitiveness report should require that gender considerations be taken into account and appropriately integrated into the strategy.

### ***Agriculture***

Agriculture is the single largest sector of employment for women, with an overwhelming predominance in rural areas. Although the USAID projects in the agriculture sector show no evidence of attention to gender issues in their design or intended results, gender related factors have come to the fore in project implementation. For example, gender has become a central issue in the Value Chain Training Project for Agricultural Technical Schools (VDT/ATS). Because the activities of the project are based on value chain analysis, the training and activities are demand-driven, where the training agenda and program to strengthen the agricultural technical high schools are linked to the needs of employers and businesses. Historically, the agricultural technical schools have been ineffective in preparing students for employment. To strengthen these schools, the project began with a consultation with employers to understand their skills requirements and employment potential. One factor that emerged is that the labor market in agriculture is segregated by sex, meaning that the demand for technical labor is different for men and women. Young women are sought to work in vegetables, cantaloupe, tomatoes, grapes, and packing houses. Young men work in livestock, irrigation, greenhouses, some vegetables, and poultry. Employers reported a labor shortage for female employees.

Relatively few girls attend the agricultural high schools (although half of the teachers are women), because they prefer the commercial high schools, and in many cases the agricultural schools are not accommodating to women's needs. In order to increase the enrollment of girls and meet employer demand for women workers, the project has taken steps to identify and respond to the barriers to their attendance. For example, one school

in Beni Suef has been designated as for girls only; in other places, schools have been organized so that girls attend in the morning and boys in the afternoon. The project has enlisted the collaboration of community leaders to encourage parents to allow their daughters to travel away from home to take advantage of the internships offered in the schools through project assistance, and employers have been persuaded to provide transportation to and from the work sites for women workers.



The actions taken to respond to the labor market demand have generated, at least in some cases, formal sector employment opportunities for girls as well as boys and responded to a specific labor shortage. Because these actions were not anticipated in the program design and are not part of routine reporting and monitoring, the experiences and lessons that could be of value to future designs remain undocumented. The lack of monitoring also means that important questions about the impact of this approach in terms of gender equality are not answered. For example, this response to demand is gender-specific. Since women are paid less than men, to

what extent is the project perpetuating the discrimination and inequality in the market to benefit the employers? While employment is a positive outcome of the program, what are the negative results or costs for the girls? Are other actions needed to counter any exploitative aspects of the employment or to redefine the nature of the gender-specific demand from the employers?

A related question has been raised about the approach to women and gender in the Heinz GDA, which is directed at bringing small farmers into the value chain for tomato production and markets, resulting in greater productivity and increased farmer income. Women are present in the project areas both as smallholders and as laborers. In tomato production, the workforce in the fields and in the packing houses is primarily female. The project has provided training to these employees. At the same time, the women smallholders have not been recruited to participate in the program and have been absent from the technical assistance and marketing links provided to the men smallholders. Their absence has contributed to increasing gender inequality among smallholders and in the project as a whole, despite the number of women workers trained. The lack of a gender analysis and of a commitment to gender equity has contributed to this negative result.

## ***Workforce Development***

Education to strengthen and expand the base of technical and professional skills in the Egyptian labor force is the core requirement for growth of the Egyptian economy and a priority of the GOE and the USAID Bridge Strategy. The Masters of Law program in Cairo and Alexandria through a partnership of Indiana University with Cairo University and the University of Alexandria provides a positive example of a project design that effectively responds to and overcomes constraints that deter young women and many men from accessing professional education.

Although the program was not based on a gender analysis or explicitly designed to respond to gender-based constraints, the effectiveness of the model is reflected in a disproportionately high participation of women, and in the testimony of students in the program. In interviews, students pointed, for example, to the importance of holding the classes in the evening so that they can continue working while attending school. Men, in particular, mentioned that they could not forfeit their income to attend school because they have families to support. The location at Cairo University and timing of the classes are important to women because of their household and particularly childcare responsibilities. One female student stated pointedly, “This is exactly the kind of program that women need.” The program gives students the opportunity to access faculty and international legal expertise associated with study abroad, which is not feasible for these students because of cost, household and family responsibilities, and to some extent mobility. The adherence to Indiana University admission requirements and to the Indiana management of the selection process contributed to the credibility of the program. Finally, female as well as male students voiced confidence about the benefits of the degree for their careers both in improving their performance in their current positions and in opening new opportunities for them.

The positive lessons from this activity, from the point of view of equity, should be documented, expanded, and replicated by the Mission. However, one caution is offered: while the experience of this program has lessons to offer future university “twinning” activities, replication in another discipline should be preceded by a specific gender assessment to identify and verify the constraints facing potential students in that sector.

## ***Conclusions and Recommendations***

Economic growth programs focused on policy and macro-level reform are among the most difficult in terms of identifying how gender roles and relations may affect project results or how the apparently gender-neutral macro policies can have an impact on gender equality. The examples presented here are intended, in part, to make the case that the analytical and monitoring processes for integration of gender considerations in projects are important to the effectiveness of these activities.

The assessment points to the need for gender analysis in the design of activities in order to avoid negative results in terms of gender equality, and to increase effectiveness. In addition, analysis and documentation also are needed of project implementation and

results, especially in projects like those in agriculture where gender-specific activities have been undertaken.

### ***Recommendations***

- All projects and sub-activities should reflect the required USAID process for gender integration, beginning with a gender analysis. Gender relations do not carry the same weight in all activities but the decision of whether and how much gender matters must be based on analysis, and any activities to respond to gender issues should respond to this analysis.
- Actions taken to respond to gender issues or constraints, and the results of these actions should be monitored, analyzed, and documented.
- Specifically, USAID should carry out a gender assessment of the TAPR2 experience in each of the results areas included in the new competitiveness project, and with this analysis as a base, include gender considerations in the work plan and indicators for the new project, as appropriate.
- As an advocate for national policy and strategy in support of competitiveness, the ENCC should be required to integrate gender into all aspects of its activities.
- Set up a mechanism so that all proposed legislation and policy reform documents are reviewed by a gender economist to identify potential bias or negative implications of the change. Once identified, these implications should be taken into account when designing, analyzing, and monitoring the activities of economic reform projects from a gender perspective.

### **E. Guidance for a Gender Plan of Action**

The purpose of the Gender Plan of Action (GPA) is to lay a foundation for gender analysis and gender integration to become an on-going part of the way the Mission operates. The GPA should build on the recommendations from the gender assessment within each program area, and define priorities, a timetable, and accountability for particular actions. It should be reviewed and updated annually.

Attention to gender issues needs to be a constant and continuous part of Mission programs. Calling for attention to gender in the project agreement and recording sex-disaggregated data are usually not sufficient to alert project managers to the on-going effects of gender relations through the course of the project. Likewise, unless specific attention is given to the disaggregated indicators of project results, any differences in the benefits of the project for men and women will not be noticed. Addressing gender differences should improve the quality and effectiveness of development programs, increase sustainability, strengthen the foundation for discussions with the GOE, and contribute to the long-term goal of gender equality.

Creating the conditions for gender integration in programming usually requires action by Mission management, the AO teams, and the projects. A key factor identified with on-going attention to gender is the support of the leadership of the organization. Clarity in the effect of gender roles and relations, both theoretically and in practice, in the key program areas of the Bridge Strategy and the Cairo Initiative is important for keeping gender on the USAID/Egypt agenda in the future.

### ***Mission-level Recommendations and Actions***

- Develop a clear statement of the Mission’s commitment to gender equality, and of the importance given to gender analysis and attention to gender issues in programming. This statement is sometimes issued as a Mission Order from senior management.
- Communicate this commitment to GOE partners and implementing organizations, and define the expectations for attention to gender issues in project implementation and performance reporting.
- The person or team responsible for ensuring implementation of the actions for gender integration in Mission programs should have clearly defined “gender” responsibilities, which are included in his/her/their work objectives and accompanied by concrete time allocations and access to budget to provide technical assistance and capacity building for the teams.
- Include systematic reporting and discussion of the gender objectives and indicators in semi-annual portfolio reviews. Mission leadership should reinforce the importance of the gender policy by bringing it up in program reviews and field visits, and raising questions about the effectiveness of the approach in portfolio reviews. Institute regular interaction and coordination among teams with respect to gender to build awareness and share successful methods.
- Identify local gender experts to provide technical assistance and program-specific training for program teams and partners who need or request additional guidance on dealing with gender issues in their work. Specify a gender focal point for each team to work with the Mission gender specialist(s) and to follow up on the sector training/technical assistance. Consider additional training for these focal points.
- Continued collaboration with other donors and international organizations actively implementing gender/women’s programs in Egypt, for exchange of experience and resources, and to complement donor and government initiatives.

### ***Recommendations and Actions within Each Technical Area***

- Define the key gender issues for each Assistance Objective (AO) and incorporate these issues into project/activity design and solicitation documents.

- Include gender expertise as a requirement for all assessment and strategy teams in each sector.
- Consider the recommendations per topic from the Gender Assessment and set priorities among them.
  - Carry out additional project-specific gender analysis as needed.
  - Define the methodology and steps for each recommended action, including the cost, timetable/work plan, and definition of expected results.
- Define requirements for training, technical assistance, indicators, and contribution to the work plan for the AO in collaboration with the partners for that area. Consider building in annual partner convocations in each sector for a facilitated review and discussion of their experience with gender integration.
- Require monitoring of gender-related outputs and results in all aspects of the programming, including analysis of sex-disaggregated indicators to identify gaps, and unexpected results. Create gender-relevant indicators for reporting and analysis, and require quarterly reporting on these indicators.
- Document the experience with gender integration so that successful methodologies or activities can be shared among USAID partners and with other organizations, both governmental and non-governmental, working in the same sectors.
- Consider having each partner prepare a gender work plan, indicators, and targets for gender integration in the project. Support mid-course corrections of activities or targets in response to evidence that gender factors are affecting project results, or to unexpected differences in the benefits accruing to either men or women. Provide technical assistance, as needed and requested.

#### **IV. The Cairo Initiative**

##### **A. Overview**

The 2009-2010 Bridge Strategy defines the period of transition between the priorities of the previous USAID/Egypt Country Strategic Plan and the emerging program, embracing the initiatives outlined in President Obama’s 2009 Cairo University speech (“the Cairo Initiative”) and a reconfigured partnership between USAID and the Government of Egypt (GOE). This section of the Gender Assessment focuses on gender relations as a factor in the three Cairo Initiative program areas, human capacity development, entrepreneurship, and science and technology. The objective is to ensure that the initiatives contribute to increasing gender equality. Because women are generally in a subordinate status relative to men in the existing patterns of inequality, most of the analysis is focused on the gender-based constraints affecting women.

President Obama cited women’s rights and equality as one of seven issues on his agenda to construct a new relationship between the U.S. and the Muslim-majority countries.

Specifically, national prosperity requires equality for women in education and a system that allows all humanity, women as well as men, to reach their full potential. The USAID Bridge Strategy document spells out ways in which the issues of women’s rights and equality affect the USAID program:

“Recognizing that sustained equitable growth and democracy is achieved only when women participate fully in society, Cairo Initiative resources will support efforts to increase gender equity and reduce gender-based violence and exploitation. These two foci cut across all functional objectives.”<sup>26</sup>

The task of this part of the gender assessment is to:

- Provide an overview of the current knowledge about the impact of gender for program results and sustainability in each Cairo Initiative component;
- Examine the efforts of the GOE, the experience of USAID, and significant programs of NGOs, the private sector, and other donors in Egypt; and,
- Identify constraints and opportunities to gender mainstreaming as well as entry points for USAID discussions with the Government of Egypt.

---

<sup>26</sup> USAID Bridge Strategy document, p. 9.

## **B. Human Capacity Development**

### ***Gender Considerations in Actions in this Area***

President Obama referred to “education and innovation as the currency of the 21<sup>st</sup> century.” Human capacity development through education and training is the foundation for the entire economic growth initiative, and innovation provides the energy for growth and solutions to problems. Accordingly, the three components of the initiative are interlinked and overlapping.

Education and training are needed for advancement in science and technology.

Entrepreneurship is the tool for applying innovative thinking and research to create growth and resolve problems.

In the same way, the effects of gender relations on programming are interrelated across these three initiative sections. The dimensions of inequality between men and women, such as those measured in the Global Gender Gap Report,<sup>27</sup> in education, health, economic participation and political empowerment, cut across all aspects of the Cairo Initiative. The social roles and institutions that reinforce this inequality affect girls’ and women’s academic achievement, their position in the labor market and as entrepreneurs, and their success in science and technology, and these in turn reinforce each other. Gender relations are defined culturally and change over time. Change in one area, such as greater equality in access to education, affects the relationships in other aspects of life, such as the economy. Change in the economy may create new opportunities for women in employment and business and thereby increase the demand for schooling.

