

AGENCY FOR INTERNATIONAL DEVELOPMENT  
**PROJECT PAPER FACESHEET**  
 TO BE COMPLETED BY ORIGINATING OFFICE

1. TRANSACTION CODE (CHECK APPROPRIATE BOX)  
 ORIGINAL  CHANGE  
 ADD  DELETE

2. COUNTRY/REGIONAL ENTITY/GRAantee  
 Upper Volta

3. DOCUMENT REVISION NUMBER

4. PROJECT NUMBER  
 686-0211

5. BUREAU  
 A. SYMBOL: AFR B. CODE: 06

6. ESTIMATED FY OF PROJECT COMPLETION  
 FY 1719 124p.

7. PROJECT TITLE - SHORT (STAY WITHIN BRACKETS)  
 [Women's Roles in Development]

8. ESTIMATED FY OF AUTHORIZATION/OBLIGATION  
 NO. YR. A. INITIAL [12/76] B. FINAL FY [7/9]

9. SECONDARY TECHNICAL CODES (MAXIMUM SIX CODES OF THREE POSITIONS EACH)  
 031 044 070 244 330 710

10. ESTIMATED TOTAL COST (\$000 OR EQUIVALENT, \$1 = \_\_\_\_\_)

A. PROGRAM FINANCING	FIRST YEAR			ALL YEARS		
	C. FX	E. L/C	D. TOTAL	E. FX	F. L/C	G. TOTAL
AID APPROPRIATED TOTAL						
(GRANT)	( 97 )	( 203 )	( 300 )	( 329 )	( 727 )	( 1,056 )
(LOAN)	( )	( )	( )	( )	( )	( )
OTHER 1.						
U.S. 2.						
HOST GOVERNMENT		70	70		260	260
OTHER DONOR(S)						
TOTALS	97	273	370	329	987	1,316

11. ESTIMATED COSTS/AID APPROPRIATED FUNDS (\$000)

A. APPROPRIATION ALPHA CODE	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE	FY 77		FY 78		FY 79		ALL YEARS	
			D. GRANT	E. LOAN	F. GRANT	G. LOAN	H. GRANT	I. LOAN	J. GRANT	K. LOAN
BH	259	440	300		367			389		1,056
TOTALS			300		367			389		1,056

12. ESTIMATED EXPENDITURES

13. PROJECT PURPOSE(S) (STAY WITHIN BRACKETS)  CHECK IF DIFFERENT FROM PID/PRP

[Women's capacity individually or collectively to organize, manage, invest in and carry out social and economic development activities developed at village level in 60 villages, in which an extension agent is associated, by January, 1980.]

14. WERE CHANGES MADE IN THE PID/PRP FACESHEET DATA NOT INCLUDED ABOVE? IF YES, ATTACH CHANGED PID AND/OR PRP FACESHEET.

YES  NO

15. ORIGINATING OFFICE CLEARANCE

SIGNATURE: *John C. ...*  
 TITLE: Country Development Officer/Ouagadougou

DATE SIGNED: MO. DAY YR. 05 25 76

16. DATE RECEIVED IN AID/W. OR FOR AID/W DOCUMENTS. DATE OF DISTRIBUTION

MO. DAY YR.

STRENGTHENING WOMEN'S ROLES IN DEVELOPMENT

TABLE OF CONTENTS

	<u>PAGE</u>
<b>Part 1 <u>Summary and Recommendations</u></b>	
A Face Sheet Data	1
F Recommendations	1
C Description of the Project	2
D Summary Findings	3
E Project Issues	4
<b>Part 2 <u>Project Background and Detailed Description</u></b>	
A Background	5
1) Overview	5
2) The Community Development Program in U. Volta	5
a. Concepts Underlying the Program	5
b. Operations of the Program	5
3) Roles of Rural Women in Upper Volta	8
4) Projects Currently Benefiting Voltaic Women	9
5) Investigations Carried Out by the PP Team for the Project	9
B Concepts Underlying Project	10
C Detailed Project Description	11
1) Project Goals and Purposes	11
2) Summary	12
3) Inputs and Outputs	14
a. Village Promotion Funds	14
b. Information Systems	19
c. Training and Training/Reference Aids	23
<b>Part 3 <u>Project Analysis</u></b>	
A Technical Analysis	26
1) Introduction: Appropriateness of the Technology	26
a. Setting Forth the Technology Options	26
b. Examining the Technology Options	26
c. Establishing a Process of Introduction of Specific Activities at the Village Level	27
2) Setting Forth the Technology Options	27
3) Examining the Technology Options	30
a. Replicability	30
b. Potential Benefits	31
c. Self-sufficiency	32
d. Composite Ratings for the Three Criteria	33

	<u>PAGE</u>
4) Establishing a Process for Introducing New Technologies into Rural Villages	35
a. The Process	35
b. An Illustrative Case	36
5) Technical Soundness of Overall Project Design	38
6) Environmental Statement	39
7) Summary of Technical Soundness	40
B Financial Analysis and Plan	41
1) Financial Rate of Return/Viability	41
2) Recurrent Budget Analysis of Implementing Agencies	42
a. ORDs	
b. Domestic Economy Unit	45
c. National Women's Council	46
3) Financial Plan/Budget Tables	46
4) Summary	48
C Social Analysis	49
1) Socio-cultural Feasibility of the Project	49
a. Overview of Socio-cultural Requirements	49
b. Current Situation	50
c. Socio-economic Factors	51
d. Implications for Micro-Projects	58
2) Strategies for Overcoming Major Constraints	59
a. Training	59
b. Institutional Arrangements	60
3) Spread Effects	60
4) Social Consequences and Benefits of Incidence	61
a. Within Project Villages	61
b. ORD and National Level	62
D Economic Analysis	62
1) Introduction	62
2) A Possible Economic Strategy	63
3) Economic Soundness Analysis	65
4) Summary Statement	66
5) An Illustrative Case - A Cost/Benefit Analysis of Motorized Mills	66
6) An Illustrative Case - A Cost/Benefit Analysis of Poultry Raising	68

#### Part 4 Implementation Arrangements

A Analysis of the Recipient's and AID's Administrative Arrangements	71
1) Domestic Economy Unit	71
2) The National Women's Council	75
3) The Eastern ORD (Fada N'Gourma)	76
4) Koudougou ORD	77

	<u>PAGE</u>
5) Bougouriba ORD (Diébougou)	79
6) Black Volta ORD (Dédougou)	81
7) AID	82
B Implementation Plan	83
1) Pre-Implementation: Project Personnel	83
2) Pre-Implementation: Project Agreement Negotiation	85
3) Implementation: The First Year	85
4) Implementation: On-going	87
C Evaluation Arrangements for the Project	88
1) Routine Evaluation	88
2) Special Evaluations	89

Annexes

A Illustrative Case Study
B AID/W PRP Approval Message
C Logical Framework Matrix
D Project Performance Tracking Network Chart
E Request for Code 935 Waiver
F Mission Director's Certification
G Borrower/Grantee's Application for Assistance
H Draft of Project Description to be used in the Project Agreement

STRENGTHENING WOMEN'S ROLES IN DEVELOPMENT

PROJECT PAPER TEAM

Development Alternatives, Inc.

Carolyn Barnes, Anthropologist/Extension specialist

Craig V. Olson, Education/Human Resources specialist

Mary Ann Riegelman, Women in Development specialist

Alan Roth, Village-level Technology specialist

Charles F. Sweet, PP Team Leader/Rural Development specialist

US AID

Renee Laryea, PEDSO/WA Design Officer

Laura McPherson, CDO/Ouagadougou Design Officer



### C Description of the Project

The Project is a \$1,056 million grant to the Domestic Economy Unit of the interministerial Coordinating Committee for Rural Development (CCDR) for a three-year effort aimed at improving the social and economic well-being of people in rural villages throughout Upper Volta. The means to achieving this goal will focus on improving rural women's capacity individually or collectively to organize, manage, invest in, and carry out social and economic development activities in sixty villages in which an extension agent is associated.

The activities which the women will undertake are referred to as "micro-projects" because of their low anticipated volume, probably not more than \$4000 per activity. Feasibility of the "micro-project" is examined in terms of four basic criteria: 1) that it responds to an expressed need of the village; 2) that it has a high potential for replicability in other villages; 3) that it has good potential benefits, particularly for women; and 4) that it is able to become self-sustaining within 2-3 years. "Micro-projects" already identified by village women include collectively owned motorized mills, collective poultry raising, individual gardening, and collective fields.

"Micro-projects" will be funded by low interest loans from revolving Village Promotion Funds granted to four geographically and culturally different Regional Development Organizations (ORDs), the newly created National Women's Council, and the national Domestic Economy Unit. The funds will be granted through the CCDR, and the Domestic Economy Unit will monitor their ultimate use. The unit, with U.S. technical assistance, will also design, implement, and analyze an on-going information system to monitor "micro-projects" and their effects on the participating villages with regard to improved family income, health and nutrition, problem solving ability, and equity. Training and training aids as identified by the information system and project personnel will also be provided. It is anticipated that at least 60 female extension agents will receive organizational skills and technical training by the end of the project.

The project fully supports GOUV policy of integrating women into the economic and social development process of the country in that the women will be fully involved in the decision-making and implementation processes of the "micro-projects". It fulfills AID Policy Determination 60 in the same manner.

#### D Summary Findings

CDO/Ouagadougou, with the advice and assistance of various technical experts, has determined that the project is technically, financially, socially and economically sound. CDO/Ouagadougou, after extensive discussions with the Coordinating Committee for Rural Development, also believes that the project has the support of the Government of the Republic of Upper Volta and can be implemented immediately. CDO/Ouagadougou, therefore, recommends that a grant of \$1.056 million be authorized to the Government of the Republic of Upper Volta for project number 686-0211, Strengthening Women's Roles in Development.

The project is an experimental attempt to facilitate the difficult problem of reaching the rural population, particularly women, through appropriate technologies and improved training and extension techniques. The process by which this problem is addressed may have regional applicability as well as wide ranging effect on GOV and foreign donor policies and programs. The project contains a major component for on-going monitoring and evaluation.

The project meets all applicable statutory criteria.

## E. Project Issues

FRP approval cable (State 039908) raised the following issues:

1. Paragraph 1 raised the question of the role of women in adapting to change as a possible amplified project purpose. As discussed in Part 2, C p. 12, the purpose has been changed to include not only an augmentation in the woman's income and productive time, but also in her capacity to organize, manage, invest and carry out social and economic development activities in the village.
2. Paragraph 2 raises the question of the micro-project fund as a revolving credit, and suggests that the dollar ceiling and volume may not be properly estimated. Careful analysis in the field and at national level supported the PP team's decision to provide loan funds directly to the four project-specific ORDs as well as the National Women's Council; upon review of existing technologies an average figure for micro-projects of \$4000 was determined. The micro-project fund will be further discussed in Part 2, C pp. 14-18.
3. Paragraph 2 also raises the question of the relationship of the micro-projects to the information system and the studies component. As will be seen in Part 4, C pp. 88-89 and Part 2, C pp. 19-23, the three elements complement each other and form the crux of the Project. Funding for the studies component has been diminished as the concept of the information/monitoring system has expanded.
4. Paragraph 3 suggests that with respect to the in-country training component, attention might be given to use of team building techniques. Training as related to the Project output of providing 60 extension workers with organizational and technical skills annually will be discussed in Part 2, C pp. 23-25 and Part 3, C pp. 59-60.
5. Paragraphs 3 and 4 both raise the question of the role of the Project Advisor as related to the existing administrative capacity at the Domestic Economy National Unit. Plans for the increased skill base of the national Unit are presented in Part 4, A pp. 71-75 and a discussion of the role and qualifications for the Project Advisor and her/his Assistant/Researcher at Part 4, B pp. 83-84.

## PART 2 PROJECT BACKGROUND AND DESCRIPTION

A Project Background

1. Overview. Women comprise approximately 50 percent of the population of Upper Volta and, although most women work alongside men in the fields, it is the men who are substantially benefitting from both Voltaic government (GOUV) and international/NGO donors' development programs. It is not that women are purposely discriminated against in these programs, but rather that they are often not informed of their right to participate; or if informed, cannot be involved due to the constant demands of household responsibilities. Thus, half of the population is prevented from contributing to the development effort.

The GOUV wishes to maximize the use of its human resource potential to meet its prime objective of increased production of food crops to improve family nutrition and expanded production of export crops. Thus, recently the government has taken steps to correct the above situation. In May 1975, approximately 50 female extension agents were placed in the field to work with male agents in the newly-instituted Community Development Program. In October 1975, an interministerial committee was formed to set up a National Commission for Women in Development (NWC), now expected to become a reality in June 1976. Various GOUV and private information services, taking advantage of the publicity afforded International Women's Year, have been running articles and radio shows urging women to work toward improved welfare for themselves and their families. In many rural villages, women are being permitted to participate in village development councils for the first time. In sum, the Voltaiacs are beginning to move toward a more balanced development.

There is, however, a lack of experience in programs and policies that reinforce women's participation in this process. In addressing this problem, the A.I.D. Policy Determination No. 60, reflecting the Percy Amendment, Section 113, of the Foreign Assistance Act of 1973, requires that programs be concerned with the integration of women into the economy of the nation, (which in the case of Upper Volta automatically implies an emphasis on agricultural production). The Development Assistance Program (DAP) for Upper Volta suggests that "special attention" be given women in the sector of education and human resources. This project will respond to both points while keeping within the framework of progress already begun by the Voltaiacs.

2. The Community Development Program in Upper Volta.

a) Concepts Underlying the Program

The Community Development (CD) Program in Upper Volta was announced in December 1974 as a major government effort to mobilize rural villagers in an integrated approach to national development. The program is conceptually based on the UN definition of community development in that it is a movement aimed at improving the quality of life of the entire community with the active participation of the population.

More precisely, the CD Program in Upper Volta is based on the idea that villagers can and should be sensitized to articulate their needs and improve their own well-being. This sensitization process can be promoted by extension agents who have received training on how to gain an understanding of village problems and of the total village environment, the social, cultural and economic aspects. Equipped with a profound appreciation of the village environment, agents can then help villagers to help themselves. It should be noted that the CD Program, in recruiting male and female extension agents, has implicitly recognized the special situation of female villagers.

In addition, the CD Program is concerned with equity issues - that is, the program seeks to increase the economic and social well-being of the majority of villagers. To this end, extension agents work primarily with groups rather than individuals, consequently widening the spread effect of activities.

Finally, the program focuses on economically productive activities as well as social endeavors, reflecting the GOUV recognition of the need to increase villagers' income-generating capabilities.

b) Operation of the Program

The CD Program got underway in early 1975, following its creation by decree from the Coordinating Committee for Rural Development (CCDR). This Committee is composed of representatives of all ministries, directors of all technical services, and ORDs 1/ and serves as the political impetus behind the program.

---

1/ "ORD" is the acronym for Regional Development Organizations which is a geographic unit linked to the administrative prefecture, and charged with production and economic development. Upper Volta is divided into 11 ORDs.

The bulk of the administration is handled by a Permanent Secretariat, composed of the Permanent Secretary, one assistant and seven technical support units. The four-year old Domestic Economy Unit (Economie Familiale Nationale), charged with supervising the work of female extension agents in CD Program villages, is one of the technical units. It is the responsibility of the Permanent Secretariat to keep members of the CCDR informed and cooperating on the various aspects of rural development. The Permanent Secretariat is thus an interministerial executing agency.

Shortly after the program was announced and the critical management structure established, each ORD was instructed to choose approximately five villages to serve as the initial pilot communities for the program. Discussion with villagers, local and regional officials were held, and by May 1975, 72 villages from 10 ORDs were listed as participants. One male and one female extension agent were placed in each village, and two youth agents were selected for each ORD <sup>2/</sup>. These people have been given the task of forming groups and sensitizing the local population, providing some technical instruction, and facilitating the communication between the villages and the administration. The extension agents are supervised regionally by coordinators at the ORD level ("coordinatrices" supervise female extension agents), and nationally by their respective unit within the Permanent Secretariat have hindered the national level's ability to communicate successes, but field visits to ORD headquarters and, more importantly, to CD villages reveal a strong sense of purpose on the part of officials and villagers. In the first year, 8,700 women have affiliated with activities in 206 groups in the CD villages; 90 of these groups have already undertaken production-oriented activities and more than 150 have firm plans for the coming year. Over 600 male farmers have obtained plows on credit and are expanding production of cash and food crops, and ORDs have submitted requests for 1,500 more for the '76 campaign.

The combination of the enthusiastic reception of the program at the village level with the uncertain financial situation of some of the ORDs has forced the CCDR to revise the original plans somewhat. That is, the original program defined a CD village as one

---

<sup>2/</sup> A brief definition of terms should be presented here as there are many types of extension agents in Upper Volta. All ORDs have the following: male extension agents ("encadreurs"), male extension agents in Community Development villages (ADC), female extension agents in general ("animatrices"), and female extension agents who are supervised by the Domestic Economy Unit and thus involved in the CD Program (AEFR). This project is primarily concerned with ADC and AEFR, although the term "extension agent" is used as much as possible to avoid confusion.

which had a male and female extension agent in residence; new plans require that two agents be associated with a village on a weekly basis. The concept can thus be communicated to other villages without placing a demand on ORD personnel budgets, and the initial goals of the program - 50 new CD villages per year - can be met. The projected number of extension agents is at this point in time somewhat uncertain; the situation of each of the four ORDs specific to this project is analyzed in Part 4 of this paper.

### 3. Roles of Rural Women in Upper Volta

As in many African countries, rural Voltaic women carry out a wide variety of tasks, both in the home and on the farm. Although tasks will vary across regions and tribal groups, in general many of them can be broken out as follows: 1/

<u>Production for Household Consumption</u>	<u>Household Maintenance</u>	<u>Care of family</u>	<u>Production for Market Economy</u>
-Labor in fields	-Fetching water and firewood	-Child care	-Agricultural production
-Transport of crops from fields	-Processing & preparing food	-Informal education of children	-Raising of livestock
-Sorting seeds	-Care of house	-Provision of clothing	-Preparation of foods & beer
-Storing harvest			
-Raising animals			

It is by no means an overstatement to say that most rural women are tremendously overburdened with work that is both time and energy-consuming; this is especially true during the productive season. But the potential for relieving the time and labor burden on women is great, through the introduction of intermediate technology devices such as motorized mills for grinding grain into flour and animal carts to carry water or firewood, and through initiation of income-generating activities such as collective poultry-raising or collectively-managed peanut fields.

Inputs needed for these activities are generally available in Upper Volta: two Regional Agricultural Materials Workshops (ARCOMA-Bobo and ARCOMA-Ouaga) produce plows and carts on large

---

1/ A detailed description of women's roles in the Voltaic rural sector is provided in the Social Analysis section of the PP.

scale; mills and motors come from suppliers in Ouagadougou (GICA, CAMICO); and deconticators from a Voltaic cooperative in the southwest. Village artisans who have received training from the ILO-supported National and Regional Centers for Regional Artisan Training currently number over 300; these masons, blacksmiths, carpenters, and mechanics are accessible in most regions and can be counted upon to provide basic support and repair functions. Agricultural inputs, including seeds, fertilizers, insecticides, can already be obtained from ORDs, and this project will further expand their availability.

#### 4. Projects Currently Benefiting Voltaic Women

The most notable on-going women's project in Upper Volta is the UNESCO "Project for Equal Access to Education for Women and Girls" begun seven years ago. The project has focused on three areas of the country: Kongoussi (Mossi), Po (Kassena and Mossi) and Banfora (Turka, Gouin, Karaboro). This project has published studies providing insight into practices of women in the various ethnic groups and, after seven years, continues to support the hypothesis that when women are provided with time-saving technologies (mills, pumps, carts), they will use their free time exploiting new options for advancement (functional literacy, better health practices).

Most non-governmental organizations in Upper Volta, such as AFRICARE, Catholic Relief Services and OXFAM provide funding for programs in health and/or nutrition directed chiefly at women. The national non-formal education program, recently renamed "Training for Young Agriculturalists" has recently completed a survey of women's needs and is in the process of revising curriculum to focus more on agriculture. This program has also recently begun two pilot centres for mixed sex enrollment where young boys are required to pursue certain tasks normally performed by young girls (hauling wood, fetching water) in the hopes that this sharing will continue at the home and will provide women with more time to spend in other pursuits. Collaboration with the aforementioned agencies will be encouraged in both design and implementation of this project.

#### 5. Investigations Carried out by the PP Team for the Project

The collaborative approach was stressed throughout project development. The PP team discussed the project at all levels of government: with national level officials, ORD officials and with male and female extension workers in CD Program villages. Intense discussions were held with villagers, especially with women, on their problems, felt needs and ideas for improving their economic and social well-being. The views of key informants outside government were also elicited.

The four ORDs visited were: Eastern ORD (Fada N'Gourma), Bougouriba ORD (Diebougou), Black Volta ORD (Dedougou) and Koudeougou ORD. At the ORD level, discussions were held with ORD directors, chiefs of sectors and subsectors, Community Development Program directors, and coordinatrices. The team interviewed extension workers and villagers in 14 CD villages.

To ascertain the research and training facilities available in Upper Volta, the team held prolonged discussions with officials at the Matourkou Agricultural Center, the Centre d'Etudes Economiques et Sociales d'Afrique Occidentale (CESAO), the Societe Africaine d'Etudes de Developpement (SAED), Hamdallaye, School of Domestic Economy and UNESCO project headquarters also the ILO National and Regional Centers for Rural Artisan Training.

## B Concepts Underlying Project

Based on field investigations, the PP team used the following concepts in order to guide the project development:

The resource base of a country is combined in the market economy and non-market economy: While the market economy, which includes government employment, cottage industries, sale of products, is readily recognized, the human resources tied up in non-market activities are frequently ignored. The non-market economy includes production for household consumption; household management and maintenance; and human resource development, e.g. raising of children. The tasks within the non-monetary economy are primarily carried out by women and this prevents them from making any significant contribution to the market economy, and hinders their carrying out key non-monetary functions. Introduction of work-reducing/time-saving intermediate technologies would allow women to increase the effectiveness in other tasks within the non-monetary economy and/or also allow them more time to undertake activities aimed at the market economy. Providing women with the means to engage in production for the cash economy will positively impact on some of their non-market responsibilities.

Micro-projects should be initiated through group endeavors. First, group-initiated activities increase the extension agent/clientele ratio, an important consideration due to GOV financial and manpower constraints. Second, benefits are more equitably distributed through group endeavors. Third, the micro-projects should result in increasing the organizational and problem-solving skills of villagers, so that they can become more self-sufficient in developmental efforts.

Villagers must participate in the identification and design of their development activities. This helps to ensure the commitment of required resources by implementing a micro-project desired by the people. It also indicates that the necessary behavioral changes will be forthcoming. Furthermore, village involvement in the decision-making process allows social/cultural constraints to be taken into account.

The economic base of a village partially determines the type of development effort it can support. Many activities are dependent on year-round access to water, either directly due to the amount of water required by the undertaking or availability of female labor, which otherwise is engaged in fetching water. In the absence of a year-round supply of water, certain activities may be undertaken if there are other income-generating enterprises which will help finance the activity (activities).

Most micro-projects undertaken ought to have high potential for replicability. Replicability requires that the necessary skills and financial commitment are easily within the capacity of villagers. Also, for an activity to have spread effect resources not available within a village should be readily accessible.

Development can be accelerated by increasing the knowledge and skill base of GOV. The effectiveness of extension agents can be enhanced through training in problem-solving, communications, and technical skills. Also, they need to know how to monitor the results and impact of their activities, especially so that they can detect when modifications are needed. The capacity of the ORD and national level agents can be improved by further training in administrative and technical skills. Knowledge and skills are more easily learned when training aids are used; and retention of information can be enhanced through simple reference materials. In particular, women holding positions in government are disadvantaged by inadequate education and training. Greater opportunities need to be provided to increase the effectiveness and status of these women.

### C Detailed Description of the Project

1. Goal and Purpose. The Project Goal is to improve the economic and social well-being of people in 60 project villages in four ORDs. Progress towards achievement of the goal will be indicated by:

- a) An increase in family incomes;
- b) An increase in health and nutrition;
- c) An increase in individual or group capability to solve their own problem; and
- d) Equitable distribution of project benefits.

Integrally linked to achievement of the Goal is the Project Purpose: to increase womens' capacity, individually or collectively, to organize, invest in and carry out social and economic development activities (micro-projects) in the 60 project villages by January 1980; an extension agent will be associated with each village. The Purpose stems from a recognition that women perform major functions in contributing to the well-being of rural households, such as production of food and acquisition of supplemental nutrients for household consumption, household maintenance and child care. Thus through women, development efforts can impact upon the well-being of household members as a whole.

While both men and women will be involved in the identification and decision-making process regarding micro-projects to be undertaken, women will be directly involved in their execution and will directly receive the major portion of benefits. Benefits may occur through: introduction of technologies which reduce the time or work associated with household chores; improvement of skills, such as problem-solving; or adoption of income-generating activities, e.g. production of cash crops. The direct benefits will have a positive effect on female activities. Certain types of micro-projects, e.g. a boutique/pharmacy stocking medicines and medical supplies, will continue to operate after the loan is fully repaid and the assistance of an extension worker has ceased. It is anticipated that members will reinvest profits to expand some of their enterprises. The income and/or skills acquired in some micro-projects will also directly affect various individually-executed functions, such as improvement in family diet, education of children, or private cultivation.

Although the project is planned to directly affect 60 villages, it should have high replicability in other villages, through the creation of revolving loan funds and establishment of criteria for use of these funds. Furthermore, project implementation through normal GOV machinery will strengthen the capacity of its participants. In particular, at least 60 Domestic Economy agents and 12 ORD-level officials will have received training.

## 2. Summary of Project Components

The project consists of three major components:

- A village Promotion Fund: revolving loan funds to be provided to four project-specific ORDs (80 percent of total funds), the NVC (5 percent) and the national Domestic Economy Unit (15 percent), to support time-reducing/work-lessening "micro-projects"; skill improvement and income-generating activities.
- Training to upgrade knowledge and skill base of local, regional and national GOV members through workshops, training

aids and simple reference materials; and supporting participation of ORD and national Domestic Economy personnel in third-country training; conferences and workshops.

- A simple information system to monitor and evaluate effects of micro-projects on individual, family and village life.

Each of these is explained below in the inputs and outputs section and in the Logical Framework matrix, presented in Annex B.

The four project-specific ORDs, which will receive 80 percent of total Village Promotion Fund monies, were purposefully selected on the basis of sociocultural differences among ethnic groups, in an effort to test one key component of project strategy - replicability. The ORDs with their major ethnic groups are: Eastern ORD (Fada N'Gourma) - Gourmanche and Mossi; Koudougou ORD - Gourounsi and Mossi; Black Volta ORD (Dedougou) - Bobo-Oule and Marka-Dafine; and Bougouriba ORD (Dieboucou) - Lobi and Dagara.

The project will be managed by the Domestic Economy Unit, which will have attached to it an AID Project Advisor and a Project Assistant/Researcher, within the interministerial Coordinating Committee for Rural Development. Domestic Economy personnel will be responsible for overseeing training, acquisition of available training and reference aids, development of training and reference aids, use of the information system, technical assistance and procurement of commodities. The channelling of 15 percent of Village Promotion Fund monies to the Domestic Economy Unit will enable it to implement worth micro-projects in non-project ORDs which otherwise could not be undertaken because of financial constraints. In addition, the Domestic Economy Unit will monitor the use of funds directly given to the four project-specific ORDs and the National Womens' Council.

The NWC will receive five percent of Village Promotion Fund monies, which it will directly administer. While some of the funds may be used to strengthen the operations of this newly-formed council, at least 60 percent will be allocated for revolving loan funds to support micro-projects, with the remainder going into corollary fund activities, such as training.

