
MUCIA/WID

*Scopes of Work, MUCIA/WID
Women in Development Program
in Technical Assistance: Cameroon,
Guatemala, Indonesia, Uruguay*

*Women In Development
Program In Technical Assistance*

Prepared for:

*Patricia Kay Davies
Office of Women in Development
Bureau of Program and Policy Coordination
Agency for International Development
Washington D.C.*

Prepared by:

*MUCIA/WID
Project Management Office
Center for International Programs
Michigan State University*

PC-APP-275
ISN 67231

MUCIA/WID SCOPES OF WORK FOR TECHNICAL ASSISTANTS

Edited by
Ann V. Millard Acting Project Director
Rita Gallin Project Director

With the Assistance of
Susan Igoe
Mary Bivins
Teresa Swezey

MUCIA/WID Project Management Office
Office of Women in International Development
202 International Center
Michigan State University
East Lansing, MI 48824

June 1990

This work was supported by PPC/WID under the terms of a Cooperative Agreement, the MUCIA/WID Women in Development Program in Technical Assistance. MUCIA is the Midwest Universities Consortium for International Activities, Riverwatch Tower, Suite A, 364 West Lane Avenue, Columbus, Ohio 43201. Copies of this report are available from the Project Management Office.

Prepared for:

Patricia Kay Davies
Director
Office of Women in Development
Bureau for Policy and Program Coordination
United State Agency for International Development
Washington, D.C. 20523

MUCIA/WID SCOPES OF WORK FOR TECHNICAL ASSISTANTS

EXECUTIVE SUMMARY

The MUCIA/WID Women in Development Program in Technical Assistance was designed to integrate gender sensitivity into projects of the United States Agency for International Development (AID). The program was to accomplish this goal by sending Technical Specialists and Assistants to work with AID staff in various countries in the design of specific projects for AID Missions. Through these efforts, the program was also to improve the experience and expertise on women in development, both in AID Missions and in universities. The program was designed to increase the effectiveness and efficiency of projects by taking account of gender, especially where women have been overlooked as active participants in production and commerce as well as in the household.

The project produced twelve Scopes of Work that outline plans for specific gender-oriented activities. The Scopes were developed in conjunction with AID staff in Cameroon, Guatemala, Indonesia, and Uruguay. The Scopes address three different aspects of Mission efforts to which gender is relevant: existing projects without a focus on gender, project planning that addresses women specifically, and planning affecting all Mission activities. The last category includes policy making regarding new projects and efforts to monitor and evaluate Mission activities.

Most of the MUCIA/WID Scopes deal with ongoing Mission efforts that had not yet integrated a women-in-development component at the time of the visit by the Technical Specialist. A few Scopes also proposed a Mission-wide effort, such as a portfolio review or the development of WID indicators. One Scope dealt with rendering assistance in organizational planning to a gender-sensitive development agency and thus did not involve gender analysis (Scope of Work I, Uruguay). A number of Scopes were often developed for each country in order to give AID staff more choice over which WID project to implement. For each Scope that was implemented, a copy of the final report is available from the Project Management Office.

TABLE OF CONTENTS

EXECUTIVE SUMMARY

PROJECT ADVISORY COMMITTEE MEMBERS

INTRODUCTION

CAMEROON SCOPES OF WORK

WRITTEN BY TECHNICAL SPECIALIST CHERYL DANLEY

- I. CREDIT UNION DEVELOPMENT/(631-0057), An Analysis of Saving and Investment Behavior and Opportunities of Men and Women in Cameroon
- II. NATIONAL CEREALS RESEARCH AND EXTENSION/(631-0052), Potential for Maize and Cassava: Analysis of Marketing Costs and Constraints to Drying, Storage Processing and Preservation
- III. AGRICULTURAL POLICY AND PLANNING/(631-0059), Improving Statistics and Indicators on the Situation of Women in Agriculture
- IV. AGRICULTURAL EDUCATION PROJECT/(631-0031), Curriculum Design in Applied Home Economics and Post-Harvest Technology

GUATEMALA SCOPES OF WORK

WRITTEN BY TECHNICAL SPECIALIST BARBARA KNUDSON

- I. SURVEY OF WOMEN'S ORGANIZATIONS AND WID PROJECTS AND ACTIVITIES
- II. IMPROVING STATISTICS AND INDICATORS ON WOMEN IN GUATEMALA
- III. GENDER ANALYSIS OF PROJECTS IN PORTFOLIO OF AID/GUATEMALA
- IV. SURVEY OF WOMEN EMPLOYED IN THE MICROENTERPRISE SECTOR
- V. USAID PROJECT: OFFICE OF RURAL DEVELOPMENT HIGHLANDS, AGRICULTURAL DEVELOPMENT II