Human capacity development is the underlying theme for the entire initiative package. The term refers not only to education in the conventional sense but also to a process whereby individuals and organizations develop the skills and understanding to set objectives, perform functions, and solve problems (adapted from the UNDP definition.) In the context of the Cairo Initiative, human capacity development is directed to economic growth, and more particularly to a society and labor force equipped to deal with the competitive global economy through workforce development and lifelong learning. Most definitions of capacity development point not only to individual capacity but also organizational and institutional capacity to be innovative and flexible.<sup>28</sup>

In Egypt, human capacity and workforce skills have been identified by the World Economic Forum as a primary deficiency for economic competitiveness, despite substantial investment in formal education.<sup>29</sup> High levels of unemployment, especially for women and high school graduates co-exist with a labor shortage and strong demand for highly-skilled employees in many industries. The skill deficit is attributed both to traditional career preferences (and for women, the importance of marriage), and to the curriculum and quality of education. Employers are reluctant to invest in specialized training and advanced education for their employees as a means to fill this gap because of the competition among employers for skilled specialists. Once trained, highly skilled employees are likely to move to more lucrative offers elsewhere.

---

<sup>27</sup> World Economic Forum, *Global Gender Gap Report*. 2009.

<sup>28</sup> UNDP, *Frequently Asked Questions: the UNDP Approach to Capacity Development*. 2009.

<sup>29</sup> World Economic Forum, *The Global Competitiveness Report 2008-2009*. 2009.

The concern with gender in human capacity development begins with formal education. The contribution of girls' and women's education across multiple dimensions of social and economic development has been empirically measured, documented, and accepted; and targets for access to schooling are fundamental to the Millennium Development Goals. The social, cultural, and economic factors associated with lower levels of access for girls than for boys in many countries, especially in Africa, south Asia, and the Muslim-majority countries, have been studied extensively and incorporated into the design of girls' education and adult literacy projects. These projects have had considerable success in increasing girls' enrollment, particularly at the primary level.

Research has shown that the payoff of education in employment and entrepreneurship is greater for women than for men. More schooling contributes to better jobs in terms of remuneration, responsibility, decision-making, and advancement, as well as to successful entrepreneurship. Most of the impact is attributed to post-primary education.

“Considerable attention has been paid to improving access and quality at the primary level; however, there is some indication that secondary level education may provide higher returns, especially for girls. The economic returns to schooling at the secondary and tertiary levels are consistently high (and differentially high for young women).”<sup>30</sup>

Women with advanced education are more likely to stay in the labor force, with more continuous employment (despite breaks for childrearing) than women with less or no schooling. In many places young women now outnumber young men in colleges and universities, and even in completion of secondary school.

At the same time, while education translates into more presence for women in the labor market and increased access to formal sector jobs and decision-making positions, the gender gap in the economy remains. Full-time employed women earn less on average than full-time employed men (although the size of the gap varies by country), and segregation in the labor market means that men and women usually do not do the same types of jobs and “women's jobs” tend to be concentrated in only a few sectors. In general, women's unemployment rates are higher than men's, and women are more likely than men to be working in the informal economy. These gaps are caused by socio-cultural factors and reinforced by labor market practices. Workforce development and human capacity development activities are proposed not only as a means to make the labor force responsive to employer requirements for human resources, but also as tools for closing the gender gap and increasing the contribution of women.

Two issues are important. First, increasing access to education in the population only GOEs so far to build capacity for global competitiveness. The quality of the education and the extent to which it provides students with the ability for critical thinking, problem solving, and manipulation of new technology, as well as a base of knowledge on which to build the specific skills needed in the workplace is an increasingly strong differentiating factor across and within countries (rural/urban, private/public). The second issue is that

---

<sup>30</sup> USAID's Office of Women in Development. “Education from a Gender Equality Perspective.” 2008.

in the interlinked and constantly changing global economy, learning and skills development becomes a lifelong and responsive process. Training – on-the-job, in internships, in short-courses, in specialized subjects – is key to constructing a workforce that matches the evolving needs of employers and innovation in the economy. Skills in information technology and communication are particularly emphasized.

These concepts of human capital development apply equally to men and women, girls and boys. Gender differences come into play in two ways. First, the same social, cultural, and economic factors that affect girls'/women's access to schooling also affect access to continuing education and training. These include constraints due to household and childcare responsibilities, mobility and travel constraints, the assessment that women's income is secondary, and the assessment of the relative cost to the presumed benefits of training women. As a result, women are less likely than men to participate in these specialized training programs.

Secondly, the demand for skills and for employees is to varying degrees specific to either men or women. Men and women generally do not compete for the same jobs, and this segregation occurs across the spectrum from low-skilled jobs to high-level professional, technical, and especially, managerial positions. While the growing demand for female workers in many countries creates valuable opportunities for income generation, these jobs are often tied to traditional roles and may be exploitative and discriminatory. Also, jobs that are usually held by women generally pay less than jobs held by men. Responding to employer demand for female workers through recruitment and training may imply reinforcing and perpetuating existing gender inequality.<sup>31</sup>

To contribute to gender equality, capacity development and workforce development also should focus on reform of institutions and organizations to expand the definitions of the labor demand so that they are not sex-specific. The objective is to reform the work conditions and opportunities in “female” jobs, for example by re-defining the positions, and creating opportunities for advancement.<sup>32</sup> The task of human capacity development is therefore not simply one of building market responsive skills. Human capacity development also involves organizational and institutional reform to eliminate the barriers that place limitations on the opportunities to access and skills.

### ***Gender Considerations in Human Capacity Development Programs***

As discussed in Section III above, Egypt has nearly erased the gap between girls and boys in access to primary education, although significant disparities continue between rural and urban areas. Attention is focused on the quality of education and on retention in preparatory and secondary schools, as well as the split between students who enter technical and academic high schools programs. Girls and boys leave school for different reasons, although the quality of education, perceived payoff from additional schooling,

---

<sup>31</sup> Examples of this situation include the textile factories in many developing countries (*maquilas*), electronic assembly plants, and some agricultural workers. They may apply equally to the *glass ceiling* and the absence of demand for women in executive positions.

<sup>32</sup> For example, in education, women are often preferred as primary teachers but they are not expected to move into supervisory, management, or policy positions in the education system and the ministry. Reforms within the institutional hierarchy, redefining the positions and the requirements, and opening up the training opportunities for advancement would go a long way toward building the human capacity development potential for primary teachers.

and poverty may be factors that affect both. Early marriage, isolation, and lack of mobility, and stereotyping of appropriate roles may affect girls more than boys.

A recent study of education and women’s economic empowerment in Egypt showed a significant impact on income and job quality not only of level of schooling completed but



also of the type of school attended (private, public experimental, public).<sup>33</sup> Quality of schooling is tied to geographic location and ability to pay, and in turn affects the impact of education on employment. The effects of these variables are multiplied for girls since education is such an important factor in breaking

down barriers to employment and business success.

In Egypt, access to training and “life-long learning” has been identified as a significant constraint to economic growth and competitiveness.<sup>34</sup> The manifestation of this constraint in terms of gender is striking.

“Almost half of firms that employ women and offer training for their employees do not train a single woman. Special incentives could help encourage firms to strengthen training for workers and ensure that women have equitable access to training opportunities.”<sup>35</sup>

As discussed above, USAID has had considerable experience in supporting work-related training with employers and in scholarship programs for advanced degrees and technical skills. USAID policy states that men and women should participate equally in all training, to the extent possible, and that the proportion of women may exceed 50% if there is a need to increase women’s presence in particular activities.<sup>36</sup> Importantly, the policy also states that USAID projects should take account of the cultural and structural conditions that may limit training opportunities for women in their project planning and design.

In the example of university scholarships discussed in Section III on Education (LEAD scholarships and the new scholarship program), USAID has set and enforced a firm target that half of the recipients be women. The targets are important in supporting gender

<sup>33</sup> Somaya Ahmed Ali Abdel Mowla, “Education and Economic Empowerment of Women in Egypt.” Working Paper #002. 2009.

<sup>34</sup> World Economic Forum, *The Global Competitiveness Report 2008-2009*. 2009.

<sup>35</sup> Sahar Nasr, Editor. *Egyptian Women Workers and Entrepreneurs. Maximizing Opportunities in the Economic Sphere*. 2010. Pg. 6

<sup>36</sup> ADS 253.3.2 Women In Development: In accordance with Agency policy on Women in Development, EGAT/ED established an annual target of 50% women in new enrollments. This target applies to each Sponsoring Unit (not to individual program areas). Sponsoring Units should try to exceed the 50 % women target when, for example, their strategy or objective is to increase substantially the number of women trained in certain areas as quickly as possible. Sponsoring Units must identify and consider structural and cultural conditions in the host country that limit women’s training opportunities when they plan projects and activities (see [ADS 201.3.9.3](#)).

equality and increasing the access of women to quality higher education. The potential for adoption of similar targets for other activities in USAID or elsewhere would increase substantially with documentation of the process for meeting these targets (including the barriers encountered and methods for overcoming them) and of the results for the young women and men involved.

Two examples discussed in Section III on Economic Growth also are applicable in this context. The efforts to increase the enrollment of girls in the agricultural technical high schools illustrates both the importance of breaking traditional cultural barriers to girls' education and employment as well as the necessity of working with employers to avoid exploitative and undesirable working conditions in "women's jobs." The second concerns the documentation of the effectiveness of the Indiana University "twinning" program for commercial law in mitigating the constraints that traditionally have made it difficult for young women professionals to receive the specialized advanced education that would allow them to compete for more lucrative positions.

The segregation of men and women in the labor market and the cultural definitions of "men's work" and "women's work" is almost a constant of economic structures, although lines are more or less strictly drawn and the definitions change over time. Development programs should be aware of these divisions and of the often negative effects on opportunities, earnings, and working conditions for women, and take account of them in project design. Training activities tied to organizational reform and capacity development projects may be used either to reinforce existing inequalities or to provide incentives and inroads for change. Often development projects may seek to work with training programs, organizational requirements, and the family/community in tandem, similar to the approach to increasing girls' access to formal education, in order to generate the structural change for gender equality.<sup>37</sup>

New technical areas and skills that emerge in response to changing economic demand and innovation may open new opportunities for women (or men) because they have not yet been defined as either men's work or women's work. Careers in information communication technologies (ICT) are an important example, and recruitment and admission policies of education and training institutions, can require open and equitable access to these opportunities as they develop as a deterrent to stereotyping.

### ***Next Steps – Constraints and Opportunities***

Like formal education, continuous education and training affect income generation and employment, and gender equality. Increasingly, however, a focus on gender equity in access and achievement in formal education alone is not enough. Education opens doors to economic activity and has numerous other positive impacts on social development and quality of living. But, as skills training and continuous education take on more

---

<sup>37</sup> A Carnegie Paper from 1999, by Nancy Birdsall, "Putting Education to Work in Egypt," points to the necessity for change both in the education system in term of access and quality to increase the *supply* of qualified workers, but also in the economic institutional structures so that they are able to accept and accommodate these qualifications, on the *demand* side of the equation in order for increased education to contribute to economic growth and to the reduction of inequality. This paper is directed specifically to inequality in terms of poverty reduction but many of the same dynamics may be applied to human capacity development as a factor in reducing gender inequality as well.

importance in getting and holding a job, and in the quality of employment, gender equality will depend on equity in access to continuous education as well. Because of cultural and structural constraints, this access does not happen automatically. Rather the same types of gender-based constraints and barriers that blunted girls' access to primary education also come into play in skills training, advanced education, and research opportunities. Relative access for men and women also is affected by organizational and institutional structures.

The implications for next steps include:

- The important first step is to recognize that the gender-based social constraints affect access to training in the same way that they affect access to formal schooling. The absence of women in training programs should not be accepted as normal or as a part of the culture (as it was previously with girls' education.)
- Including a gender analysis with each project and organization involved with training or scholarships to identify the constraints and to take steps to mitigate their affect should result in more women participating in training, with positive impacts. The kinds of mitigating activities may be as simple as changing the time and/or location of classes. Other actions may include childcare, women-focused recruitment or media messages, special accommodations, and work with families, communities, and employers to sensitize them to the constraints, and to listen to and take account of their concerns and experiences.
- USAID/Egypt's experience with scholarship and university twinning programs as well as with other skills training programs should be documented in terms of the participation of and results for men and women. For programs with targets for participation of women, the process for meeting these targets also should be documented. Information about recruitment, retention, and impact on income, quality of employment, and careers for men and women would provide useful project indicators. In designing the gender components of these activities consider reviewing the experience of girls' education as a source for successful methodologies.
- Analyze and take account of the presence and impact of occupational and hierarchical segregation of men and women in the organizations and institutions involved in programming. Activities to permeate these barriers might be incorporated into the design of public/private partnerships. Opportunities may exist in public sector employment programs building on the official policies in support for gender equality. Activities also may be considered in support of NGOs associated with certain occupations or workplaces (e.g., teachers' or nurses' unions), and with employment-related advocacy organizations.

## C. Entrepreneurship

### ***Gender Considerations in Actions in this Area***

Entrepreneurship is the engine of economic growth in the private sector economy. In his Cairo speech, President Obama pointed to two explicit U.S. actions to support entrepreneurship in the Muslim-majority countries, the creation of a new corps of U.S. business volunteers to partner with counterparts in these countries, and hosting of an entrepreneurship summit “to identify how we can deepen ties between business leaders, foundations and social entrepreneurs in the United States and Muslim communities around the world.” The Summit was held in Washington in April 2010, with delegates from 50 countries. The agenda identifies central issues in the entrepreneurship initiative, including a session on “Unleashing the Power of Women Entrepreneurs.”<sup>38</sup>

The literature and experience on gender and entrepreneurship is vast. Over the last few decades, micro-enterprise development, supported by micro-finance, has become a mainstay of international development programs for poverty reduction and growth. While both men and women participate in and benefit as micro-entrepreneurs, clear gender differences exist in types of businesses, the formats for credit disbursement, impact on household well-being, and growth. Women have been a majority of participants in micro-enterprise development programs, and in some cases, these programs have become the only offering for poor women. In economic growth portfolios, the micro-enterprise projects are set aside as programs for women, and, as a consequence, issues of gender/women are not considered in other components of the portfolio.

