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Integration of Women In Development
in Zambia, Botswana, and Lesotho: AID's Efforts

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Leslie McKnight Yates

November 30, 1978

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I. Introduction

The objectives of this study are twofold:

- 1) To delineate the basic issues and problems with respect to the integration of women in development in Zambia, Botswana and Lesotho.
- 2) To make recommendations for improving AID's efforts ^{to integrate} ~~regarding the integration~~ of women into AID projects in these countries.

The major areas of focus include:

- 1) Identification of the key areas of women's participation in the development of each country.
- 2) Identification of related development needs.
- 3) Identification of basic issues and problems regarding the integration of women in development, with recommendations for improving AID's efforts in this respect.

Information was attained through a survey of the literature, discussions in the U.S., and visits to each country, where meetings were held with government officials, local women and AID representatives.

The basic assumption is that the integration of women into the development process is fully consistent with, essential to,

and interrelated with the development of the community and the country as a whole. While the emphasis is on the integration of women in the development process as a whole, as opposed to separate, "women's only" projects, the importance of compensatory measures which are specifically aimed at women, is recognized.

Pursuant to preliminary discussions in Washington, D.C., and in view of the relationship between the key role of women in food production and each country's goal of self-sufficiency in food and the short length of stay in each country (three-four working days in each), this report deals primarily, but not exclusively, with recommendations on the integration of women in rural development, particularly agriculture. Health issues are a concern, but were not comprehensively addressed in this paper.

II. Summary and Recommendations

Women in Zambia, Botswana, and Lesotho perform a key role in the development of their countries. As widely reported by the United Nations Economic Commission for Africa (ECA), women in Africa form 60% to 80% of the agricultural labor force. They perform most of the agricultural production tasks (weeding, bird scaring, harvesting, threshing, and storage) after the men have cleared the fields, ploughed, and planted, but frequently participate in these activities as well. They collect and carry firewood and water, sometimes walking several

... miles two or three times daily to carry out these tasks, and must walk even greater distances when these commodities are scarce. In addition, they are responsible for the storage, preservation, and preparation of food; for the care of children and old people; and, for household duties. And, they often must find time to participate in income-generation activities to raise additional needed cash for such items as household and education expenses, and in development projects, including the construction of roads, clinics, and schools.

The responsibilities and workloads of women in these three landlocked countries, are exacerbated by the patterns of migration in southern Africa, wherein large percentages of the able-bodied men, as well as the oldest children, leave the rural areas where the bulk of the population lives to go to the towns, commercial farms, and/or South Africa (in the case of Botswana and Lesotho) in search of work and a cash income. The rural women heads of household who remain must themselves carry out traditionally male functions, such as ploughing, where no men are available or where they lack sufficient resources to hire male labor. In addition, such female-headed households, which are frequently among the poorest households and do not own cattle or oxen, must hire oxen or tractors to do the ploughing.

Recognition of the role of women, particularly in agricultural production, is critical in any effort to increase food

production both for domestic consumption and for export. However, the tendency has been for development projects to plan for, rather than with, women.

Such inputs as improved seeds, appropriate technology, training in agricultural techniques, feed, fertilizers, extension services, and credit have gone largely to the men, rather than to the women who do the bulk of the farming. When development projects have focused on reaching women, there has been a disproportionate emphasis on such areas as family planning and nutrition, as opposed to the best methods of producing food. For example, AID-financed training in agricultural areas has gone overwhelmingly to men, while women from these three countries have been trained predominantly in population, family planning, and health fields. (See Appendix 1.)

Similarly, in nonagricultural areas as well, women report that it is difficult to attain the necessary credit, training, and other resources, such as equipment and transportation, to engage in the income-generation activities and small-scale industries necessary to improve the quality of life of their families and communities. Women, who may provide the bulk of labor in road construction activities, are frequently paid with food, rather than cash. Efforts to encourage women to engage in production of handicrafts are often not accompanied

by marketing assistance, so that women frequently cannot sell items they have been trained to make, and receive an equitable income from their efforts. Trained women, knowledgeable about and sensitive to the problems and needs of women in their own countries, report difficulty in attaining assistance to conduct their own research into such critical areas as the specific roles that men and women perform in the development process and the kinds of assistance which would best aid the integration of women in development.

The implications of these observations are clear. As indicated in ECA's recent publication, Appropriate Technology for African Women (1978, page 2), "agricultural, rural and national development will be a slow and difficult process if the women, who form half of the population and, in some countries, represent up to 80 percent of the agricultural labour force, continue to be denied access to knowledge, credit, agricultural extension services, consumer and producer co-operatives, labour-saving devices and income-generating activities."

And, in order for AID to fulfill its Congressional mandate to improve the lives of the poorest of the poor, and to "give particular attention to those programs, projects, and activities which tend to integrate women into the national economies of foreign countries, thus improving their status and assisting the total development effort" (Section 113 of the Foreign Assistance Act), special efforts must be made to

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assure that, at every level in the Agency, there is sensitivity and a full understanding of the roles that both men and women perform in the development process; that projects are identified, planned, and implemented so that both men and women will participate and benefit, with support given to the work which both perform and opportunities presented for both to participate in the cash economy; and, that a major priority is given to the full implementation and application of Section 113.

Based on the interviews and survey of the literature, the following overall recommendations are made with respect to assisting the integration of women into AID projects:

1. Intensive training of AID personnel, at every level, with respect to the specific roles that both men and women perform in the development process and methods of identifying, designing, and implementing projects so that both women and men can participate in and benefit from them, should be a required and integral part of AID's own training and orientation process.

Central to any effort towards increasing AID sensitivity to and understanding of the roles which women and men perform in southern African development are the attitudes of AID personnel which all too often appear to be influenced by

American values regarding the roles men and women should perform and the type of assistance appropriate for both. The difficulties due to the attitudes of American personnel both overseas and in AID Washington were pointed out as early as April, 1974, in Circular A-311 from the Africa Bureau in Washington, setting forth recommendations for implementing Section 113, and appeared to be further evidenced during the course of this study.

It has been suggested that the exportation of our own values and resultant problems could be lessened by an increased awareness both of the values behind American aid and technology as well as by a greater understanding of the host society. (See, e.g., Irene Tinker, "Introduction: The Seminar on Women in Development" in Tinker and Bramsen, eds., Women in World Development, 1976, page 6.)

It should be noted that some efforts are already underway in this respect with recent intern classes (IDI) including sessions on women in development, and with related materials (films and reading materials) available for participants in the Agency's Orientation Program for Overseas Professional Personnel. However, it is felt that such efforts should be expanded and made a required, integral part of Agency orientation and training programs. If it appears that such efforts are not reaching significant groups within the Agency, new programs should be considered.

2. Existing and proposed AID projects should be analyzed more thoroughly as to the specific, anticipated and actual impact, both beneficial and adverse, on men and on women, in particular.

Potential and actual effects of AID projects and programs should be carefully analyzed and monitored from inception throughout the planning and implementation stages. Efforts are beginning to be made in this direction with missions now coding "Women in Development" activities (i.e., those activities in which women participate or which are specifically for women) in their Annual Budget Submissions (ABS), and with, at least, general statements as to the impact of projects in Project Identification Documents (PID's - generally contained in the ABS) and Project Papers.

However, it appears that such efforts should be expanded, and an intense effort made to include more in-depth statements which are more specifically related to the particular project.

Regarding possible adverse effects on women, attention should be given, in particular, to such factors as the impact of a project on women's access to land and water, its prospects for expansion, the extent to which opportunities for women to be integrated into the development process are actually decreased, the extent to which the traditional economic roles and rights

of women are eroded or not supported, and the extent to which a project results in additional tasks for women without accompanying time- and labor-saving schemes.

Project benefits, including an equitable income directly available to women, savings in labor and time, better nutrition and health, increased food production, and training in critical skills, should also be carefully monitored.

3. Mechanisms should be established through which ongoing collaboration and communication at all levels among local women, the community or village(s) concerned, regional and local officials, the host government, AID, and other donors, and at each stage of the project identification, planning, and implementation process, may be maintained both by men and women.

Some efforts in this respect appear to be underway, as it was noted that, in Lesotho, for example, AID and other donors meet on a regular basis, with the approval of the Lesotho Government. Mechanisms to reach rural women exist in each country, with varying success.

However, it appears that, generally, the views of local women are all too often not sought with respect to development needs and possible solutions.

The establishment, maintenance, and monitoring of such an ongoing process of communication at all levels--local women, community or village, regional and local officials, host government, and donor government, and at each stage of the process--project identification, design, implementation, and evaluation and monitoring--is felt to be critical.

Each level should be informed with respect to the existing assistance that is available, the role of men and women (the tasks which each normally performs), the needs of the community and of local women, and the extent to which both men and women (particularly the poorest) benefit from and participate to the maximum extent possible in existing assistance and opportunities. Research on the roles of women and their needs is particularly important in this respect.

A continuing exchange of views on such issues as whether existing projects meet expressed local needs, what kinds of assistance would better meet these needs, and means by which both men and women can participate and benefit from proposed projects would perhaps contribute to the success of integration efforts.

Finally, active involvement and coordination at each level is important during project implementation and followup. Feedback and communication should take place on such issues as the extent to which expressed needs are being met by new

projects, the extent to which both men and women are optimally participating and benefitting and the extent to which project goals are being met.

It is suggested that AID carefully examine the collaborative techniques used by the Integrated Farming Pilot Project (IFPP) in Botswana.

4. The extent to which projects can become self-sufficient should be carefully considered.

The ability of a project to sustain itself with minimum or no external assistance is critical. Individuals at each level should work towards making the project financially viable and capable of being managed and maintained locally--with local personnel and resources. The use of local materials is important, as is the utilization of existing local skills and the development of such skills and expertise.

Self-sufficiency is particularly important regarding efforts to integrate women in AID development efforts in southern Africa, where women perform such a critical role in agriculture and in development, generally.

5. Special efforts should be made by AID to assure that AID projects and programs contain compensatory measures which are available to men and women alike, and that the tools necessary for full participation in AID projects and programs are available to local people, especially the women.

It was repeatedly stressed that, while women carry out the bulk of the farming and food processes, it is the men who receive the improved training and inputs, and the credit. A conscious effort must be made by AID to assure that measures, such as the following, are available to women and men:

- required inputs (e.g., feed, seed, fertilizer, equipment);
- training in improved methods and skills;
- credit necessary for such uses as inputs for farming and/or for participation in small-scale income-generation activities;
- day-care facilities--critical for southern African women, whose schedules are particularly heavy, to be able to participate in such projects as income-generating and training activities (this is key regardless of whether the women work in the fields, in the market economy, or both);
- appropriate technology, particularly important to relieve the labor and time women spend in productive activities; and,
- marketing and infrastructure services and assistance. e.g., which would allow women to market what they produce and to participate in the cash economy.

