

ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR FOR AFRICA 8/18/75

THRU: AFR/DP, James Govan

FROM: AFR/RA, Woodrow W. Leake

Problem: Project Paper on African Women in Development for Approval

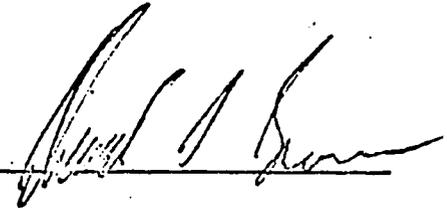
Discussion: This new FY 1976 project, which has been approved by the ECPR Committee, focuses directly on the problems of rural African women, and, accordingly, responds to Congressional mandates under the "Percy Amendment". It is designed specifically to interest field posts in devoting additional efforts toward involving women in development and to encourage participating countries and organizations to recognize the importance of women in economic and social development.

The project will incorporate by memo individual country-specific activities to be selected from proposals submitted by LDC governments or institutions and/or indigenous or US PVOs. Project funds will provide "seed money" for initiating and analyzing activities. Individual activities will be reviewed by the Project Committee and approved by the Director, Office of Regional Affairs, up to a total of \$150,000 for any one individual activity.

It is presently planned to fund activities under this project for four years with an estimated life of project cost of \$1,265,000 of which \$365,000 is estimated for FY 76 and \$300,000 for each succeeding year thereafter.

After the PP has been approved, the field will be requested to submit proposals in accordance with the criteria set forth under II., D.

Recommendation: That you approve the attached Project Paper.

APPROVED: 

DISAPPROVED: \_\_\_\_\_

DATE: AUG 25 1975

PROJECT PAPER FACESHEET

TO BE COMPLETED BY ORIGINATING OFFICE

1. TRANSACTION CODE  
(X) APPROPRIATE BOX)

ORIGINAL  CHANGE

ADD  DELETE

PP  
DOCUMENT  
NO. 3

2. COUNTRY/REGIONAL ENTITY/GRAantee  
Africa Regional

3. DOCUMENT REVISION NUMBER

4. PROJECT NUMBER

5. BUREAU

6. ESTIMATED FY OF PROJECT COMPLETION

698-11-690-~~xxx~~ 0388

A. SYMBOL

B. CODE

FY 7/91

AFR

7. PROJECT TITLE - SHORT (STAY WITHIN BRACKETS)

8. ESTIMATED FY OF AUTHORIZATION/OBLIGATION

African Women in Development

A. INITIAL MO. YR. [7/75] B. FINAL FY [2/01]

9. SECONDARY TECHNICAL CODES (MAXIMUM SIX CODES OF THREE POSITIONS EACH)

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

A. PROGRAM FINANCING	FIRST YEAR			ALL YEARS		
	S. FY	C. L/C	D. TOTAL	E. FX	F. L/C	G. TOTAL
AID APPROPRIATED TOTAL						
(GRANT)	( 365 )	( - )	( 365 )	( 1265 )	( - )	( 1265 )
(LOAN)	( )	( )	( )	( )	( )	( )
OTHER	1.					
U.S.	2.					
HOST GOVERNMENT						
OTHER DONOR(S)						
TOTALS						

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

A. APPRO. PRIMARY PURPOSE (ALPHA CODE)	B. PRIMARY TECH. CODE	FY 70		FY 71		FY 72		ALL YEARS	
		D. GRANT	E. LOAN	F. GRANT	G. LOAN	H. GRANT	I. LOAN	J. GRANT	K. LOAN
EHRD		365	-	300	-	300	-	1265	-
TOTALS		365	-	300	-	300	-	1265	-

12. ESTIMATED EXPENDITURES

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

To increase the income, productivity and welfare of rural women in Africa by expanding their human resource capability as contributors to development.

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

Yes  No

15. ORIGINATING OFFICE CLEARANCE

SIGNATURE

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

TITLE  
Acting Director, Office of Regional Affairs\*

DATE SIGNED

MO. DAY YR. 01/19/75

MO. DAY YR. 01/25/75

AID 1350-4 (5-75)\* Individual activities will be reviewed by the Project Committee and approved by the Director, Office of Regional Affairs. The Director is authorized to approve individual activities up to a total of \$150,000 for any one activity.

# I. Priority and Relevance

## A. Background

The development community has been increasingly aware that the major problems of development defy solution unless women are given more opportunity to participate in more productive ways.

In Africa, women are most seriously affected by poverty in both urban areas and in rural areas where 80% of the population live.