In broad terms, the benefits of micro-entrepreneurship for women have been the strengthened capacity for income generation and increased well-being for their families, often through home-based enterprises, with very small capital investments. Micro-finance mechanisms, such as group lending, have overcome the barriers to credit for poor women. Micro-enterprise programs have contributed to individual empowerment and served as an avenue out of the strict confinement many poor women face. On the other hand, poverty lending programs, which usually are for women only, have been criticized as subsistence or relief activities, with little impact on poverty status or economic growth because of the limits on the size of loans and technical assistance.

The focus on micro-entrepreneurship is only a small part of the broader issues of entrepreneurship, gender, and development. Gender relations and differences in the ways men and women relate to the economy affect all aspects of business start-up, growth, and management, and of the role of the entrepreneur in the private sector economy. In many cases, men and women as entrepreneurs and employers face the same constraints and barriers; in others, men and women face different constraints. A principal difference that affects all aspects of women’s activity in the productive economy, as entrepreneurs and as employees, is the division of labor in the household and women’s primary responsibility for the “care economy” (i.e., childcare, care of the elderly and infirm, and household management.)<sup>39</sup> These constraints on women diminish to the extent that men or the public sector assume part of this responsibility, or these tasks are incorporated into

---

<sup>38</sup> Website of Presidential Summit on Entrepreneurship: [www.entrepreneurship.gov/summit/summitoverview.html](http://www.entrepreneurship.gov/summit/summitoverview.html)

<sup>39</sup> Somaya Ahmed Ali Abdel Mowla, “Education and Economic Empowerment of Women in Egypt.” Working Paper #002. 2009.

the productive economy (e.g., day care centers; nursing homes). An important first step in any activity or policy to encourage and build entrepreneurship is to recognize that gender differences exist and to ask the question of whether these differences create barriers that the activity or policy should address.

Access to finance was a central point of discussion in the Entrepreneurship Summit and in the pre-Summit Listening Session in Cairo in February 2010.<sup>40</sup> All entrepreneurs face problems in obtaining loans through traditional banks, especially start-up capital, because of conservative lending policies, paperwork and collateral requirements, and a sense of distrust between bankers and entrepreneurs. In the Listening Session, entrepreneurs also cited underdevelopment of non-bank sources of finance. Women as entrepreneurs face additional constraints, which vary by country and culture. For example, in many places women do not traditionally frequent the banks (and related institutions) and are unfamiliar with how they operate and how to behave. Loan officers, often men, may be unused to dealing with women business owners, and vice versa. Not only is the interaction uncomfortable but the officers also are not familiar with women's businesses and their markets, and therefore reluctant to provide loans. Other potential factors that may affect women are the size of the firm (women's businesses generally fall into the micro/small categories), and the lack of property titles for collateral. The networks for information, legal transactions, business services, supply chains, and marketing for women entrepreneurs may be different and/or weaker than those of men. Many of the same problems apply to women's access to non-bank financing (e.g., venture capital, franchising, social funds), especially if there is an implicit assumption that micro-credits meet women's needs. Finally, the constraints of household responsibilities may be a factor. Women entrepreneurs may simply have less unencumbered time to deal with banks and licensing institutions. Going to these places, standing in line, making appointments and returning later are more complicated with children in tow or in the time available around childcare, meal preparation, etc. Hours of operation and location may be problems for some women.

As entrepreneurs, men and women tend to operate in different sectors of the economy. For example, women may be more likely to have businesses in cosmetics or food processing than in machine production or mining. The gender distinction by sector has multiple implications for policy, finance, and trade and export, among others, because the requirements and demands in the factors of production and in marketing vary by sector. These sector differences also may be related to the size of firms. In terms of gender integration, the important point is to ensure that all entrepreneurs, men and women, owners of various size firms, representatives across sectors, are active in arenas such as policy reform, trade negotiation, and financial system reform and product development, so that policies and reforms are not biased by gender, sector, size of firm, or some other characteristic.

---

<sup>40</sup> USAID Office of Development Credit and Office of Middle East Partnerships in Cairo. *Listening session on Access to Finance for Entrepreneurs*. Final Report. 2009.

Another important point of discussion about entrepreneurship and gender is the division between the formal and informal sectors/economies,<sup>41</sup> particularly in low and middle income countries. In Egypt, the informal economy is estimated to account for about 20% of GDP, to create about six million jobs annually, and to include about 82% of small enterprise units. In many countries, women entrepreneurs dominate in the informal economy, although this apparently is not the case in Egypt. The proportion of women entrepreneurs in the informal economy is estimated to be roughly the same as the proportion in the formal economy (20%).<sup>42</sup> Besides the fact that men and women tend to engage in very different businesses in the informal economy as in the formal economy, gender differences are significant considerations in the transition from informal to formal businesses. Important factors that may work against the formalization of businesses owned by women include constraints in access to information, business services, and finance, and a lower level of capital investment. In addition, because of constraints on mobility, and household and childcare responsibilities some women may prefer to work informally and to keep their businesses small. The widely-held assumption that women's economic activities merely supplement the household income and are not serious businesses also reinforces informality.<sup>43</sup>

One of the sessions in the Entrepreneurship Summit discussed the “culture of entrepreneurship.” Among the broad spectrum of cultural characteristics that foster or hinder individuals to go into business, the messages to men and women may differ. The undervaluing of women's entrepreneurship as secondary and supplementary to men's is one example. Women, more than men, learn that their families come first in their lives. Not only does this cultural message affect women's schedules and disposable time but it also is related to their willingness to take risks and to make independent decisions. In a culture that does not value the image of a strong, independent woman, a part of the process of “unleashing the power of women entrepreneurs” is to build self-confidence and a sense of personal capacity to embrace innovation and take action. Restrictions on women's mobility and relative isolation in some Muslim-majority countries are specific cultural factors that constrain women's capacity as entrepreneurs.

In the context of economic development and entrepreneurship, business associations are key tools for advocacy, information dissemination and mentoring, networking, and training. Women's business associations are sometimes identified as the starting point for strengthening entrepreneurship and business ownership among women.<sup>44</sup> They may serve as a forum for identifying and articulating common interests and constraints that affect business women, provide for mutual support and networking, act as an interface with government institutions and assistance in meeting legal requirements and accessing services, and serve as a fertile environment for leadership development. They may be avenues for mentoring and provision of business services for new entrants. Women's

---

<sup>41</sup> The informal economy is made up of businesses that are not registered, licensed, or regulated by the government, and do not pay taxes. It includes home-based businesses, usually with a single person and perhaps unpaid family labor, itinerant merchants, and enterprises in fixed locations.

<sup>42</sup> Amal Refaat, ECES. *The Informal Sector in Egypt: Problems and Attempts for Reform*. Post 2008.

<sup>43</sup> This assumption cannot be applied to female-headed households, and may be brought into question by the impact of the culling of household poultry flocks because of Avian Influenza on household income, consumption, and nutrition.

<sup>44</sup> For example, see the Center for International Private Enterprise (CIPE) Development Blog for May 6, 2009, with reference to Pakistan, “Women Entrepreneurship Development – Business Associations as Change Agents.”

business associations cover a spectrum of organizational types— sub-groups of larger male-dominated associations (e.g., the Chamber of Commerce), local organizations, sector-specific organizations, and branches of international women’s business associations. Like the traditional male-dominated business associations, women’s business associations should be supported and consulted as advocates for the specific interests and needs of women entrepreneurs in policies and practices.

### ***The Importance of Gender Considerations in Entrepreneurship Programs***

From the point of view of economic development, there is little question about whether the growth of entrepreneurship among women is positive. Unemployment is higher among women than men, public sector employment (which has been a significant source of jobs for women) is declining, and women are more educated than in the past. Women as entrepreneurs not only provide goods or services in the economy but also generate income for themselves and their families, and create jobs for other women and men alike. New job creation happens primarily in small start-up enterprises, and, in Egypt, women-owned businesses, on average, hire more women than businesses owned by men.<sup>45</sup>

Further, at the highest levels of the GOE, political support for increasing women’s role in business and for women’s economic empowerment is strong. According to a recent World Bank publication,<sup>46</sup> “Empirical evidence shows that per capita income in MENA could have grown substantially more rapidly if women had had greater access to economic opportunities.” Recognizing the potential value of women being more active as entrepreneurs, however, is only the first step in making it happen. Responding to the gender-specific cultural and social barriers women encounter are necessary steps to strengthen women’s role in the economy.

A 2007 publication of the Small and Medium Enterprise Policy Project (SMEPol)<sup>47</sup> cites two broad challenges for women’s entrepreneurship in Egypt:

“The first is to create a cultural, social, and economic environment that is more favorable to the emergence of women as entrepreneurs, and the second is to ensure that women who already have their own enterprises have adequate access to the resources and supports needed for sustainability and growth, that is, financing, technical and business management training, information, BDS, business networks, and technology.”

The most common approach to dealing with these constraints to date has been to through equity programs to provide the services that women need to be successful and cannot acquire elsewhere – to “level the playing field” with men. For example, since 2003, the Women Business Development Center of the National Council of Women is a “one-stop shop” for women who want to start a business, and provides resources and training for

---

<sup>45</sup> Ministry of Finance and Ministry of Investment, *Egyptian Women Entrepreneurs: Profiles of Success 2007*.

<sup>46</sup> *Ibid*, p.1.

<sup>47</sup> *Ibid*

maintaining and growing a business. More than 20 business women's associations in Egypt offer networking, training, and other support to entrepreneurs. The Social Fund for Development and various donors have projects targeting women's entrepreneurship. Over the last decade, the business community and the government have carried out an impressive series of reforms to improve the enabling environment for business, supported by the USAID TAPR II project, and cited as exemplary in the latest World Bank *Doing Business* Report. As entrepreneurs, both women and men have benefited from these changes, but, as discussed above, women in business may have benefited less than men. For example, the Smart Services Business Center in Alexandria reports to have reduced the time for licensing a business from 365 to 4 days, and the model is being replicated in Cairo and elsewhere. Yet, only 10% of its clients have been women.



USAID/Egypt supported microfinance programs for small- and micro- enterprises in Egypt for two decades. Sixty-two percent of the 3.4 million borrowers have been poor women. Loans have totaled more than -\$2.4 billion dollars. A gender assessment of the program in 2006,<sup>48</sup> pointed to sharp differences in the participation of men and women in the program, however, which tended to reinforce existing patterns of

inequality and to work against the development of entrepreneurship among women.

The 2006 assessment for the program found little awareness or understanding of the concept of gender or of attention to gender equality among the microfinance institutions and the USAID project implementers. The objective of the microfinance institution is to provide products and services to meet the needs of the clients, but in the absence of any gender analysis, the credit products were largely based on assumptions about the needs of the clients. Accordingly, two main loan products are offered, smaller group loans for poor women, and larger individual loans for small enterprises with a minimum level of formality – a business premise with a rental or ownership contract and an electricity bill. While individual lending is open to men and women, most clients (80-90%) are men. The explanation for this discrepancy is that most women's enterprises are home-based and therefore not eligible. The 2006 assessment found that other factors also might contribute to this difference. For example, all group loan coordinators are women, and nearly all individual loan officers are men, meaning that women who seek individual loans must solicit them from a man, a fact that may be uncomfortable for women in a conservative society who are not accustomed to dealing with men. Further, most

---

<sup>48</sup> Chemonics, *Gender Assessment for Microfinance Institutions in Egypt: Final Draft*. 2006.

institutions do not provide direct guidance or assistance to women who wish to shift to an individual loan, and the terms for the two products are different. The transition is difficult and risky. The assessment also noted a tendency to assume that all women seeking micro-credits have the same interests and needs, and that they are only generating secondary income for the households. The assessment offered a series of recommendations that pointed to the importance of understanding and mitigating the cultural and economic constraints facing women through analysis and monitoring to open up opportunities for entrepreneurship for those who seek them.

Microfinance is focused on the small- and micro-enterprises in the informal sector that are numerically the majority of businesses in Egypt, but the emphasis on entrepreneurship as the engine of economic growth is much broader. Traditionally, business has been a concern of men in Egypt. Women are relatively new entrants to the arena and its culture. As noted, various NGO, donor, and government projects exist to promote women's entrepreneurship, focused on the two major challenges cited above. Most are relatively small local programs because they work with individual women and businesses, and the evidence for success or failure is overwhelmingly anecdotal. They are generally urban, with a particular concentration in Cairo and Alexandria. They are instructive in the constraints identified and the methods to mitigate their effects. Two examples follow.