Creation of revolving loan funds is in harmony with the GOUV policy of use of credit to engender self-sufficiency among villagers. That is, the GOUV recognizes for projects to become self-sustaining and to have a spread effect, local people must be able to support them, with minimum external assistance. Thus use of revolving loan

funds is based on relatively low-cost approaches for improving the economic and social well-being of rural villagers.

### 3. Inputs and Outputs

a) Village Promotion Fund. The conceptual framework for this project was initially based on the expressed need of various women's groups throughout the country to have some sort of mechanism to provide initial capital for small projects identified by women themselves as potential group activities. The term "micro-project" was later coined to express the magnitude - sometimes as low as \$300 of these projects, and the concept of a "Village Promotion Fund" to emphasize the local involvement and developmental impact.

The "Village Promotion Fund", as finally defined, will be comprised of grants to each of four project-specific ORDs, the national Domestic Economy Unit and the National Women's Council. The purpose of the grants is the establishment of revolving loan funds for village-level micro-projects. One of the prime outputs of this project is the implementation of at least 90 micro-projects over the three year period. The criteria for a micro-project are as follows:

#### General Criteria

- 1) An extension worker, preferably female, must be associated with the village.
- 2) The extension worker should receive training in management of activities, and undertake an on-going dialogue with the villagers to insure that they understand the terms of the loan, especially regarding credit, interest and repayment.
- 3) Women and men must be involved in the identification and decision-making process regarding activities to be undertaken.
- 4) Women must be involved in the execution of the micro-project.
- 5) The majority of women in the village must directly receive the major portion of the benefits; these can be of the following sort: time-reducing/work-lessening, skills improvement, income generation.
- 6) Priority will be given to villages which have greater need, e.g. those that have not already received major external support.

### Specific Criteria

- 1) Loans will be made in support of activities carried out by a group or by a number of individuals from different households undertaking the same activity.
- 2) Socio-technical-economic feasibility of the activity will be assessed by the implementing agency (the ORD, Domestic Economy Unit or NWC) before the loan is given. Priority will be given to activities: 1. which enhance women's contribution to village development; 2. for which the ORD can supply most of the technical assistance/supplies necessary to initiate and support the activity; 3. which have a strong likelihood of becoming self-sustaining financially; 4. which have high probability for application by other villages or other groups/individuals within the village.
- 3) The loan will be made from the implementing agency to the village in kind. Purchase of locally produced materials is encouraged.
- 4) Initial cash resource commitment is required but may vary according to the type of activity at the discretion of the implementing agency. Overall cash commitment can be reduced if there is an in kind or labor commitment. For example, a 30,000 FCFA sewing machine should require a high (20,000 FCFA or 60 percent) resource commitment as profitability is low; a mill, with high profitability and excellent possibility of amortization within two or three years, should have a lower percent required for guarantee, such as 100,000 FCFA for a 700,000 FCFA mill, (or about 14 percent).

### Repayment

- 1) Terms of the loan will be set by the central project staff in collaboration with participating ORDs to insure uniformity. At this point in time it is anticipated that the interest rate will be low, in the range of 5 percent.
- 2) Repayment period will depend on the size of the loan and the profitability of the activity being undertaken. The implementing agency can reduce the loan or transform it into a grant if circumstances occur which are beyond the control of the recipient, such as failure of technology.

- 3) One person may sign and be responsible for collection of money for repayment, but the recipient group is collectively responsible for repaying the loan. In cases where the loan is made to a group of individuals to carry out the same activity, the individual recipients will sign and be responsible for repayment.

These criteria were developed through discussion with villagers, extension agents, and ORD and GOUV officials, and incorporated their views as well as the findings of the Technical, Financial, Social, and Economic Analyses found in Part 3 of this paper. The following list presents an action-oriented synthesis of the project.

1. Technical Analysis, Part 3, A: After the primary identification that a micro-project responds to an expressed need of the village, three specific points should be examined to assure overall appropriateness of the activity: Replicability (of the ease of introducing the activity into a village); Potential Benefits (especially to women); and Self-sufficiency (or the ultimate ability of the activity to become self-sustaining). A high combined rating on the preceding points should lead to a successful village enterprise. Analysis of the following possibilities is presented: collectively owned mills, collectively owned boutique/pharmacy, carts (small group ownership), collective poultry raising, individual gardens, collective fields, peanut decorticators, and sewing.
2. Financial Analysis, Part 3, B: The Domestic Economy Unit and the four project-specific ORDs have operating budgets strained to the breaking points, with no agency having more than five percent of its budget for investment activities. Satisfactory ability in managing credit systems is evident, but external funding is the only possibility for any of them to implement progressive actions. Villagers' rate of repayment on short-term credit is generally good.
3. Social Analysis, Part 3, C: Women currently participate in most aspects of production and their potential for increasing this participation is high. Differing cultural practices in many ethnic groups in Upper Volta necessitate introducing any element of change through careful sensitization of the population so that they can

participate in the decision-making process and take responsibility for solving their own problems. The group approach is recommended in that it increases the equity; participation of both men and women in the identification and design of micro-projects is required for maximum effect.

4. Economic Analysis, Part 3, D: Village economic development and particularly that of women is related to several factors, most noticeably the absence or presence of a year-round water source and of a significant cash flow from outside the village to the village itself. An economic strategy taking these factors into account should be used in determining feasibility of potential actions in the village.

These strategies will be communicated to ORD and NWC personnel during the early stages of the project, through meetings and workshops held at the regional level by Domestic Economy personnel. Extension workers in particular will be given a full understanding of the process for developing a micro-project with villagers; emphasis will be on maintaining the concept of Community Development that it is the villagers themselves that must be sensitized to be able to identify and organize the activities. Credit and use of the Village Promotion Fund will be explained thoroughly to all concerned.

As potential micro-projects are identified, Domestic Economy staff will assist the ORD personnel in evaluating their feasibility in terms of the strategies found in Part 3 of this paper. It is anticipated that an information/monitoring systems consultant will be on board during the first two to three months to assist in developing a simple format for these feasibility studies. During the course of the project the system for undertaking these preliminary studies will be refined so that ORD and national personnel will be able to carry them out without external assistance and can apply the methodology to other undertakings.

The first tranche of 25 micro-projects will be identified and approved by March 15, 1977. The target date for all of these to become fully operational is December 15, 1977; the intervening months will be used for obtaining required supplies/equipment (lead time for procurement of a mill is four to eight months); providing necessary training; and disseminating supportive aids. It is likely that certain simple projects, such as a collective field or a village pharmacy, can begin in April or May, but that others requiring more time and skills - poultry production - will wait until after the villagers have finished harvesting in November.

It should be emphasized that the process of identifying micro-projects should be one of continuous interaction between the extension agent and the villagers. Specific targets have been set by the project - 30 more micro-projects identified by March 15, 1978 and operational by November 15, 1978, and 35 more identified by March 15, 1979 and operational by November 15, 1979 - but these are intended as minimum guidelines. Each of the ORDs will receive the first allotment of fundings, \$20,000 each in March 1977, and it is expected that as loans are repaid the money can be used for other micro-projects. \$24,000 will be added to each fund in 1978, and \$28,000 in 1979, so that by the end-of-project each ORD should have a revolving fund valued at approximately \$70,000. A certain rate of default is expected but because of lack of experience with small farmer credit in the country, a prediction as to the longevity of the funds cannot be made. The low interest rate will cover administrative costs but very probably not make up for the default.

The allotment of funding for the micro-projects is based on rough estimates of five micro-projects per ORD and national level (Domestic Economy and NWC) the first year (25); six each the second year (30) and seven each the third year (35), for a total of 90 micro-projects. Because one of the assumptions is that some groups will reinvest profits to initiate other micro-projects in the same village, it is expected that these 90 projects will be spread over 60 villages. Annual evaluations will examine the use of funds in each ORD, with the contingency that if spread effect and need turns out to be greater in another region funds can be shifted.

A case study of a typical micro-project is presented at at Annex A\*.

---

\* The reader is strongly urged to read Annex A. It is only at Annex A that one gets the true feeling of how community development is gone about in Upper Volta. The hypothetical evolution of a mechanical pump/gardening "micro-project" in a small village of the Black Volta ORD is presented in a diverting non-theoretical fashion from beginning to amortization, with the technical, social and economic strategies translated into an extension worker's world.

b) Information Systems. A second major output of this project will be a low-cost, easily managed information system which assists extension agents, ORD officials and the Domestic Economic Unit at national level in their decision-making regarding the development of the different micro-projects. Creating such a system requires the identification of the critical information requirements at each level of management - in the villages where rural women and the extension agents are making daily operational decisions which will affect whether desired benefits will become self-sustaining; at the ORD level where government officials are attempting to provide the needed technical support as well as monitor the financial development of the projects; and at the national level where policy and program decisions will be made on how government can help rural women realize their productive potential.

The collection and analysis of the data needed for these decisions is a complex process - one that has to start simply and evolve slowly as the capabilities at the village, ORD and national levels expand. Instituting such a process is difficult, especially in light of the current lack of understanding of rural women's motivation and behavior. Moreover, it will be difficult for the extension agents to shift from reporting their qualitative impressions of what is happening in their villages to collecting standardized data on changes in village life. Finally, if the system is to be useful, a certain degree of analysis has to take place at each level where data is collected and aggregated.

The project will provide the necessary inputs for developing an information system that is within the capabilities of those who will use it. These inputs include six months of short-term assistance on information systems, complemented by the hiring of a locally-recruited researcher/project assistant, and as required, by contracting with local research firms. The total projected costs for this project component are \$70,000.

#### First Phases of the Development of the Information System:

Beginning January 1, 1977, a short-term consultant on information systems will work with the project management, ORD officials and extension agents to develop guidelines for simple feasibility studies of village requests for credit through the Village Promotion Funds and design the initial reporting document which will be completed by the extension agent and used to monitor micro-project development.

The guidelines for preparing the feasibility studies (to be carried out mainly by the ORDs) will take into account the criteria set forth earlier for making loans to villages in support of activities which involve and benefit the majority of women. Rather

than demanding the hard data needed for a rigorous assessment of village ideas, the guidelines will initially be a mechanism to promote a dialogue to clarify responsibilities of all participants (village men and women, the extension agent, the ORD officials) if the micro-project is to succeed - i.e. bring the desired benefits to the village. Beyond defining the potential benefits to the village, especially the women of the village, two other elements will be emphasized by the guidelines: 1) whether the activity is within the capacity of the village women (and the elements needed to provide the technical and managerial support); and 2) whether the benefits of the activity can become self-sustaining.

The information systems expert and project management will also design a simple reporting form to monitor the development of the micro-project. One purpose of the form will be to introduce the collection of standardized data into the extension agent's reporting system in a way that she/he and ORD officials see the value of this innovation. The form will be only two pages long, and will include financial data from the accounting system (to be developed by the National Development Bank and the ORDs) which should not be difficult for animatrices to record, thanks to their training in family budgets. Further, the form will include collection of data on the provision of initial inputs (e.g. supplies and equipment received) and the accomplishment of initial outputs (e.g. mill starts operating). This information will identify for ORD and national officials any implementation problems that require attention. Finally, the form will encourage qualitative comments on benefits and problems as well as ideas for new activities and types of training that the extension agents perceive they need.

In addition to developing the initial monitoring form for extension agents, the project management and consultant will develop the reporting forms for the ORD. There will be two basic forms: first, there will be a quarterly financial report on the loans made and repayment rates (which will be cross checked with the reporting of the extension workers to insure consistency). Second, the ORDs will be asked to prepare semi-annual reports on micro-project activities in their regions. The report will provide the number and types of activities requested by villages, those rejected and those approved. The report should also be a monitoring form of what inputs (technical assistance, visits to villages by senior officials) the ORD has provided in support of the micro-project activities. It should also identify those requirements (training, policy and program guidance, technical assistance) that should be supplied by national level. Finally, the ORD will be expected to aggregate the information provided in the extension worker reports which will help insure coordination as well as to build the analytical capabilities at the ORD level; the value of standardized reporting should become apparent. This process will also

take place at the national level when the Domestic Economy staff receives the ORD reports.

The guidelines for feasibility studies, the initial extension agent monitoring report form, and the two ORD-level reporting forms will be developed by March 1977. Also, by this date relevant persons within the implementing bodies will have been trained in use of the feasibility study guidelines. The NWC and Domestic Economy Unit will also use these forms.

#### Intensive Studies to Determine Critical Information Requirements.

The steps outlined above are preparatory for the initiation of the micro-projects and will form the basis for the first year's monitoring system. The collection of this information will be complemented by more detailed studies (carried out by the project assistant/researcher) of the different types of micro-projects. The purpose of these intensive studies will be to determine the critical data requirements for evaluating the effects on village life of micro-projects. As important as the definition of these requirements will be the identification of the sources of data and how they can be collected most easily. The information systems expert will work with the project management to structure these studies.

Because of the limited experience of extension agents in data collection, the studies will search out easily collectable indicators of benefits. Instead of attempting to directly measure increases in income, group or individual self-help capabilities, and improvements in health and nutrition, the studies will aim to uncover "proxy" indicators of these effects which can be then incorporated into the regular reporting forms of the animatrices. Further, the studies will attempt to identify those data requirements necessary to evaluate effectively the development of the micro-projects (i.e. what combination of training, technical support and development resources will improve the capacity of women to participate in productive activities).

The intensive studies will begin, starting in March 1977, after a loan has been approved for a village but before the micro-projects is actually launched. This will allow the collection of basic information on the environment in which the micro-project will operate: the current practices of women - in particular, their participation in productive activities and local organizations - and their existing sources of income. The collection of this information will provide the basis for monitoring changes that occur and the possible proxy indicators.<sup>1/</sup>

---

<sup>1/</sup> Example of a proxy indicator: new vegetables used in cooking is a proxy indicator for improved nutrition

Data from the intensive studies will be processed on an ongoing basis, beginning in June, 1977; where necessary modifications will be made in the types of information collected.

### Formalising the Information System

Information from the intensive studies will be processed and analyzed by December 1977. It will then be necessary for the project staff, with the assistance of the information system consultant to determine the best indicators of project effects. From this determination, the reporting form of the extension agents will be modified so that they can begin collecting evaluation data. At this stage, agents may need specific training on how to collect and analyze the data. The initial use of reporting forms will be closely monitored and supervised to uncover misinterpretations or other data collection problems.

Throughout the process of developing the information system, one main concern of the project staff and information system consultant should be the development of analytical capabilities at each level of management. It will be important for village women to understand why or why not they are making a profit or improving their quality of life; it will be important for government officials to gain an understanding of how they can most effectively intervene in support of initiatives of village women. Developing this capability can come from training sessions but will more likely result if the results of the data collection effort are discussed on a regular basis in operational situations.

By the end of the second year of the project, it is anticipated that the information system will be fully tested and operational. Moreover, by that time, the process by which it evolved will have probably influenced major project policy and operational decisions. Information generated will be used in special evaluations of the project.

While all subcomponents of the information system will contribute to an ongoing evaluation, a special evaluation will be conducted annually. Data from the intensive studies, together with other data generated in the system, will provide the basis for the first-year special evaluation which will be completed by mid-January 1978. In the second and third years, the special evaluation will place more emphasis on the following aspects: (a) the targets reached due to planned project interventions and identification of possible other contributing factors; (b) the spread effect, e.g. the extent to which other villages are aware of the existence of the Village Promotion Funds and how they learned about them; and the extent to which other groups or

individuals have undertaken similar activities without the use of the Fund but as a result of the project's impact and (c) the efficiency of the project structure.

c) Training and Training/Reference Aids

Training needs will be assessed at all levels on an ongoing basis and by all participants. The Domestic Economy Unit will oversee this component which will be carried out (a) within the project-specific ORDs, (b) by national training institutes (c) by the Domestic Economy Unit and (d) in third countries.

The national training institutes which can be tapped are the Centre d'Etudes Economiques et Sociales d'Afrique de l'Ouest (CESAO), Matourkou Agricultural Center; Hamdalaye School of Domestic Economy and Centre Avicole. CESAO, financed primarily by external sources, focuses on increasing extension agents' awareness of their environment in which they operate and motivating villagers to become involved in the development effort by promoting self-help projects. One of its courses emphasizes promotion management and control of savings and credit. The center also has a course on improving the health of villagers, which covers such topics as nutrition, water hygiene, food production and birth control. Annually the CESAO center has six types of courses each of which is offered for a three-month period.

For agricultural training, especially for Domestic Economy extension arrangements will be made with Matourkou Agricultural Center, the country's main agricultural training center. Up to now the institute has been the primary training center for male field-level extension agents. Gradually this function will be assumed by the ORDs and Matourkou will focus more on courses for higher level agricultural agents, but during the transition stages Matourkou will continue to train field extension agents from ORDs which have not established their own agricultural training programs.

Matourkou's instruction for extension agents lasts nine months; up to now no women have been involved in these courses. Matourkou officers recognize the role of women in agriculture and indicated to the PP team their willingness to hold special training sessions for female extension agents during the three months when sessions are not held for encadreur training. Through further discussions, arrangements might be made for inclusion of women in the overall Matourkou training system. The center, funded by FAO, Israel and GOUV, has a 1000 hectare farm and well-equipped facilities. Also, it has an extension program operating in near-by villages, through which students receive practical training.

Other national institutes which might be used are Centre Avicole and Hamdalaye School of Domestic Economy. The latter is a four-year certificate granting institute, which focuses primarily on home economics. Courses cover family budgets, cooking, home-care, agriculture and poultry-raising and paramedical health skills. In the last year students practice teaching in villages, in cooperation with CESAO, Matourkou and ORDs. The Centre Avicole offers two-month practical courses in poultry production.

By the end of the project, January 1980, at least twelve Domestic Economy extension agents will have each received a minimum of two months training at one of the above national institutes. For training in the four project-specific ORDs and sessions organized at national level by the Domestic Economy Unit, the technical skills required for running the sessions, if not available within the operating unit, will be sought from one of the above centers or from other knowledgeable persons within the country. The CESAO philosophy, in fact, is based on providing short sessions in the geographic location of their participants, and CESAO indicated to the PP team its willingness to assist in training courses held in the project-specific ORDs under this project.

All training required to accompany the first tranche of micro-projects will be arranged by April 15, 1977. The Domestic Economy Unit will arrange for acquisition (e.g. from other Francophone African countries) of existing training and reference aids to be used in these sessions. When necessary, they will oversee the development of needed aids. Furthermore, acquisition of supportive aids required by extension workers to transfer information to villagers, e.g. blackboards and felt boards, will be managed by the Unit.

In the second and third years of the project, the acquisition and/or development of training and reference aids will be more fully operational. <sup>1/</sup> The Domestic Economy Unit may contract with other agencies, such as "Mediafric", located in Cugadougou, to prepare materials, but the Unit will be responsible for obtaining equipment necessary to implement these aids. In the second year the project-specific ORDs will be provided equipment (e.g. felt boards, printing

---

<sup>1/</sup> Regrettably, to date institutions have neglected the production and dissemination of support information for rural development in Upper Volta; CESAO is one of the exceptions.

supplies) and assisted in developing materials for their local training sessions. Production of supportive aids for project-related extension workers will be encouraged. In the third year it is anticipated that emphasis will be on developing aids with the previously acquired equipment.

The more sophisticated and detailed materials will emanate from the Domestic Economy Unit, frequently as the result of a specific ORD request. At the end of the project, a set of simple handouts (reference aids) and other materials - e.g. posters, slides - on activities which have high replicability will have been produced.

*Specialist* Although most training will be carried out in-country and the support-materials will enhance this capacity, there is need for ORD or Domestic Economy staff members to receive more specialized and higher levels of training which are not available in Upper Volta. Thus, the project provides funds for at least four women to attend third-country courses. This training will mainly occur in the second and third year of the project.

In addition, the project includes a small amount of funds for ORD or National Domestic Economy staff to participate in third-country conferences, seminars and workshops. This experience will provide them with ideas for possible project activities and with feedback on their own work. A side effect of third-country experience will be to enhance women participants' status in Upper Volta.

## PART 3 PROJECT ANALYSES

### A Technical Analysis

Introduction. The technical analysis for this project first concentrates on the question of whether appropriate technology is available for the implementation of this project. One task of the PP team was to identify and analyze activities that could be initiated during the first year of the project. In this section of the analysis, there is a discussion of the process by which new production practices can be introduced into rural Voltaic villages. The analysis then turns to the soundness of the overall technical design of the project which includes the required environmental assessment statement and ends with a summary recommendation.

1. Appropriateness of the Technology. In the context of this Project Paper, "technologies" are defined as those work-saving and/or income-generating activities which are now increasing or have the potential to increase Voltaic women's contribution to rural development. More specifically, these are the activities to be financed by the "micro-project" Village Promotion Fund described earlier in the Detailed Description of the Project section of the PP.

Determining the appropriateness of various technologies entailed a three-pronged approach:

a) Setting Forth the Technology Options. Not all options can be tried or tested within the scope of this project, so one basic criterion - i.e. the extent to which an activity fulfills an expressed need of many villages - was used to help narrow the list of possibilities.

The chances of successful introduction of any given activity will be greatly increased if it can be determined beforehand that villagers want it and are ready to make a resource commitment (labor and/or cash) to it. The first part of this section analyzes potential first-year activities in this context and also describes how local environmental considerations must be taken into account for project villages before an activity can be initiated.

b) Examining the Technology Options. Once it has been determined which activities are desired by villages and that they are feasible three additional criteria are to be applied to assure overall appropriateness: Replicability (or ease of introducing the activity into the village), Potential Benefits (especially to women),

and Self-sufficiency (or the ultimate ability of the activity to sustain itself). This section breaks out activities in terms of each of the above criteria by means of a rating system. Activities scoring high across the three criteria can be considered likely candidates for successful introduction at the village level, provided that they have met the test of desirability by many villagers. In the final part of this section, this relationship is examined.

c) Establishing a Process of Introduction of Specific Activities at the Village Level. This section provides guidelines as to ways of introducing new technologies/activities into villages. Through village-level illustrations based on data collected during PP team field trips, the section identifies the problems and potential bottlenecks that may occur prior to and during micro-project design and implementation. Specific activities are explored in terms of local environmental considerations, villager behavior changes that are required for the activity to be introduced, constraints to adoption and to women receiving benefits, and external support required for introduction of the activity.

It should be emphasized that the inputs of ORD officials, extension workers and villagers themselves were vital to judgements articulated throughout this Technical Analysis section of the PP, and particularly as regards conclusions on which activities are most desired by villages. Ratings in various tables should be considered illustrative and represent subjective assessments by the PP team, based on data collected in the four ORDs.

2. Setting Forth the Technology Options. Establishing the appropriateness of individual activities/technologies required the drawing up of a list of possible first-year activities to be carried out by village women, the first criterion being whether or not a particular activity or technology fulfills an expressed need of many villagers. The table below presents those which rated highest on this criterion.

<u>Activity</u>	<u>Rating on extent to which activity fulfills expressed need of many villages (5-high, 1-low)</u>
1. Collectively-owned motorized mills	5.0
2. Collectively-owned boutique/pharmacy	5.0

3. Carts (small group ownership)	4.0
4. Collective poultry-raising	3.7
5. Individual gardening (collective marketing)	3.5
6. Collective fields (peanuts and/or soy)	3.0
7. Collectively-owned peanut decorticators	3.0
8. Sewing (individual)	3.0

The ratings are suggestive of the desirability of different types of activities to village women and men, with collectively-owned mills and boutiques/pharmacies emerging as favorites. Since all eight of these activities are possible first year activities, it is thus appropriate to move to the next level of analysis which concerns the environmental factors which affect their feasibility.

From its village level research, the PP team identified two key environmental variables which will influence the success of micro-project activities:

- a) the village's access to a year-round supply of water; and
- b) the existence of a cash crop which insures at least a limited flow of cash within the villages.

These environmental variables are drawn from the "levels of development" typology created for the Economic Analysis (see below) to assist with the planning of micro-project activities. In summary form, the various levels were as follows:

A Level 1 village is one with no access to a year-round source of water; what wells and/or swamps do exist often dry up after the rainy season ends. Because women must consequently spend many hours a day walking long distances to fetch water, they lack the time to engage in income-generating activities, nor do they have the water necessary to support activities requiring water all year round (e.g. collective poultry-raising.)

A Level 2 village has a year-round source of sanitary water but its women lack access to a significant cash flow from outside the village. They may engage in small-scale enterprise, but goods or services produced do not leave the village (difficult access to markets and/or sociocultural constraints may explain this situation). Ideally, new activities for Level 2 villages should focus on production of goods and/or services which will yield cash income for women. This income could then be put toward purchases outside the village.

In Level 3 villages, women have a cash income from outside the village, but still expend a great deal of time and energy on tasks such as food processing (introduction of a mill might be appropriate to a Level 3 village.)

The eight activities (which ranked high on village desirability) can now be examined in light of the two key environmental variables as specified by the above typology.

1. The introduction of collectively-owned mills for the processing of millet or sorghum clearly requires that a village have a cash economy. Mills are expensive (about 700,000 CFA), and though much desired, probably only Level 3 villages will be able to afford them. Access to water only becomes important as it affects the village's economy.
2. Construction of a collectively-owned boutique/pharmacy and its operation is constrained by the degree to which a village's economy is monetized. In Level 2 villages only basic necessities could be sold, while in Level 3 villages, there is the potential to sell some "luxury" items and perhaps hire a storekeeper. Access to water only becomes important as it affects the village's economy.
3. The introduction of group-owned carts depends upon having a water supply for the donkey or oxen. To recapture the costs of the cart also requires a certain cash income in the village (or potential outside clients). More than likely this activity would have to be confined to Level 2 and 3 villages.
4. Collective poultry-raising, to stand any chance of successful introduction, depends on the presence of both environmental factors. The lack of clean water partially explains the high mortality rate of poultry in Voltaic villages, and an intensive poultry-raising operation has high costs (feed grain, vaccines, veterinarian services). This activity requires a high level of village development.
5. Individual gardening (and collective marketing) is not tied to having a flow of cash within the village, but as commonly

practiced in Upper Volta is dependent on a village's access to a year-round water supply; well-fed irrigate gardening is usually undertaken in December and January. Therefore, it is an activity suitable for villages in the second and third levels of development.

6. If rainfall is sufficient, collectively-owned peanut and/or soy fields do not depend on either environmental variable, and can be introduced into almost any village where there is suitable soil.
7. The introduction of collectively-owned peanut decorticators is not directly dependent on either variable, though it would require an initial (though limited) cash commitment. It would be applicable in any village that produces peanuts on a modest scale.
8. Sewing is not dependent on either variable though women with no cash income would have to barter for the needed supplies.

3. Examining the Technology Options. If it can be established that the activity to be introduced is indeed appropriate for the village environment concerned, then three additional criteria will be applied to ensure overall appropriateness for project support: Replicability (or the ease of introducing the activity into the village); Potential Benefits (especially to women); and Self-sufficiency (or the ultimate ability of the activity to become self-sustaining.).

a) Replicability. For replicability of an activity, three key variables should be examined: the required new skills are simple and are within the capacity of the extension worker; required new skills are within the capacity of the extension worker's clientele (village women); and the activity requires a minimum dependence on external support.

The table shows below ratings on Replicability variables for the eight activities. As was mentioned earlier, these ratings are illustrative of present conditions and should be considered subjective judgements by the PP team.

**REPLICABILITY (ACROSS ORDs)**

(5 =high, 1 = low)

Skills within capacity of extension worker	Skills within clientele of extension worker	Accessibility to required external support	Average	
Activity (rated by fulfillment of expressed need of many villagers)				
1. Collectively owned motorized mills	1	3	1	1.7
2. Collectively owned boutique/pharmacy	3	3	5	3.7
3. Carts (small group ownership)	5	3	3	3.7
4. Collective Poultry-raising	3	3	1	2.3
5. Individual gardening (collective marketing)	5	4	3	4.0
6. Collective fields (peanuts and/or soy)	5	4	5	4.7
7. Collectively owned peanut decorticators	5	5	1	3.7
8. Sewing (individual)	5	3	5	4.3

According to the ratings, agricultural production activities such as collective fields and individual gardening, were among the top scorers on overall replicability (4.7 and 4.0 respectively.) Past experience in the four project-specific ORDs shows that new production practices are easily within the capabilities of extension workers and rural women. Moreover, there are few problems in procuring agricultural supplies; marketing may be a constraint, especially for garden vegetables.