Training is necessary at all levels--for village women, for women extension workers, and at mid- and upper levels.

5. AID should undertake a comprehensive, regional project to investigate specific ways that assistance can be given to the development of appropriate technologies which will save labor and time in the carrying out of activities which women normally undertake, meet expressed local needs, and can be inexpensively made and maintained locally with a minimum of outside help.

Such a project might include increased AID assistance to ECA's African Training and Research Center for Women (ATRCW) as well as direct U.S. aid.

It was noted that flexibility is important in this respect where, for example, women must perform such arduous tasks as ploughing due to the absence of the men in South Africa. Tractors take on an added significance to such women farmers who can better handle tractors as opposed to oxen, in addition to improving overall production.

However, it was generally felt that appropriate or intermediate technology, which is inexpensive and simple enough to be produced and maintained locally with a minimum of outside help, meets expressed local needs, is labor-intensive,

saves labor and time, provides new and improved work places and training centers as near as possible to where people live, and, to as great an extent as possible, utilizes local and indigenous raw materials, can be of particular assistance to the women who benefit directly by such labor- and time-saving devices. Such technologies can also benefit their families, communities, and national development if used for the benefit of the majority in greatest need. (See Marilyn Carr, Appropriate Technology for African Women, UNECA, 1978, pages 3, 9, and 1.)

AID should explore, in particular, those technologies which assist with the basic necessities of life, including labor-saving devices which will cut down the time and effort spent on tasks in the areas such as the following:

- a. Agricultural production - equipment for preparation of fields, planting, weeding, harvesting, and tools necessary for the manufacture of such equipment, e.g., blacksmithing and woodworking.
- b. Provision of rural water supplies; light transport facilities for carrying water, fuel, farm produce, and other loads; and storage equipment.
- c. Grinding mills and other crop processing equipment.

- d. Alternative energy sources, e.g., solar heat and cooking.
- e. Crop storage equipment.
- f. Food preservation - containers; cooking utensils; equipment for drying, canning, and smoking; and packaging.
- g. Greenhouses for food production during winter.
- h. Clothing - equipment for spinning and weaving, for manufacture of dyes and finishing materials, for tailoring, and for leather tanning and manufacture of shoes and leather goods.
- i. Shelter - brick and tile making, lime burning, cement substitutes, small-scale cement production, soil-stabilization, and timber production and by-products.
- j. Community goods and services - school and clinic equipment, equipment for road-building, bridge-building, and water supply.
- k. Consumer goods - household utensils, equipment for making pottery and ceramics and manufacturing furniture and soap, cooking stoves, and equipment for water purification.

(Source: Appropriate Technology for African Women,
pages 8, 10, 14)

7. An increased emphasis should be placed by AID on vocational training and mid-level training (both agricultural and nonagricultural).

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Such a focus is important in assisting all three countries in meeting the serious skills shortage which they face, and a comprehensive effort should be made to provide such training for women. Training of trainers, especially, female extension workers, who can reach rural women in particular was stressed, as was training of cooperative and credit union officers.

8. A special comprehensive effort should be made to increase the number and proportion of women who receive AID-financed training, particularly in the area of agriculture and related rural development.

A review of AID's records of participant arrivals for AID-financed training reveals the following. In FY 1975, all 15 women arrived for training in Population and Family Planning; only 2 men arrived for training in this area. However, 7 males were in Agriculture, 6 were in Education, 10 in Public Administration, and 5 in Drug Enforcement. No women arrivals were recorded for training in any of these areas. In FY 1976, 19 out of the 32 in Population and Family Planning and Health were female, while only 2 out of the 19 in Agriculture were women. In FY 1977, none of the

7 trainees in Agriculture, 3 in Industry, or 2 in Labor were female, while 9 of the 18 in Population and Family Planning and Health were women. In FY 1978 (through June 30, 1978), none of the 18 trainee arrivals in Agriculture, 2 in Industry, or 1 in Labor were women, while 13 of the 13 in Population and Family Planning and Health were women. (See Appendix 1.)

Clearly, AID must undertake a special, comprehensive effort towards increasing the numbers and proportions of women trained in Agriculture, in particular.

9. AID should consider increased collaboration (financial and technical) with the Peace Corps.

Peace Corps volunteers are often the best American outreach into very remote, rural areas, generally have a sense of what rural needs are and are generally knowledgeable about projects AID could assist which would be beneficial both to men and women.

10. AID should undertake a regional project to support developmental initiatives by southern African women.

As indicated above, local women interested in conducting their own research into such issues as the roles performed by men and women in development, the needs of women, and appropriate AID assistance, or in carrying out projects such as income-generation, food production, and day-care

activities have often found it difficult to attain necessary credit, training, technical and financial assistance. AID can support local women who have good development-oriented projects, but lack necessary resources. The African Women in Development Project (a regional project - #698-0388) can be utilized towards these ends. Missions in West Africa have used this project, but none in southern Africa have done so.

This project can have the effect of meeting local needs and of utilization and building up of local talent and expertise. However, it should be stressed that such "women's only projects" should be used as a supplement but not as a replacement for full-scale efforts towards making women an integral part of AID's overall projects and programs. It is the latter which offer the bulk of AID's expertise and resources.

11. AID should provide training for doctors, pharmacists and veterinarians.

Although a comprehensive analysis of health needs was not undertaken in this paper (due to time constraints and the general view that greater focus is needed on AID's efforts in agriculture-related areas), it was stressed that AID has been inflexible in not providing such training which is urgently needed. In Botswana, for example, there was not one gynecologist in the country as of July, 1978.

III. Zambia

A. Overview

Landlocked Zambia is particularly vulnerable to the international and regional economic situation. For example, the decline in world prices of copper (the commodity on which Zambia depends), the uninterrupted increase in import costs and the border problems with Rhodesia were major external factors which adversely affected the growth performance of the economy in 1977.¹

While the price of copper declined in 1977, the cost of producing copper continued to increase, with a 9% increase in direct costs (materials, equipment, labor and freight) and a 12% increase in indirect costs (administration and charges for borrowed capital),² thus contributing to the resulting unprofitability of the copper mining industry.

The deterioration of the country's economic situation is reflected in the increasing payment arrears,³ decline in the gross domestic product adjusted for terms of trade from 1,025.8 million Kwacha in 1974 to 765.4 million Kwacha in 1977,⁴ and the further acceleration in the rise of domestic prices,⁵ which was aggravated by the high price of imported goods and by transport problems.

The country's susceptibility to the regional economic situation is further illustrated by the increasing costs of the

1973 Rhodesia border closure (recently reopened) which resulted in the loss of Zambia's major external trade route. This issue concerns, to a large extent, the problem of transportation of external trade over alternative routes.

Zambia's basic economic problem is thought to be due to the difficulty of expanding the country's agricultural and industrial base, and of exploiting the export potential of its agricultural and non-copper resources.⁶ The country is a net importer of agricultural products despite a suitable climate and adequate land. (Source: World Bank)

The Third National Development Plan will be launched in 1979. Rural development is a focus, with emphasis on

creating a firm agricultural and industrial base (and), the production of more food, raw materials and manufactured goods.'

In addition, the entire range of rural economic activity will be included, such as employment generation and the establishment of small scale industries, feeder roads, marketing and water development, provision of education and health facilities and adaption of appropriate technology as opposed to past use of capital intensive technology.

The objective is for people to produce for themselves and their families, and then earn from their labor. The national goal is self-sufficiency in food and resources and the exporting of what is left.

Urban migration, thought to occur for a number of economic and social reasons including rural-urban income differentials and the probabilities of finding employment, is still rapid but declining somewhat. In 1972-73, 64% of rural households and 19% of urban households had incomes below the "poverty line." (Source: World Bank)

As of 1974, 35% of the population was urban. (Note: The large urban centers are concentrated in the Copperbelt and Central provinces.) Urban migrants have tended to be young, male, and better educated than the population in general. An inordinate concentration of the working age population is present in the Central and Copperbelt provinces, with working age males outnumbering working age females by 1.1:1 and 1.2:1, respectively. The remaining six provinces contain a large share of the very young and the very old with working age females outnumbering males 1.33:1. (Source: World Bank)

B. Role of Women in Development

It is estimated that, in Zambia, 60% to 70% of the women are engaged in work processes involving food production, food processing and utilization.⁹ Women perform the familial roles of providing food for their families and of preparing meals daily.¹⁰

It was noted that there are about 61 tribes in Zambia, each having its own customs and values. But, generally, both women and men are involved in food production, although they perform different roles. Women sow seeds, while men clear the fields. Men do the weeding and cultivating of fields, but women also participate in these tasks. Women harvest certain crops such as millet, but maize is harvested by both men and women. Removing the grain from the corn and pounding the corn into flour is done by women. Pounding and grinding of millet is done by women. It is felt that women play the major role in terms of actual food production and preparation.

In the southern, eastern and central provinces, women perform major roles in rearing cattle until they are ready to graze. Grazing and the selling of stock are done primarily by men.

In Zambia, as in other parts of Africa, village women carry water for their families,

...at some seasons two or three times daily, walking two kilometers or more each way on each occasions. They collect and carry wood home. In addition, they look after children and old people, clean, wash, cook and preserve food for the family. In all, these tasks can amount to as much as 18 hours a day at some times of the year...

including nine to ten hours a day of work in the fields.¹¹

Indications that occasional droughts in many African countries may mean that women have to walk longer distances over greater periods of time during the year to fetch water,¹² have particular implications for countries such as Zambia where agriculture is still dependent on weather vagaries.

In addition to these activities, women often participate in development projects to supplement their income, as well as in community projects and small-scale industries. 41% of Zambian women are estimated to be engaged in trade. (See page 6 of Circular 311, "Implementing Section 113 of the 1973 FAA Into Africa Bureau Programs.")

Although few women in Zambia are thought to grow cash crops since much of the average woman's time is spent on cultivation of food crops for the home, it has been noted that in certain settlement schemes organized to produce cash crops, women concentrate on growing cash crops at the expense of home gardens.