Goldman Sachs' "10,000 Women" program, launched in 2008, is a \$100 million, five-year campaign to provide underserved women in 20 countries with business and management education. The program was designed on the basis of World Bank research that identified access to business education as a significant constraint for women and a factor in their success as entrepreneurs. The curriculum is developed by leading business schools and adapted to the cultural context and constraints for women in each country. "10,000 Women can eliminate several traditional barriers to capital access by providing business plan assistance, helping women overcome fears and build confidence and introducing women to banks and other lenders."<sup>49</sup>

The partners for this program in Egypt are AMIDEAST and AUC, which in collaboration with the Wharton School of Business, offers a five-week, fully-funded certificate program in entrepreneurship and leadership for selected entrepreneurs in Egypt and the region. The initiative is expected to certify 500 women over the five years of operation. In addition, since 2009, the Social Fund for Development has agreed to make enterprise loans of up to LE 2 million available for the graduates. The courses in the AUC program are Personal Leadership Development, Entrepreneurship, Managing the Enterprise, Finance and Accounting, Business Strategy, Operations, and Marketing. The networking and leadership development aspects of the program are emphasized to provide continuing support and services to entrepreneurs after the training. According to the literature, the 10,000 Women Initiative has a sophisticated monitoring and evaluation system to track impact, and it is the subject of a new Harvard Business School Case Study, which should provide a basis for testing the assumptions that underlie the design.

---

<sup>49</sup> Goldman Sachs 10,000 Women, 2009 Leadership Academy.

Dr. Amany Asfour, the owner of a successful medical equipment and supplies company, founded the Egyptian Business Women Association (EBWA) in 1995, to promote entrepreneurship among women.<sup>50</sup> The long-term goal of the association is “to build an entrepreneurial culture for women and advance the awareness of entrepreneurship as an opportunity for women.” The short-term objective of the association is to provide projects to put women on a track to build their businesses and to move from the informal to the formal economy. The major constraints identified are attitudinal, fear of licensing, taxation, and bank lending processes, i.e. women tend to be conservative. Another major constraint is the need for guidance on product development, branding, and marketing. Among the biggest constraints for women for formalization and growth is the need for a business premise. Therefore, the EBWA opened a women’s business incubator and women’s business center, which is a physical space for 30 start-up businesses, and has computers, telephones, a meeting room, and a secretary available to the residents for one year. The business center also provides training and tools (CDs, internet access), assistance with marketing and exhibitions, and a place to go for information for both resident and non-resident women entrepreneurs.<sup>51</sup> Dr. Asfour identifies three pillars to build women’s entrepreneurship:

- Personal capacity, as a decision-maker and a marketer, with self-confidence;
- Policies and procedures to encourage women to go into business, then to implement the policies, and provide support services to the women.
- Product development – competitive, value added, unique, and high quality.

### ***Next Steps – Constraints and Opportunities***

The increased emphasis on entrepreneurship as a core element of economic growth in the Cairo Initiative makes it even more imperative than in the past that attention be given to the factors that divide men and women in their capacity to respond to and benefit from the new activities. Programs designed for women, to help mitigate the historical, cultural, and economic constraints, open opportunities to some women and help raise the profile of women in business, advocate for reform of policies with implicit or explicit gender bias, and slowly provide an impetus for change in a cultural environment that defines business and the personality attributes that it requires as masculine. As bridging activities, these programs are key in spite of their limited reach.

The greater challenge is to neutralize the effect of these constraints in the initiative as a whole so that men and women participate as equals. Entrepreneurship is not for everyone. Not all businesses will grow or survive, but gender need not be the first cut. The constraints that women face should be taken into account at all levels, beginning with small- and medium-sized enterprises (SMEs). If microfinance services are designed with the assumption that women’s businesses are micro-, home-based, and secondary, then few of these micro-entrepreneurs will have the option of taking the next step. If the institutions providing business services are relatively inaccessible to women compared to

---

<sup>50</sup> Interview with the gender assessment team, 13 May 2010.

<sup>51</sup> Funding for the incubator is provided by AECID, the African Development Bank, UNDP, and the African Union support training. Danida is providing assistance for “women’s business empowerment,” and funds from Slovenia are available to promote women in franchising.

men, the difficulties and costs of succeeding as an entrepreneur are greater. Comparative data confirm the untapped potential for women's entrepreneurship in Egypt, where only around 20% of firms in both the informal and formal sector are women-owned, compared to an average elsewhere of 35 to 40%. Efforts to mitigate the effects of the barriers that women face in all entrepreneurship and business development programs are essential. Reliance only on special campaigns for women in business will tend to marginalize women entrepreneurs as special cases outside the mainstream.

The implications for next steps include:

- All entrepreneurship and business development programs, including microfinance, should begin with a gender analysis to identify the differences in the constraints and barriers facing men and women, and the entry points in the program for specific actions to mitigate these constraints. This information should be built into the design of the program and carefully monitored in terms not only of the number of men and women being reached, but also the impact on the businesses and on the entrepreneurs in making their voices heard economically, politically, and socially.
- Increased attention is needed in knowledge management in this arena. Comparative monitoring and evaluation of the effects of all programs for men and women is necessary to identify gaps in services and results. If women are a majority of the recipients of micro-finance at what points do they drop out and for what reasons are they such a minority among small and medium enterprises? The various projects directed specifically to entrepreneurship development for women need to be documented, discussed, shared, and evaluated, so that effective tools and methods can be taken to scale and incorporated into mainstream projects. Since most of the activities for women entrepreneurs are urban special efforts are needed in rural areas, based on research into the barriers for women in rural areas, to increase their access to entrepreneurship opportunities.
- Women's business associations and women entrepreneurs as advocates must be included in decision-making forums so that the issues and barriers that are specific to women in business are included in design and review of policy reform, legislation, and program planning.

## **D. Science and Technology**

### ***Gender Considerations in Actions in this Area***

In 1995, the UN Commission on Science and Technology for Development (UNCSTD) concluded that “to ensure that science and technology benefits all members of society, attention must be paid to the respective needs of men and women equitably.”

Accordingly, its Gender Working Group (GWG) identified seven key issues where transformative actions were required, including “Gender Equity in Science and Technology Education.” The GWG recommended the establishment of a Gender Advisory Board (GAB) to monitor the implementation of its recommendations

concerning these key issues, which were reviewed again in 2006, and an eighth key issue was added “Equal opportunity for entry and advancement into larger-scale science, technology, engineering, and mathematic disciplines (STEM) and innovation systems.”<sup>52</sup> The GWG called on national governments to adopt the “Declaration of Intent on Gender, Science and Technology for Sustainable Human Development,” and in that context, it outlined policy and program options for the consideration of national governments and concerned agencies. The GWG thinking on the areas where the application of a gender lens to science and technology would yield significant positive impact is presented in “The Missing Links,” a publication of the International Development Research Center (IDRC). The five areas or paths identified are those of environmental health; poverty alleviation; employment and entrepreneurship; environmental literacy; and, finally, women’s participation in environmental policy formulation and decision-making at the national level. In each of these fields, the central role of women is apparent; yet, as the GWG points out male-dominated structures continue to be oblivious to the specific conditions and needs of women.<sup>53</sup>

“The International Report on Science, Technology and Gender” published by UNESCO in 2007, is formulated around the five areas where the gender disparities in the fields of science and technology are perceived to be most glaring especially in developing countries. The five areas are policy, education, employment, research, and, finally, data and information. In all of these areas women are under-represented or clustered at the lower levels, an unfortunate fact which according to the report, acts to the detriment of scientific and technological progress and sustainable human development. Accordingly, actions to redress these imbalances and to increase women’s participation in decision-making are highly recommended, as is the demand for gender statistics that describe social progress from the perspective of gender equality.<sup>54</sup>

According to international literature, looking at science and technology with a gender lens means examining perceptions, practices, and policy through gender analysis. This analytic base is a critical first step in the formulation of public policy that aims to remove systemic barriers preventing the equal participation of men and women in science and technology. In that context, both mainstreaming and equity measures are required to level the playing field and to provide women with the opportunity to contribute to and benefit from scientific knowledge and innovative technologies.

Finally, it should be noted that while the gender bias in science and technology is more apparent in the context of developing countries, developed countries also have been grappling with ways to redress the imbalance. In point of fact, over the past two decades, a number of developed countries have put in place equity measures to promote women’s advancement in these fields. In Canada, the Natural Sciences and Engineering Research Council of Canada (NSERC) established five new chairs for women in science and technology in Canadian Universities. In the UK, the charter of the Athena Scientific

---

<sup>52</sup> Fabiolo Bazo, and Elizabeth McGregor, “Gender Mainstreaming in Science & Technology: A reference Manual for Government and Other Stakeholders, Gender Management Series, Common Wealth Secretariat.” 2001. Pg. 21.

<sup>53</sup> “MISSING LINKS: Gender Equity in Science and Technology for Development. The International Development and Research Center.” 1995. Chapter 2.

<sup>54</sup> UNESCO, *Science, Technology and Gender*. 2007. Pg. 12.

Women's Academic Network (SWAN) is a scheme developed by the London Metropolitan University in 2005 to assist in the recruitment, retention, and progress of women in science and technology. In the US, there are many outreach and mentoring programs that seek to promote women in science and technology, including programs established by universities, such as Purdue and Michigan, as well as the consortium of the National Academies.

Examples of measures taken by various countries to redress the gender imbalance are numerous, and reviewing them is beyond the scope of this assessment. However, it should be noted that most of the initiatives are the result of collaboration among government, women's organizations, NGOs, academia, and the private sector. The very fact of such collaboration reflects an appreciation of the importance of gender-balanced representation in science and technology, and ensures a minimum of sustainability for the initiatives and for the global movement to promote gender equality in all fields.

### ***Importance of Gender Considerations to Science & Technology Programs***

A sub-regional workshop of the GAB in Cairo in 2005, identified the key gender issues in science and technology as including the need to build the capacity of women in science and technology streams, the need to effectively utilize women's capabilities and potential, and the need to enhance the role of science and technology in empowering women and addressing social challenges. During that same year, the GOE announced a 12-year strategy and plan to create an integrated system of scientific research. Under this strategy, women's involvement in science was to be encouraged through conferences and the creation of a database of female researchers to foster networking. In that context, Egypt established, "large and complete" structures for scientific research and development to advance women in science and technology, including National Committees in Science and Technology and the NCW Committee on Education, Training and Scientific Research, as well as gender desks to ensure that gender mainstreaming is undertaken at the sector as well as at local government levels.<sup>55</sup> Three years later, the Global Gender Gap report acknowledged that these efforts had resulted in significant gains in the presence of women among senior officials and managers.<sup>56</sup> Evidence indicates, however, that these gains are not reflected as significantly as they should in science and technology, in spite of the fact that, among the countries of the region, Egypt is reported to have the largest number of women scientists in higher-status jobs and decision-making positions.<sup>57</sup> A brief overview of women in science and technology in Egypt reveals that while they comprise one-third of that community, they hold only two percent of the high-level positions, partly because of discriminatory hiring, training opportunities, and promotion procedures both in university and non-university settings. Moreover, as university students, girls are still concentrated in the streams of chemistry and biology rather than physics, mathematics, and engineering, which until recently have been male-dominated.<sup>58</sup>

---

<sup>55</sup>Commission on Science and Technology for Development, *Report on UNCSTD Gender Advisory Board (GAB) Activities*. 2009. Pgs. 4-8.

<sup>56</sup>Ricardo Hausmann, Laura Tyson, and Saadia Zahidi, *The Global Gender Gap Report 2009*. Pg. 30.

<sup>57</sup>ESCWA Center for Women Newsletter, "Women in Research and Development." 2007.

<sup>58</sup>Website of the American Association for the Advancement of Science:  
<http://www.aaas.org/programs/international/wist/countries/egypt.shtml>

The past few years have witnessed the emergence of a number of civil society initiatives to promote women in science and technology. An example is the Arab Women in Science and Technology (AWST) launched in 2009 by the Arab Network for Science and Technology Foundation (ASTF), an NGO based in United Arab Emirates. The Network supported by the UNESCO, UNIDO, the International Development Research Center (IDRC), and a number of corporations, has six chapters including one in Egypt. Its aim is to help Arab women participate in the region's development of science and technology through collaborative activities including research, publications, and participation in conferences.<sup>59</sup> Another example of non-governmental efforts to promote women's participation is Egyptian Women in Engineering (EWIE) launched in 2008, as a chapter of the Women in Engineering (WIE).<sup>60</sup> Moreover, donors and international organizations such as the World Bank, UN, Germany, Japan, France, Canada, the Dutch, and USAID among others, have been supporting the GOE efforts to bolster its science and technology infra-structure and human capital, by funding research and development and training activities in various sectors including agriculture, water, and energy, as well as supporting the information and communication technologies (ICT) and education sectors. In some of these donor-supported interventions, gender was taken into account; in others, less so.

Egypt has been quite active in ICT for the past 20 years. Yet a recent study examining the impact of ICT on empowering women reveals that despite GOE initiatives in that respect, the gender neutrality of ICT macro-policies related to education, training and price structures continue to limit the access to and benefits of ICT for women. The study argues that while ICT is having some impact on the empowerment of Egyptian women through the initiatives of various government agencies including, among others, the Ministries of Education (MOE) and Higher Education and State for Scientific Research, the Ministry of Communications and Information Technology (MCIT), and the NCW, as well as the efforts of civil society, further gender equality measures are required to remove the barriers to women's access and use of the technology. The study emphasizes the disparity between men and women in the use of personal computers and mobiles in urban areas with 25% ownership for women in contrast to 75% for men. The contrast is even starker in rural areas where traditions and poverty combine to limit women's access to education, mobility and disposable income. The study recommends a number of measures including improving girl's and women's access to education, generating demand for ICT education, making ICT education and training available for girls, and providing girls and women with microloans to enable them purchase the technology.<sup>61</sup>

The UNDP has been an active supporter of ICT programs over the past 20 years. In the mid-1980's, the UNDP supported the Cabinet's Information and Decision Support Center (IDSC) to introduce the Internet across all governorates in Egypt through the establishment of governorate-based information centers and various training activities.