Collectively-owned mills, a very popular technology, ranked poorly (1.7). To introduce a mill into a village requires a great deal of organizational and management skill acquisition, especially by the extension worker involved. The agent will have to ensure that she and her clientele have the needed accounting skills to keep the operation functioning smoothly. Both external technical and financial support will also be required. Collective-poultry raising also ranked low (2.7) because of the need for sizable external support - e.g. new breeds of birds, vaccines, and access to veterinarian services. The other activity requiring major external support was the collectively-owned peanut decorticator - an innovation which is not as yet common within the ORDs and which requires frequent maintenance.

b) Potential Benefits. The Potential Benefits criterion was broken down by five variables: increase in family income, increase in women's skills as a result of the activity's introduction, increase in family health and nutrition standards, increase in time available to women for productive activities (versus household tasks), and equity considerations (regarding the distribution of benefits to the majority of villagers).

The table below displays the eight activities rated by the five potential benefit variables.

POTENTIAL BENEFITS (ACROSS ORDs)

(5 = high, 1 = low)

	Increase in Family income	Increase in women's skills (as result of micro-project)	Increase in Family Health and nutrition standards	Increase in time available to women for productive activities (VS. household tasks)	Equity (regarding distribution of benefits to village)	Average
Activity (rated by fulfillment of expressed need of <u>many villagers</u> )						
1. Collectively owned motorized mills	3	3	4	5	3	3.6
2. Collectively owned boutique/pharmacy	3	2	2	3	3	2.6
3. Carts (small group ownership)	2	2	2	5	2	2.6
4. Collective poultry raising	3	5	3	1	3	3.0
5. Individual gardening (collective marketing)	2	3	5	1	1	3.0

(continued)

	Increase in Family income	Increase in women's skills (as result of micro-project)	Increase in Family Health and nutrition standards	Increase in time available to women for productive activities (VS. Household tasks)	Equity (regarding distribution of benefits to village)	Average
<u>Activity (rated by fulfillment of expressed need of many villagers)</u>						
6. Collective fields (peanuts and/or soy)	5	3	4	1	5	3.6
7. Collectively owned peanut decorticators	4	2	2	2	3	2.6
8. Sewing (individual)	3	3	1	1	4	2.4

SELF-SUFFICIENCY (ACROSS ORDS)

(5 = high, 1 = low)

Activity (rated by fulfillment of expressed need of many villagers)	Activity's Potential to become financially viable	Activity's Potential to be run locally without outside assistance	Average
1. Collectively owned motorized mills	4	4	4.0
2. Collectively owned boutique/pharmacy	5	5	5.0
3. Carts (small group ownership)	2	3	2.5
4. Collective poultry-raising	3	2	2.5
5. Individual gardening (collective marketing)	4	2	3.0
6. Collective fields (peanuts and/or soy)	5	3	4.0
7. Collectively owned peanut decorticators	5	3	4.0
8. Sewing (individual)	3	5	4.0

As the table shows, mills ranked highest on the aggregate benefit measure, along with collective peanut/soy fields. Perhaps the most important benefit of the mill is that it frees women for more productive activities. Interestingly, its effect on health and nutrition is high because the grinding operation destroys fewer nutrients than the traditional pounding and grinding methods. The primary increase in skills comes from the organization and management of the operation rather than the acquisition of technical knowledge. There is some question on the distribution of benefits because there may be women who do not have sufficient income to pay for the service.

Collectively owned peanut and soy fields produce the greatest increase in family income, especially since there is a readily available market for both crops. Moreover, the production of these high protein crops may result in better nutrition. As has been seen in the four ORDs visited, it is an activity which can involve most if not all the women of the village.

Both collective poultry-raising operations and gardening rated relatively high on the benefit scale, with gardening having the greater potential to involve and benefit more village women. The skill acquisition level achieved by poultry-raising is much higher because of both technical and management requirements of the activity. Technical skills include the regular feeding of chickens, provision of clean water and the recognition that vaccines and nutritional supplements are necessary for the activity to succeed. Marketing and arrangements for daily care require major organizational and managerial capabilities. Both poultry-raising and gardening produce nutritional benefits, though it is more likely that the garden vegetables will find their way into the family diet.

Lower rankings of aggregate benefit potential were found for carts, boutiques/pharmacies, peanut decorticators and sewing (which ranked the lowest though had the potential to benefit most women within a village.) The intermediate technology devices, carts and peanut decorticators reduce labor requirements, though the introduction of peanut decorticators was rated low because this function is usually carried out by the ORDs and not the village; it does, however, have the potential to significantly increase family income.

o) Self-sufficiency. Self-sufficiency, or the ability of an activity to become self-sustaining, was the third criterion used to measure overall appropriateness of an activity. Two key variables were examined: the activity's potential to become financially viable, and its potential to be managed locally, without outside assistance.

The collectively owned boutique/pharmacy ranked high in village desirability and received a 5 rating on both variables. Two labor saving technologies, mills and peanut decorticators, were rated somewhat lower (4 ratings), primarily because both activities will require over the long run outside expertise for repairs (the same generalization applies to carts). Collective fields and individual gardening received relatively lower ratings for local management capability variable (3 and 2 ratings respectively) because of potential marketing problems, both internal and external to the village. An example of an internal marketing problem would be the lack of organizational capacity; lack of market demand for a particular crop outside the village would be an external marketing problem.

As regards an activity's potential to become financially viable, carts rated low (2) because of difficulties women will face in procuring and caring for animals to draw the carts. Collective poultry-raising received a 3 rating because of the danger that disease can wipe out an entire flock within a day or two; thus the certainty that the operation will become financially viable is lower.

d) Composite Ratings for the Three Criteria. From the tables for each criterion described above, average ratings across variables for each criterion were drawn up (see last column on each table). The table below presents composite ratings for each of the eight activities on Replicability, Potential Benefits and Self-sufficiency. Average ratings for each criterion have been added, not averaged. It was not the intention of the PP team to recommend possible first-year activities based on results of the composite rating exercise, but rather to present and discuss some of the possible options.

COMPOSITE RATINGS FOR REPLICABILITY, POTENTIAL BENEFITS  
AND SELF-SUFFICIENCY (ACROSS ORDs)

Activity (rated by fulfillment of expressed need of many villagers)	Replicability Average	Potential Benefits Average	Self-Sufficiency Average	Composite rating (added)
1. Collectively owned motorized mills	1.7	3.6	4.0	9.3
2. Collectively owned boutique/pharmacy	3.7	2.6	5.0	11.3
3. Carts (small group ownership)	3.7	2.6	2.5	8.8
4. Collective poultry-raising	2.3	3.0	2.5	7.8
5. Individual gardening (collective marketing)	4.0	3.0	3.0	10.0
6. Collective fields (peanuts and/or soy)	4.7	3.6	4.0	12.3
7. Collectively owned peanut decorticators	3.7	2.6	4.0	10.3
8. Sewing (individual)	4.3	2.4	4.0	10.7

Collective fields (with a composite rating of 12.3) clearly stands out as an activity from which rural women will derive considerable benefits; it is also an activity which would be easily replicable in other areas and which could become self-sustaining within a fairly short period of time. Although it received only an average ranking as an activity desired by many villages, its obvious potential as an income-generating activity for women would seem to outweigh other considerations. Its high composite rating testifies to the need to focus more attention on women's productive capacities, in order that their potential contribution to economic development in Upper Volta may be more fully tapped.

In analyzing composite ratings for the remaining seven activities, perhaps the Potential Benefits rating should be the starting point. Here, collectively owned mills, the activity ranking highest on village desirability, emerges as an activity for which participation will clearly benefit many women and for which ultimate self-sufficiency looks extremely promising. Mills fall down on replicability because of their high dependence on outside support during the first year of operation and because of high skill levels required of the extension worker.

Collective poultry-raising and individual gardening, both activities desired by a sizable number of villages, also come out well on potential benefits to women. Poultry-raising's low composite rating (7.8) can be explained by difficulties in replicating the activity (mainly due to organizational requirements placed on female villagers and the activity's high reliance on outside support and secondly achieving ultimate self-sufficiency (due to marketing and potential disease problems).

Individual gardening, on the other hand, rated high on replicability and only fair on self-sufficiency (because of potential marketing problems). Because it is an activity which is dependent on only one of the environmental variables, it might have good potential for initiation in any second or third level villages.

Carts, while desired by many villages, fall down on the potential benefits measure across the board (except for the obvious increase in time available to women for other productive activities). Like collectively owned peanut decorticators, also a low scorer on potential benefits, carts have reasonably high potential for replicability; carts did poorly on self-sufficiency, mainly due to the financial viability issue (i.e. the ability to recapture initial investment and the costs of animal procurement and care).

It should also be noted that the collectively owned boutique/pharmacy, while obviously a favorite among many villages, stands to yield a relatively low level of benefits to villagers as a whole. Nonetheless, the activity would appear to have reasonable potential for replicability and is the highest scorer of all activities on ultimate self-sufficiency. It can become financially viable within a reasonably short period of time and will require a minimum in the way of outside assistance in management. This would appear to be a promising activity for Level 3 and high Level 2 villages.

Finally, sewing is an activity which is highly replicable and has the potential for becoming self-sustaining in almost any environment. However, compared to the other activities, it ranks lowest on the potential benefit scale.

#### 4. Establishing a Process for Introducing New Technologies into Rural Villages.

a) The Process. The previous two sections set forth and examined options for first year micro-projects, in terms of village desires, environmental considerations and three basic criteria for micro-project selection - Replicability, Potential Benefits and Self-sufficiency. In this section we suggest a process for introducing new technologies into rural villages. For each activity (potential or existing) desired by an individual village, an analysis was done based upon the following factors:

1. The village social and economic environment, to gain an understanding of its level of development and the organizational base on which to build;
2. The major social and technical behavior changes necessary for an activity to succeed;
3. The social/cultural barriers that may exist, in particular those unique to an individual village, and how these may prevent adoption and the majority of women from benefiting the activity; and
4. What external assistance is required to encourage the desired behavior changes and to overcome the social/cultural barriers to women participating in and benefiting from the activity.

Consideration of these factors forms the basis for designing and introducing activities at the village level. This process suggests that the external support requirements should be based upon a determination of what is necessary to bring about the critical behavior changes, with specific reference to the constraints that

exist within individual villages. Identification of the needed behavior changes and possible constraints should take place during the micro-project feasibility studies; this will provide the basis for project components (e.g. credit, training, technical assistance, organizational and managerial assistance). Many of the constraints will not be uncovered during these feasibility studies so it is necessary to monitor the development of the micro-project closely (which is a function of the information system). Modifications in the design and support requirements may be needed to overcome these constraints.

What follows is an illustrative case study which shows the complexities of introducing new practices at the village level and how external assistance requirements can be determined. The case study examines collectively owned fields which ranked highest on the three basic criteria.

b) An Illustrative Case - Introducing Collective Fields (Peanut and Soy)

Description of Activity: The initiation of women's collective peanut and/or soy fields seems generally very promising across all four project-specific ORDs, because in each one, the PP team located CD village women who grow peanuts <sup>1/</sup> individually on their own plots, produce peanuts with their husbands on the family field, or have already had some experience, albeit minimal, growing peanuts collectively. In addition, peanuts are a key cash crop in many areas, with even part of the crop sold from women's household plots. The PP team also determined that the export market for increased peanut production has potential.

For one village in particular, plans are afoot for one women's group to purchase and operate peanut decorticators for shelling of peanuts grown in the family plot (although no women's peanut field is projected, this would seem to be a logical next step, if the decorticator scheme succeeds).

---

<sup>1/</sup> Since more extensive data was collected on peanut fields than on soy fields, this village-level illustration will focus on peanuts. However, the PP team considers that collective soy cultivation holds equal promise as a potential micro-project.

The following information is based on data collected in the following villages: Lah-Black Volta CRD, Mou and Zinca-Diebouyou CRD, Poun-Koudougou CRD, Tangaye-Fada CRD.

Environment: For none of the villages does water-fetching require more than two hours work a day although during the dry season it can take up to four hours. Male migration to the south does not appear to be a significant problem in any of the villages. All five villages market part of at least one crop, with some villages reaping regular income from the exterior from proceeds from cash crops (e.g. cotton, rice). Female participation in family plot cultivation spans the spectrum from virtually none (in the Marka village of Lah) to significant (in Tangaye, where women carry out land preparation, sowing, weeding and harvesting). All five villages have functioning women's groups, the majority of which have been established since the advent of the CD program. Women's groups have been formed around various activities, including crop production, literacy training, health care and hygiene, sewing and embroidery. All the villages have at least some experience with use of CRD credit.

Behavior Changes Required for Activity to be Introduced: Social behavior changes rather than technical behavior changes are judged as the critical bottlenecks to introduction of women's collective peanut fields. (In at least one village, a collective peanut field is already in operation, although the harvest failed because of excessive rain). Social behavior changes required in some villages include the convincing of women that it is in their interest to join a collective plot. In one village in particular, the animatrice complained that the local Catholic mission had spoiled women by the "cadeau" mentality; rice and millet were regularly dispensed at no charge to villagers.

Another CD animatrice planned to explain that the extra money earned from the sale of produce could be used to stock the new village pharmacy scheduled for construction. She already has her own demonstration plot for peanuts, and women who normally laugh at her and her ideas (because of her youth) were impressed, she asserted, with her display of large sacks of peanuts and CFA notes which are hers to keep from the sale of peanuts from her plot.

The chief technical behavior change would entail teaching women proper planting techniques: seeding in rows, weeding, etc. However some women know these techniques from work in their own fields.

Constraints to Adoption and to Women Receiving Benefits: One obvious constraint to adoption is the problem of obtaining land for the new plot. In one village, the CD animatrice easily procured a plot for collective soy cultivation from the village chief; she has plans to launch three additional collective fields for peanuts and soy in June 1976 (apparently the land has already been allocated through quartier chiefs). But in another village, the animatrice is much less confident of procuring the land from the chief; if he fails to provide land, she will prevail on the husbands of her women to make an effort to obtain a plot.

One major constraint to women receiving the benefits of increased peanut production might be jealousy on the part of husbands of women's new income-earning capacity. This whole issue depends on whether husbands control the use of women's earned income (and this is the case in three out of the five villages). One additional bottleneck is the fact that during the productive season, husbands object to what they consider excessive numbers of women's meetings (e.g. time spent at collective plots), because men want their women working in the family field.

External Support Required for Introducing Activity: The delivery of agricultural supplies and marketing assistance are well within the existing OPD capacity and do not need to be provided by the micro-project. Because most women in these villages already understand the value of improved production practices, there will be a minimum of training and technical support required. However, there are major changes in social behavior required by men and women. Helping to overcome these will be the responsibility of the extension workers who need additional training on how to interact most effectively with village leaders.

##### 5. Technical Soundness of Overall Project Design

This project is an experimental effort to improve social and economic conditions in rural Voltaic villages by increasing the capacity of women to contribute to developmental change. There are three important considerations in judging the technical soundness of the project's design:

- Whether the design is appropriately tailored to needs and conditions in Upper Volta;
- Whether the concepts underlying the project design are sound; and
- Whether the project inputs will achieve the desired project results.

First, as regards the "fit" of the project with Voltaic needs and conditions, it should be noted that the design effort involved intensive village, ORD and national level discussions and detailed data collection. From these investigations, the project design was developed to build upon the prevailing attitudes and existing structures and conditions. Within Upper Volta, the PP team found concern at both the national and local levels about finding ways to tap women as an economic resource. Moreover, there is active planning and experimentation underway which this project seeks to reinforce.

Second, as regards the concepts underlying the project design, the PP team drew upon recent research on the roles of women in rural development as well as the work on technology transfer. The project design reflects two basic concepts. First, the project is aimed at village development with a special focus on the potential contributions of women (rather than women-only activities). Second, developmental change requires a process approach which builds upon local-level conditions and desires. The project design recognizes that bringing about behavior changes in rural villages is difficult and thus provides for the close monitoring and evaluation of this process by an ongoing information system. Further, the necessary components to support this process have been included in the project. Therefore it is the conclusion of the Project Paper team that the project inputs will achieve the desired results.

## 6. Environmental Statement

Environment, in the context of introducing particular activities at the village level, has already been dealt with at length in the first part of this Technical Analysis section. The question of environmental appropriateness for the project as a whole does not present problems, since the project as conceived would not disrupt the environment in any way. It falls within the scope of an ongoing Voltaic government program (the Community Development Program) and is in harmony with concepts underlying the Community Development Program.

From the ecology point of view, the project is also environmentally sound. It is based on the idea that improving the economic status of women leads to improvements in the health, nutrition and education of themselves and their families - i.e. to improvements in quality of life. One other ecological observation that might be made is the strong likelihood that providing increased opportunity in the rural milieu for gaining income from activities which do not require land holdings may ease land pressure locally as well as reduce the flow of migrants to regions where land is becoming scarce.

Summary of Technical Soundness: Since this is essentially a technical assistance project and requires no significant capital construction, it is deemed that the provisions of Section 611(a) and (b) of the Foreign Assistance Act are met. In addition, the cost of the project to AID is firmly established in this Project Paper. Further, the FP team concludes that the technological basis for the micro-project activities and overall technical design are sound.

Regarding FAA Section 611(a) requirements specifically, the purpose of this project is twofold. First it is to strengthen the capabilities of the Domestic Economy Section of the Ministry of Rural Affairs and the ORDs to deal with the growing and better organized needs and potentials of women in development. Second, and probably more important it is a frontal attack on one of the most important sectors of the Voltaic development spectrum, i.e., the use of women as active participants in the expansion and modernization of rural production. This project seeks to utilize this potential of women to increase agricultural production, viewing women as a most important sector in development efforts. These two features, i.e., institution-building and sector assistance provide the elements necessary to merit FAA Section 611(a) requirements.

## B Financial Analysis and Plan

1. Financial Rate of Return/Viability. Because of the special nature of this project, a traditional financial analysis and the calculation of a rate of return is not feasible. The project is experimental in nature and the specific activities (micro-projects) to be financed at the village level are still not known at this stage. This type of analysis could be made at a later stage as part of the project evaluation system. It is the FP team's judgement that financially sound micro-projects can be identified which will enable village enterprises to repay their loans, normally over a 2-3 year period (one of the four basic micro-project criteria is that the project be self-sustaining within 2-3 years). The Economic Analysis section of this paper offers two illustrative cost/benefit analyses of typical micro-projects: a motorized mill and a poultry production project.

Assuming that the majority of the micro-projects are sufficiently successful to permit repayment of the loans by villagers to the ORDs, the financial viability of the ORDs' revolving funds will be established. Since low interest rates will be charged (possibly no more than 5 percent), the revolving funds earning will do no more than meet operating expenses, and the capital fund cannot therefore be expected to grow over time. Furthermore, with allowances for bad debt and inflation, the level of the fund and its purchasing power would be expected to decline after several years. This is natural and does not detract from the financial viability of the project. Through the mechanism of the revolving fund loans can continue to be turned over and reloaned years after the AID project itself has been completed. If the value of the revolving fund is eroded more rapidly than considered desirable, interest rates could be adjusted upward or lower risk projects could be sought, although it is hoped that these adjustments would not be necessary during the project's early years when it is at the experimental stage.

2. Recurrent Budget Analysis of Implementing Agencies. This project will be implemented by four different ORDs (Fada N'Gourma, Koudougou, Diebougou, and Dedougou) the National Women's Council and the Domestic Economy Unit. Since four of these six organizations are new and only became fully operational in 1974, recurrent budgetary information is very limited.

a) Budget Analysis of the Four ORDs. All of the ORDs have relatively small operating budgets which impose severe constraints on both ongoing and new activities.

The ORDs derive their capital budgets from four main sources: the national budget, financing by foreign donors, internal earnings by the ORDs through commercial marketing operations and bank loans from the Banque Nationale de Developpement (BND) and other credits. The PP team was informed by the Ministry of Rural Development that commercial operations of the ORDs, which have accounted for 10-20 percent of their budgets, are being reduced. Under this system, farmers sell grain to their local ORD which in turn sells it at a profit to OFNACER, the Voltaic National Cereals Office. Initially this was considered a service to farmers and earned money for the ORDs, but too much time was spent by the ORDs on the commercialization effort at the expense of other ORD activities and the operation has become less profitable. It is likely that in future years farmers will sell either to merchants or directly to OFNACER.

One source of the GOUV contribution to the ORD budget is the Fond de Developpement. This fund provides the required advance deposit for the World Bank's IDA-financed projects, supports the development of cotton production and supports development projects in the ORDs. Not to be confused with the World Bank's Rural Development Fund, the Fond de Developpement is an internal account, funded by the national budget, foreign donor contributions, taxes from agricultural exports and the Caisse de Stabilization (a fund generated by profits of sale of cotton, peanuts and karite (sheanuts) by the government monopoly). Of direct relevance to this project is the fact that the Fond de Developpement is a residual source of payment of the salaries of female extension agents, (AEFR), who are primarily paid from the national budget contribution. Although the government has stated its intention that in future the salaries of all AEFR should be financed by the national budget, the forthcoming Swiss loan of \$5 million to establish a revolving fund for rural development can also be tapped to pay the salaries of extension agents. The PP team received assurances that salary payments for AEFR, who are a key element in this project, would be assured by one or more of the above funding sources.

All ORDs receive financial and technical assistance from one or more bilateral or multilateral foreign donors. The four ORDs participating in this project are assisted by the World Bank (Dedougou and Diebougou), FAC (Koudougou) and USAID, UNDP-FAO (Fada N'Gourma). FAC is withdrawing from Koudougou after 10 years of French assistance to that ORD. Requests have been made by the GOUV to several other donors to replace the FAC aid to Koudougou, including Canada, Switzerland and Germany. The design team was informed by the technical adviser to the Minister of Rural Development that the Germans have agreed in principle to provide assistance to the Koudougou ORD for at least the next three years.

The following budgetary summary was provided by the Ministry of Rural Development for the affected ORDs for the budget year 1974-75.

BUDGET SUMMARIES 1974-1975 (in FCFA)

<u>ORD</u>	<u>Source of Financing</u>	<u>Amount</u>	<u>Percent</u>
Black Volta (Dedougou)	From National Budget	9,726,878	6
	From own funds (earning and reserves)	56,072,495	35
	Foreign Assistance	43,341,089	27
	Bank loans and other credits	50,844,830	32
	TOTAL	<u>159,985,292</u>	
Koudougou	From National Budget	7,063,153	3
	From own funds (earnings and reserves)	55,725,548	28
	Foreign Assistance	21,327,461	11
	Bank loans and other credits	118,408,986	58
	TOTAL	<u>202,525,148</u>	
Fada N'Gourma	From National Budget	3,000,000	3
	From own funds	21,703,465	19
	Foreign Assistance	15,010,554	13
	Bank loans and other credits	76,090,684	65
	TOTAL	<u>115,804,703</u>	
Bougouriba (Diebougou)	(Not available, ORD created 1975)		

The foregoing table indicates that only a token amount of the ORDs' budget comes directly from the national budget and that the ORDs rely heavily on bank loans and other credits. Budget support from foreign donors, although important, constitutes only about 10-20 percent of most ORDs' budgets (27 percent in the case of the Black Volta). With the expected decrease and eventual elimination of revenue resulting from ORD's marketing operations, it is evident that a much larger share of the budgets will have to be born in future by the national budget. Although the 1976-77 national budget is being reworked at the time of this writing, given the government's firm commitment to the ORD concept, most officials contacted by the PP team expressed general confidence that the ORDs would receive greater government attention and support in the future. The government is also constantly seeking additional and larger sources of foreign donor funding for the ORDs.

The record of the ORDs in servicing bank credit is regarded as satisfactory, especially for short-term credit. BND figures reveal the following repayment percentage as of due dates:

	<u>Short Term</u>	<u>Medium Term</u>
<b>Koudougou</b>		
1973	89%	-0-
1974	93%	8%
1975	93%	82%
<b>Diebougou</b>		
1973	91%	13%
1974	91%	40%
1975	N/a	N/a
<b>Dedougou</b>		
1973	92%	67%
1974	88%	75%
1975	92%	39%
<b>Fada N'Gourma</b>		
1973	N/a	N/a
1974	N/a	N/a
1975	N/a	58%

The short-term repayment records of several of the other ORDs are equally high. The low repayment percentage for medium-term credit is not a cause for alarm either at the bank or to the Ministry of Rural Development. The PP team was informed that payments are

made even if late and that the percentage of timely payments is rising. The Ministry of Rural Development reports that the rate of loan repayment by farmers to the ORDs is satisfactory, although specific statistics were not made available.

The GOUV has established a program for the training of credit agents. Currently two Austrian volunteers are working on medium-term credit training. Seven more volunteers are now being sought from the Peace Corps and/or the French volunteer (cooperant) program. These volunteers will be trained in credit in Ouagadougou and will then be assigned to each ORD to provide instruction on credit uses and systems.

b) Budget Summary of the Domestic Economy Unit: The Domestic Economy Unit has experienced financial and managerial growth in its two years of operations, and it is anticipated that this growth will continue at approximately the same rate during the life of this project.

Exact budgetary figures are difficult to obtain as the Unit's operating expenses are funded out of the budget of the Permanent Secretariat and not separately accounted for, but the PP team was given the following estimates:

1974	3,402,720	(\$14,795)	{ includes donor inputs }
1975	6,000,000	(\$26,086)	{ " " " " }
1976	7,800,000	(\$33,913)	{ no donor inputs }

\* Dollar amounts are figured at the rate of \$1.00 = 230 CFA

These figures represent the national budget financing for staff salaries, operating expenses including office supplies, and some vehicle repair and maintenance. The 1976 figure includes funds for the purchase of two vehicles for monitoring and surveillance purposes. Funding of the FAO expert for 1975 and 1976, estimated at \$48,000/year, is not included in the estimates.

As discussed previously, the Domestic Economy Unit is simply the technical supervision and support group for AEFR throughout the country. Occasionally the Unit receives outside donor funding to execute projects through ORD agents, but it is increasingly encouraging ORDs to support their own village projects. Thus, with guarantees of the President of the CDDR (who is also the Minister of Rural Development) that the Unit will continue to receive the same or higher operational support throughout the life of the project, the PP team concludes that the Unit will effectively maintain and utilize the funds available.

made even if late and that the percentage of timely payments is rising. The Ministry of Rural Development reports that the rate of loan repayment by farmers to the ORDs is satisfactory, although specific statistics were not made available.

The GOUV has established a program for the training of credit agents. Currently two Austrian volunteers are working on medium-term credit training. Seven more volunteers are now being sought from the Peace Corps and/or the French volunteer (cooperant) program. These volunteers will be trained in credit in Ouagadougou and will then be assigned to each ORD to provide instruction on credit uses and systems.

b) Budget Summary of the Domestic Economy Unit: The Domestic Economy Unit has experienced financial and managerial growth in its two years of operations, and it is anticipated that this growth will continue at approximately the same rate during the life of this project.

Exact budgetary figures are difficult to obtain as the Unit's operating expenses are funded out of the budget of the Permanent Secretariat and not separately accounted for, but the PP team was given the following estimates:

1974	3,402,720	(\$14,795)	(includes donor inputs)
1975	6,000,000	(\$26,086)	" " "
1976	7,800,000	(\$33,913)	(no donor inputs)

\* Dollar amounts are figured at the rate of \$1.00 = 230 CFA

These figures represent the national budget financing for staff salaries, operating expenses including office supplies, and some vehicle repair and maintenance. The 1976 figure includes funds for the purchase of two vehicles for monitoring and surveillance purposes. Funding of the FAO expert for 1975 and 1976, estimated at \$48,000/year, is not included in the estimates.