Earnings from the sale are placed under the control of the man by virtue of his accepted role as head of the household and his relationship with settlement authorities.¹³

Women still have to provide food for the home after their labor inputs into such schemes, and frequently must purchase food from the meager earnings.¹⁴

C. Recommendations

The Zambian Government supports the threefold objectives of the International Women's Year: equal status between men and women; the integration of women in national development plans; and promotion of peace efforts at home and abroad.¹⁶ President Kaunda has stated that:

...We in Zambia would like to take this declaration (of 1975 as International Women's Year) by the United Nations very seriously...During this year women in this country from various groups, societies, clubs and all walks of life, will be involved, under the auspices of the Women's Brigade, in a number of activities for the promotion of the image of women in the world which has hitherto been dominated by their menfolk.

Gone are the days when it used to be considered that a woman's duties were in the kitchen preparing food for her husband and looking after children at home. The women all over the world have demonstrated that their duties are no longer confined to the kitchen. They have proved their capacity for mastering and solving intricate international issues as well as individual State problems.¹⁷

The increased international and national focus both on integration of women in development and on increased food production imply the need for greater U.S. assistance in this process. Mrs. Lily Monze, Minister of State for Economic and Technical Cooperation, has suggested that:

Cooperation with the international community through bilateral and multilateral sources including the U.N. family has increased but developed nations could do more to improve the lot of our womenfolk.¹⁸

The following are recommendations for potential AID assistance:

1. Explore, in collaboration with the Zambian Government, means through which the U.S. can assist in making credit for such purposes as purchase of agricultural inputs or small-scale industries more readily available to women and/or in providing inputs for which the farmer would not have to pay.

It was frequently noted that lack of access to credit is a major problem for Zambian women. It was noted, for example, that the banks require a man's signature for loans and that men receive loans for farming even though much of the farming is done by women.

The Programme of Action for the United Nations Decade for Women, 1975-85 describes the credit problem as follows:

Most notable among these (economic obstacles to women) is the unequal treatment by financial and commercial sectors which makes it difficult and sometimes impossible for women to obtain access on their own behalf to certain services, especially mortgages and credit facilities. There are numerous instances where women have experienced

difficulties in raising mortgage finance or arranging credit in their own names. Almost all banks, commercial establishments, financial institutions, shops and other such establishments often require a woman to provide a male guarantor, or in the case of a married women, her husband's signature before she can undertake a financial commitment...19

It was stated that a major problem is that farmers who avail themselves of loan facilities often use the money primarily for cash crops. The result is that food crops are neglected. It was felt that there is need for a program to assist in enhancing the production and marketing of food crops, and that the U.S. should assist such a program which should include means for provision of inputs for which the farmer would not have to pay. Special efforts to reach rural Zambian women would be included in such a program.

It was suggested that incentives should be given to already-organized groups so that they will produce more. Such incentives could include, for example, equipment for gardening and cookery, seed and fertilizer. Revolving loans for such items as equipment and agricultural inputs, could also be given through development-oriented women's clubs and repaid as the women produce--both for their own consumption and for marketing.

2. Provide training for trainers and extension workers, including upgrading of skills of existing staff and training in techniques of communication.

The Ministry of Agriculture has a female extension section, which teaches women nutrition and production methods in such areas as farming, poultry and small livestock. This is done through clubs which are already organized and on an individual basis. However, it was thought that extension workers did not reach more than ten percent of rural women, and it was suspected that the same people are being reached by private groups.

Key problems include the lack of sufficient female extension workers to make an impact in the villages, and inadequate training for extension workers.

So far, the focus has been on training at a primary level; however, it is now thought that it is better to train trainers and extension workers in such areas as rural development, agriculture, education, health, and small-scale industries. These extension workers should have a specialized skill in one sector, as well as knowledge of other fields. The U.S. can assist here with respect to training trainers.

Specifically, there is a need for U.S. assistance:

- To upgrade the technical competence of existing staff either locally or by scholarship, and
- To provide training in techniques of communication with people for extension workers.

There is also need for a program to give assistance in personnel and organization of female extension workers.

3. Make special efforts to increase the number and proportion of women in AID training and scholarship programs, specifically, the Southern African Academic and Skills Training Program, which is to be replaced by the Manpower Development and Training program in FY 1979.

Women receiving third-level education in 1970 constituted 15% of the total number of Zambians receiving such education. Out of these 248 women, 198 received education in Humanities and Education, while 54 were in Natural Sciences, Law, Medical Science and Agriculture.²⁰

Furthermore, a review of participant arrivals for AID-financed training reveals the following. In FY1975, 7 out of 19 trainees were female and all were in Population and Family Planning. In FY1976, 7 out of 25 were women, with 1 in Agriculture, 1 in Labor, and 5 in Population and Family Planning. In FY1977, 6 of the 13 arrivals were women; all were in Population and Family Planning. In FY1978, 8 out of 13 were women--all were in Population and Family Planning and Health. (See Appendix 1.) A June 1978 review of activities of the African Training and Research Center for Women (ATRCW) of UNECA stated that, in order for the existing situation to be corrected, it is necessary for compensatory measures to be taken and for a deliberate effort to be made to provide more opportunities to women for training and education at secondary levels and above.²¹

In particular, it was repeatedly emphasized that, while women do the bulk of the farming, it is the men who receive agricultural training. There is a need then for women to receive as much education as possible, either in Africa or abroad. It was stressed that there needs to be a special effort for more women to receive scholarships and training under the AID program, particularly in Agriculture.

4. Explore, in collaboration with the Government of Zambia, specific measures AID can take to provide assistance in the area of appropriate technology, in conjunction with related training and marketing assistance.

The Government of Zambia conducts farm institutes which provide farming courses for women. However, these institutes display sophisticated equipment, which farmers do not have when they return home, and the Government of Zambia would like a program in appropriate or intermediate-level technology, with a particular focus on farm women. The government is particularly interested in appropriate technology regarding processing and preservation of food. It was noted that the pedal mill is being tested now.

Other possible areas include:

- Livable and durable housing;
- Wells and piping;
- Solar cooking;

- Devices to assist in the collection of firewood and water; and,
- Pounding and processing of maize meal.

It was noted that training would have to accompany any type of technology program.

If the U.S. were to provide such assistance, the Government would choose a definite geographical area to see what could be done there. Criteria would be set in choosing a particular area, such as the density of the population, type of agriculture and the availability of water.

It was noted that one disadvantage is that training programs are well-established in specific geographic areas. As a result, rural women cannot afford to leave their families to attend such training programs. There is a need then to bring the training to convenient areas for women in the rural areas.

5. Provide assistance to local women in their efforts towards integration into the national economy through consideration of the following measures:
 - a. Increased support for UNECA's efforts with respect to regional cooperation in the area of integration of women in development, specifically including assistance for the holding of the fourth regional conference in 1979 in Lusaka, Zambia, and financial assistance

for the hiring of staff in the Lusaka
MULPOC (Multi-national Programming
and Operational Center for Eastern and
Southern Africa).

The Regional Conference on the Implementation of National, Regional and World Plans of Action for the Integration of Women in Development was held in Nouakchott, Mauritania, in 1977. This regional conference drew up a regional plan particularly focusing on the creation of an organized machinery to insure the integration of women, which is now being implemented. A review mission and report of the activities of ECA's African Training and Research Center for Women (ATRCW) was made in June, 1978. The first meeting of the subregional committee on the integration of women in development of the MULPOC for eastern and southern Africa was also held in June, 1978, in Lusaka (subregion headquarters).

Zambia will host the fourth regional conference next year. Assistance for this conference is needed from the United States and other members/friendly states. This assistance could come in the form of financial assistance, consultants and materials such as stationary and supplies.

There should be an officer in the Lusaka MULPOC (the headquarters of the 15-member state region) who would be responsible for women's development. United States assistance in financing such an officer would be helpful.

- b. Provide assistance for a feasibility study on the establishment of a women's center in Zambia.

There is a need to establish a women's center that would provide accommodations for those women's organizations which require it and that would offer training for women. Finances are needed for a feasibility study to learn how such a center would maintain itself.

- c. Consider support for the constructive developmental efforts of local groups with respect to training, research, and appropriate technology.

The Economic and Social Research Group and the Zambian Women's Association conduct research with respect to Zambian women.

The Zambian Women's Council, which includes a Development Committee, is responsible for making recommendations to the Central Committee regarding the objectives of the International Women's Year. The Women's Brigade (of the United National Independent Party) has identified development problems of Zambian women with suggested solutions. There are also a number of private organizations involved in development activities which affect women, including, the Zambian Council for Social Development, the Mindolo Ecumenical Foundation, and the YWCA.

Zambia - Footnotes

- ¹ Office of the Prime Minister, Economic Report: 1977, (Lusaka: National Commission for Development Planning, 1978), p. 16.
- ² Ibid., pp. 50-51.
- ³ Ibid., p. 23.
- ⁴ Ibid., p. 21.
- ⁵ Ibid., p. 3.
- ⁶ Ibid., pp. 3-4.
- ⁷ Hon. L. A. W. Monze, "Statement Presented at Regional Conference on the Implementation of National Regional and World Plans of Action for the Integration of Women in Development," (Nouakchott, Mauritania: 27 September-2 October, 1977), p. 4.
- ⁸ Economic Report: 1977, p. 47.
- ⁹ Ministry of Rural Development, "Extension Services Report, 1974," as quoted in "Women in Economic Development: Suggested Income Generating Activities for Women - Proposal for a Pilot Project," (Lusaka: August, 1977).
- ¹⁰ Ibid., p. 32.
- ¹¹ Marilyn Carr, Appropriate Technology for African Women, (United Nations Economic Commission for Africa, 1978), p. 22.
- ¹² Ibid.
- ¹³ "Women in Economic Development: Suggested Income Generating Activities for Women - Proposal for a Pilot Project," p. 32.
- ¹⁴ Ibid., pp. 32-33.
- ¹⁵ National Address by President Kenneth Kaunda, 21 February 1975, as quoted in Women are the Strength of a Nation, (Lusaka: Zambia Information Services), p. 4.
- ¹⁶ Ibid., p. 3.
- ¹⁷ Hon. L. A. W. Monze, p. 4.
- ¹⁸ Women's Council of Zambia, Programme of Action for the United Nations Decade for Women, 1975-85, (Lusaka: Zambia Information Services for Freedom House, 1977), p. 12.

19 UNESCO Statistical Yearbook, 1975 as quoted in United Nations Economic Commission for Africa, "Work Programme and Priorities: Review of ATRCW Activities for the Subregion and Proposals for Integrating Women in the Lusaka MULPOC Work Programme (1978-1980)," (Lusaka: June, 1978), p. 14.