The situation of women who live in the urban centres and cities is fraught with many problems. Life in the fast-growing cities and towns of Africa presents serious economic problems for many families. For the women, a large percentage of whom are illiterate, finding employment is most often very difficult. In addition, many women living in the cities are separated or divorced, but they continue to bear the greater financial responsibility for the household. As well as caring for their children, they usually support their own relatives, or those of their husbands. To meet these and other obligations imposed upon them by tradition, many of the illiterate or semi-illiterate women resort to earning petty sums through market trading, brewing, baking, or prostitution. A large proportion of women who seek employment in the cities are usually unskilled, and if they are employed, it is because they are willing to accept less pay than men.

In rural areas, the spectrum of activities is wide. Women produce about 65% of all the food in Africa, and as high as 80% in countries like Lesotho. They work as wife and mother, producer of food, herdsman, petty retailer or wholesaler, and maker of crafts. Long work hours combined with poor health and nutrition, high mortality rates, large numbers of children, and part-time or complete responsibility as a head of family make them underproductive. Although the "first teachers" of children, their participation is largely

physical. Little use is made of their inherent intelligence and their achievable level of skills owing to the lack of opportunities for education and training, and the lack of access to simple and more advanced technology, such as improved agricultural implements, and time-and-labor saving household devices for preparing food as well as access to credit. There are a few areas in Africa which are an exception to this pattern where men do most of the agricultural work. In parts of West Africa, the portion of women petty traders is high with women frequently walking 50 miles or more each week. However, the majority of women who take goods to market are not rich, and the money earned often goes to the husband.

In recent years, rural women are creating and benefiting from change as there are increases in the provision of closer water supply, grinding machines for grain, maternal and child health centers, farm-to-market roads, cooperative and income-producing activities (poultry production, making fabrics, food preservation, vegetable gardens). However, the increase is infinitesimal in relation to needs. Furthermore, some changes have adversely affected the lives of women. More women become heads of household responsible for the welfare of the children as men migrate elsewhere to find wage employment. With the introduction of cash crops, men are usually taught the new techniques and often keep the profits even though much of the laborious routine work is performed by women. As child mortality is reduced, the larger families cause an increase in the work load in the absence of child spacing. Consequently, per capita food production in recent years has not been able to keep pace with population growth in a number of countries. As large-scale commercial activities are undertaken, the women traders are unable to compete as evidenced in Dahomey and Lagos, the capital of Nigeria. Despite women's multiple roles in the rural economy and in the family, the lack of integration is apparent in the fewer skills, less pay, and their limited participation as decision

makers in their communities. This is both an indicator and consequence of women's low status, as is their lack of education and training impeding mobility to higher status and incomes.

AID operates under a number of mandates directly and indirectly affecting the more productive integration of women into national economies both as contributors to and beneficiaries of development. AID's legislation was restructured 2 years ago to focus on selected key areas such as food and nutrition, population and health, and education and human resource development. Congressional mandates expressed the intent to concentrate on the needs of the poor majority, particularly the rural poor. Special funds were appropriated in support of development programs conducted by private organizations which are generally well suited to work at local levels. Legislation directly concerned with women, Section 113 of the Foreign Assistance Act of 1973 known as the "Percy Amendment", requires that in carrying out programs concentrating on selected key areas, "particular attention should be given to those programs" which tend "to integrate women into the national economies of foreign countries, thus improving their status and assisting the total development effort".

#### B. Strategy

The alternative ways and means of reaching women differ within and among countries depending on how each culture regards the status and role of women.

Ideally, the strategy of each country should address the causative factors of rural poverty and the socio-economic structure that give rise to the problems of women in terms of the entire rural community. This approach is long-term with many countries unable to provide the financial, training, physical and technical resources to carry out the task nation wide in a comprehensive fully-integrated way. Some efforts, such as rural minimum package programs, and the Vihiga project, are being experimentally tested and could be expanded to involve further participation of women. However, in a number

of countries, women, including urban women leaders who have lost contact with the rural sector, will require assistance not only to articulate their needs, but also to develop the kinds of programs and activities to which government and private groups are able and willing to respond. Kenya, which is already experimenting in different rural development programs and is expanding village polytechnic programs to include income-producing skills for girls and women, is sponsoring rural seminars to identify what women consider as their own priorities.

The greatest constraint upon women is the need for different kinds of training, particularly in rural areas. The strategy frequently adopted has been a horizontal or piece meal approach of increasing the number of women in teaching, nursing, and at the higher school levels at a rate that, although beneficial to recipients and to the country's development, is too low to have an appreciable impact on the welfare of society in the immediate future, and to have reached rural women. Owing to the multiple roles of rural women, the training needed is not the Western oriented home-economics approach: knowing about nutrition is useless without the opportunity to grow or have access to nutritious food. Agricultural extension and physical inputs are required to raise women's productivity as farmers and herders. Packaged training combining nutrition, health, and better farming practices is still in an experimental stage, and in several rare instances carried out by women extension workers. However, access to training in rural areas is limited by the physically tiring long hours of work until more time-saving and less burdensome ways are introduced in carrying out agricultural, marketing, family and handicraft tasks.