---

<sup>59</sup>Website of the Arab Women in Science and Technology: <http://www.astf.net/womenrdsponsors.html>

<sup>60</sup>Website of the International Institute of Electrical and Electronics Engineers: <http://wie.ieee.org.eg>. The IEEE is "the world's largest professional association for the advancement of technology."

<sup>61</sup> M.F. Badran (2010) "Is ICT Empowering Women in Egypt? An Empirical Study." ICT and Development-Research Voices from Africa. International Federation for Information Processing (IFIP), Technical Commission 9 - Relationship between Computers and Society. Workshop at Makerere University, Uganda, 22-23 March, 2010. Pgs. 4, 20.

Since then, it has been a staunch supporter of information technology as a tool for the decision-making process and development of various sectors including education, employment, environment, and energy. Currently, the UNDP has a number of programs/projects under its poverty alleviation area of work. “ICT for Sustainable Development” is a program now in its eighth year, consisting of five interrelated projects to promote sustainable human development by increasing awareness and access to ICT. The five projects are: IT for Illiteracy Eradication, Community Knowledge/E-library, Community Portal, Smart Schools and Mobile Internet Unit. The “Empowering and Connecting the Community through ICT” is a five-year project ending in 2012, to facilitate the development process related to various organizational, legislative and regulatory framework issues; and, to engage civil society organizations in the promotion of Egypt’s information society. For the past decade, gender has been a cross-cutting theme for UNDP programs and is mainstreamed in all its interventions.<sup>62</sup> The website “Arab Women Connect” launched in 2000, as part of a UNIFEM regional strategy to increase Arab women’s use of and influence on new information and communication technologies is an example of UNIFEM’s numerous initiatives to empower women through ICT. Women’s organizations in Egypt are participating in the initiative. Other players in the field of ICT include the World Bank, the European Union (EU) and USAID. USAID support to ICT has cut across all of its programmatic areas: economic growth (including environment, antiquities, and agriculture); infrastructure (including



water and wastewater, electric power, and telecommunications); education (including basic and higher education); health (including family planning and infectious disease surveillance and response); and democracy and governance (including administration of justice and citizen participation).<sup>63</sup> ICT training participants like all other training activities are reported as sex-disaggregated data. ICT also is used as an

equity measure in the education projects, with access to computers being used to help bypass constraints to girl’s and women’s mobility.

Research and Development (R&D) is particularly critical in science and technology. And, while Egypt has made strides in R&D, and is reported to have the overall edge among the countries of the MENA region in science inputs, with close to 60 percent of R&D personnel in the region, the incentive system that is applied and the public sector wages are not conducive to high quality scientific output.<sup>64</sup> As a result many PhD

<sup>62</sup> Website for the United Nations Development Program, Egypt: [www.undp.org.eg](http://www.undp.org.eg)

<sup>63</sup> Website for USAID, Egypt Mission: <http://egypt.usaid.gov>

<sup>64</sup> Heba Handoussa. *Research for Development in the South: The case of the Middle East and North Africa (MENA) Region*. 2003. Pg.15.

scientists choose to leave Egypt for the Gulf countries where they can find a better research environment and better salaries. Dr. Shafika Nasser, Professor of Public Health and an elected member of Egypt's Shura Council, was interviewed for this assessment. She confirmed both the "brain drain" in scientific fields, and the fact that women are discouraged from studying certain disciplines like physics, or mathematics, or, in medicine, surgery or even obstetrics, while they are abundant in nutrition and family medicine. The reasons according to Dr. Nasser include a general R&D environment that is not conducive to scientific excellence, women's reluctance to enter fields that they perceive will not benefit them professionally or personally, and, a lack of counseling about career options. "There is not enough orientation at the secondary levels about the various fields of study and related opportunities."<sup>65</sup>

Donor support constitutes about 15% of total R&D spending.<sup>66</sup> Industry contributes a scant 1%, which means that the bulk of R&D funds come from the GOE, with the largest portion paid in salaries. The majority of government-funded R&D programs are in agriculture, health, and, to a lesser extent in the manufacturing sector. USAID is a significant player in all of these sectors, as well as in the biotechnology and energy sectors. An accord signed between the USG and the GOE in 1995, and renewed in 2001 and in 2005, provides for a range of research and technology transfer activities, including research grants and workshops, which are financially supported by USAID and the US Department of State. In an interview with Mr. Nader Ayoub, Program Assistant at USAID, the assessment team received confirmation that apart from the requirement of gender disaggregated reporting of the number of grantees, the program is largely gender neutral, without specific targets or preferences.<sup>67</sup>

Education and Training are of particular relevance in determining a country's potential for scientific and technological innovation. Despite the sizeable spending by the GOE, complemented over the past two decades by financial and technical support from donors and international organizations, assessments of the economic and social returns of the educational system remain negative. Studies of the educational systems in Arab countries, including Egypt, reveal "a low level of knowledge attainment and inadequate analytical and innovative capacity."<sup>68</sup>

Over the past 20 years, the Egyptian education sector has been the recipient of significant financial and technical assistance, with a large bulk of investments geared to improving access and quality of pre-university education. The reform of higher education on the other hand began in 1999, and is proceeding according to a master plan developed in 2000 and updated in 2004. Based on this master plan, 25 reform projects were identified, 12 of which were funded by USAID.<sup>69</sup> USAID support for higher education consists of scholarships for undergraduate and master's degrees and community college programs. In the field of science and technology, USAID is financing the Junior Scientist

---

<sup>65</sup> Interview with Dr. Shafika Nasser, May 26, 2010.

<sup>66</sup> Website of the US Department of Commerce, Egypt: <http://www.buyusa.gov/egypt/en/ccg06.html>

<sup>67</sup> Interview with Mr. Nader Ayoub, May 23, 2010.

<sup>68</sup> Heba Handoussa, *Research for Development in the South: The case of the Middle East and North Africa (MENA) Region*. 2003. Pg. 33.

<sup>69</sup> Mona El Baradei and Laila El Baradei. *Needs Assessment of the Education Sector in Egypt*. 2004. Pg. 26.

Development Visit Grants, which provide opportunities for short-term practical training of junior scientists holding a PhD or enrolled in a PhD program.

Based on the 2000 Master Plan, the Higher Education Enhancement Project (HEEP) was developed “(i) to restructure the legislative, governance, and financing systems of the higher education system to support efficiency and quality enhancement initiatives; and (ii) improve the quality and relevance of higher education so graduates have the knowledge and skills demanded by Egypt’s developing and globalizing economy.” It included the Higher Education Enhancement Project Fund (HEEPF), designed by the Program Management Unit of the Ministry of Higher Education as a competitive mechanism among higher education institutions to fund their reform programs. In 2004, the strategic priorities of HEEP were revisited and adjusted to correspond to the government’s approach to improving scientific research. The adjustment added two more dimensions: first, developing post-graduate studies in scientific research and second, addressing students’ extra-curricular activities.<sup>70</sup> The project had three phases. The first phase of the project was supported by a loan from the World Bank. Other HEEP partners include USAID, the EU, the Ford Foundation, UNESCO, and the Department for International Development (DFID), the Arab Gulf Fund (AGFUND), JICA, and GTZ. USAID contributed \$12 million in the first phase, in support of the Faculties of Education Reform Project (FOER) for reform of teachers’ education, improving instructional capabilities and implementing more student-centered methods.<sup>71</sup>

Despite all of these reform efforts, the 2010 Egyptian Human Development Report identifies a large deficiency in the quality of education and a deep gender schism in terms of achievement and selection of disciplines at the secondary and higher education levels, with variables such as rural-urban setting and economic status coming into play in terms of the inequities that characterize the education system in Egypt. The report expounds on the mismatch between the educational output, and development and labor market needs, (reflected in high unemployment rates) that are particularly apparent in the case of women. Statistics about student enrollment in Egyptian universities in the academic year 2007/2008 indicate that 64% of the student body was enrolled in social studies, with only 17.6 % enrolled in Engineering, Medicine, Pharmacy and Science, and 15.2 % studying applied sciences. The percentage of both males and females in the science fields is exceedingly low and slightly lower for women than for men.<sup>72</sup>

It is noteworthy that while the reform of pre-university education is proceeding with significant consideration of gender constraints, the reform process in higher education has not followed suit. Most of the programs have no gender targets. However, international attention to gender issues in science and technology is beginning to translate into research activities in the countries of the region. In September 2009, the EU issued a call for proposals under the Women and Science: Euro Mediterranean Cooperation funding scheme. The proposals are for collaborative research on women in science, technology, engineering, and mathematics between the European Union and the Mediterranean

---

<sup>70</sup> Website for the Higher Education Enhancement Program: <http://www.heep.edu.eg/pmu-strategic.htm>

<sup>71</sup> Mohsen El Mahdy Said, “An Overview of the Higher Education Enhancement Project (HEEP).” 2006.

<sup>72</sup> Egypt Human Development Report: Youth in Egypt: Building our Future. Pgs. 44-48.

partner Countries (Algeria, Egypt, Jordan, Lebanon, Libya, Morocco, Palestinian-administered areas, Syrian Arab Republic, Tunisia). Research implementation is due to begin in 2010.<sup>73</sup>

### ***Next Steps – Constraints and Opportunities***

Increased attention to science and technology is imperative to economic and social well-being. Accordingly, the next phase of reform and support to pre-university as well as higher education in Egypt must be geared to revisiting the curricula and teaching methodologies so that they are appropriate to national development needs, and make optimum utilization of human capital. In that respect, and in order to ensure sustainable inclusive development, national policies and development assistance programs will have to pay greater attention to the concerns, aspirations, and constraints preventing youth and women from entering and excelling in “the more arduous fields of science and technology.” Equity measures that level the playing field and deconstruct patriarchal and absolutist myths can unleash Egypt’s untapped human potential; ideally, those equity measures should be taken together with policies that ensure equality of opportunity in the reform process, especially pertaining to education, research and employment. The gender inequity in science and technology decision-making has made women reluctant to participate in the development of these fields. And, despite the on-going discussion of the theme gender in science and technology in feminist literature, in numerous conferences and workshops, and in documentation produced by international development organizations, it has yet to translate into specific national or international development assistance programs. The emphasis in the Cairo Initiative on Science and Technology, Entrepreneurship, and Human Capacity Development with particular attention paid to women needs and women’s participation, are in perfect synchrony with the findings and recommendations of the 2010 EHDR.

While, there are constraints to bolstering of science and technology education and R&D structures in Egypt, the opportunities to move forward towards a “demand driven” education system and a more “inclusive agenda” are also present. The main constraint is the cost of effecting broad-based reform in secondary education and in the faculties of science and technology, but socio-cultural constraints also deter women from venturing into certain fields. The opportunities reside in the GOE commitment to education reform at all levels, with considerable donor support, and in that context, revisiting the curricula in the fields of sciences, mathematics, and technology to make them more suited to Egypt’s national development needs, the MDG commitments, and the need to be competitive in the global economy.

The implications for the next steps are as follows:

- USAID support to the GOE efforts in science and technology should include, as a starting point, a gender analysis based on both quantitative data and qualitative data. In that respect, investments of time and expertise to develop indicators that reflect the gender story in these disciplines would be required. Such indicators

---

<sup>73</sup> Women in Science Euro-Mediterranean Cooperation — MIRA Project Mediterranean Innovation and Research Coordination Action Community of Practice.mht.

would include among others participation rates in the different sub disciplines, the impact of power relations on skills development and career advancement, and the ability to achieve a balance between personal/family and professional obligations. The analysis should consider variables such as urban and rural context and economic status.

- An in-depth review of the experiences of different countries in promoting women in science and technology would be useful in informing programming in this area. USAID could organize conferences and workshops to which counterparts from the GOE, civil society partners, and other donors are invited to discuss the gender issues in science and technology in Egypt. In addition USAID should consider setting gender targets for its Junior Scientist Development Visit Grants.
- Following the lessons of successful programs elsewhere, efforts are needed to strengthen collaboration among the GOE, professional NGOs, and the private sector to support gender equity in higher education in science and technology, and in research and development. USAID might, for example consider issuing grants to professional NGOs for this purpose.

## **E. Conclusions and Recommendations**

The preceding analysis confirms that gender inequality and subordination of women is a continuing issue in the three components of the Cairo Initiative in Egypt, the region, and worldwide. Recognizing that gender differences are a factor in achieving progress in economic competitiveness and social well-being is the first step. Acknowledging that these differences are not immutable or “normal,” and that change is necessary and achievable is essential.

The review of the literature on gender issues and interventions, as well as the experience and results in Egypt emphasize that the change toward gender equality is a long-term process that occurs within and responds to specific cultural constraints and national priorities. Once the legitimacy of the topic is recognized and it is on the table, the process of change must be reinforced by continuing analysis, discussion, and monitoring. The tools and methodologies from past experiences and other countries are inputs for the process that, once analyzed and adapted to local conditions, must take place at all levels in Egypt from national level interactions between USAID and GOE partners, to project implementers, and community-level implementation activities.