20 Ibid., p. 15.

IV. Botswana

A. Overview

Botswana is a landlocked country, bounded by Namibia, Zambia, Rhodesia and South Africa. The climate is semi-arid with periodic droughts and highly variable rainfall both over time and among districts. More than two-thirds of the land surface is covered with sand, with much of the rainfall lost through evaporation. However, the Okavango River, which has a catchment area in Botswana of 205,000 km², is potentially an important resource.¹

Agriculture comprised 32% and mining 8% of the 1973/74 GDP, while it was estimated that agriculture would make up 21% and mining 22% of the 1980/81 GDP (at 1976/77 prices).²

People in the rural areas generally have three homes: in the village where many spend three to four months per year; at the agricultural lands, which can be up to 50 km away from the village, and where eight to nine months of the year are spent; and at the cattle post, which can be several hundred kilometers away from the village, and where one member of the family (usually the oldest son) stays to look after the livestock.³ However, it was noted that many stay all year at the land area now.

Income-earning opportunities in the rural areas are minimal, and are limited to government officials, teachers, clergy, and shop assistants.⁴ Part-time occupations, such

as brickmaking, house building, bicycle repair, and thatching can be found; however, these activities seldom become "commercially successful, remaining skills or trades..." and are services rather than productive businesses.⁵ (It should be noted that thatching has become

increasingly scarce and expensive with the result that the village house sometimes is not repaired and the people remain all year at their lands.)⁶

Along with the lack of income-earning opportunities, entrepreneurship and traditional markets, there is a need for money in the rural areas for such expenses as tax, school fees, clothes and food which cannot be grown locally.⁷ Because of the lack of income-earning opportunities in the rural areas, many of the able-bodied migrate to the towns or to South Africa (particularly the mines) seeking work. The migrant labor absenteeism is concentrated among younger men (20-34) with 35.7% of this group out of the country in 1976.⁸

The effect of this migration is particularly felt by those who remain in the rural areas (women, children and old people) because of the increase in their workload. At the same time, Botswana's urban population is growing at a rate of nearly 12% per year--one of the highest rates in the world.⁹

The median annual rural income, based on an average of six persons per household, was R630 per household, according to a 1974/75 survey, with about 45% of rural households

having incomes below the rural poverty datum line.¹⁰ The mean annual household income from crop production (after deducting expenses) was R114, from livestock production--R481, from employment--R355, from "manufacturing" (i.e., beer brewing, handicrafts, etc.)--R42, from trading--R47, and from "gathering" (firewood and edible wild plants)--R47. However, in Gaborone, the median per capita cash income (excluding in kind income) was R576 per year, with a dependency ratio of just under 1.5:1 (total persons not working:persons working).¹¹

It can be seen that cattle farming gives higher and more reliable income with less laborious work than arable farming, under present practices, which results in low yields in normal years and frequent failures in dry years.¹² Although cattle farming is much more common in Botswana than in many other countries in Africa, it should be noted that 65% of rural households own 10 cattle or less, 45% of all households own no cattle, and 20-30% of rural households are involved in the long term cattle-transfer system (known as mafisa).¹³ Yet, a majority of these individuals plough in a good year.¹⁴

B. Role of Women in Development

Women perform an important role in agriculture in Botswana. Traditionally, women are responsible for food production (crop activities), while men and boys are responsible for herding the livestock which provide money for cash needs. As noted in

Carol Bond's 1974 study, this distinction between women's and men's activities, is not completely rigid, as there is some overlap on certain operations as well as instances of each sex performing tasks normally carried out by the other.¹⁵

Women are responsible for assuring that crop activities are done and often provide the labor. The Bond data shows that some operations are predominantly male jobs with men performing most of the land clearing (72.4%) and ploughing (91.8%) tasks, and that where there are no men, women either hire men or rely on older relatives to do this work.¹⁶ It was noted that where no men are available, women must plough themselves.

More men are involved in planting (men, 64% and women, 35.3%), but often whoever ploughs also plants.¹⁷

The remaining crop activities, weeding, bird scaring, harvesting, threshing and storage are almost totally women's tasks, (with women providing) 81.6% of the labor for operations after ploughing.¹⁸

It was further noted that cash is more often paid for assistance in land clearing, ploughing and planting (activities in which male labor predominates), while payment in kind or reciprocal assistance is more common for weeding, bird scaring, harvesting and threshing (operations wherein women predominate).¹⁹ Women alone (single women, widows and married women whose husbands are away) appear to be the group which is without labor and which must pay cash for assistance, particularly for land clearing, ploughing and planting.²⁰

Recent research in the Kgatleng District of Botswana indicates that "arable agriculture seems to be a secondary activity," one which may be neglected as soon as a job opportunity which affords a higher income and more secure return on labor than farming, comes along.²¹ However, most Bakgatla women are in the rural areas, and those who are working in the towns will eventually return. This study goes on to conclude:

This majority of Bakgatla women who are in the rural areas today are financial dependents on their children (or husbands) who are wage-earners. Though the women perform vital economic and social functions--raising a family and caring for the sick and old and plowing the fields, their activities obtain for them few financial rewards. From having been major producers of the family subsistence in the past, the women are now in the least productive and most neglected sector: arable farming. ...Even their position as dependents is insecure: their children (or husband) may not remit enough and they may not remit regularly...²²

The Bond survey shows that the man is the person herding and carrying out livestock practices in more than 90% of the households having cattle and small stock, with women only very rarely found carrying out these activities.²³ However, a possible increase in women's involvement in these activities may be implied by the large proportion of female-headed households. The Annual Report (1977) of the Integrated Farming Pilot Project (IFPP) noted that:

Some of the women farming on their own want to learn to do their own dehorning, castration, etc., for at the moment they are dependent on their male neighbors.²⁴

Women also play the major roles with respect to food storage and selling, transporting, domestic chores, and beer brewing and selling.²⁵ Women spend 57.6% of their time in hunting and gathering and men--42.4%.²⁶ Housebuilding, according to the Bond survey, is performed equally by men and women.²⁷ It was noted, in interviews, that generally the women build the walls, the men put up the rafters or beams, and the women thatch the roofs. Traditionally, women make bricks, while many women still make mud bricks.

With respect to work in the formal sector,

Bakgatla women find work in one of the economic sectors with the lowest pay and the greatest insecurity of employment. They are domestics, cooks and shop assistants, with pay ranging from less than P15 a month to P45 for the lucky few. In South Africa also, Bakgatla women are overwhelmingly employed as domestic servants, a job which is becoming increasingly difficult both to find and then to keep in the face of rising unemployment and a security crackdown on those living illegally without a pass.²⁸

C. Recommendations

The following recommendations are made regarding AID assistance:

1. Explore the feasibility of specific measures through which the U.S. can assist those, particularly women who have viable proposals, but lack necessary agricultural inputs or resources for participation in or development of small-scale industries, including consideration of the following:

a. Assistance in the development of credit institutions and/or cooperatives through which credit can be more readily available particularly to women for such purposes, and in the provision of related training;

b. Assistance in the provision of required inputs and resources and of training in the use of such resources; and

c. Assistance in the development of low rental schemes which include the option to buy and necessary training.

a. The problem is that security (livestock, money or fixed property) is necessary in order to obtain a loan from a bank.

Agricultural credit is provided by the commercial banks and the parastatal National Development Bank (NDB). The former,

which represents the largest source of credit, makes loans primarily to freehold farmers, while credit to the traditional sector is constrained by the lack of pledgeable security.²⁹

NDB, which does accept movable assets including cattle as security, is the main source of credit for the traditional sector. However, female-headed households tend to be among the poorest (as in the Kgatleng District), and many do not own or hold cattle which can be used as financial security.³⁰

The problem can be exacerbated when, as last year in the Ngamiland District, there is a hoof and mouth outbreak which spread to the Central District in the northern part of the country. The veterinarian stated then that no one could sell cattle until 12 months after the last outbreak, with the result that everyone in the district was affected.

It was noted that the Government of Botswana wants to encourage women to join cooperatives. AID should thus explore requirements for assistance in the development of such cooperatives and other credit institutions which would make credit more easily available to women, in particular, who lack the necessary security for loans, and for provision of related training in the use of such resources.

b. AID could also assist in providing the necessary inputs and resources, including feed, fertilizer, appropriate technology and improved seeds.

c. It was also suggested that AID support low-rent with option to buy schemes for inputs. In each case, assistance should be combined with training in the utilization of resources and inputs.

2. Explore the provision of training, technical and financial assistance to aid the Botswana Government in its efforts to provide clean water for human consumption in the rural areas, in particular, the lands areas where the agriculture takes place. In particular, AID should consider the following:

a. Technical and financial assistance with respect to drilling and maintaining permanent boreholes in the land areas.

b. Assistance in the development, use, and maintenance of such appropriate technology as hand boring machines, simple windmills, and rain catchment tanks.

c. Assistance in sanitation methods and maintenance.

a. It was noted that the village is a service center. However, when it rains, people move to the land areas to plow and remain there until the harvest. The cattle post is another area where people go to tend cattle.

The Botswana Government wants to encourage arable farming and to bring depots near the arable land areas so as to encourage people to spend more time on lands. The Ministry of Agriculture also plans to develop permanent water sources in the land areas.

It is thought that if the Government of Botswana can put money into building permanent boreholes, this would encourage people to stay at the land areas and assist those already remaining there. AID should explore requirements for external aid in this effort.

b. Most of the agriculture is done by women who spend a good deal of time at the lands and have to carry the water. Water supplies is an area which affects everyone, but women in particular, since women are the ones who carry the water. If the water is a short distance away, they carry it on their heads. If it is a longer distance, then the men help carry it as, for example, in drums and lorries. Appropriate technology in this area would thus assist the village as a whole and women in particular.

Windmills, which were included in the U.S. exhibition at the Botswana Trade Fair, are important after boreholes are built.

Pelegano Village Industries (PVI) in Gabane is developing a water supply program to see how water can be supplied cheaply, utilizing hand boring machines as has been done in Kenya. The

Botswana Housing Corporation previously built houses with rain catchment tanks. AID should explore assistance requirements in these and similar areas of appropriate technology, with particular emphasis on training assistance in the operation and maintenance of such technology by users.

c. Finally, it was suggested that U.S. assistance regarding proper sanitation would be helpful.

3. It was repeatedly stressed that while most of the agricultural work is done by women, training and improved implements are provided for men.