As discussed previously, the Domestic Economy Unit is simply the technical supervision and support group for AEFR throughout the country. Occasionally the Unit receives outside donor funding to execute projects through ORD agents, but it is increasingly encouraging ORDs to support their own village projects. Thus, with guarantees of the President of the CCDR (who is also the Minister of Rural Development) that the Unit will continue to receive the same or higher operational support throughout the life of the project, the PP team concludes that the Unit will effectively maintain and utilize the funds available.

c) Budget Summary of National Women's Council: The history and structure of the National Council for Women in Development (NWC) is described in detail at Part 4, Implementation Arrangements, of this paper. Because the Council is not yet operational no budget has been granted it by the Ministry of Finance and it is thus not possible to do a financial analysis at this time.

An important point to note, however, is that the 10 year old UNESCO-funded "Project for Equal Access to Education for Women and Girls" will probably be moved under the aegis of this office. This project has a 1976 operating budget of 50,000,000 CFA, 30% of which (15,000,000 CFA) has been provided by the national budget, which is a higher percentage than funds currently allotted to any of the ORDs. This strong support can be attributed to several reasons, not the least of which is the seniority of the Minister of Education and his strong commitment to integration of women in development, and it can be assumed that the NWC will receive similar support when it functions under his tutelage.

3. Financial Plan/Budget Tables. The U.S. contribution to this project will include the following components:

(a) Technical Assistance

- 1) Long-term: Services for three years of a French speaking Project Advisor with previous experience in developing countries and a Master's degree in Rural Sociology or a Master's in a related field with 2 years experience in social science methodology. The position is costed lower than the prescribed AID figure as it is suggested that this individual be a junior or mid-level executive with good health and lack of heavy familial responsibilities which will enable her/him to spend at least 50% of the time travelling in the rural areas, (\$60,000 per year)
- 2) Short-term: A total of 16 person months of consultant services figured at \$7,000 per month, to include services for at least 2 months per year of a specialist in information/monitoring systems; approximately 1 month per year for an audio-visual/training aids specialist; and 7 months over the life of the project for special technical consultants as identified by the Project management (food preservation, intermediate technology)

(b) Training

- 1) In-country: an average of \$4,000 per project specific

ORD and \$4,000 for national level staff the first year to cover transport, per diem of trainees, and fees of local technicians for training in use of information system, accounting and administration, and other identified skill needs. In second and third years, an average of \$5,000 per project-specific ORD to cover training costs at ORD level and national institutes. An average of \$8,000 annually in the second and third years to cover similar costs for national level staff, non-project specific ORDs and NWC personnel to attend training sessions and for holding national level workshops.

- 2) Third-country: \$3,000 annually to cover high level ORD, NWC, and Domestic Economy personnel's attendance at third country training courses, conferences and workshops. \$12,000 each of the second and third years for short and medium term training of mid-level women (e.g. coordinatrices), based on \$1,000 per month per person.

(c) Commodities

- 1) Vehicles (2) - four-wheel drive required for use of Project Advisor (1) and Project Assistant/Researcher and short-term consultants (1). (\$20,000)
- 2) Equipment including paper, a duplicating machine, photocopier, typewriters, for national Project staff to support information system, and to be used in production of training literature and reference materials. (\$25,000 over three years)
- 3) Training aids: supplies such as overhead projectors, felt boards, blackboards, to be provided for ORDs and village extension agents associated with Project to assist them in communication with villagers. Year one \$5,000 for the national level to be allocated at it's discretion. Year two an average of \$3,000 per project-specific ORD for equipment and training aids, and Year three \$1,500 per ORD, primarily for reproduction of materials. \$18,000 annually to national Project staff. (\$9,000 over life of project)

(d) Research

Funding to support one Voltaic or other local hire person familiar with Upper Volta for 18 months, plus

funds for special intensive studies identified by Project central staff through the information/monitoring system. \$30,000 the first year and \$20,000 each for years two and three. (\$70,000 over life of project)

(e) Other Costs

- 1) Village Promotion Funds: calculated at an average (not maximum) cost of \$4,000 per micro-project x 25 micro-projects year one, 30 micro-projects year two, and 35 micro-projects year three. (\$360,000 for life of project)
- 2) Local Costs: to provide sufficient funds for purchase of POL, vehicle maintenance and repair, interpreter services for short-term consultants (\$43,000 life of project).

4. Summary Statement - Financial Soundness. Because of the newness of the ORDs and other implementing agencies of this project, budgetary data are limited and a more thorough recurrent budget analysis is not feasible. Furthermore it is evident that the present budgets of most ORDs, including the ones participating in this project, are strained and over-extended. Continuing difficulty is experienced in funding all the activities competing for the attention and resources of each ORD. Funding by the government from the national budget has so far been nominal and the ORDs have had to rely heavily on their own resources and earnings and bank borrowing as well as on foreign donor assistance. Despite these limitations, observers in Upper Volta express confidence on the long term prospect of the ORD mechanism because it is considered a fundamentally sound concept and because the government is firmly committed to its survival and success. Furthermore there seems to be little doubt that the elements of this project dependent on the ORD budgets, especially the salaries of female extension agents, are secure given the government's commitment to upgrade the role of women in development.

In the design team's judgement, the financial basis of the micro-project is sound as long as the selection criteria are followed and sensible credit practices are employed by the ORDs, a goal which the credit training program is designed to assure.

SUMMARY OF U.S. CONTRIBUTION

<u>Project Components</u>	<u>FY 1977</u>	<u>FY 1978</u>	<u>FY 1979</u>	<u>Total</u>
<u>Technical Assistance</u>	<u>88</u>	<u>102</u>	<u>102</u>	<u>292</u>
Long term	60	60	60	180
Short term	28	42	42	112
<u>Training</u>	<u>23</u>	<u>43</u>	<u>43</u>	<u>109</u>
In-country	20	28	28	76
Third-country	3	15	15	33
<u>Commodities</u>	<u>35</u>	<u>40</u>	<u>29</u>	<u>104</u>
Vehicles	20	-	-	20
Equipment	10	10	5	25
Training aids	5	30	24	29
<u>Research</u>	<u>30</u>	<u>20</u>	<u>20</u>	<u>70</u>
<u>Other Costs</u>	<u>113</u>	<u>135</u>	<u>155</u>	<u>403</u>
VP fund	100	120	140	360
Local costs	13	15	15	43
<u>Sub-total</u>	<u>289</u>	<u>340</u>	<u>349</u>	<u>978</u>
<u>Inflation factor (6% compounded interest excluding Village Development Funds)</u>	11	27	40	78
<u>Contingency</u>	-	-	-	-
Grant total	300	367	389	1,056

The GOV contribution to this project is estimated at \$260,000 over the three year life-of-project. This contribution includes two elements: the services of the staff of the Domestic Economy Services and the ORDs, based on the estimated personnel budget as time allocation for assistance to the development and execution of village enterprises, and the labor and in kind contribution of villagers undertaking a micro-project. These calculations are presented by fiscal year as follows:

	<u>FY 1977</u>	<u>FY 1978</u>	<u>FY 1979</u>	<u>Total</u>
Domestic Economy and ORD personnel	55	65	65	185
Village labor and local materials	15	25	35	<u>75</u>
				<u>260</u>

The Fixed Amount Reimbursement (FAR) method is not appropriate to this project.

**COSTING OF PROJECT OUTPUTS/INPUTS**  
(In 0000 or equivalent)  
**Project Paper**

X New  
 \_\_\_ Rev # \_\_\_

Project # 686-0211 Title Women's Roles in Development

Project Inputs	Project Outputs				TOTAL
	MICRO-PROJECT	TRAINING	RESEARCH/ INFO SYS	NAT & REG SUPP	
AID Appropriated					
Technical Assistance	49	21	42	180	292
Training		100		9	109
Commodities		59	25	20	104
Other Costs (including Vill- age Promotion Fund)	360		70	43	473
Inflation Factor	6	23	17	32	78
Other U.S. NA					
Host Country					
Personnel	60	15	50	60	185
Labor and/or inkind	75				75
Other Donors NA					
<b>TOTAL</b>	<b>550</b>	<b>218</b>	<b>204</b>	<b>344</b>	<b>1,316</b>

**SUMMARY COST ESTIMATE AND FINANCIAL PLAN  
(US \$000)**

Source	AID		Host Country		Other(s)		Total
	FX	IC	FX	IC	FX	IC	
<b>Use</b>							
Technical Assistance	292			185			477
Training		109					109
Commodities		104					104
Other Costs (including Village Promotion Funds)		473		75			548
Inflation Factor	37	41					78
Contingency							
<b>Total</b>	<b>329</b>	<b>727</b>		<b>260</b>			<b>1,316</b>

## C Social Analysis

### 1. Socio-cultural Feasibility of the Project

a) Overview of Socio-cultural Requirements. The project is designed to be flexible, to allow experimentation with ways to increase the social and economic well-being of rural households through a focus on women. For the project to succeed, commitments must be forthcoming from both men and women.

At the village level, people must display a willingness to work together in order to achieve a common, desired goal. This includes obtaining the consent of male heads-of-household for women within their homestead to participate in micro-projects, in view of perceived benefits for the entire homestead. For a micro-project initiated on a group basis, existing social patterns must not impair the willingness of members to work cooperatively. An indication of the commitment will come in the decision-making process leading up to the micro-project.

Both men and women will be involved in the identification and design of the activity so that it will reflect a desire of the villagers, rather than be an enterprise imposed by a village authority or outsiders. The way in which this involvement is obtained and the extent to which men's contribution is necessary are factors which will be tested by the project. Furthermore, it will reveal villagers' awareness of alternative solutions to felt needs.

The type of micro-projects requested by villagers and approved the ORD will reflect a commitment, at both levels, to activities which will benefit the majority of village households, as opposed to activities which will affect only a small number of women and thus have little chance for replication. Furthermore, involvement of the male-dominated GOUV in the implementation of the project implies their recognizing women's contribution to development and calls for support to enhance this contribution.

To increase the capacity of rural women to organize, manage, invest in and execute time-reducing, income-generation, or skill acquisition activities, several commitments by women are necessary. First, they must be willing to make the behavioral changes required to successfully implement the undertaking. Second they must be willing to donate resources, including time. Third, they must not allow the micro-project or its results to impair their effort to make the household work as an integral unit. Fourth, they must use the benefits of the activity to enhance the social and economic well-being of their rural household.

b) Current Situation. The history of Community Development villages in Upper Volta indicates that the project requirements will be met. The PP team reached this conclusion after talking with extension agents, Community Development villagers in the four project-specific CRDs, GOUV officials and staff, and other key informants.

It was found that in ethnic groups without a strong tradition of cooperative groups, villagers have begun to recognize the value of working together towards common goals. For example, among the Dagara, who are known for their individualism, the female extension agent in one CD village has succeeded in organizing two groups of women, each with approximately 18 members. These women have identified collective poultry-raising and collective fields as potential group activities, but have been prevented from undertaking them for lack of money and supplies. The groups are instead focusing on sewing and acquiring information on ways to improve health and nutrition, both of which require minimal financial resources but afford continued group interaction.

In most ethnic groups, the permission of the male heads-of-household must be obtained before women can participate in micro-projects. Husbands' permission is often obtained through the traditional village decision-making process. For example, when a village requests an activity, the extension agent will ask the village chief to hold a meeting for men, at which the significance of the activity will be explained and the topic discussed. In the case of a cooperative vegetable garden, Gourmanche and Peul men showed their support by building an effective fence around the plot to keep out animals; in this village of 28 households, a member of each participated in the communal plot. Lower female participation in other villages can be primarily attributed to husbands' refusal to allow wives to engage in the activity, sometimes due to the need for female labor on family fields during the rainy season. Regardless, the achievements to date are promising.

Some villages, with the assistance of extension agents, have initiated collective income-generating activities aimed at saving money for a down payment on a time-reducing technology. For example a communal soybean field was undertaken in a Gourmanche village last year, which brought in 20,000 CFA and which will be continued as a money-raiser for a down payment on a mill. The villagers initiated this plan, although they were uncertain as to whom they would approach for credit. Such initiative shows that the project is needed and can assist people who are actively striving to increase their standard of living.

The manner in which activities are undertaken, however, is constrained by a cultural barrier in most societies which prevents male extension agents from working on a one-to-one basis with village women. Currently, this barrier is overcome by a) female extension agents working with women, or by b) male extension agents working with groups of women, after the activity has gained the approval of the village men. The project takes this cultural constraint into consideration by stressing both the importance of male involvement in decision-making and the attention given to group activities. Thus, supervision can be carried out by either male or female extension agents.

The Community Development Program has recognized the value of women's contribution to development efforts by its stationing and support of female extension agents in the field. This commitment, however appears to be weak in some ORDs. For example, some ORD officials tend to view the work of the female change agent as valid only in the areas of home economics (e.g. sewing, cooking, health), overlooking the necessity of training and supporting her to undertake agricultural or other income-producing activities. The project seeks to correct this deficiency.

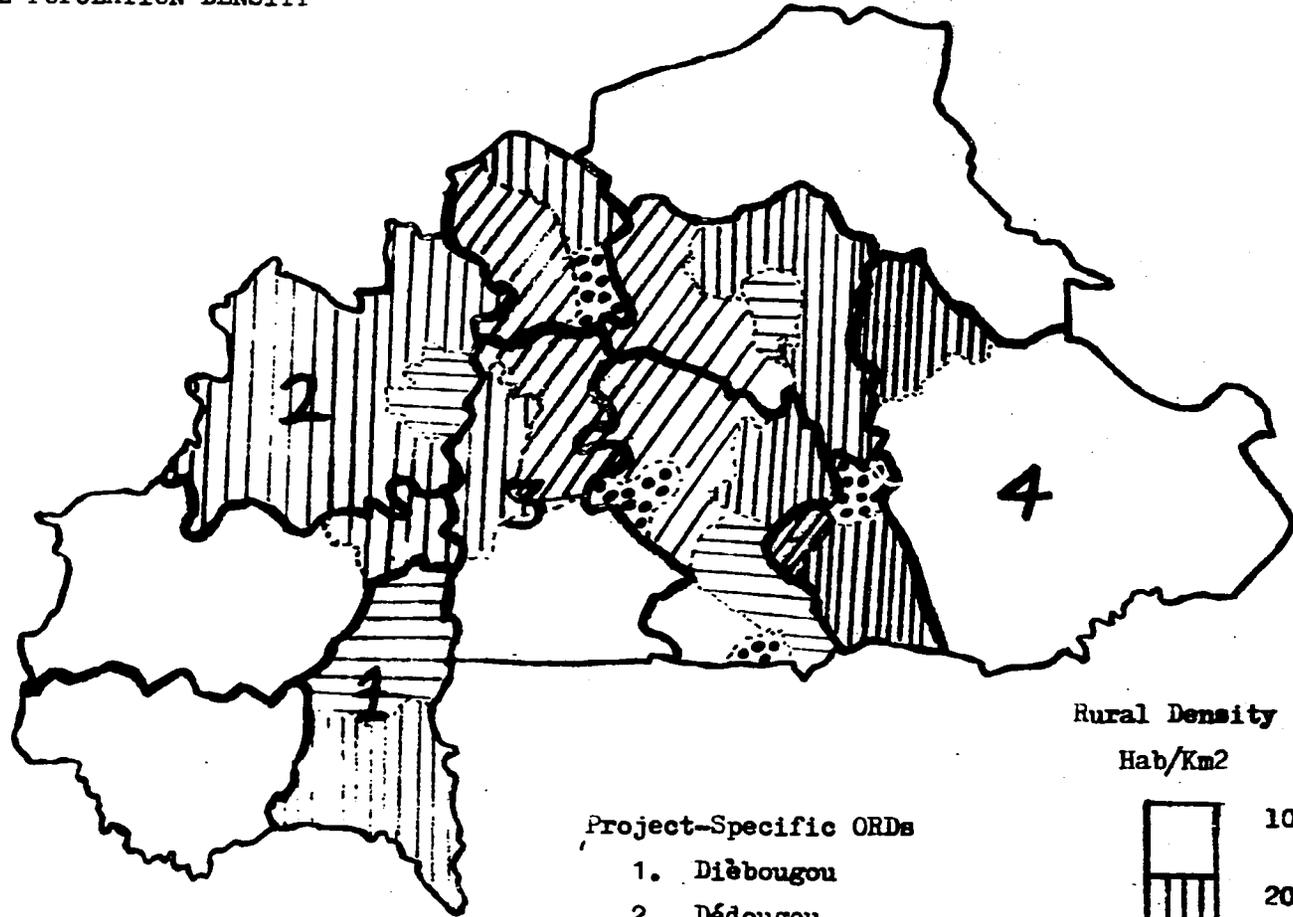
Nevertheless, the experience of the CD Program to date has been encouraging and has implications for wider replicability. The project is designed to build on the program's experience, by taking into account ethnic as well as ecological variations. For example, where women have no tradition of working together in groups, initiation of low-risk, short-term activities will precede the launching of a micro-project requiring commitment of resources over a long period of time. The ethnic differences should also dictate the activity undertaken as well as the strategy used for successful implementation.

c) Socio-economic Factors. Map 1 shows population densities in Upper Volta and the four project-specific ORDs. The ethnic composition of the ORDs is given in Map 2. The project-specific ORDs are primarily composed of the following ethnic groups: Bobo-Oule, Gourounsi, Lobi, Dagara, Mossi, Gourmanche, and Merka-Dafine.

The project ORDs were purposefully selected to span a wide-range of socio-economic variations. An experimental component of the project is to test strategies for enhancing the ability of women to perform some of their culturally-designated roles in society, but to relieve them of time-consuming activities through the introduction of intermediate technology. One project aim, however, is to change the image men hold of women's roles and their place vis-a-vis men in society.

MAP 1

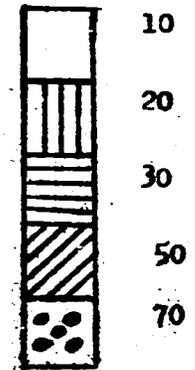
RURAL POPULATION DENSITY



Project-Specific ORDs

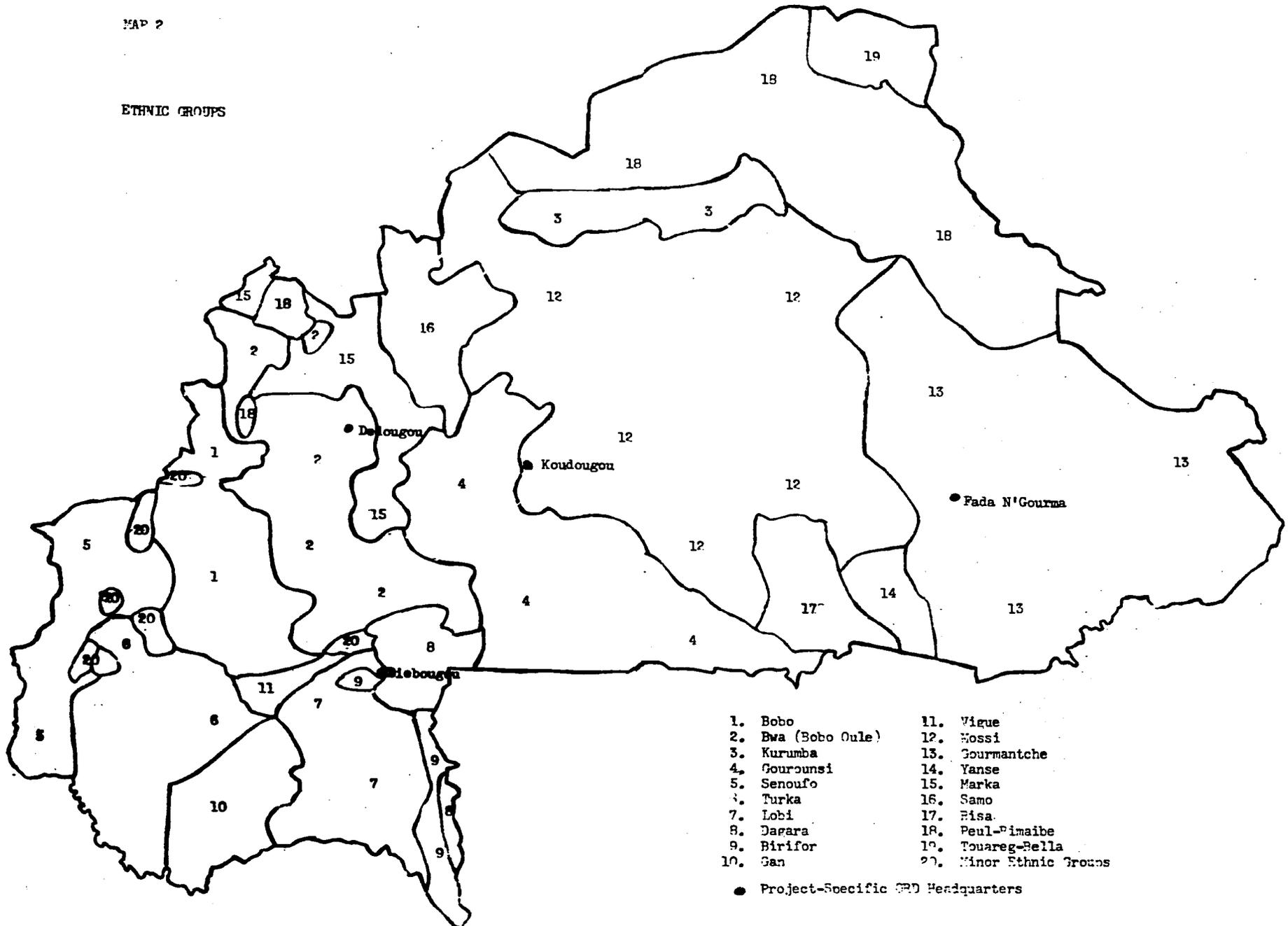
1. Dièbougou
2. Dédougou
3. Koudougou
4. Fada

Rural Density  
Hab/Km2



MAP 2

ETHNIC GROUPS



- |                    |                         |
|--------------------|-------------------------|
| 1. Bobo            | 11. Vigue               |
| 2. Bwa (Bobo Oule) | 12. Mossi               |
| 3. Kurumba         | 13. Gourmantche         |
| 4. Gourounsi       | 14. Yanse               |
| 5. Senoufo         | 15. Marka               |
| 6. Turka           | 16. Samo                |
| 7. Lobi            | 17. Risa                |
| 8. Dagara          | 18. Peul-Pimaibe        |
| 9. Birifor         | 19. Touareg-Bella       |
| 10. Gan            | 20. Minor Ethnic Groups |
- Project-Specific GRD Headquarters

Tribal affiliation is not a critical determinant of the amount of time women donate to activities outside the monetary economy. Women of all ethnic groups fetch water and fuel, gather leaves, nuts, and other items for family meals, process and prepare food for family consumption. Women are responsible for child upbringing, including the care of sick children, a major preoccupation in Voltaic society which has a low standard of health.

The most prevalent diseases in Upper Volta are: malaria (primary cause of morbidity and infant mortality); measles (second cause of infant mortality, despite the national vaccination campaign begun in 1969); onchocerciasis; bilharzia; intestinal parasites; cerebral menengitis (endemic in seasons); tuberculosis (develops rapidly due to malnutrition and poor hygiene); and tetanus and diarrhoea, (primarily among children).

The general mortality rate is 30.5 deaths annually per 1,000 inhabitants, while the infant (ages 0-5) mortality rate is 360 per 1,000. (See table 1 for further demographic, health and nutrition data). A case study among the Lobi revealed that for the 147 deaths recorded, 27 percent occurred among persons between ages 15 and 59; and 48 percent of the deceased were 0-5 years old.

Even for survivors, health standards are extremely low. According to FAO statistics, Voltaics receive only 82 percent of the minimum caloric requirements. (This is one of the lowest rates in Africa). Food consumed is obtained primarily from household production and is supplemented by purchases.

In Voltaic society, cereal grains are produced for household consumption and crops grown for marketing. Men have decision-making powers over the family fields and rights to the income generated, though in most societies women are obliged to perform labor on the fields. Voltaic women usually have rights to a small parcel of land on which they grow items for the sauce (the main nutrients), which accompanies the grain as the staple diet. On this small plot women may grow crops which will provide them a small cash income. Ownership of livestock also provides a family with the means to obtain cash, although ownership of animals, their care, and rights to the income from their sale differ significantly among ethnic groups. The following sections highlight some of the socio-economic differences in regard to general agricultural undertakings, division of agricultural labor, rights to income from labor, use of income and leadership systems.

TABLE 1

<u>Demographic Data</u>	<u>1970</u>
Crude birth rate (per 1,000) <sup>1</sup>	49
Crude death rate (per 1,000) <sup>2</sup>	30.5
Infant mortality rate (per 1,000 ages 0-5) <sup>2</sup>	360
Life expectancy at birth (years) <sup>2</sup>	35
Population growth rate <sup>3</sup>	2.1
Age structure (percent)	
0-14	43
15-65	54
65 and over	3
Economic dependency ratio <sup>4</sup>	9
<u>Health and Nutrition</u>	
Population per physician	92,760
Per capita calorie supply as % of minimum requirements	82
Per capita protein supply total grams per day	66

1. Estimates 1965-70
2. Taken from Jean Capron, *Communautes Villageoises Bwa* (Paris, 1973), p. 133.
3. 1960-72
4. Ratio of population under 15, and 65 and over to labor force of ages 15-64
5. Based on FAO standards representing physiological requirements for normal activity and health, taking account of environmental temperature, body weights and distribution by age and sex of national population.
6. Protein standards (requirements) for all countries as established by USDA Economic Research Service provide for a minimum allowance of 60 grams of total protein per day.

Source: Current Economic Position and Development Prospects of Upper Volta (TRRD, 1975), p.1.

Family Fields: Traditionally, most Voltaic tribes cultivated family fields, men's fields, and small women's plots, but through gradual change men's fields and family fields have combined. The field actually comprises several geographically dispersed parcels of land. Some are directly outside the family residential area and receive human and animal manuring; other fields are located outside the village, sometimes up to seven kilometers away and for these crop rotation and periods of fallowing is the pattern.

Grain for household consumption is produced on the family field, although when necessary among groups such as the Gourmanche and Gourounsi, the supply is supplemented by grain from women's plots. Also produced on the family field are crops for marketing, such as legumes, additional grain and peanuts. In the Western regions cotton is a major cash earner.

In most societies, with the Marka-Dafine a notable exception, women perform labor on the fields, as indicated below.

Labor on Family Field

	<u>Mossi</u>	<u>Gourmanche</u>	<u>Lobi</u>	<u>Marka-Dafine</u>	<u>Gorounsi</u>	<u>Dagara</u>
Clearing/ Preparation of Land	HWFM	F	H	HMO	HWMFO	HMO
Sowing	HWFM	FWM	W	HMO	HWMF	WFHM
Weeding	HWFM	FWM	FM	HMO	HMF	HWFM
Harvesting	HWFM	FWMO	HM	HMO	HWMFO	HWFMO

H = Husband

W = Wife

F = Female Children

M = Male Children

O = Neighbors, Friends

Among groups such as the Fobo, women carry out the sowing of crops, an activity associated with supernatural productive powers over the land (land fertility). Gourounsi women must work on the family field or be obliged to pay their own tax. Cross-ethnic information is not available on the extent of each person's contribution of labor and how it varies according to the crop produced. Generally, however, women are solely responsible for weeding peanuts. It is noteworthy that women are also responsible for transporting harvests from the field to the graineries, usually in large baskets on their heads.

Although the family as a whole contributes labor, decision-making power resides entirely with men. This includes decisions on what crops are grown, purchase of agricultural inputs, and marketing. Furthermore, (after providing family grain) the male controls use of the income generated from the field, without having to consult his wife who assisted in the production.