The constraints to full participation of women as well as men in the benefits of social and economic development have been outlined for each of the initiative areas, with concrete examples of efforts to counter these barriers. Many are tied to the traditional patriarchal system and the assumption of the primacy of women’s role as the responsible caretaker for the home and family. Mitigating these constraints not only contributes to achieving the objectives of the Cairo Initiative and strengthens the society as a whole, but also opens additional options for women for individual achievement and well-being.

## V. Conclusion

The two parts of this Gender Assessment Report are complementary, beginning with an examination of the attention to gender issues in the activities of the Mission today and moving forward, with this as a base toward the programs that the Mission will implement with the GOE in the future. In both cases, the analysis presented should be viewed as a starting point and an outline for more detailed attention within each program and sector. Limitations of resources and of the strategy context meant that many points for data collection and for discussion need further development.

The principal finding from the assessment of the Mission programs under the Bridge Strategy is that gender issues are not sufficiently taken into account in program design, implementation, or evaluation. For the most part, except for gender equity projects directed to women, the impact of gender roles and relations on the expected results of development activities, and the potential differential impact of these programs on men and women as beneficiaries and participants are not considered.

As an agency, USAID is committed to gender equality as an objective, and requires that these two aspects of gender integration be incorporated into all programming. The process for achieving “gender integration” includes a gender analysis as a part of the design process, attention to gender-based constraints in implementation, development of gender-relevant indicators so that the gender-related effects of the program activities are monitored and managed through implementation, and evaluation of the effectiveness of the project in terms of the two aspects cited above. The assessment also notes the value for future programs of documenting and sharing the experience of various programs that have encountered gender-based constraints affecting women and successful models for mitigating these effects.

An observation shared by both the assessment team and Mission staff is that, given the complexity and breadth of the USAID programs in Egypt, the staff would benefit from sector-specific training and capacity building and technical assistance to apply the broad concepts of gender integration to the concrete situations encountered in the field.

The objective of the second part of the assessment, focused on the Cairo Initiative, was to provide a base for discussion about the importance of gender considerations and gender equity in the elaboration of this Initiative with the GOE. Accordingly, the report gives an introduction to international and national experience in dealing with gender equality in these arenas, and particularly with efforts to increase the participation of and benefits for women in these programs. The approach is broad brush, but it is clear that gender inequality is a priority concern for these initiatives to have a significant impact, and that evidence of successful practices provide a significant starting point for discussion.

The final point is that “gender and development” is not a foreign or untapped subject in Egypt— for the government, NGOs, or the donor community. The commitment of the government at the highest levels is clearly articulated in both national and international forums, and has been backed by action, for example, in support for the NCW. NGOs focused on women’s issues and human rights have served as advocates for many years

and have successfully placed a number of key gender-related issues on the national agenda. Resources also are available through the Gender and Development Donor Working Group, in terms of sharing of experiences, information about sources of data and statistics, a registry of consultants with gender expertise, and access to training in gender analysis, through CIDA. Support within the Mission for continued collaboration with these various entities is an important component of strengthening gender integration in the Mission and in the partnership with the GOE.

## **ANNEX A: Scope of Work**

### **Revised Scope of Work Gender Assessment/Analysis USAID/Egypt May 2010**

#### **I. Introduction**

The purpose of the Gender Assessment is to identify key gender issues and gender constraints that need to be addressed in the USAID/Egypt current and proposed programs as part of the process for developing new strategic d to make recommendations on how Egypt can achieve greater gender integration in its programs.

The assessment will help the Mission set targets and measure the contribution of its programs to gender equity; identify needs for gender training; clarify additional topics for gender analysis and serve as the gender analysis for the new strategy and the basis for the Mission gender action plan.

The assessment will identify gender-related activities and approaches in current USAID/Egypt projects associated with the Bridge Strategy and new initiatives outlined in President Obama's Cairo speech, specifically in human capacity development, science and technology, and entrepreneurship.

The assessment should provide evidence and rationale for attention to gender issues and women's equality in development activities as well as cutting edge best practices that can help define and manage partnerships with the Government of Egypt.

The gender assessment will provide a brief overview of gender relations and roles in Egypt for the USAID program areas as well as identification of key gender issues and government and civil society activities in these areas. The analysis will focus on the implications of these relationships and issues for USAID Assistance Objectives (AOs).

The gender assessment will review the Mission's program implementation plans and address gender considerations necessary to achieve the Assistance Objectives (AOs) in the Bridge Strategy: Governing Justly and Democratically, Investing in People (Education) and Economic Growth. The gender assessment will guide the design and formulation of activities and ensure gender integration in project implementation.

This Scope of Work outlines five interrelated tasks:

- Review gender issues and gender-based constraints in the current program.
- Analyze gender impact of activities currently being designed
- Appraise the current level of attention to gender in Mission programs.
- Examine institutional context in support of gender in the Mission and Egypt.

- Provide recommendations for a gender action plan that guides USAID activities in gender mainstreaming and helps improve the situation of women in Egypt.

## **II. Background**

Despite the fact that Egyptian constitution gives unconditional gender equality in all rights and duties to all Egyptians, in the 2005 World Economic Forum's Gender Gap Index report, Egypt ranked the poorest in gender economic equality. The World Economic Forum measured the size of the gap between men and women in five critical areas: equal pay for equal work, access to the labor market, representation of women in politics, access to education and access to reproductive health care. Other factors were representation of women in decision-making structures, equal access to education and access to reproductive healthcare.

On the basis of current gender situation analyses, the National Council for Women (NCW), as mandated by the Presidential Decree number 90 for the year 2000, has drawn a proposed National Strategy for the Advancement of Egyptian Women. The strategy focuses on narrowing existing socio-economic gender gaps and addressing women's strategic need including social, economic, and political empowerment. In collaboration with the majority of donor organizations operating in Egypt, NCW is currently translating its strategy into activities with expected concrete and measurable outputs.

In 2007, Egypt is embarking on a very ambitious reform program, where constitutional amendments and an array of major transformations are expected. The government is moving towards a comprehensive reform agenda on the social, economic, and political fronts. The five-year National Development Plan for 2007-2012 reflecting those anticipated reforms is being for the first time engendered by the NCW which reports directly to President Mubarak.

In the recent years, Egypt invested impressively in women's education increasing their productive potential and earning capacity. On the policy level, the Government has announced its commitment to integrating women fully in the development process by:

- (a) Increasing attention to gender perspectives in medium-term plans and program budgets and ensuring sufficient attention to gender equality perspectives in planning and allocation of financial resources;
- (b) Ensuring systematic attention to gender perspectives in critical areas, such as macro-economics, international trade and investment, transport, taxation and finance.

Egypt is committed to achieving the Millennium Development Goals (MDGs) by the year 2015. MDG goal number 3 "Promote Gender Equality and Empower Women" is central to achieving the other goals. Egypt is also committed to the Convention on the Elimination of all forms of Discriminations against Women (CEDAW). The Government of Egypt (GOE) is following-up on its achievements with regards to CEDAW by sending periodic reports through the NCW.

USAID/Egypt is helping the GOE in narrowing its gender gaps in many areas such as education, health, political participation, and economic empowerment. In negotiating the disbursement benchmarks for the New Cash Transfer Program, USAID will make the necessary analyses to ensure that the reforms achieved through implementing those benchmarks will have no negative impacts on women including any sort of marginalization of the role of women. It will also ensure that reforms achieved will impact men and women equally.

<b>Status of Women in Egypt (2005)</b>						
		<b>Urban Gov.</b>	<b>Lower Egypt</b>	<b>Upper Egypt</b>	<b>Frontier Govs.</b>	<b>Egypt</b>
<b>Life Expectancy at Birth (years) (2004)</b>		71.6	71.1	69.8	70.7	70.6
<b>Maternal Mortality Rate (per 100000 live births)</b>		74	66	73	46	68
<b>Average Age at First Marriage (Years)</b>		28.3	25.2	24.4	28.3	26.1
<b>Gross Enrolment Ratios (%)</b>	<b>(Total) (03/04)</b>	99.1	92.1	87.6	66.1	90.9
	<b>Primary (2004)</b>	111.3	100.3	90.9	50.9	96.4
	<b>Preparatory (2004)</b>	103.3	97.4	89.9	72.7	95.1
	<b>Secondary (2004)</b>	87.1	84.2	64.6	63.4	77.2
<b>Females (15+) with Secondary or Higher Education (%) (2004)</b>		37.2	22.9	16.5	21.9	23.5
<b>Professional &amp; Technical Staff (% of females) (2004)</b>		66.4	47.6	48.8	79.3	33.5
<b>Woman in labor Force (% of total) (2004)</b>		22.6	23.7	17.2	22.8	23.9
<b>Wage earners (% of Labor Force 15+) (2004)</b>	<b>Total</b>	66.8	51.3	50.2	74	23.9
	<b>Females</b>	71.4	47.4	44.8	73.5	54.1
<b>Unemployment Rate (%) (2004)</b>	<b>Total</b>	7.6	11.4	9.1	8.5	9.9
	<b>Females</b>	19.7	25.3	24.4	20.4	24

Source: Egyptian Human Development Report, 2005

## **Brief Overview of USAID/Egypt Programs**

### Governing Justly and Democratically

USAID supports expanded efforts for judicial reform, including criminal courts reform, legal education, and activities to increase access to justice for women and disadvantaged groups. In the area of civil society and local governance, USAID provides assistance to grassroots organizations. Such efforts promote linkages between the citizen and the state, increasing transparency and accountability at the local level.

USAID is expanding upon current efforts in media, moving from journalist training activities to activities with broadcast media to reach a broader base at the local level. Attention is being directed to enhancing knowledge and attitudes regarding democratic values and practices, with a focus on youth.

### Investing in People (Education)

USAID assistance supports the Government of Egypt to sustain improvements in student learning outcomes by improving the quality of teaching and learning, expanding equitable access, and strengthening the management and governance in K-12 schools, with the focus on seven governorates. Teaching is improved through in-service teacher training, school libraries for K-12 schools nationwide, and information technology. USAID supports more equitable access to education through school construction in remote rural and densely populated urban areas, adult literacy, and early childhood development activities.

### Economic Growth

USAID is increasing its microfinance assistance in the coming four years to more than double the number of poor entrepreneurs who will benefit. In agriculture, producers receive assistance to develop their own organizations, enhance technical capacities, and expand domestic and export sales. The dynamic information and communications technology sector also benefits from USAID's assistance in training and business formation.

The US has identified Egypt's financial sector as a key force in guiding the economy towards job-creating investments, and USAID is supporting financial privatization and technical strengthening in areas including commercial banking, real-estate finance, and insurance. The macroeconomic stability required for a growing economy is a priority concern of the Egyptian government, which is drawing on US expertise, financed and supported by USAID. Increased openness to international trade is supported through assistance for improved procedures at ports, customs reforms, and participation in trade-opening initiatives with the WTO. US-Egypt trade has been promoted through the Private Sector Commodity Import Program for industrial inputs.

USAID helps the Supreme Council of Antiquities to protect Egypt's vast cultural heritage, restore and conserve numerous antiquities, and enhance visitor flow. This is

done through grants to the American Research Center in Egypt and various other American and Egyptian specialized institutions.

To support Egyptians' efforts for more democratic governance and an improved business environment, USAID will be assisting Government of Egypt Ministries, Egyptian law schools, and regulatory agencies to strengthen laws governing the business sector and to foster transparency and consistent application.

Through policy reform, capacity-building, public-private partnerships and citizen awareness activities, USAID assists Egyptian efforts to improve environmental and natural resource management in four areas: Nile water, Red Sea natural resources, urban/industrial pollution, and energy efficiency.

### **Bridge Strategy and Cairo Initiative Activities:**

The principal change represented by the USAID Bridge Strategy is the use of funds for "Cairo Initiative" purposes. The Government of Egypt has proposed the creation of a jointly funded bi-national endowment, beginning in 2011, which will provide continued support for human capacity building in Egypt to assure continued cooperation between Egypt and the United States. A separate document is being prepared that will identify options and constraints and provide specific recommendations for creating an endowed bi-national institution, including a description of USAID requirements concerning its legal status, and financial management and procurement policies and procedures. The Government of Egypt has also proposed that a portion of the resources from FY 2009 and FY 2010 be used to begin direct financing of activities that will subsequently be financed with endowment generated resources. In this document, these initiatives are referred to as "Cairo Initiative activities," as they are a direct result of the action agenda proposed by President Obama in his June 4, 2009, speech at Cairo University. In this section, the normal USAID support programs, i.e. those not directly included as Cairo Initiative activities, will be referred to as the "core program." To be clear, the division of the USAID program between the Cairo Initiative and the core program is a distinction defined at post, and does not imply the creation of a new USAID/Washington or U.S. Congress earmarked funding category.

USAID's planning guidelines require that all activities to be funded fit into predefined program areas that demonstrate how the resources support different development objectives. Therefore, USAID cannot just create a budget line item for "endowment" activities or "Cairo Initiative activities". Instead, the resources need to be budgeted by type of activity to be funded. In the Bridge Strategy, this requires that the resources be divided between the various assistance objectives, i.e. investing in people, democracy and governance, and economic growth. The full range of human capacity development activities that have been discussed between the Government of Egypt and USAID easily fit into these categories. However, it is also important to view the Cairo Initiative activities as a whole, in order to demonstrate the scale of the response to the themes proposed by President Obama in his June 4 speech. Therefore, this section of the Bridge

Strategy has been prepared to summarize in a single location all of the proposed Cairo Initiative activities to be funded with FY 2009 and 2010 resources.