The micro-level approach is particularly useful to identify the specific problems in a village or a district and determine the means to address them.

In some instances, women have on their own initiative undertaken modest self-help measures or cooperative action regarding closer water supply, easier modes of transportation, simple food mills, outlets for crafts and the sale of food crops, etc. Initial activities as these require further guidance and support to reach larger numbers of the population. These strategies demonstrate how many African countries are seeking fresh approaches to development, particularly as related to the rural sector. The countries will need a variety of appropriate techniques, many of which are experimental to assist them in improving the status of women, and increasing the scope of women's contributions to the benefits from development. Consequently, this project is being funded as a regional program to serve as the vehicle through which diverse activities can be implemented, particularly in the separate or combined areas of health, nutrition, child spacing, skills training, farm production, and marketing.

Emphasis will be placed to the extent possible on supporting experimental activities which maximize the role of women in identifying their own development and learning problems and in helping to plan and implement solutions.

The regional approach allows USAID's to engage in small experimental efforts with a minimum involvement of AID resources until a particular activity proves successful. Where successful, the USAID may wish to develop a new follow-on project in cooperation with the host government or private agency, or women's group, or combination thereof to expand the original effort. Such a project would be based on actual experience, not on sets of "assumptions" which later may very well prove to be unrealistic. With built-in continuing evaluation, the comparison of sub-projects should result in "lessons learned" for possible adaptation to other AID-supported human resource development activities.

## II. Description of Project

### A. General

The project assists rural women to improve their welfare and, concurrently, to expand their potential as contributors to development. Also, it encourages improvement of but is not limited to rural out-reach programs from existing governmental and institutional agencies where expertise already exists. The mix of activities will be determined according to the target group addressed and the problem to be addressed.

This is a regional umbrella project covering individual country-specific activities to be selected from the proposals submitted by LDC governments or institutions and/or indigenous or U.S. PVOs. Project funds will provide "seed money" for initiating the analyses and efforts detailed below. A memo describing the specific activity to be undertaken will, upon approval, become an appendix to this project.

The individual activities may include one or more of the following: grants to existing U.S. or African organizations to support the creation or expansion of women's groups, and to provide opportunities for formal and non-formal education and training in the U.S., or in Africa, and supply consultants to assist in project design and to advise local women's groups; measures to incorporate the participation of women in AID on-going and up-coming projects and feasibility studies, meetings and conferences that are directly action/problem related. Total funding in FY 1976 is estimated at \$365,000 and \$300,000 per year in fiscal years 1977, 78 and 79.

## B. Course of Action

Activities preferably will be interdisciplinary with an appropriate mix of efforts mainly in health, nutrition, family planning, skills training and on-farm production. Various techniques will be used, including research and evaluation to help analyze local economic problems and develop options aimed at solution.

Once a course of action has been developed for an individual activity, governmental and other institutional efforts will be coordinated with women's groups to solve problems. Solutions might include the increased agricultural production through improved seed and/or cultural practices, improved marketing procedures, farm co-operatives, improved nutrition, potable water, improved sanitation; improved maternal and child health care; basic literacy and mathematics skills, and related vocational skills.

These efforts may involve technical specialists from various ministries and/or other institutions; training and/or demonstrations, field trips related to specific substantive development activities, commodities, and various other forms of assistance. Activities regularly budgeted by host governments are ineligible. Utilization of existing LDC expertise will be emphasized.

Individual activities will be financed initially through an AID grant to a governmental unit or other institutional entity.

## C. Grantee Implementers

Grants from AID would be provided as a result of:

1. Requests from LDCs for assistance in women's development

projects. Such requests might be initiated or received by USAIDs or AID/W.

2. PVO initiatives when PVOs desire to work in cooperation with local institutions.
3. Governmental or other institutional requests arising out of regional workshops or conferences.
4. Requests from existing African or American organizations or institutions and various universities.

D. Criteria for Selection of Individual Activities

Selection of individual activities will be based on the following criteria:

1. AID Priority Emphasis

As noted on page 3, activities must reflect AID emphasis on the role of women in development as stated in Section 113 of the Foreign Assistance Act of 1973 (Percy Amendment), AID Policy Determination 60 (9/16/74) and Bureau for Africa field guidance message CIRC A-311 (4/19/74). Strategy of AID requires that women's activities relate to important development problems or opportunities, especially in the sectors of AID priority (i.e., food production, rural development, nutrition and health).

2. Government Interest

When host governments have a national strategy concerning advancement of the role of women in development, individual activities should be within the parameters of the national plan or strategy. Otherwise

a definitive expression of the host government's interest and participation regarding the activity is required.