Women's plots: In most ethnic groups women have rights to land. Her plot may actually consist of a small parcel behind her house and another plot outside the boundaries of the village. Usually the total size of her plot is under a hectare. In some groups, however, the tradition of a woman's field is fading. For example, in the central Mossi plateau land pressure is such a constraint that fields are allotted by household rather than by individual. The husband is in charge of this land and may feel it is more important to use wife's labor on the larger family field than to give her a parcel for herself.

Where such fields do exist, the woman is responsible for providing the sauce, which contains the main nutrients, for family consumption. The extent to which different crops are grown varies significantly. For example, although small patches of beans and squash are not uncommon in Gourmanche areas, Marka-Dafine women tend to produce only the essential *okra*.

In addition to growing food for household consumption, women produce crops to generate income. Red and white sorghum are grown for beer-brewing, a good income earner. Women also grow grains and beans to make prepared food for sale at local markets; they will sell some of their crops unprocessed. Peanuts are a common cash crop, and peanut oil and peanut butter good income-earners.

On her small plot, the woman, frequently assisted by female children, performs most of the tasks, although tasks will vary across tribal cultures. A Dagara husband may assist his wife with preparing the land and harvesting. If a Gourmanche man does not have several wives requesting his help, he may prepare the land for his wife. In some societies such as Gourmanche, if relations are amiable among co-wives, they will help one another.

Women normally have decision-making powers over their fields. But if a Dagara woman, for example, wishes to plant a new crop or purchase agricultural inputs, she must consult her husband. If a woman wishes to enlarge the size of her plot, she first seeks permission from her husband who will request more land on her behalf through the appropriate village channel. This channel varies according to ethnic group; in some cases a special chief of land (chef de terre) controls the rights of access to all village land. However, Bobo-Oule women, in a region free of land pressure, may request new land without going through their husbands.

**Livestock:** The most common types of livestock found in the project ORDs are poultry, sheep and goats; to a lesser extent cattle and pigs are raised. Livestock are regarded as a means to obtain cash and are used in social functions, such as rituals, funeral feasts and bridewealth. Milk from cattle, but not goats, is consumed. Except for cattle (a male province), male or female rights to ownership and income from animals, as well as the responsibility for their care varies among ethnic groups.

Among the Marka-Dafine women, who traditionally are not cultivators, ownership of sheep and goats is an important income-generating activity which allows them the means to purchase food for the sauce consumed in their households. Marka-Dafine men may also own sheep and goats, although this is less frequently the case. Both Gourmanche men and women may own sheep and goats, whereas among the Dagara and Gourounsi, only men own these animals. Generally the owners are responsible for caring for their animals, although children assist them and owner has the rights to the income from animals marketed.

Poultry, usually either chickens or guinea hens, are usually kept by rural households. Like sheep and goats in Gourmanche and Marka-Dafine societies, poultry may be owned by either men or women, while among the Gourounsi and Dagara, men are the owners. In societies where ownership may reside with either men or women, the owner is responsible for care of poultry; in contrast, although Gourounsi and Dagara men may own the chickens, women and children look after them. It is significant that in almost all Voltaic societies there is a traditional taboo against feeding children eggs. When poultry are marketed, the owner has the rights to the income received.

Pig-raising is common in some areas, but its potential is limited in others due to religious factors, i.e. Moslem taboos. Among the Gourounsi, women own, take care of and have rights to the income generated from pig-raising. In comparison, among the Gourmanche and Dagara both men and women may own pigs. Unlike the Gourmanche, Dagara women are responsible for taking care of their

husband's animals. In Gourmanche villages, pigs are sometimes slaughtered, but the household of the owner can eat only its head and intestines, although they may eat any portion of their neighbor's pig. Particularly in the onchocerciasis-infested Gourmanche areas, this meat supplement has significant potential in household diets.

Among ethnic groups which keep cattle, ownership and right to income reside exclusively with men. Several groups have traditional relationship with the pastoral Peuls, who tend other group's animals, a significant and valuable function during the dry season when cattle must graze far from the village, in return, the Peuls receive grain for consumption.

Uses of Income: As indicated above, both men and women undertake agricultural activities, including ownership of livestock, which provide them with the means to earn a cash income. The use of part of this income, in principle, are culturally dictated: men are responsible for paying taxes, while women purchase items for the sauce and kitchen utensils, and clothing for herself and her children. Furthermore, women in some ethnic groups, such as the Marka-Dafine, must pay school fees, if female children are to enter the formal educational system. In other tribes, although in principle the father is responsible for any school fees, women frequently provide at least part of the money; the same occurs in regard to obtaining medicines.

Leadership Systems: Leadership systems vary greatly among ethnic groups in the four project-specific CRDs. The Lobi and Dagara are groups without a traditional hierarchical political structure. Their leadership structure is based primarily on gerontocracy and operates in a localized fashion. For example, among the Dagara the oldest person from the oldest lineage segment (although if he lacks support a brother will be selected for this position) is in charge of maintaining and enforcing customs; but he often is assisted by men of the same generation from other lineage segments in the village. This Dagara village leader usually has supernatural responsibilities associated with the land and secular powers in regard to land usage.

In comparison, the Lobi do not appear to recognize a sole political leader at the village level; heads-of-household serve as a council for decision-making on affairs affecting the entire village. A special earth chief, however, handles supernatural matters concerning land and land allocation.

The Mossi system represents a strong, hierarchical political structure based on kingship. A village is under the authority of the eldest responsible man in the founding lineage, but elders of sublineages serve as counselors to the village chief. The political organization is supported by supernatural sanction. The authority of the elders extend into economic and social sanctions. Rights to

the land - collective and individual, social and supernatural - are maintained by interlocking and coordinate systems of Mossi social, political and religious organization.

Thus, the above examples illustrate the complex and varied political systems in which the micro-projects will be carried out.

d) Implications for Micro-Projects

1. In most Voltaic societies women perform agricultural labor, as well as carry out numerous household chores. Increased agricultural production is partially dependent on providing women more time through the introduction of labor-saving technologies.
2. Women are primarily responsible for providing the nutrients in the family diet. A better standard of health can be acquired by (a) introducing more nutritional crops or (b) assisting women with income-generating activities so they can purchase more and better kinds of food for their family.
3. The cultural differences in access to land, should lead to the varying strategies to obtain land for communal fields.
4. Although production of cash crops and livestock are undertaken in an area, they do not necessarily indicate that women have rights to the income generated. Thus, feasibility studies on potential activities must assess income directly available to women, if the women are responsible for repaying the loan; otherwise a cash commitment must be obtained from the village men.
5. The time required from women to organize, manage and execute a micro-project should be assessed against their other labor commitments to determine the feasibility of the undertaking.
6. The leadership systems vary greatly between some ethnic groups. Thus, the introduction and diffusion of ideas, as well as the manner in which commitment and support for micro-projects is obtained will have to take into consideration these differences.
7. The project should result in the identification of key development strategies to be used in different socio-cultural environments.

8. Extension agents need to be sensitized to the socio-cultural-economic setting in which they work, and provided with training and training/reference aids to enhance their impact on the development process.

### Strategies for Overcoming Major Constraints

a) Training. For the project to succeed it is extremely important that the link between the extension agents and villagers is strengthened and that the change agents have the necessary orientation, knowledge and skills to obtain the desired Project results.

Currently, most male extension agents have received nine months training, primarily in agriculture; their female counterparts have usually only received a maximum of two months training, covering sensitization of villagers and subjects such as cooking, sewing, weaving and nutrition. This has led to the women agents being dependent on their male colleagues for agricultural knowledge and skills.

The project emphasizes strengthening the knowledge and skill base of village change agents through training and developing material aids. Also, the project may assist in sharpening the communication skills of village-level agents by supporting on the spot supervision, since although the agents have received some training in sensitizing/motivation villagers, practical guidance in the field may be needed to transfer their classroom knowledge into action.

Where deemed necessary, training and reference aids will cover communication skills, since it is essential that agents know how to communicate their knowledge and skills to their clientele. Moreover, the extension agents need to increase their problem-solving skills and be able to transfer this knowledge to villagers.

For successful implementation of micro-projects further acquisition of technical skills may be required. The project will focus on ensuring that the agents carrying out its activities have the required knowledge and skills. In particular, the agents will receive training in the monitoring of micro-projects. Also, they will acquire evidence on an on-going basis to reinforce an orientation towards recognizing and supporting the enhancement of women's contribution to development.

When necessary other relevant GOV officers and staff will also participate in training sessions. The project requires that the following types of information are imparted on (a) managerial and

communication skills and (b) methods of analyzing field-monitoring reports and evaluating projects.

Reference aids may accompany training sessions on the above subjects. Furthermore, the national project staff will engage in an on-going communication with project ORDs to reinforce orientation towards recognizing and supporting projects focused on increasing women's contribution to development with the intent that consideration of women's contribution becomes a normal process in COWY decision-making.

b) Institutional Arrangements. The Domestic Economy Unit will oversee training aids and reference materials. It will also follow closely the use of Village Promotion Funds granted directly to the four project-specific ORDs and the National Women's Council. It is anticipated that the AID Project Adviser or Project Assistant will maintain an on-going dialogue with these ORDs and the NWC regarding training needs, disbursement of Village Promotion Funds, use of the information system and possible innovative micro-project experiments. Furthermore, the Domestic Economy Unit will assist the analysis of data generated from the information system and on a continual basis feed this information back to the relevant ORDs. For further information see the PP Implementation Arrangements Section.

### 3. Spread Effects

There will undoubtedly be a diffusion of awareness of micro-projects, due to mobility of villagers and change agents. However, it is not certain whether (a) sensitization by an outsider is a necessary pre-condition for villagers to recognize the value of forming or using existing cooperative groups to undertake similar activities or (b) intreprenours/progressive farmers in other villages aware of micro-projects will initiate similar activities on an individual, rather than group basis, which will cause greater inequities within the region. Since the outcome is uncertain, the information system will monitor and evaluate the spread effect.

The reporting system and some training activities developed under the Project will impact on the activities of non-Project village extension agents. For example, when sessions are held in the four ORDs, non-Project specific agents will attend in order to increase their knowledge and skill base.

Furthermore, the training aids developed under the project ought to effect activities of extension agents in non-project ORDs, as well as the project ORDs. This includes COWY staff and other donor efforts outside government structure. The diffusion process will in part be stimulated by the liaising and coordinating efforts of national level project staff.

Through training, material aids and the information system, the project ought to impact on other GOV undertakings. First, it is intended to result in the consideration of enhancing women's ability to perform agricultural and/or income-generating activities as a normal part of project decision-making. In particular, it is designed to affect decisions on credit programs so women will have the same access as men, so there will be no need for separate women's credit funds. Second, the monitoring, analytical and evaluative skills ought to affect other projects. Third, the third country experience received through the project ought to stimulate new ideas for activities.

#### 4. Social Consequences and Benefits of Incidence

a) Within Project Villages. Whereas a starting point for a micro-level activity may be a group of women, the activity should be easily replicable throughout the village so the majority of households benefit. However, it is recognized that some micro-projects may result in the exclusion of a section of villagers due to strong traditional values, such as a minority Moslem population not participating in a pig project. Also although the majority of villagers may wish to be involved in a given micro-project, due to special household characteristics, a group of women may be prevented from participating. Reasons for non-participation will be sought through the information system and when possible a special effort made an activity which takes into consideration constraints on the excluded villager.

The village-level micro-projects are intended to increase the organizational, managerial capacity and problem-solving capabilities of rural women. Activities will be organized and implemented in such a manner that the villagers do not become dependent on extension staff, but can engage in future undertakings with a minimum of extension assistance.

The overall result of the project should be an increase in the economic and social well-being of village households through increasing women's abilities to perform some of the responsibilities, while reducing the burden of other tasks through the introduction of intermediate technology. A negative effect would occur if men used women's increase in income as a substitute for carrying out their household obligations. Also, the project would have a negative impact if the women used their increased income for consumption of luxury items or released time from labor-saving devices for activities which do not impact positively on the household. If micro-projects are causing negative results, they will be detected through the information system and through the village-level decision-making process on future

projects, for it may be assumed that if a previous micro-project had a negative effect that villagers will reject other undertakings which may continue the undesired impact.

Community participation in identification and design of micro-level projects is emphasised. However in ethnic groups with a strong authoritarian system the result may be the weakening of traditional leadership, causing social disruption. To prevent this from occurring, special attention will be given to gaining approval and support for activities through existing leadership structure, while at the same time not allowing these leaders to dictate.

ORD and National Level. The activities undertaken should lead villagers to increase their problem-solving ability. However, the micro-projects could lead to creating geographic pockets where people are better off than others within the ORD. To prevent this from occurring, attention shall be given to supporting replicable activities. Also, the Village Promotion Fund is intended for use in support of requests from villages which are in the lower economic stages of development. This will have an equity effect and prevent villages at higher levels of development from being dependent on loans at non-commercial rates of interest.

The project ought to increase the skills and managerial capacity of GOVY officers and staff, and strengthen existing government structure. The way this will be effected is explained in previous section on spread effects. In particular, the project should impact on the capability and capacity of women in government.

#### D Economic Analysis

1. Introduction. The strategy of this project is to open up opportunities for women to contribute to developmental change in Voltaic villages. Loans will be provided to villages in support of activities which will involve and benefit women in productive endeavors. The responsible village groups or individuals will be expected to repay the loans within two or three years into a revolving fund managed by the participating ORNs and the NWC.

It is anticipated that the availability of these funds combined with technical assistance and organizational support will bring about attitudinal changes among men and women in rural villages. Of critical importance in this project is helping women to realize that they can bring to their village the services they need (health, education etc.) and increased commodities through better savings practices and investment of income. If the desired behavioral

when it occurs and the women continue to invest their income and time towards improving the social and economic well-being of their families, there will be a multiplier effect and the return on the project's and village's initial investment will be high.

One can use the benefit/cost ratios for various types of projects which will differ and use many of the desired effects of the project. (i.e. improved health and nutrition, improved individual and group self-help capabilities) are difficult to measure, a traditional economic analysis is not possible. Instead, this analysis will present an overall economic strategy which will help ensure that the activities initiated have a reasonable rate of return in light of the significant variations in the economic environments of rural Voltaic villages. It will then draw some conclusions regarding the economic soundness of the project and end with cost/benefit analyses of the two possible micro-project activities for which reasonable data was available.

2. A Possible Economic Strategy. The economic environment in rural Voltaic villages - the traditional economic practices, level of economic development and economic potential from the physical environment - shows a high degree of heterogeneity. The most suitable type of micro-project as well as its potential benefits for rural households will differ substantially among the various regions and ethnic groups. An economic strategy has been developed to assist project decision-makers take account of the local economic environment factors which will affect the efficacy of different types of micro-projects. The strategy was developed from the findings of the 1979 team after their study visits to rural villages in four CRDs.

Villages in Upper Volta are at various levels of development, and these stages offer guidelines as to what activities are possible. From the following typology of villages at different levels of development, it is possible to determine what innovations might be economically sound.

Level 1 - A village without easy access to a year round source of water. Village wells often become dry during the few months preceding the rainy season and women in some villages have to walk long distances from their village (up to several hours) to find water and then carry the water back to the village on their heads. Some wells yield water at such a slow rate that the women spend hours and sometimes overnight waiting on line for their turn to use the water source.

Often the water that the women get for water they know is unsanitary because it is the only water available within a reasonable distance from the village. The result is that the woman spends much of her

time fetching water and having barely enough time to take care of her other household tasks. She has little time to engage in income-generating activities during this time of the year. During the rainy season the woman in most ethnic groups must help her husband in the family field and may have some land of her own that she uses to provide food for household consumption (this can differ somewhat among the various ethnic groups). In Level 1 villages the women do not have much time to engage in more than the marginal income earning activities. They do not have the water necessary to undertake income-generating activities that require a year round source of water and in cases where unsanitary water is used, poor health of the woman and her family is a constraint to active participation in income-generating activities.

In Level 1 villages the key to women's development <sup>1/</sup> is access to water. The project should see that wells are constructed in these villages before an attempt is made to establish income-generating enterprises.

Level 2 - A village that has a year round source of water but does not have a significant cash flow from outside the village to the village women.

In this type of village the women usually engage in small-scale intra-village economic enterprises, but do not produce goods or services that go out of the village. This is either due to socio-cultural practices or to a remote location creating difficult access to markets. If the constraint is due to socio-cultural practices careful attention will have to be paid to the attitudinal and behavioral changes that will have to be made. When it is a question of location, the development of access to markets must be dealt with before new income-generating enterprises are undertaken. Consideration will need to be given to the economy of scale necessary to make development of market access worthwhile. (For example, if the new enterprise is chicken production, a certain scale of production may be necessary before area merchants (chicken buyers) will start to service the village.)

For a Level 2 village the enterprise should be directed to production of goods and/or services that will provide a cash income for the women with the means to purchase goods and services from outside the village when making future investments in development activities.

---

<sup>1/</sup> It is conceivable that men could be fairly well off in a Level 1 village if they produce a sizable cash crop such as cotton. However, the income usually belongs to the men and they may not use it to ease the burden of the women's traditional tasks.

Level 3 - 4 villages in which women have a cash income from outside the village but still spend considerable time on traditional chores processing agricultural produce.

The women often have the financial means to unburden themselves from traditional tasks but do usually not have the knowledge or organizational ability to make the necessary changes. Assistance from an outsider is needed to help the women organize their resources and become aware of technologies available. At first they would probably be uncomfortable risking their own money but a loan to share the risk could stimulate the necessary change in attitude.

The introduction of a collectively-owned mill would be the most appropriate intervention in this type of village. Hand milling takes up much of the women's time. Entrepreneurs appear to be moving fast into these villages and reaping high profits. A collective mill would keep the profits in the hands of the village women. The women in a Level 3 village can afford the outflow of cash necessary to amortize the mill and cover operating costs. The mill will reduce the time they spend on household tasks and increase the time they can spend on income-generating activities. Priority for mill loans should be given to Level 3 villages where there is no mill operating. The project can also experiment in a couple of villages where there are already mills operating in order to bring mill profits back into the hands of the women and allow for investment in other development activities. The hypothesis in this experiment is that the women represent the mill clientele and thus if they own the mill they will use their own mill and will have enough business generated among themselves to make their mill viable.

3. Economic Soundness Analysis. The ORDs and national level organizations receiving grants will use the money to make loans to villages with a modest rate of interest. The interest rate should cover administrative costs but will not be enough to make up for defaults and thus the total capital will decrease over time. The rate of decrease cannot be redetermined as there is little experience in Upper Volta with this type of loan program and the success rate of micro-projects will depend to some degree on the untried ability of ORD officials to judge what projects to implement in which villages. The time period for which the loans will be made will differ according to the type of micro-project but will generally range from one to two years. This rapid turn over in loans will allow many villages to benefit from the loan fund.

The rate of return on micro-projects will differ according to the type of micro-project funded and the specific conditions of a recipient village. While most micro-projects are expected to be self-sustaining and income producing, the benefit to the women involved may be more in terms of labor saved or social benefit rather

than income. (See below the illustrative cases of motorized mills and poultry-raising.)

From the macro view we can look at the role of women in regard to the economic development of the country as a whole. The PP team's village surveys indicated that, although differences existed among the ethnic groups, women made a large commitment in time to both agricultural and household tasks. However, productivity in both areas is relatively low. A major development effort is underway in Upper Volta to increase agricultural productivity by use of animal traction and the greater part of this effort is directed at men. Many of the woman's tasks are tied to the man's production. If he increases his production through improved technology, she will need improved methods to increase her productivity. One effect of the project is to reduce a major constraint to economic development by drawing the women into participation in the application of improved technology.

4. Summary Statement: Economic Soundness. Because this project is experimental in terms of testing both the efficacy of different types of activities and ways in which to enhance women's capacity to contribute to development, the data are not yet available for performing a rigorous economic analysis. However, the project provides for an information system which will allow a close monitoring and evaluation of micro-project activities and their effects on rural households. This information will provide the basis for a continuing economic assessment of project activities. From the field data collected in 14 villages as well as assessments at the Sector, ORD and national levels, it is the judgement of the PP team that the project and its potential sub-activities are economically sound.

5. An Illustrative Case - A Cost-Benefit Analysis of Motorized Mills. Motorized mills for grinding wheat and sorghum have a high utility in Voltaic villages. Motorized mills have profitably introduced the concept in many regions of the country. The demand for mills is high and millers in Ouagadougou are experiencing a quick turnover in their equipment.

The miller is filling an important need for Voltaic women. Traditionally the woman pound and the hand grind their grain into flour; this is a laborious and time-consuming task. A woman who can earn money for small commerce in the local market will gladly spend a good portion of her earnings to have her grain processed in a mill. In some villages the women will walk 10 miles round trip to have their grain processed at a mill rather than grind it by hand. If women are to be freed from the time-consuming tasks of grinding grain or transporting it long distances to a mill, so that they can engage in

expanded income generating activities, a mill must be within close proximity of the home.

The women of a single household<sup>+</sup> will pay on average 80 CFA to mill 16 liters of grain for one day's consumption by the household. Of the 1,000 to 4,500 CFA that flows into the mill on a single day, only 50 CFA will normally stay in the village (the cost of village labor to run the mill). Most mills are owned by people who live outside the village and it is to them that the money goes. The operating costs of a mill are on average only about 20 percent of gross receipts. Given the high profit margin, a mill can be amortized in as little as six months with twelve months being the national average. Although the women gain by having the services of a mill, the highest profit means a sizable cash outflow from the village.

A village could gain considerably from having a mill under collective ownership. In villages where there is no mill, the first gain would be the services of a mill to eliminate the task of grinding the grain. Second, village women's individual earnings from the market would be channeled through the mill into the collective where it could be used, under the guidance of extension workers, for investment in either income-generating activities or other forms of village development (e.g. education or health services).

When women do not engage in commercial activities and do not have rights to income from their agricultural production, and thus do not have cash earnings, they cannot afford the services of a mill. Even when household income is very high from agricultural production, this income generally belongs to the men and is not given to the women for milling. A wealthy village does not necessarily mean a wealthy female population capable of sustaining a mill operation. It takes only a village of 40 to 50 households with women capable of paying the daily cost of milling, to allow a mill to amortize its capital within the first 12 months of operation. With less money in the hands of the women the clientele population must be proportionally larger or the period of amortization longer.

A collective wishing to undertake a mill operation will require considerable assistance. Members of the collective (perhaps a management committee) will need to learn management skills and accounting skills. Many villagers have war veterans or young people with enough education on which to build these skills. One person will need training in mill operation and minor repairs. Such training should last a minimum of two weeks and follow up with on-site technical assistance during installation and start-up. The village extension worker(s) should also receive workshop training in mill management.

---

<sup>+</sup> The average household in Upper Volta has about 10 members.

The normal fee for milling four liters of grain is 25 CFA in urban areas and 20 CFA in rural areas. A mill run by a collective should have a uniform price regardless of membership in the collective.

The SICOM company in Ouagadougou sells the Lister A11L 8 horsepower motor for 330,000 CFA and the Super EXTI 1100 mill for 159,000 CFA. The Lister motors are the most commonly used in Upper Volta with mechanics in many regions of the country capable of repairing them. Spare parts are easily available. The Super EXTI has grinding plates that can last one to three years in rural operations. The CAMICO company in Ouagadougou sells the Bernard 6 horsepower motor for 383,000 CFA and the MODER mill for 100,000 CFA; At both outlets the stock is very low. Delivery from abroad takes between four and eight months.

Purchase and installation (including transportation, construction of building, mounting, radiator installation and belt) will total between 650,000 and 725,000 CFA. Monthly gross receipts in a village of 50 households where women can afford to pay for milling can amount to 100,000 CFA. While this may be the average during the first six months following the harvest, the last six months will show a considerable drop in gross receipts (30,000 to 60,000 CFA) with operational costs dropping almost proportionately since the only fixed cost is 50 CFA per day for labor. The average during this period will be higher if the village has several market days each week as these bring an increase in mill business.

A conservative estimate should be put on mill revenue for a new mill in a village where no mill has previously functioned. If gross receipts are estimated as low as 40,000 CFA per month for the first year and little more than that the second year, the mill can still be amortized within two years of operation. If the cooperative is given a three-year loan, repayment should be no problem and the cooperative can begin using some of the profit for other investments during the first year of operation.

6. An Illustrative Case - A Cost-Benefit Analysis of Poultry-Raising. Local varieties of chickens and guinea hens are common to most villages of Upper Volta. These animals are raised without much attention or care and their population is frequently decimated by epidemics. They are not fed in any systematic fashion and their quality as meat birds is not very high. The eggs are not fed to children. 1/

---

1/ This is due to different tribal taboos. In the cases of the northern Mossi, the Dagara and the Gourmanche, there is a local belief that children will like the taste of the egg so much that they will develop a craving for eggs to the extent that they will resort to stealing eggs. Once they steal eggs it will then be easy for them to go the next step and start to steal other items. The stealing will then escalate and the children will become habitual thieves.

Considerable progress could be made in poultry-raising if extension workers can demonstrate to villagers the benefits of feeding grain to the chickens, building special housing for the chickens and keeping this housing clean. The housing does not necessitate importing materials into the village and thus the start-up cost is low. An additional cost would be the vaccination of chickens. The cost of vaccinating the chickens is very low (maximum of 40 CFA/bird for the full series) but access to the vaccines is very difficult (see below).

Two other alternatives are available to individuals and groups wishing to raise chickens commercially. The first is to raise solely pure breed chickens. A range of imported varieties is available in Ouagadougou and Bobo-Dioulasso, Rhode Island Red being the most popular. Raising pure breeds is very demanding in terms of quantity and quality of care. The chickens must be cooped up, kept clean, fed well and vaccinated often. Extension agents and villagers can undergo technical training at the Centre Avicole in Ouagadougou. The Center can train five to six people at one time with each training session lasting two months.

For the first generation of chickens there will probably not be a profit as this will be eaten up by the cost of purchasing the first batch of chicks and the cost of keeping them warm (lamp and kerosene) without the hen to take care of them. This cost is about 90 CFA/chick. Additional costs that will be recurrent for each following generation per chick are (1) 30-40 CFA for vaccinations, (2) 105 CFA for 1.4 kgs of concentrate, and (3) 86 CFA equivalent in local grain. The selling price can vary between 250 and 400 CFA per bird at three months.

Vaccinations represent one of the biggest obstacles. The supply of vaccines in some parts of the country is irregular. Some of the vaccines need only to be kept cool and represent only minor difficulty in transporting them to the village. Live vaccines, however, must be kept on ice until just prior to being used. They must be stored in refrigerators at the Sector or Sub-sector government offices and then transported to the village in an iced thermos or ice chest. Administration of the vaccines represents very little problem as the techniques can be quickly acquired by villagers.

The remaining alternative approach to poultry-raising is to cross breed the pure breeds with the local varieties. This minimizes the vaccinations required, as the chickens will be more resistant to local diseases. The techniques required to raise the chickens can be more lax and this would facilitate the spread effect. The Peace Corps is currently testing different techniques on cross-breeds to see to what extent costs and reliance on outside assistance can be reduced.

Cross-breeding will require one rooster for every 10 local hens. The Koudougou ORD has 700 roosters that it will be selling to villagers for cross-breeding. The ORD will be vaccinating both the rooster and the local hens. The work will be carried out by extension workers who will show the villagers how to care for chickens.

The price of millet at the time of the last harvest was 18 CFA/Kg. A chicken will consume about six kgs of grain in three months. Thus, the cost of grain per chicken for the farmer can be about 108 CFA. This can be reduced by feeding the chickens by-products from agricultural production and processing. Some farmers place boxes of dung over termite hills, capture the termites and then feed the termites to the chickens. The profit margin should be high enough to merit introducing chicken-raising of this type into project villages. The Peace Corps and Koudougou experience should be followed closely.