A significant portion of funding during the bridge period will be devoted to Cairo Initiative activities. Of the \$XX million annually designated for Cairo Initiative activities, \$XX million each year will be used to fund fellowships and professional development programs for Egyptians in the United States. Another \$XX million each year will fund development activities in Egypt consistent with the overall strategy of human capacity development. These Cairo Initiative activities allow critical human resource needs to be addressed while the governments negotiate the details of a long-term endowment mechanism. In addition to these specially designated Cairo Initiative activities, USAID emphasizes human capacity building across all program areas. Indeed, most of the mission's core assistance program for the bridge period is consistent with the new long-term strategic focus on human resource development.

Cairo Initiative activities are allocated across all USAID program areas and will include a variety of public and private sector participants. Activities will ensure gender and geographic balance and be targeted wherever appropriate to the disadvantaged and the poor.

### **US-Based Cairo Initiative Programs**

US-based Cairo Initiative programs will include both graduate fellowships and a variety of short term training to be defined based on development priorities, fields of study, and target participants. A limited number of PhDs for university and private industry researchers will build capacity in specialized fields in which commercial application of scientific research holds promise. A significant share of resources will be devoted to Master's Fellowships, which will be fully funded one- and two-year academic programs for mid-level professionals in targeted fields from the public and private sectors who have demonstrated exceptional competence and leadership capacity.

Short term leadership grants will be used for more focused support for public, private, and non-governmental organization leaders, in order to build management and technical capacity to support Egypt's development objectives. Professional Institutes in the United States provide customized, non-degree programs for cohorts of professionals that can include both US and Egyptian components.

The following table provides an illustrative list of activities by sector that could be funded with the U.S. based Cairo Initiative education and training programs (amounts in US\$ millions). For 2009, all of the Cairo Initiative funds have been programmed under the Economic Growth Workforce Development program element. However, this chart shows the resources allocated among other program elements in order to give a clearer idea of the range of program activities.

Assistance Objective/Illustrative Programs for US based programs	FY 2009	FY 2010
Basic Education		
- Masters Degrees in Education Administration	xx	xx
- School Leadership Fellows	xx	xx
Higher Education		
- U.S. Science and Technology PhD Fellowships	xx	xx
Health		
- Health Management MBAs	xx	xx
- US based leadership internships in the health sector	xx	xx
Democracy and Governance		
- US based leadership internships for civil society leaders	xx	xx
Economic Growth		
- Short-term private sector internships for middle managers	xx	xx
- Economic reform Masters Degrees	xx	xx
- Masters degree program for young leaders	xx	xx
Total	xx	xx

Assistance Objective/Illustrative Programs in Egypt	FY 2009	FY 2010
Basic Education		
- <i>Initiative for Secondary Schools</i>	xx	
- Youth Centers for Employability	xx	
- Secondary Education Reform		xx
- MicroACCESS English	xx	
Higher Education		
- University Career Development Centers	xx	xx
Health		
- xx Twinning US and Egypt Universities	xx	xx
Democracy and Governance		
- Short-term leadership training and professional exchanges for local government officials	xx	xx
Economic Growth		
- Youth Employment Innovation Grants		xx
- Egypt Leadership Fellows (In-country MAs)		xx
Total	xx	xx

### **Egypt-Based Cairo Initiative Programs**

About half of the Cairo Initiative funds will be devoted to programs in Egypt that are consistent with the aims of the long-term strategy of human capacity development. There are a wide range of possible activities that can be carried out effectively and at less cost within Egypt that will have a significant impact on the Cairo Initiative objectives.

The following table provides a suggested allocation of the Egypt based Cairo Initiative resources by illustrative programs under each of the assistance objectives (amounts in US\$ millions).

### III. Statement of Work

#### A. Purpose

The purpose of this gender assessment is to identify gender factors that inform the development of USAID's programs in Egypt, help guide the design and formulation of projects and insure gender integration at AO levels. The gender assessment will assist the Mission to set targets and measure the contribution of its programs to gender equity, identify any needs for gender training, shed light on topics for further gender analysis and serve as a basis for a gender action plan for the Mission. The gender assessment will serve as the basis for the continuing process of gender mainstreaming in the implementation of Mission programs and will provide guidance and recommendations on how the Mission can achieve greater gender integration in its existing program. In addition, the assessment will identify and make recommendations for gender factors to be addressed in the Mission key strategic focus areas including Science and Technology, entrepreneurship, human capacity development, and Feed the Future.

ADS 201.3.9.3 on Gender Analysis<sup>i</sup> states: *“Gender issues are central to the achievement of strategic plans and AOs, and USAID is striving deliberately to promote gender equality, in which both men and women have equal opportunity to benefit from and contribute to economic, social, cultural and political development; enjoy socially valued resources and rewards; and realize their human rights. Accordingly, USAID planning in the development of strategic plans and AOs must take into account gender roles and relationships. Gender analysis can help guide long term planning and ensure desired results are achieved. However, gender is not a separate topic to be analyzed and reported on in isolation. USAID’s gender mainstreaming approach requires that appropriate gender analysis be applied to the range of technical issues that are considered in the development of a given strategic plan, AOs and activities.”*

The ADS comments that in planning AOs and IRs, Missions must consider at the following questions:

- a. *How will the different roles and status of women and men affect the work to be undertaken?*
- b. *How will the anticipated results of the work affect women and men differently?*

*“Addressing these questions involves taking into account not only the different roles of men and women, but also the relationship and balance between them and the institutional structures that support them. Conclusions of gender considerations and any other gender analysis performed should be documented at the AO, project or activity approval stage.”* (ADS 201.3.11.4)

## **B. Task Areas and Methodology**

The following analytical approach is recommended for the assessment:

1) Review existing data:

- USAID/Egypt Strategic Plan, Operational Plan, Performance Report, sectoral gender reports, results frameworks, etc.; implementing instruments (Cooperative Agreements, contracts, grants);
- Studies and assessments concerning gender conducted by donors, NGOs, the national government, regional organizations, and the academic community;
- Statistics on women/gender from the national statistics institute and the UNDP Human Development Reports;
- Recent literature that addresses gender issues in specific sectors and areas of strategic interest for the Mission (e.g., trade, global competitiveness, regional market integration, food security, democracy and governance, anti-corruption, education).

2) Prepare questions to be distributed to CTOs and projects concerning their activities, objectives, and attention to gender issues. The response to the questions will be used by USAID to design fieldtrips and schedule interviews in Cairo.

3) Identify individuals and organizations outside USAID (such as academic, civil society, and donor organizations) to be interviewed for the assessment.

4) Meetings and discussions with a selective sample of USAID/Egypt staff and partners involved in developing and implementing the Mission program. These shall include where possible:

- Entry briefings with the Gender Advisor, the Program Office and the Front Office;
- An entry meeting with each AO team that will include an informal and participatory introduction to gender analysis, the gender assessment, and requirements for attention to gender issues in USAID policy. These meetings are envisioned as sector-specific mini-trainings to build support for the assessment and more importantly, to help the teams understand how they will incorporate the findings into their work. (1.5 - 2 hours each)
- Presentation of the draft gender analysis to obtain feedback from USAID/Egypt staff; and
- Mission-wide exit briefing with the Gender Advisor, the Program Office, technical offices, and the Front Office to present and discuss the findings and recommendations of the team.

5) Carry out limited field visits to interview stakeholders, implementing partners and beneficiaries (as possible) involved in the current and proposed programs.

- 6) Identify linkages between gender and development objectives that are relevant for the Bridge Strategy, both in outlining the overall development context and in describing the AOs.
- 7) Specify the relevance of the achievements of gender-related activities and approaches in current USAID/Egypt projects for the target areas of the current Bridge program and the Obama initiatives. Gender equality was identified in that speech as an important cross-cutting objective of the United States.
- 8) Identify resources, and sources of sex-disaggregated data (including on key socio-economic variables as appropriate e.g., age, income, ethnicity, external and internal migration, education) and discuss the value of these factors in developing gender-specific indicators, taking into account standard and custom indicators.
- 9) Advise on how to analyze the potential impact of Egypt Cairo Initiative proposed approaches on the relative status of men and women.
- 10) Provide an overview of current knowledge about the impact of attention to gender roles and relations in the focus areas of the Cairo Initiative both in terms of impact on program results and sustainability as well as on gender equality. Offer both a theoretical analysis and evidence for why gender matters.
- 11) Identify the constraints to promoting gender perspectives in USAID/Egypt projects as well as opportunities for gender mainstreaming.
- 12) Identify resources and potential collaborators in Egypt for achieving gender mainstreaming in the initiatives as well as in the USAID program sectors.

### **C. Deliverables**

The written deliverable expected from this SOW is in two parts: the gender assessment including recommendations for a draft gender action plan for the Mission program; and a gender analysis of the Obama Initiative areas, including key gender constraints, opportunities, and program responses, and evidence of the importance of taking account of gender differences in these areas.. Drawing on data from interviews and secondary sources, these documents will assess the appropriate technical areas for gender emphasis and make recommendations for future actions for gender integration, described above.

- a. A preliminary table of contents, list of findings and recommendations shall be submitted to the Mission upon completion of fieldwork.
- b. A draft gender assessment and recommendations for an action plan will be submitted according to a schedule negotiated with the Mission. The Mission shall provide any additional written comments electronically within 10 working days of receipt of the revised draft.

c. The final gender assessment and recommendations will be submitted to the Mission within five (5) working days after receiving comments on the revised draft.

d. The written deliverable will reflect the dual objective of the Gender Analysis and Assessment, the guidance for attention to gender strategy discussions, and evidence, rationale, and recommendations for emphasis on gender equality as a part of the Obama initiatives and future programs with the Government of Egypt.

#### **D. Estimated Level of Effort and Performance Period**

To perform the work, we prefer a bilingual team leader for approximately xx days (including x days for travel and x days for writing) and two local bilingual consultants for the same in-country working days and x days for writing, starting o/a May 1, 2010. The contract days for each consultant should include days for preparation, field visits inside and outside of Cairo, mission briefings, and writing. The team leader will be responsible for completion of the deliverable report(s).

#### **E. Team Qualifications**

The team composition should be three consultants, one who is international and two who are Egyptian. It would be a plus if all consultants were bilingual in English/Arabic. They must be experienced social scientists in development studies, sociology, anthropology, political science, economics, or a related field. Prior research experience, especially at the field level, is particularly useful. The international consultant must have a minimum of 10 years in international development with significant experience in the Middle East. Both candidates should have significant recent experience with gender analysis in the development context. In-country and regional experience is highly desirable as is experience with USAID's approach to gender analysis.

## **ANNEX B: People Consulted**

### **USAID/Egypt**

Hilda Arellano, Mission Director  
Thomas Delaney, Deputy Mission Director  
Latanya Mapp Frett, Program Office Director  
Soad Saada, Gender Advisor

Directors and technical staff of all Technical Offices,  
Program Office and the Office of Procurement

### **American University in Cairo**

Sohair Saad, Director, LEAD Program

### **Canadian International Development Agency, CIDA**

Ghada Abdel Tawab, Gender Equality Program Team Manager

### **Center for Egyptian Women's Legal Assistance (CEWLA)**

Azza Soliman, General Director  
Hend el Sayed Psychological Support Unit Officer  
Rania Hamed Psychological Support Unit Officer

### **Combating Violence Against Women and Children Project**

Lynellyn Long, Chief of Party  
Nihad Rageh, Team Leader

### **Consumer Protection Agency, Ministry of Trade and Industry**

Heba El Sharkawi, NGOs Outreach Manager

### **Education Reform Program (ERP)**

Hany Hanna, Deputy Chief of Party, Finance and Administration  
Susan Ross, Director for Effective Schools  
Gihan Abdel Sayed, Director, Community Participation and Adult Literacy  
Nevien Dous, Data Management and Communication Director  
Samia Ahmed, Idara Support Technical Advisor  
Roushdy Kamel, Effective School Senior Technical Advisor  
Dina Salem, Communications and Data Management Coordinator

Field Trip to El Marg, Ezbet Kamal Ramzy Community Development  
Association (CDA):

Farrag Mohamed, CDA Chairman  
So'ad El-Sayed, head of CDA nursery and facilitator in literacy program  
and child health project  
Dalia Abdel Hafiz, head of women's club at the CDA

**Egyptian Business Women Association (EBWA)**

Business and Professional Women Egypt (BPW-Egypt)