A number of recommendations for AID assistance were thus made to address this problem.

a. Explore, in collaboration with the Ministry of Local Government and Lands, U.S. assistance for a rural, multipurpose training center(s) which focuses particularly on training for women and for school leavers.

The importance of AID assistance for a rural, multipurpose center was stressed. The country has community centers but not many serve the need for comprehensive training particularly for women and school leavers.

Day-care and other facilities necessary for participants to attend, would be included, thus addressing the concerns of many women respondents in Carol Bond's survey as to why they

did not attend the farming courses at the Rural Training Center. 18.6% of the women respondents said they could not leave their lands/homes and children to attend a course. Most people (40.2%) did not know about these courses.³¹

The rate of primary school leavers is very high. Currently, ten thousand out of fourteen thousand drop out after primary school.

The long-term objectives of such a center include the following: 1) the development of market and generation of income skills; 2) the development of an increased ability for entering the economic and social development processes at all levels; 3) the development of skills to improve the home environment in the areas of food production, storage, processing, and preservation; and, 5) the preparation of children to be better citizens through the day-care centers.

Training would take place in the following areas:

1) functional literacy for agriculture; 2) home economics, which would include nutrition, food production, food storage and food preservation (the latter is especially important because of the unreliability of the rainfall); 3) agro-industries, including basic farming skills, poultry-raising, animal husbandry, bricklaying and carpentry; and, 5) leadership training, for which candidates could be identified through the village development committees. Each of the above training areas would include youth programs both for males and females.

The training center could be operated as a pilot program in one district, perhaps the Central District, which is the largest and most heavily populated, and then transferred to other districts. The cost of such a training center for about 340 students per year is estimated to be about two million pula for the period 1979-1982, and includes equipment and buildings, transport (land rovers), audio-visual aids, furniture, buildings/workshops, housing, and salaries for the project manager, consultants, and an assistant project manager who should be a local person to understudy the project manager. Other staff include a functional literacy expert and a local assistant, tradesmen to instruct in the trades, two home economists, and social welfare workers, as well as two trained day-care officers and two local assistants, a secretary, typist and drivers.

- b. Explore the need for U.S. assistance regarding the training of community development extension workers and expansion of the present training program.

The Ministry of Local Government and Lands offers a certificate training course in community development. This program has been using the classroom facilities of the Botswana Agricultural College since 1972 and lacks suitable equipment. A request has been made to SIDA to build classrooms to meet current needs for social and community development training, but there is a need for expansion to meet other community development needs, e.g., in the area of training itself.

The community development course is a multipurpose one which requires eight hours per day of schooling. Students are trained in a variety of areas: community development, social studies, human relations, home management, family and community health, nutrition, clothing and textiles, development planning, civics and government, reading skills, communications, cooperatives, building and carpentry, social survey, social services, first aid, office practice and accounting, math, horticulture, livestock, economics and range management. Each student takes every course and receives practical training as well as lectures.

Students are about half and half, male and female. When they finish the course, they work for district authorities as community development extension workers who go into the communities, work with the people, identify problems, interpret Government of Botswana policy to the people, assist people to organize themselves so that they can deal with the problems in the community, and help coordinate projects in the villages.

- c. Explore the possibility of technical assistance in investigating the demand for home economists and agricultural demonstrators (ADs).

The need for more women ADs who might be better able to reach female-headed households has been set forth in the 1974 study by Carol Bond. However, an investigation is considered necessary in order to set forth the specific demands for agriculture education.

- d. Assist in the development of a program for women extension officers.

As previously indicated, development of a program of female extension officers is particularly important in view of the major role women play in food production, the large proportion of rural female-headed households, the fact that these households are among the poorest, and the neglect of this group by existing agricultural extension services.³² AID should explore the need for assistance (financial or technical) in the development of a program, inter alia, to increase the number and upgrade the training of women extension officers. Furthermore, District Agricultural Officers (DAOs) and other women already in the extension service should be encouraged to undertake further training--whether in the U.S., third countries, or in Botswana.

- e. Make deliberate efforts to increase the number and proportion of women who receive AID-financed agricultural training.

In FY 77, no women received training under the AID-financed Southern African Academic Skills and Training Project (SAAST) under which the bulk of participant training occurs. Most of this training was in agricultural fields, with the rest in engineering. In FY 1978, the first woman is receiving agricultural training under this program in Agronomy. The other five women participants are receiving training in the

health fields, while the men are receiving training in such key agriculture-related areas as agricultural extension, extension/rural development, agricultural engineering, plant nutrition, and poultry production. AID should make conscious and constructive efforts to correct these imbalances.

4. Assist in the building of structures for national day-care centers.

UNICEF is interested in assisting with the development of two model day-care centers, one in Lobatse and one in Francistown, which would also provide training for untrained staff. UNICEF has noted, however, that its policy is not to build structures, but that other donors could assist in this endeavor.

Six locals are currently being trained in Kenya to staff the centers, and arrangements have been made for town councils to pay the salaries of these six locals who are expected to return to Botswana in February, 1979. If there is no place for them to go to train others, the entire plan will collapse. The program has been drawn up, and plans have been made for the two buildings, but funding is urgently required.

5. Assist rural people, women in particular, to increase food production and to develop income-generating activities, through such measures as the following:

- a. Explore, in collaboration with the Ministry of Agriculture, assistance for diversification of agricultural activities, including poultry raising, horticulture and piggery.

The Ministry expressed interest in venturing into other productive areas, such as these, with a special effort to include women.

- b. Assist in providing necessary implements (and other inputs), as well as personnel to train in the use of these implements.

There is a need for AID to assist in the buying of implements, particularly those which are used by the ADs, and also to supply personnel to train in the field in the use of these implements.

- c. Combine assistance in supplying raw materials with guarantee of a market.

The experience of Pelegano Village Industries in Gabane should be noted in this respect. Pelegano supplies raw materials and guarantees a market, thus helping to build the confidence of rural people in what they can produce.

It should be noted that supplying raw materials and a market are essential because of the prohibitive costs of establishing rural industries, and the necessity for money in the rural areas.

In this regard, AID's Crop Production and Marketing Project should outline specific methods to be taken to assure maximum participation in the program by women extension officers and to assure that the technical backstopping for food production programs stresses participation by women farmers, particularly those who are heads of households.

6. Provide assistance in the development of marketing and infrastructure which reach female-headed households in particular.

A basic problem is that there are no traditional marketplaces in Botswana. Small trade is just beginning, but is felt to be on the increase. The result is that there is not a widespread grasp of local transactions and of requirements for becoming involved in a cash economy.

AID should assist in the creation of the necessary infrastructure to make it easier for rural people, particularly women, to become involved in the cash economy, and in organizing the support (technical, training, and financial) to assist in the marketing of goods and the supply of raw materials.

Roads and transport are necessary in order for marketing and crop production services to be implemented. Further assistance (personnel and technical assistance) for the rural roads program network is necessary, particularly in view of the lack of farm-to-market roads in the rural areas and the need for roads to the boreholes.

Construction of roads can also be a source of cash employment for women (who have built roads in the past and were paid with food). It is important that women are involved in the planning as to where roads are built, so that the needs of rural women are taken into consideration in the process.

7. Provide support for local women in their development and organizational efforts.

Carol Bond pointed to the popularity of organizations such as the Botswana Council of Women (BCW), Young Women's Christian Association (YWCA), and the Red Cross (open to men and women, but most members are female), and noted that

this indicates the desire of women not only to learn new things but also to meet with other women in group activities.³³

These organizations usually meet weekly, except during busy farming months, have an average of 20-30 members, and are chiefly concerned with home economics, handicrafts and home improvements.³⁴ The need for resources, particularly transport to the rural areas, for such groups, was stressed.

Both men and women, particularly single women, participate in Village Development Committees, as well as other committees.³⁵

- ¹ Ministry of Finance and Development Planning, National Development Plan, 1976-81, (Gaborone, May, 1977), p. 4.
- ² Ibid., p. 29.
- ³ "Pelegano Village Industries," (Description of Activities), (Gaborone: July 1978), p. 2.
- ⁴ Donald Curtis, "Cash Brewing in a Rural Economy," Botswana Notes and Records, Volume 5, 1973, p. 21.
- ⁵ Ibid.
- ⁶ "Pelegano Village Industries," p. 3.
- ⁷ Curtis, p. 21.
- ⁸ National Development Plan, 1976-81, pp.4-5.
- ⁹ Ibid., p. 85.
- ¹⁰ Central Statistics Office, The Rural Income Distribution Survey in Botswana, 1974/75, (Gaborone: June 1976), pp. vi-vii.
- ¹¹ Coralie Bryant et al., "Rural to Urban Migration: Some Data from Botswana," for African Studies Review, December 1977, p. 11.
- ¹² Ministry of Agriculture, Integrated Farming Pilot Project (I.F.P.P. First Annual Report, (Lobatse: December 1977), p. 9.
- ¹³ Ministry of Agriculture, The System of Mafisa and the Highly Dependent Agricultural Sector, (Gaborone: December 1977), p. 1.
- ¹⁴ Ibid.
- ¹⁵ C. A. Bond, Women's Involvement in Agriculture in Botswana, November 1974, p. 13.
- ¹⁶ Ibid.
- ¹⁷ C. A. Bond, p. 13.
- ¹⁸ Ibid.
- ¹⁹ Ibid., p. 21.

- 20 Ibid.
- 21 Barbara B. Brown, Women's Role in the Development of the Kgatlan District in Botswana: A Preliminary Report, (Ministry of Agriculture, July 1978), p. 4.
- 22 Ibid.
- 23 Ibid., p. 23.
- 24 Integrated Farming Pilot Project, p. 27.
- 25 C. A. Bond, p. 14.
- 26 Ibid.
- 27 Ibid.
- 28 Barbara Brown, p. 3.
- 29 National Development Plan, 1976-81, p. 139.
- 30 Barbara Brown, p. 5.
- 31 C. A. Bond, P. 48.
- 32 "Discussion Paper: Agricultural Extension for Women," (8 March 1977), p. 2.
- 33 C. A. Bond, p. LVII.
- 34 Ibid.
- 35 Ibid.