Chicken production can be quite high with very few roosters. In the rural areas ten hens will lay about three eggs per day and covering for 21 days can produce about 90 chicks in one month at a maximum. A major constraint is the availability of markets if chicken production mounts considerably. A few small chicken projects in a sub-sector can saturate the local market. The larger towns and cities cannot absorb much more than the current rate. The export market holds the biggest promise. The demand in the Ivory Coast exceeds the supply and merchants are combing local markets for chickens to export. Villages that lie along main arteries near rail links will have no problem finding outlets for large-scale chicken production. However, when villages do not have access to these routes they will need marketing assistance. If the project cannot assume this assistance, chicken-raising beyond subsistence level should not be encouraged.

An added benefit to chicken-raising is the increase nutrition from meat consumption. More chickens will be available for local consumption as long as the family does not always opt for the cash income.

From the macro-economic standpoint, Upper Volta has this year had a net surplus grain production which is not easily exportable. This year Niger bought a large quantity but cannot be counted on in the future as a major buyer. Poultry production can absorb some of this excess grain production, converting it into a good source of protein and an exportable product.

## PART 4 IMPLEMENTATION ARRANGEMENTS

A. Analysis of the Recipient's and AID's Administrative Arrangements.

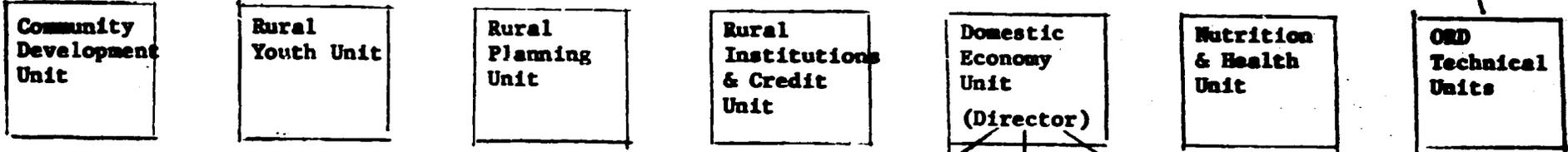
**Summary.** The project will be implemented by the Domestic Economy Unit within the interministerial Coordinating Committee for Rural Development (CCDR). This unit is one of seven which make up the Permanent Secretariat of the CCDR, and is charged with technical supervision and support of female extension agents throughout the country. In collaboration with the AID Project Advisor, the unit will manage the training, information system, technical assistance, and commodities procurement components of this project. It will also follow closely the use of Village Promotion Funds granted directly to the four project-specific ORDs and the National Women's Council, and will itself directly manage approximately 30 percent of the Funds for women's activities in non-project ORDs. An organization of the anticipated project structure is found on page of the paper.

1. Domestic Economy Unit. In the past three years, the Domestic Economy Unit has moved in status from a one-person political appointment to a five position major interministerial office supervising 63 female agents in eleven ORDs. It has recently been given the additional task of formulating programs and policy recommendations for the CCDR regarding rural women in development. As can be expected, this rapid growth has not been without problems.

The major constraint to effective functioning of the Domestic Economy Unit has been, and continues to be, personnel. At this point, the office is awaiting appointment of a new Director (expected no later than June 1) and the reassignment of two women from ORD-level posts to national coordination slots. The new Director will have a degree in Domestic Sciences and will be trained on the job for the first three months by a resident FAO expert. Because of the relatively low operating budget of the unit (\$35,000 for 1976) and decisions by many ORDs to postpone hiring new extension agents for six months, (due to financial considerations), it is anticipated that the new Director will have ample time to become functional in her position before the inception of the AID project. Anticipated structure of the office at the beginning of the project follows:

**COORDINATING COMMITTEE FOR RURAL DEVELOPMENT (CCDR)**  
(Representatives all ministries, technical services, ORDs)

**P E R M A N E N T   S E C R E T A R I A T   O F   C C D R**

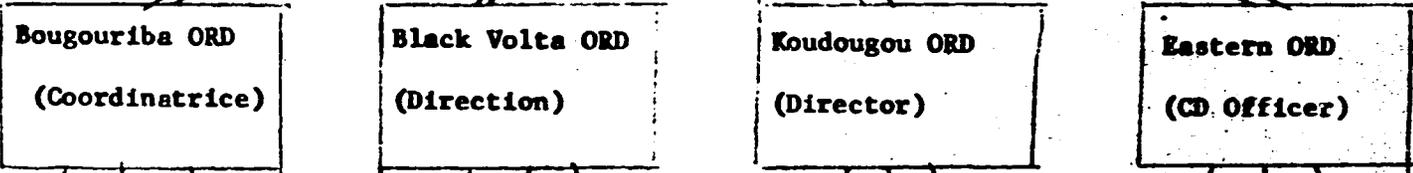


FAO Expert | AID Advisor  
Ass't Dir. | AID Ass't

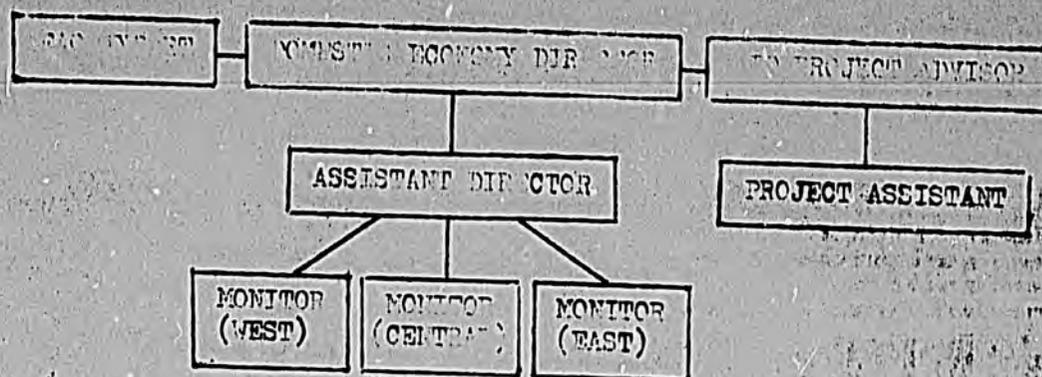
CDO/Ouagadougou  
Program Office

Min. of Education  
National Women's Council  
(General Secretariat)

Various deserving women's projects (UNESCO zones, Federation of Voltaic Women, Social Services, missions, etc.)



CD Villages and others with both male and female extension agents



The Domestic Economy unit functions as an equal member of the Permanent Secretariat and the Director participates in all meetings of this body as well as of the larger CCDR. Although the project Agreement will be signed by the Minister of Plan upon the recommendations of the President of the CCDR, all decisions regarding central project disbursements and the actual signing of disbursements will be made by the Director of Domestic Economy and the AID Project Advisor. As in the past, field coordination will be facilitated by three monitors, all with diplomas in Domestic Economy and at least two years experience. It is anticipated that the AID Project Advisor and his or her Assistant will also maintain at least monthly dialogues with the four project ORDs and the NVO regarding disbursement of Village Promotion Funds, training needs, and use of the information system.

The decision to have funds administered directly by the National Women's Council and the four project ORDs was made in consultation with the President of CCDR, (who is currently also the Minister of Rural Development), after careful field analysis of ORD capabilities by the TV team. The decision is based on two major assumptions:

- 1) The relatively new and inexperienced personnel in the Domestic Economy Unit should not be overburdened by the anticipated large volume of micro-projects in this project. Rather, the central staff should concentrate on evaluating on-going and new activities begun in the ORDs and on facilitating support and needed training to extension workers. The allowance of \$10,000 the first year will cover contingencies for especially deserving activities in non-project ORDs without placing a strain on supervisory capabilities at national level. It is felt that as these capabilities are enhanced through continued use of the information system and understanding of potential for

replicability of micro-projects, the central staff will be able to handle the larger volume of \$40,000 the second and third years and be left with a sizable revolving fund for future year activities.

- 2) The major government policy of decentralization and community development will be enhanced by placement of the funds at regional rather than national level. By the time Village Promotion Funds become available to the ORDs (March 1977), regional personnel will have had at least two years experience handling short and medium term agricultural credit and should easily be able to manage the new funds. More importantly, placement of funds and responsibility for their use at regional level will stimulate decision-making roles at the village, sector, and ORD level in a positive fashion. The Domestic Economy staff and AID Project Advisor will assist the ORDs in use of the criteria for the fund but will allow as much flexibility as possible at the regional and local level to stimulate this process.

The decentralization of project funds, and thus decision-making responsibility, will also further strengthen the primary role of the Domestic Economy Unit as a technical and programmatic support group. That is, actual day-to-day considerations in execution of micro-projects are mainly left to the individual ORDs and the national office can concentrate more on analysis of ongoing activities in order to assess training and future support needs. This is currently being carried out by the national personnel through ORD and village visits, which will be encouraged during the course of the project.

The analysis necessary to allow the national unit to be a truly effective support to field personnel depends primarily, however, on the information/monitoring system established in connection with the project. It is currently envisioned that a short-term consultant will spend two months working with the Domestic Economy national staff, the AID Project Advisor and Assistant, and with ORD and WCO personnel to create a simple, valid system which will clearly communicate field actions to the central level. The system will be fully integrated into the existing ORD monthly reporting system, and will probably consist of a one or two page form for the village agent to fill out and attach to her regular report each month. One copy of the form will remain at the ORD level to strengthen regional evaluations, and the other will be mailed to the national office, where it will be read and incorporated into future program plans. A complete description of the information/monitoring system will be found in the Detailed Project Description.

BEST AVAILABLE COPY

All financial arrangements for the project will be handled by AED and the Domestic Economy Unit in collaboration with the Upper Volta National Development Bank (BND). It is anticipated that as micro-projects get underway, local currency accounts will be opened for each of the project ORDs and the NWC and that the BND will provide assistance in establishing the desired revolving funds for each of the sub-executing agencies.

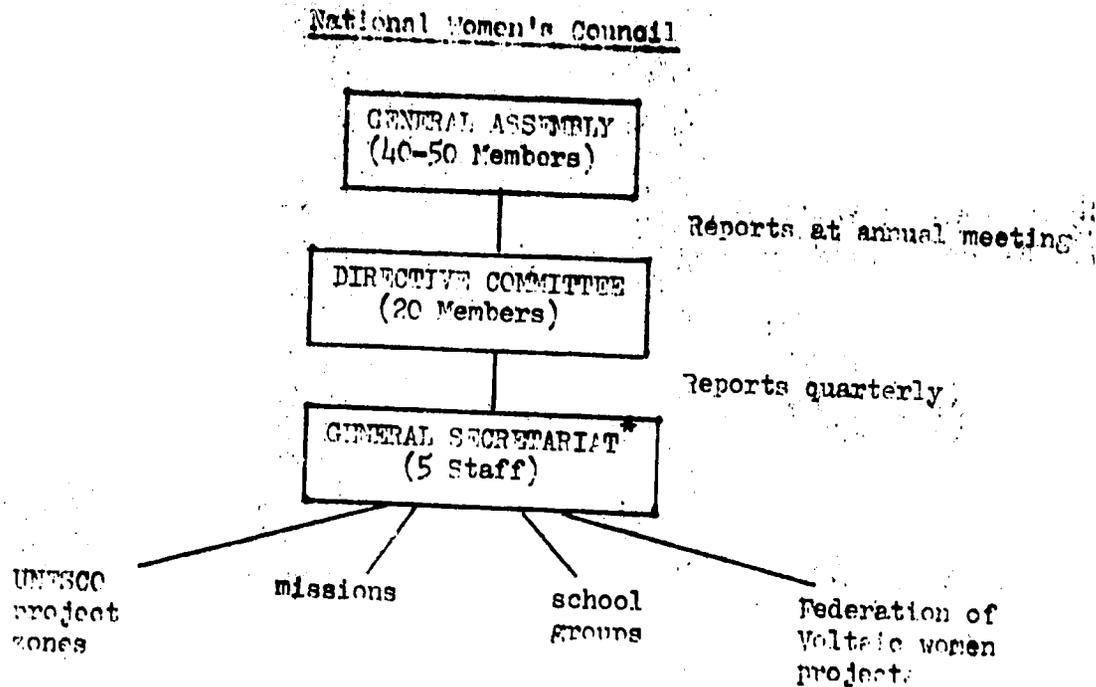
2) The National Women's Council. During the course of a United Nations' Economic Commission for Africa seminar in October 1975, the President of Upper Volta agreed to the creation of a National Council for Integration of Women in Development, hereafter referred to as the NWC. After six months of meetings among various interested parties, including the Federation of Voltaic Women, technical service directors, training institute personnel, foreign donors, etc., a structure was agreed upon. The official Presidential decree necessary for the funds to be unlocked to allow the NWC to become operational is expected in June 1976, after the proposal has been reviewed by the ministries.

The NWC will be under the sponsorship of the Ministry of National Education and Culture, but will have an autonomous budget and at least five full-time staff members. Placement under this ministry is not meant to imply any specific educational leaning; it was chosen simply because the current Minister has long been a promoter of women in development and it was felt the NWC would get more support from him.

The full-time personnel will form the executing agency of the Council, the General Secretariat. These people will be appointed by a Directive Committee composed of representatives from various women's organizations, i.e., the policy group. The Directive Committee will report once a year to a General Assembly, composed of representatives of all ministries, technical services, etc. Although the Domestic Economy national unit will probably sit on the Directive Committee, it is anticipated that the General Secretariat will be composed of people related more to the education and health sectors than to rural development. Providing Village Promotion Funds to the NWC thus provides the project with a chance to reach other women's groups in the country than those under the aegis of Domestic Economy, and stimulates the Council early on to become an action-oriented body in support of rural women.

The information/monitoring system for such as the NWC will be directed by the General Secretariat, and accounting will be handled by its bookkeeper in collaboration with the National Development Bank.

BEST AVAILABLE COPY



\* key contact this project.

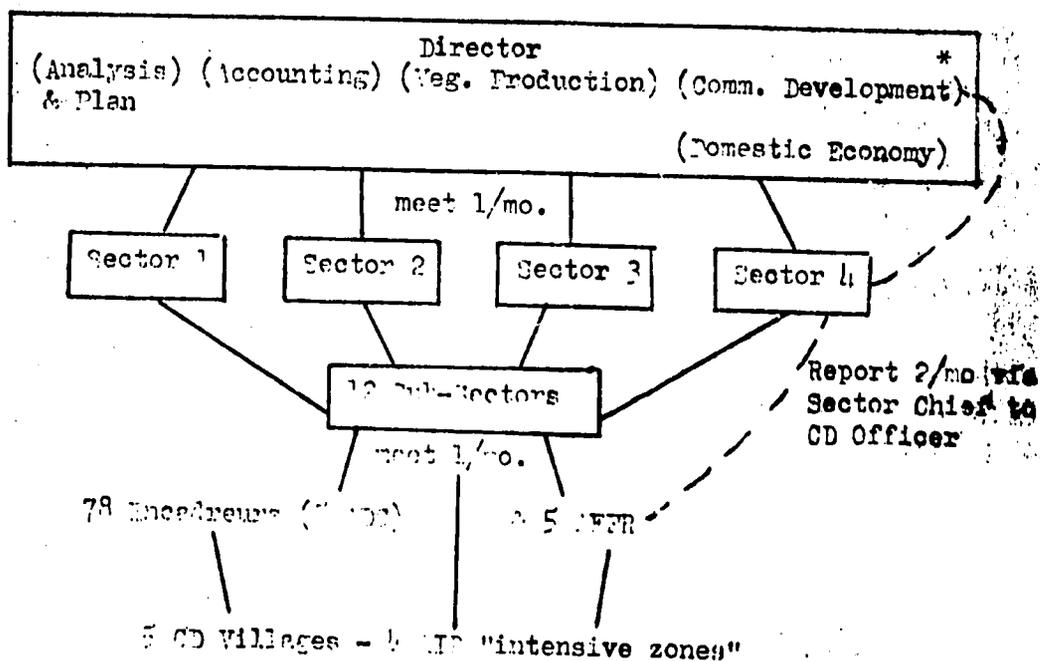
3) The Eastern ORD (Bade N'Gourma). Although it was created by decree in 1968, the Eastern ORD only began fully functioning in 1974 when USAID and DAC/UNDP funds became available to support development efforts. It is thus perhaps the weakest of the four project ORDs in terms of administrative experience and institutionalized flow of decision-making, and will be more carefully monitored than some of the others. It is also the only ORD where a percentage of extension agents' salaries are not paid by external assistance thus limiting the amount that can be hired.

The Eastern ORD currently has 78 encadrements (five of whom are women) and only five women. This lack of female agents is not so much a function of a sexist policy in hiring as a simple lack of educated women who can meet the civil service exam required by law. The ORD is currently considering various possibilities, such as recruiting outside the ORD or lessening the French literacy requirement, to compensate. It is anticipated that by January 1987, at least four more female agents will be in villages of the NSAFR "Integrated Rural Development" project-intensive zones, bringing the total number of villages with male and female agents to nine.

The APER, ADG, and encadrements all meet with their Sub-Sector Chief at least once a month for reporting, gathering information, and generally discussing difficulties. In addition, the APER and ADG report twice a month via their Sector Chief to the Community Development

Officer located in Fada. Although reports are usually in simple narrative, they form the basis for programming and support by the CD Officer and the AEFER Coordinatrice. It is anticipated that the Village Promotion Fund and its information/monitoring system will be integrated into this established process, with the CD Officer becoming key contact for the national Domestic Economy Unit and AFD personnel. As the system currently operates, the CRD Director will be kept informed of activities through informal meetings with the CD Officer and bookkeeping will be handled by the Credit Section of the Accounting Department.

## EASTERN CRD



\* key contact

4) Koudougou CRD. After ten years of French Aid and Cooperation (TAC) support, the CRD of Koudougou will be on its own next year. Although this independence presents some major difficulties in terms of new investments for the CRD, it affords personal support only on the level of village extension agents, thus assuring continuation of established programmatic policies but probably no new village agents.

BEST AVAILABLE COPY

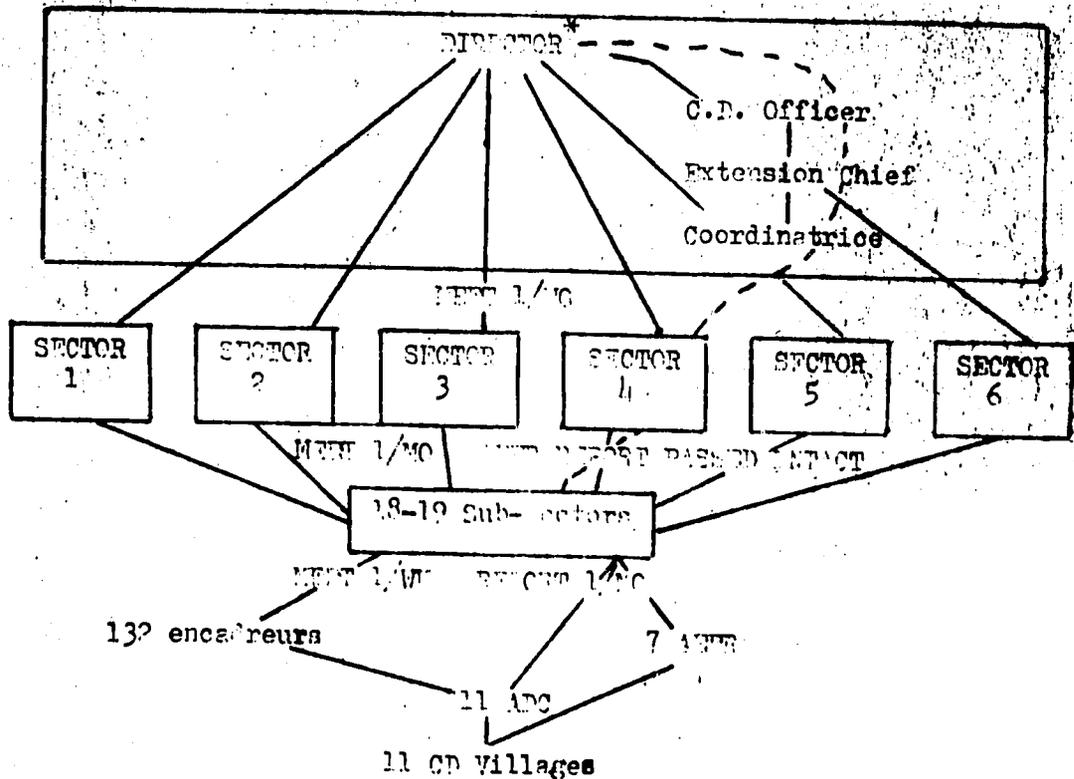
for 1977. The ORD is currently looking for supplementary funds to assist in expansion of their programs, and is also talking of expanding the number of villages one agent covers, in order to involve more villages in development. At this point the latter option seems more probable.

The Koudeougou ORD currently has 132 encadreurs (11 ADC) and seven AEFPR, with 11 Community Development villages. Two of the AEFPR cover two CD villages each, and the ORD indicated it does intend to recruit at least two more female agents in spite of funding problems. An experienced Domestic Economy Coordinatrice was recently hired to facilitate AEFPR support and to assist the Chief of Extension and the CD Officer in women's programming and training.

Both AEFPR and encadreurs meet at the Sub-sector level once a week to discuss problems, programs, etc. The Sub-sector Chief meets once a month at the Sector level, and the Sector chiefs at the ORD level. All decisions are referred through these meetings to the Director of the ORD. Village agents are usually visited monthly by the Chief of Extension, and the new Coordinatrice indicated she intends to follow suit.

Although encadreurs and ADC have a standardized reporting form they turn in monthly to the Sub-Sector Chief, AEFPR write narrative descriptions of their work which are passed along intact through the hierarchy (Sub-Sector, Sector, Coordinatrice, Chief of Extension, CD Officer) to the Director. As in the Eastern ORD, the information/monitoring system for the Village Promotion Fund will be integrated into this system, with copies of micro-project reports being sent to the national level for analysis. Accounting will be handled by the Credit Section of the Accounting Department, and although most day-to-day activities will be facilitated by the Chief of Extension and the Coordinatrice, it is expected that all final decisions regarding fund disbursement will be made by the ORD Director.

DES. AVAILABLE COPY

Koudougou CRD

\* key contact

5) Bougouriba CRD (Dietougou). The Bougouriba CRD, like the Eastern CRD, was organized in the late sixties but only began full operations in 1974 when the World Bank agreed to subsidize 80 percent of their budget for the next five years as well as assist in investment efforts (roads, bridges, etc.) as part of its major "Project Coton" in the western part of the country. With this guarantee of funding for investment, personnel, and support, the CRD has been able to become almost fully functional in an extremely short time period and shows every sign of being able to keep progressing as rapidly.

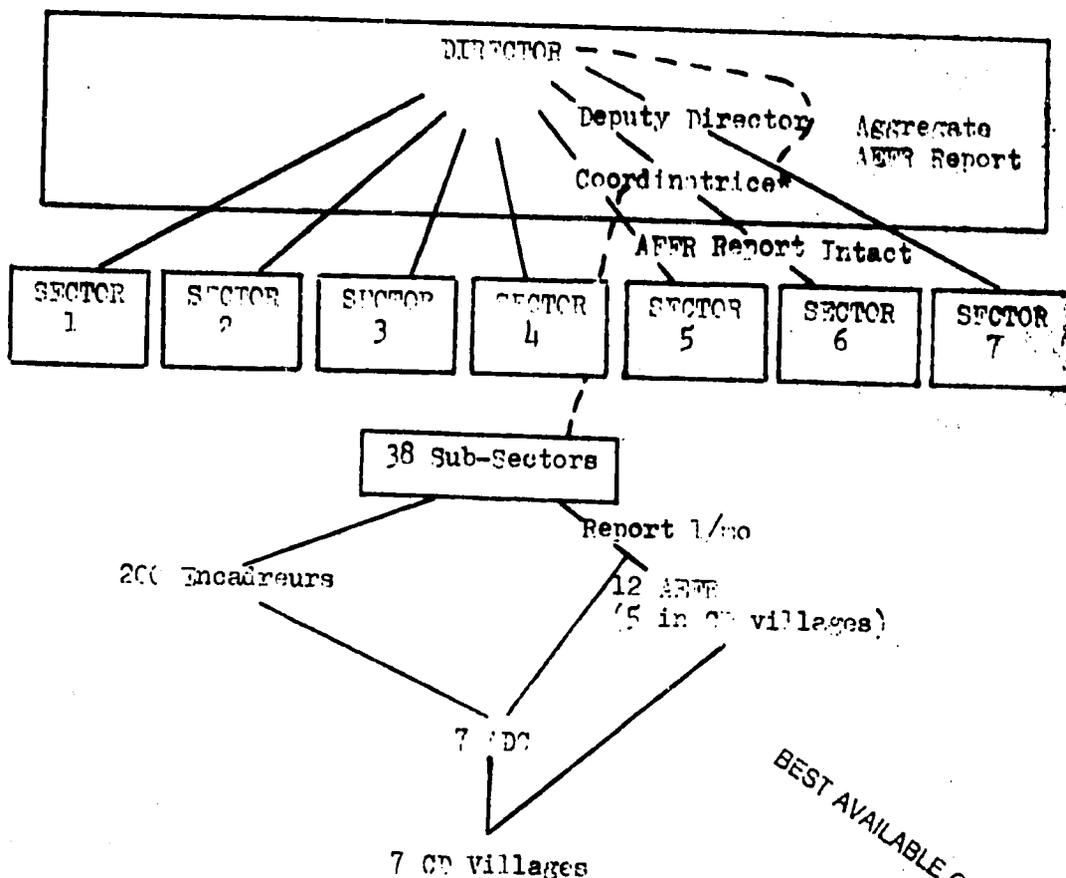
The CRD currently has over 200 encadreurs (7 ADC) and 12 AMTR (five in CD villages), with a recruitment for next year of 10 more women. Most of the AMTR currently cover more than one village, which means that if all goes according to plan at least 10 villages in the CRD will have AMTR associated with them by the end of 1976.

BEST AVAILABLE COPY

As in the Koudougou ORD, the encadreurs of the Bourguiriba ORD report to the Sub-Sector Chief on a monthly basis using a standardized format. Again, the AETR use a simple narrative form to report monthly to the Sector Chief. He passes on the report intact to the Coordinatrice, who aggregates all the AETR reports into one for her report to the Director.

Meetings are held once a month at the ORD level for all Sector and Sub-Sector chiefs, and once a month for all ORD personnel, including village agents. The AETR who come in for these monthly meetings also hold an informal meeting with the Coordinatrice at that time. If this structure is maintained, it appears that the Coordinatrice will be the key contact point for national level personnel regarding the Village Promotion Fund, with final signature being deferred through the Assistant Director to the Director.