### 3. Target Group

Activities are to be directed primarily at rural women who are low income farmers, herders, artisans or service workers in rural areas. The specific target group must be identified. The activities are to be directly related to development opportunities existing at the micro-economic level that will improve the status of the target group.

### 4. Participation

Individual activities to the extent possible are to emphasize participation of women in identification of their own needs and the design and implementation of programs to address those needs. Because of the dynamic process of development, a feedback mechanism allowing continuous participation by the target population should be incorporated in the activities.

### 5. Innovative and Experimental Nature

Priority will be given to innovative or experimental activities to improve the capacity of rural women in the development process with particular relevance and adaptation to specific target areas and populations.

### 6. Replicability

When possible, prospects for replication or adaptation elsewhere will be considered in the selection and design of activities.

## III. AID Experience

Although previous AID experience has demonstrated the importance of active local participation requiring in turn local understanding,

motivation and capability, there has not been sufficient attention to the role and participation of women in the development context.

IV. Beneficiary

The primary beneficiaries are rural women who will benefit through increased incomes and productivity and through improved levels of living.

V. Program Goal

To increase the income, productivity, and welfare of rural women in Africa and to expand their capability as contributors to development.

VI. Description of Activity

A comprehensive logical framework will not be required. Instead a brief one-page logical framework summary attached to the memorandum will suffice, stating the impact and change the activity will contribute toward the achievement of the activity's objective, identifying the problem(s) and constraint(s) to be resolved, explaining the course of action (providing the means) for solving the problem, and listing the key outputs and inputs. It must include proposed financial and other inputs from all sources.

VII. Other Donor Coordination

Where feasible, other public and private donors will be kept informed of AID's activities to encourage them to undertake similar activities in their own on-going and new projects, and to assure that each other's efforts are complementary.

VIII. Financial Plan

The number, costs and duration of individual activities will differ by fiscal year. Annual financing is estimated to total \$365,000 in the

first year (FY 1976) and \$300,000 each subsequent year (FY 1977-79). Recognizing the priority of this effort, however, additional funds may be required, depending upon the number and propriety of individual activity submissions.

Cost components for AID support will obviously vary. Depending on the purpose and nature of the individual activity, they will include appropriate combinations of several or more of the following elements: technicians (U.S., local, or other Africans); participants (short-term observation or training in Africa); commodities (equipment, visual aids, commodities essential for training, skills improved production, and rural development); and other costs (transportation, workshops, village meetings, seminars, etc.).

Host country contributions will be at least 25%. Such will consist of technical personnel, village labor, locally available materials, land, structures, as well as various other items relevant to project implementation.

#### IX. Implementation Plan

Individual activities will be reviewed by the Project Committee and approved by the Director, Office of Regional Affairs, up to a total of \$150,000 for any one individual activity.

#### X. Evaluation and Achievement

##### A. Evaluation

In focusing on innovative and experimental projects to improve the status of women and on development problems rather than broad development programs, continuing evaluation will be built into each

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individual activity, focusing on (1) the relevance and effectiveness of the human resource component to achievement of the development objective; (2) the effectiveness of local participation; and (3) the efficiency of implementation.

B. Achievement Reports

In cases where individual activities indicate high probability of replication, sponsors will submit achievement reports to AID/W in order that experience and information can be shared with other posts.

PROJECT DESIGN SUMMARY  
LOGICAL FRAMEWORK

(INSTRUCTION: THIS IS AN OPTIONAL FORM WHICH CAN BE USED AS AN AID TO ORGANIZING DATA FOR THE PAR REPORT. IT NEED NOT BE RETAINED OR SUBMITTED.)

Life of Project: From FY 76 to FY 79  
Total U.S. Funding \$1,265,000  
Date Prepared:

Project Title & Number: African Women in Development (698-11-690-xxx)

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Program or Sector Goal: The broader objective to which this project contributes: (A-1)</p> <p>To increase the income, productivity and welfare of rural women in Africa by expanding their human resource capability as contributors to development.</p> <p>The project is to be comprised of a series of individual activities, each of which will be accompanied by a brief, logical framework summary that will include a specific purpose of the proposed activity, expected results and required inputs.</p>	<p>Measures of Goal Achievement: (A-2)</p> <p>Increased income, agricultural productivity or improved health resulting from application of new programs for improving the status of rural women.</p> <p>Budgets/national plans or human resource sector plans and programs have been modified to increase the level or improve the nature of women's active participation in development efforts.</p>	<p>(A-3)</p> <p>Evaluation conducted by sponsoring agency and USAIDs.</p> <p>National or organizational budgets, plans.</p>	<p>Assumptions for achieving goal targets: (A-4)</p> <p>Governments delegate sufficient authority and provide support to local organizations in planning and implementing individual activities related to development of women's programs.</p> <p>Successful activities can attract the interest of African leaders with the authority to support or modify policies and programs related to the role of women in development.</p>

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