V. Lesotho

A. Overview

Lesotho is a high, mountainous country--one of the smallest in Africa--which is completely surrounded by South Africa. The climate is highly variable and consists of harsh winters, particularly in the mountains, and erratic rainfall ranging from intense rainstorms to periodic drought. The average rainfall in the chief farming areas is about 700 millimeters per year;¹ and, in 1977, average monthly rainfall in various parts of the country ranged from a low of 14.3 mm to a high of 98.8 mm.² Water resources are abundant as the mountains are a major catchment for the seasonal rains and snow; however, they are currently used only for domestic consumption and very limited irrigation.³

The country is further characterized by treelessness and a serious soil erosion problem, due to such factors as the rough topography, intense rainstorms and traditional grazing methods.

The population is estimated at just over 1 million, with 95% of the population living in rural areas. Agriculture is the largest contributor to the GDP (about 45%)⁴ and consists primarily of small holder and subsistence farming. Basic subsistence grains (maize, sorghum and wheat) comprise 90% of the country's cropped areas, with most of the remainder sown with beans and peas.

Approximately 90% of the rural population belong to households that work arable land and/or keep at least five units of livestock

(one unit of livestock is one cattle beast or horse, or five sheep or goats.)⁵ The number of adults adequately employed in agriculture (by criteria either of net income--R150/year--or fully occupied employment) amounts only to 21,000 or 5% of the adult farm population, even though agriculture is the employment for about 85% of the resident labor force.⁶

Migration of a large percentage of the male work force to South Africa for temporary work, particularly in the gold mines, results from and affects the low income and low productivity of Lesotho farms. (The net return to the average farm household from agriculture in 1973-74 was about R130.)⁷ The competition of low domestic wages with higher wages in South Africa is a serious problem which affects the severe labor shortage (of skilled labor, in particular) which Lesotho faces. It is estimated that, at any given time, about 50% of the male work force (140,000 to 175,000 men) and 10% of the female work force (about 25,000 women) is employed in South Africa.⁸ The resulting problem is summed up as follows:

The women, children, and those able-bodied men left in the rural areas work without sufficient human, animal or mechanical power to crop efficiently, without the attention necessary to rear livestock at higher levels of productivity, and generally, at a low level of management interest.

care of children?

The importance of Lesotho as a source of labor for South Africa is diminishing in relative terms, with South Africa's discouragement

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of the importation of foreign labor, and Malawi's decision to permit its citizens to work in South Africa. Thus, the situation for migrant workers is increasingly precarious--with serious implications for rural families who are dependent on the miners' remittances. It is thought that, if the trend of declining recruitment of Basotho miners continues, more and more rural families will be forced to rely solely on the productivity of their farms for subsistence.¹⁰

Lesotho, along with Botswana, Swaziland, and South Africa is a member of the Southern Africa Customs Union, and the currency in circulation is the South African Rand.

Nineteen hundred seventy-six (1976) imports are estimated at R179.9 million, with major imports including food and live animals (21% of total imports), manufactures (39%), and machinery and transport equipment (16%). Estimated exports in 1976 are only R10 million and were comprised chiefly of mohair, wool, and diamonds, along with a limited number of other agricultural items.¹¹

Net earnings of Basotho outside Lesotho are estimated to be more than R100 million in 1976.¹²

The 1976 balance of payments thus shows a large trade deficit covered by higher net earnings of Basotho working outside Lesotho, by an increase in net transfers (mostly aid payments), and by capital inflows.¹³

Consideration of these factors and others (such as, the high rates of inflation and the withdrawal of wheat and maize subsidies) have led the Lesotho Government to accelerate "key elements" of its Second Five-Year Development Plan, and to take additional steps to ensure the country's food supply, with an increased focus on rural development; that is, "development to bring social services and economic opportunities to the people whose chief contact with the modern sector has heretofore been through the migrant workers in their families." Priority is now being given to development of internal communications and labor-intensive techniques, which require increased external assistance and an increased absorptive capacity.¹⁴

B. Role of Women in Development

Women are the core of the system in Lesotho. Nineteen hundred seventy-five (1975) provisional estimates of participation in employment activities show that 85% of all men of prime working age (15-64), or 282,000 men, and 77% of all women of prime working age, or 256,000 women, participate in employment activities. (These employment figures include "all self-employed, employed, and family workers, and persons underemployed in the various senses of that term.")¹⁵

Since, as has already been noted, at least 50% of the men of prime working age are temporarily employed in South Africa at any given time, the large majority of those remaining in the country are women. (A UNDP report estimates that 230,000, or 60%, of the

male labor force is migrant.)¹⁶ The result is that "a disproportionate level of responsibility falls upon the women of Lesotho, especially in rural areas, as they engage in subsistence farming while at the same time acting as heads of families."¹⁷

Women in Lesotho are fully involved in agriculture, and the above figures suggest that the large majority of farmers are women. A recent "Women In Development Conference" in Lesotho, sponsored by the Peace Corps, indicated that "only 5% of the men are engaged in agriculture," but that the tendency is to "plan for instead of with the Basotho women."¹⁸

As detailed in the UNDP report, women are also active in development projects, including the following areas:

- Spinning and weaving (mohair) projects;
- Labor-intensive construction projects [Two major projects are included here-- road construction and maintenance, and soil and water conservation. These projects, which are financed by the World Food Program and the Catholic Relief Services, provide food to the workers (98% are women) rather than wages. Estimates are that, within a period of two years, 700 km of road construction have been covered and about 200 km are to be completed.];
- Women's organizations, which teach knitting, canning, and nutrition, inter alia;
- Education--the ratio of female/male teachers is more than 2:1;
- Hospital and School Feeding Project-- Women are the sole administrators of this WFP/CRS project; and
- Village handicraft schemes.¹⁹

Women perform traditional household chores, which include carrying water and fuel, raising children, and the production, storage and preparation of food.

The UNDP report sums up the role of women in Lesotho as follows:

...it is not surprising to find a woman in Lesotho with absolutely no spare time to be idle. To her, going out at 3:00 a.m. with a plough and an ox to the fields and having to continue with the other family chores throughout the rest of the day non-stop is no big task at all but part of her daily life. The Lesotho woman is therefore not to be regarded as having been enticed by any international movements calling for women to be integrated in the developments of their countries--but forced by circumstances beyond her control to be involved to the peak of her ability in the development of her country. 20

C. Lesotho: Recommendations

Recommendations made during the recent mission to Lesotho regarding AID assistance include the following:

1. Support existing and proposed credit institutions in Lesotho thereby increasing the credit available to Basotho, particularly women. Suggested measures include:
 - a. Financial assistance towards the initial capital required for the establishment of a revolving fund for the planned Agricultural Development Bank.

- b. Exploration of requirements for assistance in establishment of an industrial bank, similar to the Agricultural Development Bank, but for nonagricultural purposes.
- c. Assistance to credit union movements as, for example, the Lesotho Credit Union League (LCCUL).

- a. The importance of credit to rural farmers, particularly women, who lack security and capital, was stressed. Such credit is necessary for farmers to buy inputs (feed, fertilizers, seed, pesticides, agricultural implements and machinery). It is important during harsh weather--drought and hail--and it is used for educational purposes.

The Ministry of Agriculture is attempting to introduce activities to farmers, most of whom are women, in such areas as poultry-raising, fisheries, dairying, and horticulture (especially asparagus), wherein women can earn a living. The government's policy is to offer credit primarily as a means of "inducing improvements in input use, encouraging mechanization,²¹ and contributing to adoption of new higher-yielding crops, improved breeds of animals, and more efficient methods of farm management and marketing."²²

It was noted that, in the past, farmers have sometimes received agricultural training, but have not had the capital to use this training, i.e., to buy the necessary poultry, feed, or seeds.

The government has, therefore, planned to set up an Agricultural Development Bank, since commercial banks do not assist farmers who do not have collateral.

The Bank requires initial capital of R500,000, would be a primary source of funds for the agricultural sector, and is expected to function as "the banker of the cooperative credit and thrift unions and societies."²³ It was indicated that the Bank would give loans in conjunction with training and marketing assistance, and that the fund would tie credit to less risky operations, such as poultry raising.

AID could assist by contributing to the initial capital necessary to set up the Agricultural Development Bank.

b. It was emphasized that there is need for a scheme similar to the Agricultural Development Bank in nonagricultural or industrial areas.

The Basotho Enterprise Development Corporation (BEDCO), which was established to promote small-scale enterprises, provides loans for specific projects, as well as technical assistance in office procedures, procurement, production, and marketing. It was stressed, however, that BEDCO assists only those with ongoing schemes. There remains a need to assist those with viable ideas/proposals, but no security.

c. It was stressed that U.S. assistance to the credit union movement in Lesotho, as, for example, the Lesotho Cooperative

Credit Union League (LCCUL) which consists of fifty (50) registered credit unions, would be quite helpful to rural women.

Credit unions, through LCCUL, have begun programs in agriculture and in small industry (mohair and spinning). And, it was noted that rural women have used credit unions to save money for their children's education. Although the credit unions have had "marked success," the government feels that there has been inadequate progress in the area of cooperative development, primarily because most primary societies are too small to afford the necessary administrative and accounting services.²⁴

It was felt that, particularly where rural people organize the credit unions themselves, they would be popular.

2. Explore with the government of Lesotho means through which AID could be of most constructive assistance in the area of appropriate technology, i.e., effective, simple technology that can be built, maintained, and used by farmers. Particular consideration should be given to:

- provision of training and technical assistance,
- financial assistance, and
- U.S. support, specifically earmarked for Lesotho, for appropriate technology programs of the African Training and Research Center of the United Nations Economic Commission for Africa.

As discussed earlier, the basic problem is that women are overworked. Women do development work and look after the families. They carry water, they carry fuel, they look after children and they are also involved in development projects. Therefore, there is a need to ease women's burdens through time- and labor-saving devices.

Participants in a recent Women in Development Conference held in Lesotho viewed technology for rural women as a means for the betterment of village life as a whole.

"It would allow the rural woman methods and time to become aware of how her life conditions could be improved (and), therefore, the conditions of her family and the community. Technology can help the rural women to be more self-sufficient and self-sustaining."²⁵

It was noted that appropriate technology would require a strong push from the Lesotho Government in order to assure such projects are not being imposed by the U.S. Government.

The critical importance of local interest, support, and commitment for any appropriate technology projects and accompanying training was stressed repeatedly, since local people, in particular rural women, are the ones who would implement any such projects. The initial questions then are how best to demonstrate to villagers the availability and utility of specific appropriate technology items, and how to ascertain which technologies are supported by villagers and respond to expressed local needs. AID should explore what U.S. support (i.e., financial and/or technical

assistance) would be constructive in the initial phases of setting up any such demonstrations or exhibitions, as well as in later phases, when sufficient interest and commitment by villagers is displayed in specified items.