Bourguiriba ORD

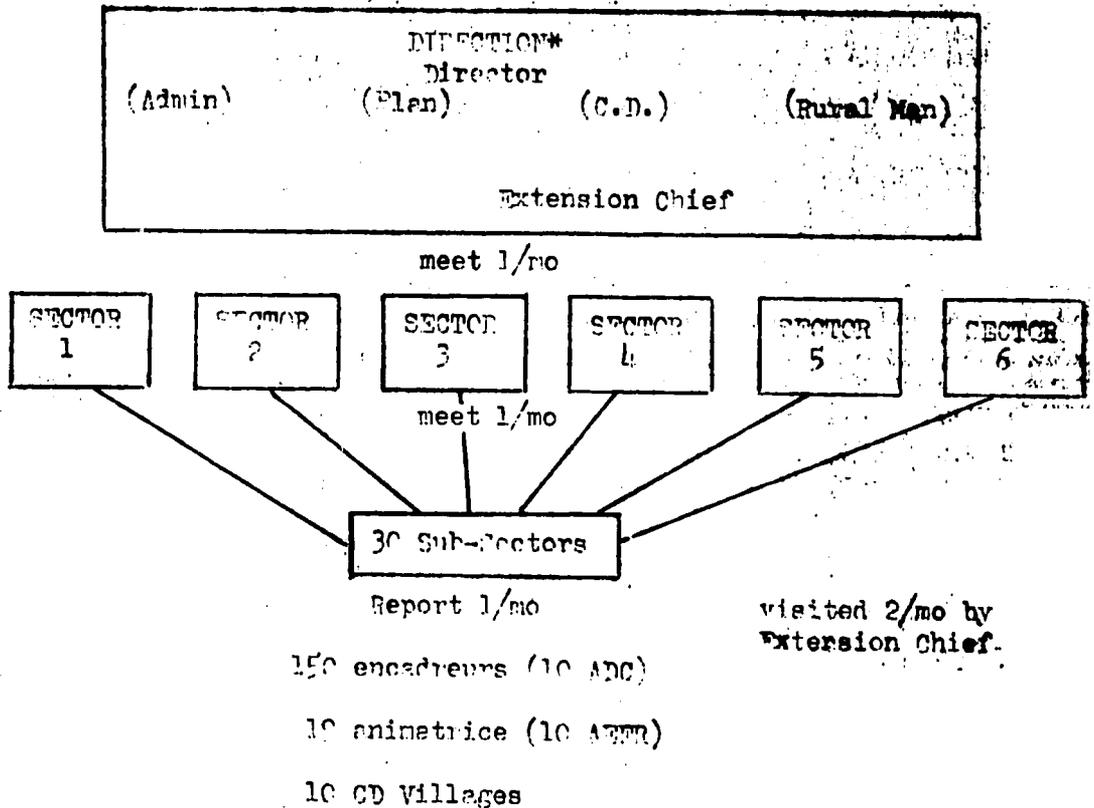


\* key contact

6) Black Volta ORD (Dedougou). With a longer history of World Bank funding, and a staff that has received management training by American firms, the Dedougou ORD is considered the most efficient in the country. Due to a preponderance of cash crops (cotton, peanuts, sesame) and a fairly homogenous population with a tradition of strong organization and commercial tendencies, it can also be called the ORD "most likely to succeed" in terms of future self-financing.

The Black Volta ORD currently has 150 encadreurs (10 ADC) and 19 AEFR, with these levels guaranteed for at least the next year. All village agents meet once a month at the Sub-Sector level, and the ADC and AEFR who are in the CD villages are visited twice a month by the Chief of Extension. AEFR monthly reports are in narrative form, and are passed intact through the usual hierarchy to the Chief of Extension. The ORD had a Co-ordinator, but is currently operating without one, as the woman preferred village work to the bureaucracy.

Under pressure from two women's groups, this ORD has already found special funds to provide credit for a mill and a hand pump, and indicated that they have a strong need for more. Decisions are always passed along through the monthly meetings to the "Direction", a committee of the Director, CD Officer, and heads of each of the sections. At this point it appears that the CD Officer will be the key contact for national personnel regarding the Village Promotion Fund, but that all final decisions regarding disbursements will rest with the "Direction". Accounting will be handled by the Credit Section.

Black Volta CPD

\* key contact

7) AD/CD. The country Development Office (CDO) at Ouagadougou will be responsible for all pre-implementation procedures, including provision of guidance to AD/CD in recruitment of the Contract Project Advisor and collaboration with CDO officials in approval of sans. As per recent guidelines set forth in AITC-CPD 1-104, once the Project Order is approved and funds authorized the Project Advisor will be able to come on board and assist in final negotiations leading to the signing of the Project Agreement. CDO will handle support such as arranging housing, transport, translators, etc., during these early stages.

Once the Project is signed, the Project Advisor will move to the Domestic Economy Unit Office and the AD/CD function will become one of advice and support rather than active participation.

BEST AVAILABLE COPY

It is anticipated that when possible the Project Advisor will participate in bi-monthly CDO staff meetings, and will keep CDO and AID/W informed of Project progress through use of the monitoring system. It is probable that short-term consultancies will be facilitated through an institutional contractor, with which AID/W will assist in the choice. If possible, PAR's will be conducted with the assistance of the REDSO/WA Evaluation Officer. Project funding arrangements will be carried out by the Regional Controller at FIC/Nissey, which already has experience working with the National Development Bank (BND) in Ouagadougou on local cost accounts and credits.

## B Implementation Plan

Although the Project network as found at page is presented in a phased approach, in fact most activities will be ongoing; the phasing is to be regarded as an attempt at better defining specific indicators and thus is a guide to evaluation of achievements. The Project is designed to cover a three-year period beginning no later than December 15, 1976. Pre-Implementation procedures will begin around July 15, 1976.

1) Pre-Implementation: Project Personnel. The Project Paper will be submitted to AID/W on or about June 15, 1976. It is anticipated that the PP will be distributed to all interested parties and that recruitment of the Project Advisor can begin shortly thereafter. The PP should be fully approved and all funds authorized no later than September 1, 1976, so that the Project Advisor's contract can be signed and she or he can be in the field to begin ProAg negotiations by November 1.

CDO/Ouagadougou will make the necessary arrangements for housing and settling in for the Project Advisor, and facilitate the necessary introductions so that negotiations can begin. CDO/Ouagadougou will also have a list of possible candidates for the local hire Project Assistant, so that this individual can be hired as quickly as possible and participate in the initial phases of the project.

The respective roles of the Project Advisor and the Assistant for the first year will depend somewhat on the strengths of the advisor: the two positions should provide the complementary skills necessary to carry out a wide range of tasks, including: assisting the GOV and ORDs in defining further the role of the AEPF, and in making positive recommendations for national policy regarding women at all levels in development; stimulating the process needed to identify viable micro-projects in diverse geographic and cultural

situations; assisting with the formulation of training programs, both project-specific and general, and with the development of training aids to facilitate the same; setting up, implementing, and assisting in the analysis of an information/monitoring system for the micro-projects; negotiating programs and policies with national, NWC, ORD, and local personnel (including, at times, traditional village chiefs); assisting in the day-to-day administration of the Domestic Economy Unit; and communicating effectively to CDO/Quagadougou and AID/W the progress and/or problems of the project.

The GONV has requested that the Project Advisor be female in order to facilitate communication with Voltaic women, and the FP team endorses this thought. In recruiting the Project Advisor, priority should be given to those individuals who have demonstrated ability in relating to foreign nationals and who are comfortable in somewhat unpredictable situations, as she/he will work in a Voltaic office and spend approximately 1/3 of her/his time travelling in rural areas. Aside from this primary qualification of demonstrated cultural sensitivity, the Advisor should have:

- a Master's degree in Rural Sociology or a related Social Sciences field, or a Master's in another field with at least two years experience in social science research methodology;
- at least four years experience in developing countries, with a combination of administrative and field experience;
- fluent spoken French

The role of the Project Assistant is desired to reinforce the capabilities of the Domestic Economy staff especially in analysis of the information/monitoring system regarding design of micro-projects, analysis, and documentation. This individual will also assist the Project Advisor in the early stages of the Project in understanding specific cultural tendencies and clarifying the Voltaic lines of authority. To this end, it is suggested that the person either be Voltaic, or have spent a minimum two years in Upper Volta, i.e. former Peace Corps or other international volunteer. Both positions will be subject to the approval of the GONV upon the recommendation of CDO/Quagadougou.

BEST AVAILABLE COPY

2) Pre-Implementation: Project Agreement Negotiation and Institutional Contracting. Once the Project Advisor is on board and the initial round of introductions has been made, negotiation of the ProAg with the Domestic Economy Unit and the President of the CCNR should begin. It is anticipated that this process will be short and simple, as the President of the CCDF has been involved in the project since its initiation in June 1975, and all parties involved will have read the French translation of the PP. The target date for ProAg signing is no later than December 15, 1976.

Along with negotiating the actual ProAg, the Project Advisor and Domestic Economy staff will be setting up working relationships with the four project-specific ORDs and the National Women's Council. Agreements regarding criteria for the Village Promotion Fund and for establishment of the accounting and information/monitoring system will be finalized through separate Letters of Agreement between each participating sub-executing agent and the Domestic Economy Unit. Initial talks with the National Development Bank and the Regional Controller's Office at RDO/Niamey will be held to establish the various funding mechanisms for Project funds.

Besides working on these various local arrangements, the Advisor will also be finalizing decisions regarding the desirability of using an institutional contractor for the short-term consultancies. This decision should be made as early as possible, so that the first consultant, an expert in information/monitoring systems, can be in-country by January 15, 1977.

Procurement of the two project vehicles and various office hardware to support the information system will also be initiated at this time, a waiver for Code 935 procurement for these items is found at Annex B in this paper.

3) Implementation: The First Year. The Project central staff will spend January and February primarily in the field, communicating to ORD officials, extension agents, and village groups the project objectives and strategies in order to clarify understanding and begin to identify possible first tranche micro-projects. Emphasis will be placed on the need for ORD officials to establish a continuing dialogue with the villagers, working with them so that they can better articulate needs and possible activities to satisfy these felt needs. Villagers will also be given a basic understanding of the credit, and the requirement for a strong resource commitment on their part.

As micro-project ideas are articulated, the ORDs will undertake simple feasibility surveys to ascertain their feasibility and priority for funding. The Project Assistant and information/monitoring systems consultant will work with officials to set up specific mechanisms for these surveys, and identify indicators which will clearly show if the activities will fulfill the Fund criteria. The consultant will also spend this time working with the Project Assistant, ORD and national staff developing the reporting format for the information/monitoring system to be used throughout the first year.

Because most of the villages reached during this initial period are expected to be those which had been associated with some form of extension for at least a year, and because many ORDs have already possible micro-projects for which they are seeking funding, it is anticipated that the first tranche of 25 can be identified by early March, 1977. (This is not to say that the process of communication/identification will stop, but rather is used to indicate a time period and volume level at which the Fund will become activated.)

Once agreement is reached on the first tranche of activities, the ORD and NYC accounts will be opened at the National Development Bank and procurement for materials which have long lead time (i.e., mills) can begin. The months of March, April and May, currently slack time for the AFR, will be spent holding short workshops at the ORD and national levels in use of the information/monitoring system and in simple accounting. At least 25 AFR and 12 ORD officials will receive training during this time. Special technical training sessions, such as poultry-raising, will be arranged. It is anticipated that some of the more straightforward projects, such as village boutiques/pharmacies, which have been previously researched can begin at this time. Except in the Black Volta region where many women don't cultivate, other projects will probably not be activated until November when harvesting is completed. The rainy season will be used for training sessions with AFR, (for which there will be a short term consultant) preparation of training aids for agents and for villagers, and further sensitization of villagers on use of the Fund. A special survey may also be conducted at this time to ascertain more fully various women's contribution to agricultural production.

The first tranche of activities should all be operational by December, 1977, with villagers making repayments (and profits), a functional information/monitoring system recording changes, and project central staff analyzing and disseminating data to stimulate the communication/identification of more micro-projects. The first evaluation of the project will take place in January, 1978, with the

information/monitoring consultant again on board for revision of the system and establishment of a set of specific indicators to measure changes taking place in the villages. It will be decided during this evaluation whether to continue using one Project during this evaluation whether to continue using one Project Assistant for the primary analysis of this system or to contract a local institution for the second and third years for more specific research.

4) Implementation: Ongoing. During the rest of the project, the refined information/monitoring system will provide the stimulus for continuation of the communication/identification of micro-projects. For purposes of easy evaluation, the target dates of December 1977, for 30 more micro-projects and December 1978 for 35 more have been set, but in actuality the process should be continuous. Basic workshops in use of the information/monitoring system and simple accounting will be held probably on a quarterly basis, depending on need, and specific technical training sessions will be developed further to meet the special needs of agents working with women. Money will be added to the ORD and NWC funds each March, so that by the end of the project each sub-executing agent should have a revolving Village Promotion Fund of approximately \$50,000.

In the second and third years of the project, a total of four mid-level women (either coordinatrices or national level monitors) will receive approximately six months third country training each. Although the specific subject matter will depend upon the needs of the Unit as it evolves, it is expected that two of these women will receive training in the dynamics of group and organizational structures, and two in specific technical agricultural skills.

The Project also allots six person-months of short-term consultants for each of the two final years. Two of these months each year will be for the information/monitoring systems expert, and probably two more for audio-visual aids. The remaining two months each year are for specific technical inputs, such as food preservation, crafts, or experimental work in use of alternate energy, which will be identified during the course of the Project.

#### Implementation: Milestones

June 15, 1976	PP received AID/W
July 15, 1976	Begin recruitment Project Advisor
Sept 01, 1976	PP approved and funds authorized
Nov 01, 1976	Project Advisor on board
Nov 15, 1976	Project Assistant/Researcher hired
Dec 15, 1976	Project Agreement and Letters of Agreement signed

Jan 01, 1977	Info/monitoring system consultant arrives
Feb 01, 1977	Financial arrangements complete
Mar 15, 1977	25 1st tranche micro-project identified/ approved
Apr 15, 1977	Technical training arranged
July 01, 1977	All training on info system complete
Dec 01, 1977	25 1st tranche micro-projects operational
Jan 31, 1978	1st evaluation complete
Feb 01, 1978	Repayments on first tranche micro-project underway
Mar 01, 1978	Revised information system functioning
Mar 15, 1978	30 2nd tranche micro-projects identified
Apr 15, 1978	Training/upgrading on info system complete
Apr 15, 1978	Technical training arranged
Nov 15, 1978	30 2nd tranche micro-projects operational
Dec 15, 1978	80 percent 1st tranche micro-projects meet repayment schedule and performance targets
Jan 15, 1979	Repayment on 2nd tranche micro-projects underway
Jan 31, 1979	2nd evaluation complete
Mar 15, 1979	35 3rd tranche micro-projects identified
Apr 15, 1979	Training/upgrading on info system complete
Apr 15, 1979	Technical training arranged
Nov 15, 1979	35 3rd tranche micro projects operational
Dec 15, 1979	67 percent 1st tranche micro-projects amortized 75 percent 1st tranche group members reflect improved life, 67 percent 2nd tranche micro- projects meeting repayment schedule and performance targets.
Dec 31, 1979	Final evaluation complete

### C Evaluation Arrangements for the Project

As stated in the preceding section, the Project will be evaluated each year during the period of December 15 - January 31. As currently envisioned, these evaluations will be carried out in two levels:

1) Routine Evaluation. This evaluation will probably take no more than two weeks and will be carried out at the end of January with the participation of Project central staff and the REDSO/WA Evaluation Officer. The Project as a whole will be evaluated with reference to the following points: achievement of Critical Performance Indicators as presented in the PPT; and revision of the PPT if necessary; financial status of the project, with budgetary revision is appropriate; overall progress of the Project in meeting

BEST AVAILABLE COPY

the purpose and goal, which will be measurable through achievement of pre-set OPI's and use of the information/monitoring system, and ORD quarterly & semi-annual reports.

2) Special Evaluations. A major component of the information system is collection of data on a continuous basis for monitoring and evaluating functions. Monthly reports of the extension agents associated with micro-projects, quarterly financial and semi-annual aggregate ORD reports, and field surveillance by the Project central staff will be used to identify progress and constraints early on so that action can be initiated. A Special Evaluation, however, will focus on more specific points, such as: which targets have been reached by the Project intervention, and which have been reached by factors other than the Project (e.g. a successful poultry micro-project due to a resident Peace Corps Volunteer handling vaccinations rather than the ORD providing support); what has been the spread effect, how many other villages are requesting Village Promotion Funds and how have these villages learnt about their availability and, have other villagers undertaken similar activities without use of the Fund; is there a need to realign Village Promotion Fund allocation, as the need in a non-project-specific ORD may turn out greater than that in one initially chosen; and how efficient has the general Project structure proven, how can it be revised to be more effective.

The first Special Evaluation will be handled by the Project central staff with some inputs from the information/monitoring systems consultant. In terms of timing, it is envisioned that most first year data will be analyzed by mid-December, when this consultant will be recalled to revise the system and assist in the identification of proxy indicators denoting project purpose achievement. The Special Evaluation will take place from mid-December to mid-January, when all first tranche micro-projects are operational, the consultant is available, and the Project has been functioning for one year.

It is anticipated that while the Project central staff will do the evaluation itself the first year, special consultants (preferably Voltaic or people familiar with Upper Volta) will be called upon to assist for the second or third year. At this time, the information/monitoring system will have provided enough valid information to make thorough and objective evaluation reports more useful. Evaluation results may lead to modifications in project implementation.

The result of the Special Evaluation will be useful in expediting the Routine Evaluation at the end of January each year.

BEST AVAILABLE COPY

ANNEX A

Illustrative Case Study (all references are hypothetical)

The village is Bena, in the Black Volta ORD. The village is situated on an all-weather laterite road leading to the ORD Sector headquarters of Solenzo, and can thus take advantage of passing cars and trucks (at least five a day) to arrange marketing or send in requests for supplies. There is a population of approximately 1,000 people from two similar ethnic groups: 80 percent Marka-Dafine and 20 percent Tobo-Oule. They are basically animist, with a few Christians and a few Moslems. Water is no problem in the village, although people would like a hand pump, and when the rains are good, families receive a reasonable income from peanut cultivation. In terms of the economic strategy presented at Part 3, D of this paper, it can be termed a Level 2 village about to cross the threshold to Level 3.

ORD extension agents - an ADC and an AFR - have been working in the village about a year. The ADC has successfully trained 10 male farmers in the use of animal traction and has helped them obtain plows on credit from the ORD. He has also organized a collective field with young men, and uses the time in this field to demonstrate new techniques that they can apply to their individual and family fields. The AFR has formed women's groups averaging about 40 members in each of the four "quarters" of the village; the women are enthusiastic about the group and regularly attend weekly meetings and discussions on nutrition, child care, and sanitation; they have not yet started any productive activities.

The extension workers learn about the availability of the village credit fund during their monthly meeting at the sub-sector headquarters. They attend a special two-day workshop at ORD headquarters to learn more about it, especially the necessity of involving both men and women in the decision-making process and of instilling in the villagers a thorough understanding of the credit mechanisms and their commitment to the undertaking. They decide between themselves that the AFR should be the one to initiate the idea in order that women are assured their say in the process.

The AFR presents the idea to each of the four groups in turn, over a series of three or four meetings. The Marka-Dafine women in particular are intrigued: they do not traditionally cultivate and have a reputation as commercial wizards, so the idea of earning more money while being able to maintain their usual lifestyle is appealing. Up until this point, the ORD has only offered credit for agricultural

BEST AVAILABLE COPY

supplies, which they have disdained. They go through various ideas, and finally come up with the idea of getting a hand pump for one well in each "quartier", to cut down their effort in getting water and to insure a more sanitary source.

The AEFB carefully goes through the criteria for use of the fund that was explained to her at the ORD meeting, and decides that the activity responds to practically all of the criteria except one: how can the pumps provide enough money to pay back the loan for their purchase, transport, and installation? She presents this to the women at their next meetings, and they respond that everyone knows the Marka-Dafine women are commercially inclined, and that they will individually donate money every month to pay the loan. The AEFB knows this attitude well; every time she has tried to elicit group actions previously, Marka-Dafine have hung on to their individualism. She knows that they have a tradition of forming small, informal "harvest associations" of eight to ten women to earn money by assisting men in the fields, but other than that they have never worked together. She also knows that over-riding this stubbornness to work as a group through just one profitable activity could be the beginning of many other potential activities. She remembers the strategies offered during the workshop at the ORD and is determined that the women will base their group activity on a solution that they chose.

She explains to the women that the pumps can only be provided if they can figure out some particular activity on which to base their repayments. She suggests that they think about activities for which this new availability of clean water could be used.

After two or three more meetings during which the AEFB tries to bring out other needs of the village that could relate to the water, a solution is found: the groups in each "quartier" will divide into their smaller working "harvest associations" and do gardens. Women working in the gardens will be paid - Marka women do nothing without pay - in vegetables from the garden and the rest of the produce can be sold to the merchants passing by on their way to Solenzo, a major market town. The profits from these sales will go into each "quartier's" group savings, to be used in repayment of the loan.

The AEFB is pleased, as she has been trying to get the women to use more and varied vegetables in their sauces for a year. She knows that with the combination of clean water and better nutrition that infant mortality in the village is bound to decrease. She also knows that the Solenzo market never has many vegetables and with all the ORD officials in the town, the women's profit is bound to be good. Both of these factors should lead to women taking a greater interest in group-oriented community development in general.

BEST AVAILABLE COPY

The AEFB and the Presidents of each of the four groups arrange a meeting with the village chief, at which he encourages them and promises to give them land for their gardens. He then calls a separate meeting of the Village Council, and they not only agree to provision of land, but also promise that they will get men from each quartier to assist in the building of cisterns for the water so that better irrigation can be used.

The AEFB and ADC present the idea to their sub-sector chief, who brings it up at the Sector meeting, and recommends the activity be financed. The Sector chief checks out the activity against the Fund criteria and tells his assistant to use the forms and methodology provided them at the special ORD workshop to perform the feasibility studies for the micro-project. The assistant says he doesn't know much about pumps or gardens, so a note is sent to ORD headquarters and a specialist from the Market Gardening section is sent out.

The specialist does the technical and economic parts of the study quickly. He knows that the four pumps, including the charge for their transport and installation, will cost the village about \$450 a piece. He also recommends that cement cisterns be built to hold water so that women gardening do not monopolize the pump. The total cost of the project comes out to about \$2,800 including the cement masons pay, the seeds, fertilizers, and gardening tools. He talks with the village chief about the land allotted, and with the women about the time they are willing to commit to the gardens. He figures out a projected volume of produce, and decides that in order to amortize the pumps within two years, arrangements for marketing in two other major towns should be made. He and the ADC talk with local merchants and get their word that they will serve as middlemen for the produce.

The feasibility study is sent to ORD headquarters and it is quickly approved. The approval committee is especially pleased by the fact that the entire activity was thought up by women and is based on their traditional organizational structure as the Domestic Economy staff suggested. The ORD Director himself goes to the village to have the loan agreement signed by the Presidents of each of the four groups (whom the AEFB has taught to sign their names specifically for this purpose) and the village chief. (They give the ORD Director a guarantee of \$400 which represents \$100 from each group's savings from "harvest association" contributions.) The pumps and cement are ordered from a supplier in Pobo-Dioulasso, and the gardening tools

1982 AVAILABLE COPY

from a local blacksmith shop. Delivery is promised in about six months or October; this means that the pumps can be installed and gardening started as soon as the women want, but that the cement work and building of the cisterns will have to wait until at least December when the men have finished harvest.

The ORD notifies the national Domestic Economy Unit that a micro-project has been approved and requests any special training or training aids that can help the AFER with the micro-project. The Project Assistant and one of the regional monitors from the central office come up to talk with the AFER. They work with her for three days in an intensive study of the situation in the village. They also leave with her several copies of a two-page form she will start filling out and attaching to her monthly ORD report. She has seen these forms before at some workshops at the ORD level, but never really used one because she had no project on which to report. The people from the central staff inform her that she will have a special two-week workshop at the ORD headquarters in July with some other extension agents who are starting projects in order to learn more about the reporting forms and to learn some basic accounting. The central staff has also arranged with the ORD that the AFER will go to the Market Gardening Section's experimental station for two weeks in May to learn more about irrigation. They promise they will send her some material on nutrition for use in talks with the women.

\*\*\*\*\*

All goes according to schedule: the pumps are delivered and installed, with some minor delays and various problems in arranging the marketing with the merchants. The first cabbages from Rena begin to appear in the Solenzo and Toma markets by mid-January. The first month very little money is made and the women have to supplement their payment of 20/crown/month by dipping into their "harvest association" money, but February, March and April bring surpluses, especially in carrots which are becoming popular in the village as well as with the merchants. These surpluses, and a bit from the "harvest association" savings, are used to make pay the loan-installment sub-sector chief on his monthly collection visits during May, June, July and August, when first the sun and later the torrential rains prevent the gardening activity. The women decide to get going again in September, and participate both in gardening and in harvesting activities. The merchants are pleased to be back in business, as there are almost no vegetables in the local market, and offer high prices for goods. The gardening is supporting the payments again by mid-November, with a small profit.

BEST AVAILABLE COPY

Meanwhile, the AFR has noticed some changes in her reports. She remembers that in the intensive study done with the Domestic Economy people before the activity got going, she had recorded that out of 22 babies born in one "quartier" that year, eight had died from diarrhea, before their first birthday. This year, in the same quartier, 18 babies were born and only four died, one from diarrhea. She also notices that fewer chickens are dying, although cholera did hit one quartier and attributes this to the clean water supply. Most importantly, the women are getting more used to working together on a continuous basis and have started talking about what they will do with their money when the loan is repaid; they are discussing a mill to avoid paying the merchant who overcharges, and peanut decorticators so their husbands can get better prices for peanuts. The AFR decides to start working on these ideas with the sub-sector chief early so that she will be better able to help when they come up. She requests information on these from the Domestic Economy monitor during a village visit and is promised some materials.

The micro-project above presents a situation where everything went according to plan, which does not often happen in reality. It is important to note, however, that at each critical juncture certain strategies - be they social, economic, technical, - were employed to work through potential difficulties. These strategies are presented fully in Part 2 of this paper.

# TELEGRAM

20 FEB 1976 07 41  
H/H

AID

UNCLASSIFIED

Classification

AMB DOM ECON CHRON

R 190150Z FEB 76  
FM SECSTATE WASHDC  
TO RUFJG/AMBASSY OUAGADOUGOU 9831  
INFO RUTAIJ/AMBASSY ABIDJAN 8210  
BT  
UNCLAS STATE 039908

AIDAC

E.O. 11652: N/A

TAGS:

SUBJECT: WOMEN'S ROLE IN DEVELOPMENT PRP

REF: 03129 OUAGADOUGOU

1. AA/AER HAS CONCURRED IN RECOMMENDATIONS ECPR. ECPR MET ON SUBJECT PRP JANUARY 7, 1976. COMMITTEE FOUND PRP WELL PREPARED AND SOUNDLY CONCEIVED, BUT PROJECT PURPOSE SHOULD BE AMPLIFIED. PURPOSE OF INCREASING INCOMES AND TIME AVAILABLE TO RURAL WOMEN SHOULD BE LINKED TO NEED TO MODIFY FEMALE ROLE IN CROSS THAT WOMEN MAY ADAPT TO CHANGES IN AGRICULTURAL PRACTICES. POINT IS THAT AMONG POSSIBLE CHANGES IN WOMEN'S ROLES, PROJECT SHOULD CONCENTRATE ON THOSE RELEVANT TO FACILITATING ADOPTION OF NEW PATTERNS OF AGRICULTURAL PRACTICES, Y.G., USE OF ANIMAL TRACTION TO EXPAND CROSSLAND PLANTED, FOR WHICH MODIFICATION OF EXISTING WOMEN'S ROLE REQUIRED. FOLLOWING OBSERVATIONS AND GUIDELINES EMERGING FROM ECPR REVIEW SHOULD BE TAKEN INTO ACCOUNT IN PP DESIGN.