Dr. Amany Asfour, President

**Egyptian National Competitiveness Council**

Prof. Mona El Baradei, Executive Director

Dina Kafafy, Deputy to the Executive Director

**Girls' Improved Learning Outcomes (GILO) Project**

Diane Prouty, Director, Teacher Professional Development

Mohsen Abou Seif, Director, Community Participation

Samir Shafik Habib, Technical Advisor, School Leadership

**Handmade in Egypt Project, Aid to Artisans**

Shereen Shirazy, Country Director

**Indiana University Master of Laws Program – Cairo**

Ragui S. Tawfik, Program Manager/Development Specialist

Dr. Mohamed S. Abdel Wahab, Faculty Coordinator

Dr. Mohamed Mattar, John Hopkins University, SAIS, Professor

**Social Contract Center, Information and Decision Support Center (IDSC)**

Dr. Sahar el Taweela, Director

**Technical Assistance for Policy Reform II (TAPRII) Project**

Terry Murdoch, Chief of Party

Elizabeth Arsany, Resident Training Manager

**Technology for Improved Learning Outcomes Project (TILO)**

Andrea Bosch, chief of Party

**UNIFEM**

Maya Morsy, Program Coordinator

**Value Chain Training Project for Agricultural Technical Schools (VDT/ATS)**

Dr. Mohamed Samy, Chief of Party

Naguene Refaat, Program Manager

Mohamed Abo El Wafa, USAID COTR

**Field Trip to Luxor:** Al Oddissy Farm

**Other individuals contacted:**

Douglas Anderson, ACDI/VOCA, Heinz GDA Project

Dr. Shafika Nasser, Professor of Public Health and Nutrition, Cairo University

Dr. Soumaya Ibrahim-Hubner, Social Scientist, LIFE Sinai Project

## **ANNEX C: Documents Reviewed**

### Books and Reports:

- Almunia, Joaqua, Paola Annoni, Jennifer Blanke, Ciara Browne, Margareta Drzeniek Hanouz, Thierry Geiger, Irene Mia, and Xavier Sala-i-Martin. *The Global Competitiveness Report 2008- 2009*. Geneva: World Economic Forum, 2009.
- An Overview of the Higher Education Enhancement Project (HEEP) By Dr. MOHSEN ELMAHDY SAID. October, 2006.
- Badran, M.F. *Is ICT Empowering Women in Egypt? An Empirical Study*. . ICT and Development - Research Voices from Africa. International Federation for Information Processing (IFIP), Technical Commission. “ Relationship Between Computers and Society. Workshop at Makerere University, Uganda. 22-23 March 2010 ed. Kampala: Makerere University, 2010.
- Bazo, Fabiolo, and Elizabeth McGregor. *Gender Mainstreaming in Science & Technology: A Reference Manual for Government and Other Stakeholders*. London: Common Wealth Secretariat, 2001.
- Birdsall, Nancy, and Leslie Connell. *Putting Education to Work in Egypt*. Carnegie Paper No. 5 ed. Washington, D.C.: Carnegie Endowment for International Peace, 1999.
- Cairo Agenda for Action on Aid Effectiveness: Situational Analysis*. Draft no. 0. April 2010.
- Education from a Gender Equality Perspective*. Women In Development (WID) ed. Washington, D.C.: USAID.
- Egypt: Achieving the Millennium Development Goals*. Cairo: Ministry of State for Economic Development, 2008. El Laithy, Heba . "The Gender Dimensions of Poverty in Egypt." *Economic Research Forum, Working Papers Series 0127* (2001): 32. <http://www.erf.org.eg/CMS/getFile.php?id=95>.
- Egypt Human Development Report: Youth in Egypt, Building our Future*. Cairo: United Nations Development Programme, Institute of National Planning, Egypt, 2010.
- Egyptian Women Entrepreneurs: Profiles of Success*. Cairo: Egyptian Ministry of Finance and Ministry of Investment, 2007.
- El Baradei, Mona and El Baradei, *Laila Needs Assessment of the Education Sector in Egypt*, December 2004.

*Final Report: Listening Session on Access to Finance for Entrepreneurs.* Hosted by the USAID Office of Development Credit and Office of Middle East Partnerships in Cairo. 2009.

*Frequently Asked Questions: The UNDP Approach to Supporting Capacity Development.* Capacity Development ed. New York: United Nations Development Programme, 2009.

*Gender Assessment for Microfinance Institutions in Egypt.* Washington, D.C.: Chemonics, 2009.

*Gender Equality and Women's Empowerment.* Internal Report, prepared by the Embassy of the Kingdom of the Netherlands. Cairo, 2007.

Handoussa, Heba . "Research for development in the South : the case of the Middle East and North Africa (MENA Region)." *International Research Center in the Preparation of its Corporate Strategy and Program Framework* Background Paper Commissioned by the International Research Center in the Preparation of its Corporate Strategy and Program Framework 2005-2010, no. August 2003 (1999): N/A.

Hausmann, Ricardo , Laura Tyson, and Saadia Zahidi. *Global Gender Gap Report 2009.* Geneva: World Economic Forum, 2009.

Huyer, Sophia , and Irene Muloni. "Report on UNCSTD Gender Advisory Board (GAB) Activities." *Commission on Science and Technology for Development* Ninth Session. Geneva, 15-19 May 2006 (2009): 9.

*MISSING LINKS: Gender Equity in Science and Technology for Development.* Gender Working Group of the United Nations Commission on Science and Technology for Development ed. New York: United Nations Development Fund for Women, 1995.

Mowla, Somaya Ahmed Aly Abdel. "Education and Economic Empowerment." *SRC/CIDA Research Program on Gender and Work, Working Papers Series*, November 2009.  
[http://www1.aucegypt.edu/src/wsite1/Pdfs/rewebsite\\_cida/Somaya\\_2.pdf](http://www1.aucegypt.edu/src/wsite1/Pdfs/rewebsite_cida/Somaya_2.pdf)  
(accessed September 16, 2010).

Nasr, Sahar. *Egyptian Women Workers and Entrepreneurs: Maximizing Opportunities in the Economic Sphere (Directions in Development).* New York: World Bank Publications, 2010.

*Non-Governmental Organizations Sector Study in Egypt.* Japan Bank for International Cooperation and Egyptian NGO Support Center. 2006

*Science, Technology and Gender: An International Report*. Science and Technology for Development series ed. Paris: UNESCO Publishing, 2007.

Refaat, Amal . *Legal Empowerment of the Poor: The Informal Sector in Egypt: Problems and Attempts for Reform*. Cairo: United Nations Development Programme, 2008.

United Nations. "Women in Research and Development." *ESCWA Center for Women Newsletter* 1, no. 4 (2007): 6.

#### Websites Consulted:

"AAAS - Women's International Science Collaboration."

<http://www.aaas.org/programs/international/wist/countries/egypt.shtml>.

"Arab Women in Science and Technology." Arab Science and Technology Foundation.

<http://www.astf.net/womenrdi/sponsors.html>.

"Information and Decision Support Center, Egypt." Projects and Programs.

[www.idsc.gov.eg](http://www.idsc.gov.eg).

The Higher Education Enhancement Project Fund (HEEPF)

<sup>1</sup><http://www.heep.edu.eg/pmu-strategic.htm>

"The United Nations Development Programme in Egypt." The United Nations Development Programme in Egypt. <http://www.undp.org.eg>.

"UNFPA, Egypt - United Nations Population Fund." Gender Equality and Human Rights.

<http://egypt.unfpa.org>.

"US Summit on Entrepreneurship." US Summit on Entrepreneurship.

[www.entrepreneurship.gov/summit/summitoverview.html](http://www.entrepreneurship.gov/summit/summitoverview.html).

"USAID ADS Series 200"

<http://www.usaid.gov/policy/ads/200/>

"USAID/Egypt ." <http://egypt.usaid.gov>.

"U.S. Commercial Service Egypt." <http://www.buyusa.gov/egypt/en/ccg06.html>.

## ANNEX D: Overview of Gender Integration in USAID

In its Automated Directives System (ADS), USAID has set out specific requirements to ensure that appropriate consideration is given to gender as a factor in development. The newly revised Series 200 and 300 (revised 11/5/2009) include guidance on the procedures for gender integration in project design, implementation, monitoring, evaluation, and procurement criteria (ADS Series 300, Acquisition & Assistance). The guidance also includes a statement of USAID policy on gender equality.

“...the United States Agency for International Development (USAID) is striving deliberately to promote gender equality, in which both men and women have equal opportunity to benefit from and contribute to economic, social, cultural and political development, enjoy socially valued resources and rewards; and realize their human rights.”<sup>74</sup>

The integration of gender considerations in development entails an understanding of the relationship between men and women in society in terms of the roles they play, which are both different and interdependent, and of the relationships of power between them and their differential access to resources. Both aspects of this relationship are important in applying gender analysis to development: different but interdependent roles, and relations of power and access to resources between men and women.

Gender is a social construct that refers to relations between the sexes, based on their relative roles. It encompasses the economic, political, and socio-cultural attributes, constraints and opportunities associated with being male or female. As a social construct, gender varies across cultures, is dynamic and open to change over time.<sup>75</sup>

In order to assure that USAID assistance makes the optimal possible contribution to gender equality in developing strategic plans, AO and IRs, Operating Units must consider the following two questions: How will the different roles and status of women and men affect the work to be undertaken? How will the anticipated results of the work affect women and men differently? (ADS 201.3.9.3). The point is to look for the implications of any program or policy for men and women and to incorporate the needs and experiences of women and men as an integral part of the program design, implementation, and monitoring.

Gender integration usually – but not always – involves a focus on women because women almost always are in a subordinate position in society. USAID pays attention to gender not only because gender affects program results, but also to promote gender equality and empowerment of women.

**Gender integration** is a process of analyzing potential inequalities and differences between men and women and then making decisions about how to

---

<sup>74</sup> ADS 201.3.9.3

<sup>75</sup> ADS 201.3.9.3.

adjust programs so that they benefit both sexes. These are strategies for making women's and men's needs and experiences a central part of overall strategic planning, development of Assistance Objectives, program design, implementation and evaluation.

**Gender analysis** is the process used to identify, understand and describe gender differences and the impact of gender inequalities on a specific program at the country level or project level. Gender analysis is a required element of strategic planning and project design and is a step to achieving gender integration.

These gender steps to conducting gender analysis include:

- Analyze sex-disaggregated data and information;
- Assess roles and responsibilities/division of labor;
- Consider access to and control over resources;
- Examine patterns of decision-making; and
- Examine the data using a gender perspective.<sup>76</sup>

USAID focuses on gender considerations throughout the programming process and specifically with respect to the following steps:

- **Program Planning: Assistance Objective.** “Accordingly, USAID planning in the development of strategic plans and AOs must take into account gender roles and relationships. Gender analysis can help guide long-term planning and ensure desired results are achieved. However, gender is not a separate topic to be analyzed and reported on in isolation. USAID’s gender mainstreaming approach requires that appropriate gender analysis be applied to the range of technical issues that are considered in the development of a given strategic plan, AOs, and activities.” And, “Conclusions of any gender analysis performed must be documented at the country strategic plan, AO, project, or activity approval stage.” (ADS 201.3.9.3)
- **Project and Activity Planning Step 2: Conduct Project-Level Analyses as Needed.** “All projects and activities must consider gender issues in a manner consistent with the findings of any analytical work performed during development of the Mission’s long term plan or for activity design....the conclusion of any gender considerations should be documented in the Activity Approval Document. If the AO Team determines that gender is not a significant issue, this should be stated in the Activity Approval Document.” (ADS 201.3.11.6)
- **Reflecting Gender Issues in Performance Indicators.** “Performance management systems and evaluation at the AO and project or activity levels must include gender-sensitive indicators and sex-disaggregated data when the technical

---

<sup>76</sup> ADS Summary to Guide to Gender Integration and Analysis. 11/5/2009

analyses supporting the AO, project, or activity to be undertaken demonstrate that:

- a. The different roles and status of women and men affect the activities to be undertaken; and
- b. The anticipated results of the work would affect women and men differently.

Gender-sensitive indicators would include information collected from samples of beneficiaries using qualitative and quantitative methodologies or looking at the impact the project had on national, regional, or local policies, programs and practices that affect men and women.

Programs often affect men and women differently, and AO Teams should look for unintended consequences that may need to be addressed over the course of the project. (ADS 203.3.4.3)

- **As a Trigger for Evaluation.** AO Teams must conduct at least one evaluation aimed at understanding progress or lack thereof and the types of actions that need to be taken to improve performance ... In the course of implementing an AO, the following situation could serve as triggers for an evaluation:
  - Performance information indicates an unexpected result (positive or negative) that should be explained, such as unanticipated results affecting either men or women. (203.3.6.1)

- **Issuance of Requests for Proposals (RfPs, 302.3.5.15) and Requests for Assistance (RfAs and APSs, 303.3.6.3):**

The solicitation documents for both contracts and grants/cooperative agreements/APS have similar requirements for inclusion of gender considerations in the document.

- USAID must address gender issues in all USAID-funded activities. For solicitations, the contracting Officer must ensure that the requiring office integrated gender issues in the procurement request or provided the rationale ... for why gender is not an issue for the particular activity to be implemented. AND:
- When the procurement request integrates gender issues into the different contract performance components, the contracting officer must work with the technical office to ensure that the technical evaluation criteria correspond to these contract performance requirements.





For more information, contact:

US Agency for International Development  
EGAT/WID RRB 3.8-005  
1300 Pennsylvania Ave., NW  
Washington, D.C. 20523

DevTech Systems, Incorporated  
1700 North Moore St.  
Suite 1720  
Arlington, Virginia 22209

[http://www.usaid.gov/our\\_work/cross-cutting\\_programs/wid/](http://www.usaid.gov/our_work/cross-cutting_programs/wid/)

[www.devtechsys.com/services/gender.cfm](http://www.devtechsys.com/services/gender.cfm)