It should be noted that AID is working with the Lesotho Distance Teaching Program (LDTC) in the production of manuals on food preservation and storage techniques. However, it was stressed that there is much more that should be done regarding intermediate or appropriate technology.

Key areas of appropriate technology suggested for further exploration include the following:

1) Solar energy and heating

Energy devices which harness sunshine would be useful for heating and cooking purposes. Alternative sources of energy are particularly important in Lesotho where trees are in short supply. Also, such devices would free much of the Mosotho woman's time that is spent in gathering and carrying fuel.

2) Production of biogas

This is a methane gas generated from the fermentation process from animal droppings and used for cooking and heating.

3) Technology for pumping water

Getting water from the low levels to village level is important.

4) Greenhouses

It was noted that Lesotho's harsh winters can last up to eight months in very high places in the country.

Furthermore, nearly all of the country's vegetables are imported. A program for vegetable production in winter would thus contribute to self-sufficiency in food production.

5) Alternative methods for cooling and heating homes

6) Measures for food storage and preservation, including drying and canning techniques

ECA's African Training and Research Center for Women (ATRCW) conducts workshops for planners and trainers on appropriate village technology and its impact on women. It also provides assistance to governments in the identification and implementation of such projects, including studies of the role of women in agriculture with the objective of identifying appropriate village technologies; surveys of traditional technologies and existing technology projects; pilot projects; study tours, workshops and training for extension workers and other government officials; and scholarships.²⁶ U.S. assistance, specifically earmarked to Lesotho, was suggested for such ECA programs.

3. Examine measures AID can take to support the establishment and expansion of day-care centers in Lesotho.

The need for day care centers in rural and urban areas was frequently mentioned as necessary due to the Mosotho woman's heavy schedule, exacerbated by the presence of a large percentage of the men in South Africa. Such centers are needed while women work--whether in the fields or in the market economy.

Village nurseries are thought to be particularly important. AID assistance in building structures for village nurseries was stressed. It was thought that self-help by the villagers could assist in such matters as paying salaries for staff.

There are currently eight licensed centers in Lesotho, and ten centers which operate on a voluntary basis. With one exception, these centers operate only on a half-day basis, although they need to be open for a full day. There is also a need for training for additional day care staff. AID should explore with the government of Lesotho, specific means by which the U.S. can assist in this area.

4. Explore, with the government of Lesotho, specific requirements for U.S. technical and capital assistance in the development of labor-intensive, import-substitution rural and cottage industries which utilize local materials and skills. Assistance with respect to development of the mohair industry, textile production, production of blankets, and shoe manufacture, inter alia, is needed.

Increased local employment is of "primary importance"²⁷ to the Lesotho government which wants to decrease the country's dependence on external employment in South Africa. The government is thus emphasizing the importance of labor-intensive, as opposed to capital intensive, techniques. Development of import-substitution industries which utilize local materials and skills is emphasized, as is greater assistance to small-scale industries.

In addition, there is a need to keep women economically productive during the off-peak farming seasons and to promote income-generation activities from which rural women would benefit from a share of the profits.

The potential for development of Lesotho's mohair industry was stressed. It was noted that Lesotho is the fifth largest mohair producer in the world. Currently, mohair is exported in its raw form at Port Elizabeth, South Africa, with the result that Lesotho receives only a fraction of the profits. The South African Mohair Board fixes the prices for Lesotho's raw mohair exports. Under the terms of the Lome Convention, however, Lesotho can export finished or semifinished products, tariff-free, to EEC countries. AID should assist in upgrading the technology of mohair processing in Lesotho.

AID support to local entities in the development of the country's mohair industry was stressed. It was noted that the Lesotho National Council of Women (LNCW) has proposed a

mohair project which needs technical assistance (including assistance with training, dying, quality control, goat management, and analysis of the goatherd), capital, and, in particular, marketing assistance.

The Lesotho National Development Corporation (LNDC) also needs funding to begin additional projects such as the knitting project (wherein machines are sent to the homes where women knit specified items--at the end of the week the knitting is collected and assembled at a factory). Capital is also needed to build simple structures which can be used as markets.

Both the LNDC project and the proposed LNCW project involve training for project participants, as well as allowing rural women to work in their own villages according to their own schedules. The spinning wheel, its components, and the carding combs used in the LNCW project are all made and can be repaired locally, although the wire/cloth material must be imported.

It was noted that the textile industry has lent itself particularly to local industries, and that the focus is on the types of industries which would make the kinds of cloth and clothes which are used by the majority of the people in Lesotho.

The Lesotho government is particularly concerned that, while wool and mohair is exported in raw form, the people of Lesotho use blankets (necessary for the cold climate) which are imported from South Africa. In 1976, for example, imports of blankets and traveling rugs totaled 12.3 million Rand,²⁸ while exports of crude

wool were 1.7 million Rand and exports of mohair (raw) were just under 2 million Rand.²⁹ There is a need then to explore further the possibilities of indigenous production of blankets, and AID assistance in the development of this local industry is key.

Similarly, imports of footwear in 1978 totaled 6.6 million Rand,³⁰ and imports of hides and skins were 37,000 Rand in the same year. Exports of hides and skins totaled 147,000 Rand in 1973, 14,000 Rand in 1974, 0 in 1975, and 64,000 Rand in 1976. AID should explore the possibilities for financial and technical assistance in the development of a shoe manufacture and other leather industries in Lesotho. Assistance in upgrading local skills and in overcoming any technical problems regarding Lesotho leather would be helpful.

5. With respect to training, it was suggested that AID should:

- a. Begin to provide considerable intermediate or mid-level training in agricultural and nonagricultural areas, particularly for women. Special focus should be placed on the training of credit union and cooperative officers.

It was noted that AID has placed a heavy emphasis on training at very high levels (i.e., post-undergraduate training and graduate degrees), with very little focus on intermediate and mid-level training (i.e., post-secondary or vocational training). It was pointed out that the latter is particularly

necessary and, in fact, is a major problem due to the lack of a management level between the policy-making and implementation levels. Because of the critical role such mid-level management plays with respect to the training of trainers, i.e., the training of those who carry out training in the villages and rural areas, it is important that AID make a special effort to provide mid-level training for women. Particular emphasis should be given to the training of credit union and cooperative officers.

b. Assist in intensive training for teachers at the Lesotho Agricultural College (LAC).

LAC provides training for the country's extension workers. An average of 25 men and 10 women graduate from LAC's program each year; this is deemed insufficient to supply extension needs. (The U.K. is assisting with the expansion of facilities at the College.) It was noted that a conscious effort is necessary to get more women to attend LAC (although the number of women is increasing), and to take the general agricultural course. Most of the women students at LAC are taking home economics, nutrition, and horticulture; very few women are studying animal husbandry or farm machinery.

It was stressed that the problem of intensive training for existing teachers at the College is an area where AID could provide assistance.

- c. Provide refresher training for staff at the five Farmer Training Centers, as well as training for additional staff.

Courses in nutrition, home economics, agriculture, and cooperatives are offered at the centers. It was indicated that most training of rural women in agriculture is done here (however, the question was raised as to whether the beneficiaries of the centers are primarily men).

The question of rural training centers wherein women would receive training in nutrition, cottage industries and other income-generating activities that can be done in the home, methods of farming that do not cause soil erosion, application of fertilizer to soil, storage and preservation of food, and appropriate technology, including the construction of mudstones which could be insulated and cooling systems (for example, a kind of refrigerator using charcoal) was suggested. AID should look into the requirements for training in areas such as these.

6. Explore, in collaboration with the Lesotho Government, specific measures AID should undertake to assist in the development of a marketing system for noncrop products, including consideration of assisting LNDC in the building of markets.

AID is currently planning assistance to the Produce Marketing Corporation (PMC) in the areas of input purchase, storage,

distribution and sale, and the purchase of agricultural crops, their storage and sale. However, this assistance relates only to crop inputs and marketing. Development of a marketing system across-the-board is crucial.

The lack of marketplaces in the country was stressed. Even in the capital of Maseru, the market is open only three times per week, and it is necessary to pay a small rent for use of the market. As a result, women who are encouraged to engage in cottage industries and other income generating activities often cannot sell the finished products. They cannot find a market for the items they make.

The Lesotho National Development Corporation (LNDC) has indicated that it needs funding to build simple structures for a marketplace.

7. Support, through capital and technical assistance, the building of storage sheds for food, which is not included in the PMC facilities, the building of rural access tracks, and the construction of culverts and footbridges.

The importance of infrastructure, such as, roads, school buildings and stores, for reaching the poorest of the poor, was stressed. This is of critical importance for the integration of women in development in Lesotho since a large proportion of villagers in the remote, rural areas are women.

It was stated that there is a great shortage of sheds for the storage of food. There is need for three-quarters of a million dollars for storage sheds for food which would not be included in the PMC facilities. These sheds are necessary for storage of food for emergencies (such as droughts) and for feeding programs (i.e., in schools and institutions). The Catholic Relief Services (CRS) and the World Food Program (WFP) have a shortage of 92,000 square feet for donated food products.

The problem of infrastructure, transport and communications, is particularly acute in Lesotho where the mountains interfere with radio reception in many parts of the country, air strips are impossible to construct in most of the mountain areas, and roads are poor with only one major road.³¹

The erosion of roads, which are mostly rock in the rural areas, is a major problem when the rains come. There is a need to have bridges built across the roads so they will not be washed away. When this happens it is impossible to cross and to go back and forth into the rural areas. Even footbridges would help with this problem.

The Ministry of Rural Development wants to expand rural access tracks to village feeder roads. The Ministry identifies the tracks necessary to join the major community, and then pays villagers in food rations for their labor. There is a need for AID to assist in building more of these tracks through provision

of technical assistance and cooperation, and capital. It was noted that building tracks is part of the shed storage project which will also include the building of culverts and bridges.

It was noted that the Ministry of Rural Development also has a number of self-help projects, for which AID could explore the requirements for assistance. These projects could be expanded and have very heavy people involvement. They include assistance to soil conservation projects, building footbridges, energy conservation and communal gardens. Assistance is needed in capital, in logistics, in transport and in technical support. It was noted that local people provide the labor and local materials.

8. Explore various means of assisting local women's groups, including consideration of the following recommendations which were made during the course of the mission:

a. Assistance in the establishment of a nongovernmental, coordinating organization which is representative of all women in Lesotho.