2. MICRO-PROJECT ELEMENT. THIS IS AN EXPERIMENTAL, PILOT PROGRAM TO EXAMINE CERTAIN INTERVENTIONS TO ENHANCE WOMEN'S ROLES THROUGH REDUCING SUBSISTENCE-RELATED WORK AND TO INCREASE INCOMES. MICRO-PROJECT ELEMENT SHOULD BE RECONSIDERED WITH REGARD TO SELECTION CRITERIA AND PLANNED VOLUME OF ACTIVITY. PP SHOULD BE MORE EXPLICIT AS TO HOW MICRO-PROJECTS RELATE TO PROJECT STUDIES. THE FOLLOWING POINTS ARE MADE: (A) FOCUS OF PROJECT IS TO ELUCIDATE EXISTING FEMALE ROLES AND TO MONITOR CHANGES TAKING PLACE. THUS, EMPHASIS MUST BE PLACED ON SYSTEMATIC SELECTION AND DESIGN OF MICRO-PROJECT INTERVENTIONS AND ON EVALUATION OF PROJECT RESULTS. WITH VIEW TO KEEPING MANAGEMENT AND EVALUATION BURDEN WITHIN FEASIBLE LIMITS, PP DESIGN TEAM SHOULD CONSIDER LIMITING MICRO-PROJECT EXPERIMENTS, BOTH IN TERMS OF NUMBER OF PROJECTS AND IN TERMS OF TIME-DISTRIBUTION. FOR

FORM 89-1  
REV. 6/72

BEST AVAILABLE COPY

# TELEGRAM

PAGE 2

UNCLASSIFIED

EXAMPLE. MICRO-PROJECTS COULD BE CONDUCTED IN THE FIVE SE-  
LECTED VILLAGES OF THE FOUR DIVERSE REGIONS WHERE WOMEN'S  
EXTENSION ACTIVITIES HAVE BEEN STEPPED UP. THIS COULD PRO-  
VIDE, IN EFFECT, CONTROL SITUATION FOR TESTING RESULTS.  
SUFFICIENT CONSIDERATION BE GIVEN TO MAXIMUM OF FORTY PROJECTS.  
(1) COMMITTEE FELT THAT PP DESIGN TEAM SHOULD EXPLORE FEA-  
SIBILITY OF ESTABLISHING REVOLVING LOAN FUND WITH GRANT  
FUNDS ALLOCATED FOR MICRO-PROJECTS. THIS SHOULD NOT BE  
DONE, HOWEVER, IF IT MEANS GRAPING WHOLE NEW DIMENSION ON-  
TO PROJECT. BUT IN CONSIDERING ALTERNATIVE FUNDING MECHA-  
NISMS AND TERMS, GRANT MONIES E.G., COULD BE PLACED IN  
REVOLVING LOAN FUND TO BE ADMINISTERED AT NATIONAL LEVEL.  
ALTERNATIVELY, VILLAGE FUNDS COULD BE SET UP AND PROCEEDS  
FROM INCOME PRODUCING ACTIVITIES COULD BE USED FOR SOCIAL  
INTERVENTIONS IN VILLAGES. IDEA IS TO CAPITALIZE GRANT  
FUNDS BEING MADE AVAILABLE FOR INCOME PRODUCING ACTIVITIES.  
(2) DOLS 2,000 MAXIMUM PER MICRO PROJECT MAY BE SUBJECT TO  
REVISION FOLLOWING ESTABLISHMENT OF PROJECT CRITERIA. NEV-  
ERTHELESS, DOLLAR CEILING SHOULD REMAIN.  
Y3. TECHNICAL ASSISTANCE. PP DESIGN TEAM SHOULD LOOK CLOSE-  
LY AT GOV STAFFING REQUIREMENTS FOR PROJECT AND CONSIDER  
WHAT IS NEEDED TO REINFORCE AND COMPLEMENT GOV PERSONNEL.  
COMMITTEE NOTED THAT PROJECT OF THIS TYPE CAN STRAIN LIM-  
ITED CAPACITIES OF GOV; THIS APPLIES BOTH TO HIGHER ADMIN-  
ISTRATIVE LEVELS AND TO VILLAGE EXTENSION NETWORK. (A)  
PRINCIPAL PROJECT TECHNICIAN SHOULD HAVE ADVISORY TITLE.  
ECPR FELT THAT PP DESIGN TEAM SHOULD CONSIDER WHETHER AD-  
VISOR MIGHT BETTER HAVE RURAL DEVELOPMENT OR RURAL SOCIOLO-  
GY BACKGROUND RATHER THAN EXTENSION AGENT BACKGROUND. THIS  
SUGGESTION BASED ON ECPR'S IMPRESSION THAT PROJECT TECH-  
NICIAN WOULD BE MAINLY CONCERNED WITH DEVELOPMENT OF MICRO-  
PROJECTS BASED ON STUDIES TO BE CARRIED OUT, WHILE EXTEN-  
SION, ADMINISTRATION AND TRAINING WOULD BE SECONDARY CON-  
CERNS. (B) CONSIDERATION MIGHT ALSO BE GIVEN TO REINFORC-  
ING LOCAL OFFICIAL STAFF WITH ADDITIONAL PROGRAM-TYPE PER-  
SON TO PROVIDE ANALYTICAL SKILLS IN CONNECTION WITH MICRO-  
PROJECT DESIGN, ANALYSIS AND DOCUMENTATION. (C) WITH RE-  
PECT TO IN-COUNTRY TRAINING COMPONENT, ATTENTION MIGHT BE  
GIVEN TO USE OF TEAM BUILDING TECHNIQUES.

PP DESIGN REQUIREMENTS. (A) IN VIEW OF NEED FOR PROP-  
ER DESIGN OF PROJECT STUDIES, DESIGN TEAM SHOULD INCLUDE  
MEMBER WITH SOLID SOCIAL SCIENCE BACKGROUND, VERSED IN  
STATISTICAL TECHNIQUES. (B) DOLLAR AMOUNTS FOR FOLLOW-  
UP STUDIES ARE UNDER ESTIMATED AT DOLS 80,000. ALSO COST  
OF TECHNICIAN APPEARS UNDERESTIMATED. INGERSOLL

Logical Framework Matrix

GOAL	ORIGINALY IDENTIFIED INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
<p>PURPOSE</p> <p>Women's capacity individually or collectively to organize, manage, invest and carry out social and economic development activities developed at village level in 60 villages, in which an extension agent is associated, by Jan. 1980</p>	<p>END OF PROJECT STATUS</p> <ol style="list-style-type: none"> <li>90% of women's groups participating in micro-projects continue to operate activity (without) direct assistance of extension agent) with no reduction in membership for one year after credit is fully repaid.</li> <li>30% of participating women's groups reinvest profits to start 1 new activity within one year after credit is fully repaid.</li> <li>30% of participating women's groups reinvest profits in their enterprises to expand operations within one year after credit is fully repaid.</li> <li>60% of members of 75% of participating women's groups use individual profit from micro-project to improve family nutrition and/or education within one year after repayment of credit.</li> <li>Two villages within 30% or 80% of participating villages organize women's groups that undertake income generating/labor saving activities by 1/80.</li> <li>Increase in amount of time spent by women in development activities (versus carrying out household chores)</li> <li>85% of women undertaking activities requiring technical skills demonstrate during activity operation that they possess such skills.</li> </ol>	<ol style="list-style-type: none"> <li>Information system (evaluation and monitoring reports)</li> <li>Information system (monitoring and evaluation reports)</li> <li>Information system (monitoring and evaluation reports)</li> <li>Information system (monitoring and evaluation reports)</li> <li>Information system (evaluation reports)</li> <li>Information system (monitoring and evaluation reports)</li> <li>Information system (monitoring and evaluation reports)</li> </ol>	<p>IMPACT TO GOAL ACHIEVEMENT</p> <ul style="list-style-type: none"> <li>Husbands do not use wives' increased income as a substitute for their own income.</li> <li>Increased participation of women in income generating activities does not impair capacity of household to work as integrated unit.</li> <li>Women use increased income to purchase more and better food and services for well-being of family</li> <li>Improvement of women's knowledge and skills through micro-projects will have a positive impact on future undertakings.</li> </ul>

BEST AVAILABLE COPY

**NARRATIVE SUMMARY**

**OBJECTIVELY VERIFIABLE INDICATORS**

**MEANS OF VERIFICATION**

**ASSUMPTION**

**OUTPUTS**

1. 20 viable micro-projects established in 60 villages
2. Organizational skills and technical training received by 60 Domestic Economy agents
3. Research and information system developed and functioning.

1. Micro-projects:
  - a) 20 of first 25 projects meet planned per performance targets for first year operation by 12/78; 20 of 30 2nd phase by 12/79; 25 of 35 3rd phase by 12/80.
  - b) 20 of first 25 projects, 15 of 2nd phase 30 projects amortized by 1/80.
  - c) 75% of remaining projects meeting projected repayment schedule by 1/80
2. Training:
  - a) 12 female Domestic Economic agents receive minimum of 2 months training at national level training institute by 1/80
  - b) 50 female extension workers annually attend 15 days workshops for identified training needs.
  - c) 12 CRD level officials receive 2 weeks training in administrative and evaluating skills by 1/78.
  - d) 4 CRDs or National Domestic Economy staff receive third country training by 1/80
3. Information System:
  - a) All participating extension workers know monitoring methods by 3/77
  - b) Pre-micro project village level feasibility data collected before micro-project implementation.
  - c) Data analysis operation established at national and CRD levels by 6/77
  - d) Data flow on micro-project implementation and impact in accordance with system criteria
  - e) Conclusions from data analysis communicated to extension workers, CRD officials and national officials on on-going basis for timely decision making.

1.
  - a) Information system (monitoring semi-annual reports and evaluation)
  - b) Information system (financial report)
  - c) Information system (financial report)
2.
  - a) National Project and training institute records
  - b) Information system (semi-annual reports and National Project records)
  - c) Information system (semi-annual reports and National Project records)
  - d) National Project records
3.
  - a) Review by Project Advisor
  - b) Information system (feasibility study reports)
  - c) Review by Project Advisor
  - d) Review by information system consultant
  - e) Information system administrative records

**OUTPUT TO SUPPORT ASSUMPTIONS**

- Head of household will agree to participation of household women in micro-projects in view of perceived benefits for entire household.
- Chief and/or men of village will not decide in isolation from women what activities the women should undertake
- Women will use newly gained time from micro-projects for productive activities.
- Existing social patterns will not impair willingness of villagers to work collectively
- Animatrices instruct women in types of activities that can improve health and general welfare.

BEST AVAILABLE COPY

**NARRATIVE SUMMARY**

**OUTPUTS**

4. ORD support mechanism for village level micro-projects strengthened in 4 ORDs
5. National level support mechanism for ORD local micro-project operations strengthened

**INPUTS (ACTIVITIES)**

1. For each micro-project:
  - a) Solicit proposals from village organizations
  - b) Assess proposals for technical and social feasibility
  - c) Procure equipment and materials
  - d) Train extension workers and villagers
  - e) Implement and monitor micro-project
2.
  - a) Assess training needs at all levels (village, ORD, national)
  - b) Negotiate operation of training programs with national training institutions
  - c) Set up third country training program
  - d) Set up ORD level technical training workshops
  - e) Set up ORD and national level accounting and organization workshops

**OBJECTIVELY VERIFIABLE INDICATORS**

4. For each ORD in project:
  - a) Financial system for funding village enterprises on credit developed by 2/77
  - b) Short technical workshops to supplement national training as needed beginning 2/77
5. Strengthened Support Mechanisms
  - a) Quarterly meetings of ORD and national level officials to discuss project strategy and operations beginning 1/77
  - b) Coordination of technical support to ORDs in training and on-site counseling by 6/77
  - c) Training aids produced for extension worker and villager training annually

**RESOURCES \$000**

1. Micro-projects:
 

a) short term technical assistance	49
b) Village Promotion Funds	360
c) Inflation factor	6
d) GOV personnel contributions	60
e) Voluntee villagers labor and in kind contribution	75
<b>550</b>	
2. Training
 

a) short term technical assistance	21
b) In-country and third country training	100
c) training aids	59
d) Inflation factor	23
e) GOV personnel contribution	15
<b>218</b>	

**MEANS OF VERIFICATION**

**RESOURCES (for input indicators 1-4)**

- National Development Bank records
- Information/monitoring system
- AID records
- ORD accounting systems
- FWC accounting systems
- Domestic Economy Unit accounting systems

**ASSUMPTIONS**

**INPUT TO OTHER ASSUMPTIONS**

- GOV will continue extension program and will at minimum maintain current number of animators and conciliators
- Extension program continues concentration on development of cooperative groups of women and men (both mixed and separate)
- GOV continues to recognize the contribution of women to development and will support such
- National rainfall pattern will remain on or above 30 year norms.
- Removing agent from village for short training sessions does not impair success of micro-projects
- 80% of people trained will assist in implementation of micro-projects
- Villagers willing to commit time and resources to development and execution of micro-projects
- ORD administration will accept changes in training and procedures in accordance with project needs

**BEST AVAILABLE COPY**

MEANS OF VERIFICATION

ASSUMPTIONS

INPUTS (ACTIVITIES)

- 3.
  - a) Recruit and train local assistant/researcher
  - b) Conduct intensive studies in villages
  - c) Develop information system
  - d) Analyse and disseminate findings
- 4.
  - a) Develop technical support system for micro-projects
  - b) Develop financial system to handle Village Promotion Fund
- 5.
  - a) Develop support strategy with national organization
  - b) Organise (RN)/national meetings
  - c) Develop technical support operation
  - d) Develop training aids

RESOURCES \$000

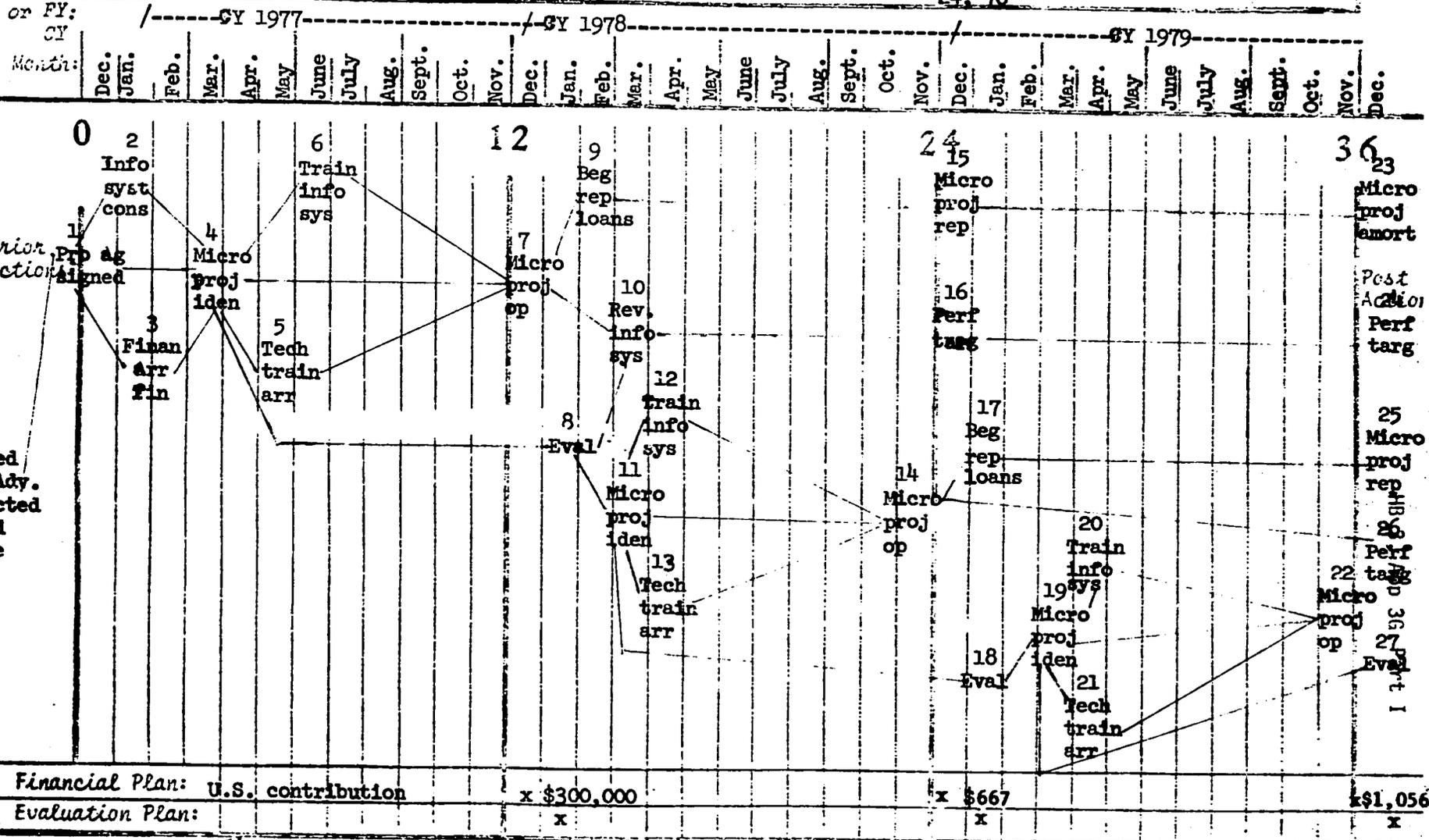
3. Research/Information System		<u>204</u>
a) short term technical assistance	42	
b) software and hardware for duplication	25	
c) Project assistant/researcher and studies	70	
d) Inflation factor	17	
e) GOV personnel	50	
4-5. Regional and national support		<u>314</u>
a) Long term technical assistance	180	
b) Training	9	
c) Vehicle	20	
d) Local costs (POL)	43	
e) Inflation factor	32	
f) GOV personnel	60	
TOTAL COST OF PROJECT		<u>1,316</u>

BEST AVAILABLE COPY

ANNEX D

(May be Expanded as Appropriate)

Country: Upper Volta Project No: 686-0211 Project Title: Strengthening Women's roles in development Date: April 24, 76 /X/ Original PPT app: J. Hoskins  
 / / Revision #



Design  
Approved  
Proj. Adv.  
Contracted  
and  
On-site

PPT FORM

Country: Upper Volta	Project No: 86-0211	Project Title: Women's roles in Development	Date:	/ / Original / / Revision #	Approved: J. Hoskins
<b>CPI DESCRIPTION</b>					
<ol style="list-style-type: none"> <li>1. 12/15/76 Project Agreement signed</li> <li>2. 1/1/77 Info/Monitoring consultant arrives</li> <li>3. 2/1/77 Financial arrangements complete</li> <li>4. 3/15/77 25 Micro-projects identified and approved</li> <li>5. 4/15/77 Technical training arranged</li> <li>6. 7/1/77 All training on info system complete</li> <li>7. 12/1/77 25 Micro-projects operational</li> <li>8. 1/31/78 Evaluation complete</li> <li>9. 2/1/78 Agreement on first projects underway</li> <li>10. 3/1/78 Revised information system functioning</li> <li>11. 3/15/78 30 Micro-projects identified</li> <li>12. 4/15/78 Training on info system complete</li> <li>13. 4/15/78 Technical training arranged</li> <li>14. 11/15/78 30 Micro-projects operational</li> <li>15. 12/15/78 80% 1st tranche m-p meeting repayments</li> <li>16. 12/15/78 80% 1st tranche m-p meet perf. targets</li> <li>17. 1/15/79 Agreement on 2nd tranche underway</li> <li>18. 1/31/79 Evaluation complete</li> <li>19. 3/15/79 35 3rd tranche micro-projects identified</li> <li>20. 4/15/79 Training on info system complete</li> <li>21. 4/15/79 Technical training arranged</li> <li>22. 11/15/79 35 2nd tranche m-p operational</li> <li>23. 12/15/79 67% 1st tranche m-p amortized</li> <li>24. 12/15/79 75% 1st tranche group members show improved quality of life</li> <li>25. 12/15/79 67% 2nd tranche meet repayments</li> <li>26. 12/15/79 67% 2nd tranche meet perf. targets</li> <li>27. 12/15/79 Final Evaluation complete</li> </ol>					
BEST AVAILABLE COPY					

## ANNEX E

### Request for Procurement Source/Origin Waiver from Geographic Code 000 (U.S. only) to Geographic Code 935 (Free World)

Section 636(1) of the Foreign Assistance Act of 1961, as amended, prohibits AID from the purchase or long-term lease of motor vehicles unless such vehicles are manufactured in the United States. Section 636(1) does, however, provide that "... where special circumstances exist the President is authorized to waive the provisions of this section in order to carry out the purposes of this Act."

CDO/Ouagadougou is of the opinion that mobility requirements of personnel engaged in the implementation of the AID project 686-0211, "Strengthening Women's Roles in Development" in Upper Volta presents special circumstances that justify the waiving of the origin requirements of Section 636(1) and the source requirements generally set forth in Chapter 2 of A.I.D. Handbook 15.

The project involves three specific outputs: a revolving "Village Promotion Fund" for activities undertaken at the village level by rural women, training for local, regional and national agents of the Domestic Economy Unit and the Regional Development Organizations (ORDs), and an information/monitoring system combined with selected studies to follow the effects of the activities on individuals, families and rural communities. The activities will be initiated by villagers primarily in four project-specific ORDs; Eastern ORD (Fada N'Gourma), Bougouriba ORD (Diebougou), Black Volta ORD (Dedougou), and Koudougou ORD. Successful implementation of all outputs of the project requires frequent village and ORD visits by project central staff. A total of two vehicles will be required: one for the project Adviser and one for the Research Assistant and short-term consultants.

All four ORDs are remote areas and all contain numerous lowlands which flood during 3 months of the year and degrade existing laterite roads to the extent that four-wheel drive vehicles are required. Many villages which will be affected by the project are accessible only by tertiary roads, which in the case of Upper Volta are generally no more than goat or bicycle paths and thus also require four-wheel drive vehicles. The only four-wheel drive vehicles which can be maintained and repaired locally are of non-U.S. manufacture. Manufacturers of U.S. vehicles are not represented in Upper Volta and there is no spare parts support or maintenance capability for U.S. vehicles in the country.

The required vehicles, which can be repaired and serviced locally, are essential to the effective implementation of the project "Strengthening Women's Roles in Development". In addition to the "special circumstances" requirement of FAA 636(i), A.I.D. Handbook 15 establishes as a criterion for the waiver of A.I.D.'s source requirements the non-availability of an essential commodity from eligible sources. Also the U.S. Embassy and Peace Corps have and use foreign made vehicles and that timely maintenance of U.S. vehicles is not available within house or commercially. The above discussion establishes that the vehicles necessary for the adequate implementation of the project in Upper Volta are not available from U.S. manufacturers. Non-A.I.D. foreign exchange is not available for their purchase and maintenance.

For the reasons stated above, it is recommended that it be concluded that special circumstances exist that necessitate the procurement of non-U.S. manufactured vehicles and that it is certified that exclusion of procurement from the sources herein would seriously impede attainment of U.S. foreign policy objectives and objectives of the Foreign Assistance Program.

ANNEX F

Mission Director's Certification Pursuant to Section 611(e) of the Foreign Assistance Act of 1961 as Amended

I, John A. Hoskins, Country Development Officer for Upper Volta, having taken into account among other things:

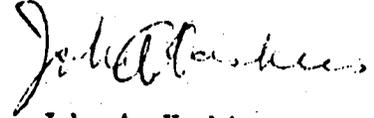
- A. The existence of a viable women's extension service in Upper Volta and the role which it can play in promoting the social and economic well-being of rural communities;
- B. The requirement for additional sources of loan funds for village level activities and of training and research funds at regional and national level in order to foster an increased capacity of both villagers and the women's extension service to production-oriented activities in the rural milieu;
- C. The inclusion in the Plan of the Coordinating Committee for Rural Development for expansion of the women's extension service both at regional and national level over the next three years;
- D. The importance which the Government of Upper Volta places upon further integration of women into the process of economic development, and on this project to assist with that objective;

do hereby certify that in my judgement the women's extension service, or Domestic Economy Unit, and the involved ORDs and the National Women's Council, have the financial capability and the human resource capability to implement, and effectively utilize the subject technical assistance project.

This judgement is based on the fact that:

1. The various executing agencies involved - the Domestic Economy Unit, the ORDs of Koudougou, Fada, the Black Volta, and Bougouriba, and the National Women's Council - have agreed to maintain the personnel levels at the time of project design for at least three years, and to increase those levels if possible;
2. These executing agencies have at their disposition complementary financial and technical resources permitting them to undertake these expanded activities; and

3. The Government of Upper Volta wishes to actively proceed with increased participation of women in economic development of the country.



John A. Hoskins  
Country Development Officer  
Ouagadougou, Upper Volta

MINISTÈRE  
DU DÉVELOPPEMENT RURAL

REPUBLIQUE DE HAUTE-VOLTA  
UNITE - TRAVAIL - JUSTICE

N° 0730 /DR

Ouagadougou, le 24 MAI 1976

*Le Ministre du Développement Rural*

OBJET :

à Monsieur HOSKINS

Directeur de la Mission d'Aide Economique  
des Etats Unis d'Amérique

B. P. 35

à OUAGADOUGOU

REF. :

Monsieur le Directeur,

Mon Département a eu à proposer à l'US-AID l'assistance technique et financière pour la réalisation d'un projet destiné à renforcer la participation de la femme au développement rural en Haute-Volta. Ceci en appui aux options déjà prises par le Comité de Coordination du Développement Rural et aux activités en cours par la Cellule de l'Economie Familiale du Secrétariat Permanent du Comité de Coordination du Développement Rural.

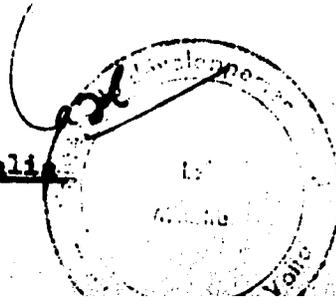
Un avant projet avait été préparé par une équipe de l'US-AID pour un montant de \$ 988.000. Cet avant projet avait trouvé l'agrément du Gouvernement Voltaïque et vous m'avez récemment communiqué que le Gouvernement des Etats Unis avait accordé le financement du projet.

Ce projet aura la durée de trois ans à partir d'Octobre 1976. Il sera administré par le Secrétariat Permanent du Comité de Coordination du Développement Rural et sera exécuté par la Cellule d'Economie Familiale Rurale en collaboration avec quatre ORD.

Le Gouvernement Voltaïque est prêt à signer l'accord de projet dès que le document sera préparé.

Veuillez agréer, Monsieur le Directeur, l'expression de mes meilleurs sentiments ..

SANON Sali



## ANNEX H

### Draft of Project Description to be used in the Project Agreement

#### Article 2: The Project

Section 2.1. Definition of the Project. The Project, which is further described in Section 2.2, will consist of a \$1,056 grant to the Domestic Economy Unit of the interministerial Coordinating Committee for Rural Development (CCDR) for a three-year effort aimed at improving the social and economic well-being of people in rural villages throughout Upper Volta. The means to achieving this goal will focus on improving rural women's capacity individually or collectively to organize, manage, invest in, and carry out social and economic development activities in sixty villages in which an extension agent is associated.

The activities which the women will undertake are referred to as "micro-projects" because of their low anticipated volume, probably not more than \$4000 per activity. Feasibility of the "micro-projects" is examined in terms of four basic criteria: 1) that it responds to an expressed need of the village; 2) that it has a high potential for replicability in other villages; 3) that it has good potential benefits, particularly for women; and 4) that it is able to become self-sustaining within 2-3 years. "Micro-projects" already identified by village women include collectively owned motorized mills, collective poultry raising, individual gardening, and collective fields.

"Micro-projects" will be funded by low interest loans from revolving Village Promotion Funds granted to four geographically and culturally different Regional Development Organizations (ORDs), the newly created National Women's Council, and the national Domestic Economy Unit. The funds will be granted through the CCDR, and the Domestic Economy Unit will monitor their ultimate use. The unit, with U.S. technical assistance, will also design, implement, and analyze an on-going information system to monitor "micro-projects" and their effects on the participating villages with regard to improved family income, health and nutrition, problem solving ability, and equity. Training, and training aids as identified by the information system and project personnel will also be provided. It is anticipated that at least 60 female extension agents will receive organizational skills and technical training by the end of the project.

The project fully supports GOUV policy of integrating women into the economic and social development process of the country in that the women will be fully involved in the decision-making and implementation processes of the "micro-projects". It fulfills AID Policy Determination 60 in the same manner.

Section 2.2. Further Description of Project. (to be furnished by CDO/Ouagadougou in collaboration with the Project Advisor and the Domestic Economy Unit of the CCDR at the time of ProAg negotiation.