Such a coordinating organization would represent the interests of all women--rural women, older women's groups and younger women.

b. Assistance (technical and financial) in the establishment of a Women's Bureau which would research the legal, cultural, social, economic and political role of women in Lesotho.

It was felt that AID should supply one or two specialists in women's affairs and in social and economic research techniques to work in Lesotho and be understudied by local women. They would bring forward, through research, those problems which have prevented women from playing as full a role as they should by delving into legal, social, cultural, economic and political aspects. They would also help to set up a Women's Bureau and report to the Government of Lesotho on their progress.

The Government of Lesotho's policy supports the establishment of a Women's Bureau, but it is concerned with the apparent lack of unity among women's groups. The Ministry of Information would be prepared to establish such an office to look into women's affairs and to set up an educational program to look at what women are doing in other parts of the world.

- c. Assistance to existing organizations such as the Lesotho National Council of Women (LNCW).

LNCW, which is registered with the Ministry of Rural Development, is comprised of five affiliated organizations. These organizations teach in such areas as canning, drying fruits and vegetables, crafts and nutrition. There is a need for women to learn and be trained in the appropriate technology with respect to these areas. However, because of the lack of transportation they cannot go to the rural areas. There is a need then for skilled people to teach in the villages and for assistance with transportation.

Council members have been volunteering, but LNCW needs funds and trained personnel to run an office.

LNCW operates poultry-raising (using local breeds of chicken), orchard-growing, tie and dye/batik, and spinning and weaving projects. As was noted earlier, assistance is being requested for the mohair project in the areas of capital, marketing, and technical support.

LNCW also runs ten day-care centers but feels they should be spread to the rural areas. It thus needs assistance for a center where those who have been working in the nursery schools can train others to do like work.

- d. Explore requirements for support, particularly, training for the recently established Women's Affairs Office in the Ministry of Rural Development.

Establishment of this office was recently approved by the Cabinet. The office is to function as a link between the Lesotho government and women's interests, i.e., the mechanism through which the government can reach women and vice-versa. The office is also responsible for assuring that all projects take into account the interests of women, particularly rural women.

AID should explore requirements for assistance for this office. Training and technical assistance are particular needs.

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- ² Bureau of Statistics, Annual Statistical Bulletin: 1977, (Maseru, Lesotho: February, 1978), pp. 9-10.
- ³ Second Five Year Development Plan, p. 141.
- ⁴ Ibid., p. 71.
- ⁵ Ibid.
- ⁶ Ibid.
- ⁷ Ibid., pp. 71-72.
- ⁸ Ibid., p. 6.
- ⁹ Ibid., p. 72.
- ¹⁰ Central Planning and Development Office, Kingdom of Lesotho: Donor Conference Papers, September 1977, (Maseru, Lesotho: Government Printer), p. OS-1.
- ¹¹ Donor Conference Papers, p. OS-3.
- ¹² Ibid.
- ¹³ Ibid.
- ¹⁴ Ibid., pp. OS-1, p. 2.
- ¹⁵ Second Five Year Development Plan, p. 266.
- ¹⁶ Anne Letele, The Role of Women in Development in Lesotho, (Maseru, Lesotho: United Nations Development Program), p. 1.
- ¹⁷ Ibid.
- ¹⁸ "A Final Summary of the Group Discussion Reports" in Final Report: Women in Development Conference, 13 March 1978, U.S. Peace Corps, (Maseru, Lesotho), p. 10.
- ¹⁹ Letele, pp. 1, 2.
- ²⁰ Ibid., p. 3.

- ²¹ It has been noted that tractors, for example, are important for heavy cultivation as they improve production, and the mostly-women farmers can better handle tractors (as opposed to oxen, e.g.).
- ²² Second Five Year Development Plan, p. 117.
- ²³ Ibid., pp. 117-118.
- ²⁴ Ibid., pp. 119.
- ²⁵ Mrs. E. Muguluma, "The Women's Role in East Africa" in Final Report: Women in Development Conference, 18 March 1978, U.S. Peace Corps, (Maseru, Lesotho), p. 2.
- ²⁶ Marilyn Carr, Appropriate Technology for African Women, (United Nations Economic Commission for Africa: 1978), pp. 59-60.
- ²⁷ Donor Conference Papers, p. IN-1.
- ²⁸ Annual Statistical Bulletin: 1977, p. 71.
- ²⁹ Ibid., p. 84.
- ³⁰ Ibid., p. 73.
- ³¹ "A Final Summary of the Group Discussion Reports" in Final Report: Women in Development Conference, 18 March 1978, U.S. Peace Corps, (Maseru, Lesotho), p. 3.

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APPENDIX 1

AID PARTICIPANT ARRIVALS IN THE UNITED STATES BY AREA AND COUNTRY OF ORIGIN,
BY FIELD OF TRAINING AND NUMBER (MALE AND FEMALE)

(Note: Numbers in ()'s are women; other numbers are totals)

<u>Area and Country of Origin</u>	<u>Total</u>	<u>Agric.</u>	<u>Labor</u>	<u>Pop. & Family Plng.</u>	<u>Health</u>	<u>Educ.</u>	<u>Public. Admin.</u>	<u>Drug Enf.</u>	<u>Other</u>
FY 1975:									
<u>U.S. Non-Contract</u>									
Botswana	-								
Zambia	7			2(1)				5	
Lesotho	8	5					3		
<u>U.S. Contract</u>									
Botswana	11			8(8)		2	1		
Zambia	12	2		7(6)		1	2		
Lesotho	4					3	1		
<u>Third Country Training</u>									
Botswana	-								
Zambia	-								
Lesotho	3						3		
FY 1976:									
<u>U.S. Non-Contract</u>									
Botswana	10	4	1	1(1)			4		
Zambia	11	1(1)	4	5			1		
Lesotho	20	13(1)	1	2			4		

<u>Area and Country of Origin</u>	<u>Total</u>	<u>Agric.</u>	<u>Labor</u>	<u>Pop. & Family Plng.</u>	<u>Health</u>	<u>Educ.</u>	<u>Public Admin.</u>	<u>Drug Inf.</u>	<u>Other</u>
<u>U.S. Contract</u>									
Botswana	10			5(3)	3(3)	1		1	
Zambia	14	1	1(1)	4(2)	3(3)	3		2	
Lesotho	13			7(5)	2(2)	4(2)			

Third Country Training

Botswana	-
Zambia	-
Lesotho	-

1
00
1
FY 1977:

U.S. Non-Contract

Botswana	1			1					
Zambia	6		1	5(3)					
Lesotho	23	5	1	4	2(1)	4(1)	4(1)		In us.

U.S. Contract

Botswana	2							2	
Zambia	7	2		4(3)				1	
Lesotho	2			2(2)					

Third Country Training

(None)

<u>Area and Country of Origin</u>	<u>Total</u>	<u>Agric.</u>	<u>Labor</u>	<u>Pop. & Family Plng.</u>	<u>Health</u>	<u>Educ.</u>	<u>Public. Admin.</u>	<u>Drug Ent.</u>	<u>Other</u>
FY 1978 (Thru June 1978):									
<u>U.S. Non-Contract</u>									
Botswana	15	12		2(2)					1 Labor
Zambia	6			6(4)					
Lesotho	15	6		3(2)			4(1)		2 Indus.
<u>U.S. Contract</u>									
Botswana	-								
Zambia	7			1	4(4)	2			
Lesotho	5			1	1(1)	3			
<u>Third Country Training</u>									
(None)									

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Source: U.S. AID

APPENDIX 2

List of People Visited in Zambia, Botswana, and Lesotho

Zambia

- July 24 - Mrs. Priscilla Musanya, Secretary, Zambian Council for Social Development
- July 25 - Mrs. Mary Kazunga, Secretary, YWCA
- Hon. Lily Mvunse, Minister of State, Ministry of Economic and Technical Cooperation
- July 26 - Mr. John Hicks, USAID
- Mr. John Barcas, U.S. Embassy Economic Officer
 - Mr. A. Hamamba, Permanent Secretary, Ministry of Lands and Agriculture
 - Mr. Sangweni, UNECA
 - Economic and Social Research Group

Botswana

- July 28 - Mr. Wynn Reilly, Planning Officer, Ministry of Local Government and Lands
- July 30 - Mr. Peter Moleosi, Rural Development Unit, Ministry of Finance and Development Planning
- Mrs. Yvonne Merafe, Planning Officer, Rural Sociology Section, Ministry of Agriculture
- August 1 - Mr. B. K. Temane, Rural Division, Ministry of Local Government and Lands
- Hon. Dr. Chiepe, Minister of Mineral Resources and Water
 - Mr. Victor Aman, Chief, Rural Sociology, Ministry of Agriculture
 - Mrs. Dulcie Makgethe, Head, Social and Community Development, Ministry of Local Government and Lands

- August 2 - Mr. Philip Buechler, USAID
- Mr. Les Bishop, BEDU
- Mrs. Mogwe, Botswana Council for Women
- Ms. Ruth Soumah, YWCA
- August 3 - Mrs. Kache, Head, Social and Community Development Training, Botswana Agricultural College
- Mr. Ed Maloiso, Director, Botswana Agricultural College
- Mr. Frank Taylor, Pelegano Village Industries, Gabane
- Mr. Mac O'Dell, Rural Sociologist, Ministry of Agriculture.

Lesotho

- August 4 - Mrs. Moji, Acting Directress, and Staff, Central Planning and Development, Ministry of Finance.
- Luncheon Meeting
 - Mrs. Carol Rose, U.S. Embassy
 - Ms. Manapo Moshoeshe, Ministry of Agriculture
 - Ms. Manana Hlekane, Ministry of Health
 - Mrs. Teboho Kikine, Ministry of Foreign Affairs
 - Mrs. Moji, Central Planning and Development
 - Ms. Karen Jo Nelson, FRIDA
- Mrs. Mosala, Lesotho National Council for Women
- August 7 - Miss Moshoeshe, Ministry of Agriculture
- Mrs. Joyce Molapo, Ministry of Information
- Mr. Jack Healy, Director, U.S. Peace Corps
- Mr. Mofolo, Lesotho National Development Corporation
- August 8 - Mr. Frank Campbell and Mr. John Figueira, USAID
- Mr. John Hurst, Planning Officer, Ministry of Rural Development
- Mr. Monyake, Director; Mrs. Moji, and Staff, Central Planning and Development

- August 9 - Mr. Seheri, Ministry of Education
- Mrs. Ntsane, Permanent Secretary, Cabinet Personnel