INDONESIA SCOPES OF WORK

WRITTEN BY TECHNICAL SPECIALIST KATHLEEN CLOUD

- I. GENDER AND SMALL-SCALE IRRIGATION MANAGEMENT
- II. GENDER ANALYSIS OF POLICY-RELEVANT RESEARCH ON RURAL EMPLOYMENT

URUGUAY SCOPE OF WORK

WRITTEN BY TECHNICAL SPECIALIST BARBARA KNUDSON

- I. USAID/WID URUGUAY ASSISTANCE TO PRODISA

PROJECT ADVISORY COMMITTEE MEMBERS

Florence Babb
University of Iowa

Nancy Barcelo
University of Iowa

Kathleen Cloud
University of Illinois

Anne Ferguson
Michigan State University

Fern Hunt
Ohio State University

Jane Knowles
University of Wisconsin-Madison

Linda Labao
Ohio State University

Julia Miller
Michigan State University

Julie Nester
University of Minnesota

Sonia Patten
University of Minnesota

Charles Reafsnyder
Indiana University

Anya Royce
Indiana University

Marcia Segal
Indiana University

Emmalou Van Tilburg
Ohio State University

Grafton Trout
Indiana University

Diana Velez
University of Iowa

Jane Wolfson
Purdue University

MUCIA/WID SCOPES OF WORK FOR TECHNICAL ASSISTANTS

INTRODUCTION

The MUCIA/WID Women in Development Program in Technical Assistance provides AID with expertise in gender analysis for development planning that consciously addresses women as well as men among potential program participants and beneficiaries. The Scopes of Work presented here are plans for technical assistance to specific AID Missions around the world. Many address gender issues in specific projects already designed or in the planning stage.

The program was funded by the Office of Women in Development, Bureau for Program and Policy Coordination, AID, through a cooperative agreement with the Midwestern Universities Consortium for International Activities (MUCIA). MUCIA is an organization formed by Midwestern universities to engage in a wide variety of international projects. MUCIA/WID is the network of offices and programs in women in development at the MUCIA universities. The headquarters of the MUCIA/WID program are at the Office of Women in International Development, Michigan State University, under the direction of a Project Director, Rita Gallin, and Acting Project Director, Ann Millard.

The Scopes of Work were written by Technical Specialists, whose names are shown in the Table of Contents. They were fielded by MUCIA/WID to AID Missions in Cameroon, Guatemala, Indonesia, and Uruguay. In each country, the Technical Specialist worked with AID staff to define the Scope of Work in regard to economic sector, specific projects, or general AID goals. Each Scope of Work defines a specific project for a Technical Assistant and states its relationship to Mission policy. The Scope also provides a rationale for the project and a series of specific activities to be carried out.

Once the Scopes of Work had been approved by the Mission, PPC/WID and MUCIA/WID, Technical Assistants were recruited to implement them. A series of negotiations also occurred to specify the timing of the work and the exact series of activities to be carried out. Negotiations were especially important after changes in Mission staff, especially in the cases of new WID Officers. The Project Director negotiated the timing of the implementation with Mission staff, and when the timing had become clear, more specific plans also were negotiated for the coming work. Finally, when a Technical Assistant arrived at a Mission, meetings with staff were held to further refine the plans for implementation.

CAMEROON SCOPES OF WORK

WRITTEN BY

TECHNICAL SPECIALIST CHERYL DANLEY

- I. CREDIT UNION DEVELOPMENT/(631-0057), An Analysis of Saving and Investment in Behavior and Opportunities of Men and Women in Cameroon
- II. NATIONAL CEREALS RESEARCH AND EXTENSION/(631-0052), Potential for Maize and Cassava: Analysis of Marketing Costs and Constraints to Drying, Storage Processing and Preservation
- III. AGRICULTURAL POLICY AND PLANNING/(631-0059), Improving Statistics and Indicators on the Situation of Women in Agriculture
- IV. AGRICULTURAL EDUCATION PROJECT/(631-0031), Curriculum Design in Applied Home Economics and Post-Harvest Technology

MUCIA/WID WOMEN IN DEVELOPMENT PROGRAM IN TECHNICAL ASSISTANCE

SCOPE OF WORK I, CAMEROON

CREDIT UNION DEVELOPMENT/(631-0057)

An Analysis of Saving and Investment Behavior
and Opportunities of Men and Women in Cameroon

This project will investigate credit accessibility for women, specifically in regard to the Cameroon Cooperative Credit Union League (CamCCUL). In order to carry this work out, the project will analyze saving and investment behavior and opportunities of men and women involved in agriculture and related sectors. The focus addresses the Country Development Strategy Statement Goal of strengthening the agricultural services network with emphasis on the private sector.

RATIONALE

As Cameroon seeks to expand its agricultural production, farmers are being encouraged to use more inputs, including fertilizer, improved seed, and tools. These inputs often require cash outlays at times when farmers may have little access to cash. Furthermore, small-scale farmers, and especially women farmers, have limited access to credit from formal banking institutions.

One objective of USAID/Cameroon is assisting the country's institutional development in the private sector. The mission is currently supporting the expansion of the credit union movement through the Cameroon Cooperative Credit Union League (CamCCUL).

Traditionally Cameroonians save and borrow through nonformal institutions such as njangis and tontines. Credit unions have been introduced as an intermediate type of financial institution between traditional savings societies and formal banks. The impact of the credit union movement on production is now beginning to be felt in the agricultural sector.

In an effort to keep track of the needs of beneficiaries, CamCCUL undertakes periodic surveys that document the socio-economic impact of the movement. Preliminary studies reveal that the loan recovery rate of the credit union from women is virtually 100%. Also, the World Bank's recent review of Cameroon's agricultural sector identified rural women's savings as having untapped credit potential.

Little is known about the control of cash income by women. If cash investments have to be made to improve food production, it is important to know who in the family had to make the decision and what their access to cash or credit is. Research could reveal that specific actions would be required to increase credit accessibility to women farmers.

Applied research is also needed to understand people's incentives for saving and investment, preferences for njangis or tontines instead of credit unions, and the effect these cash flows have on the agricultural system.

The credit union movement has experienced considerable success in the Northwest and Southwest provinces. But now as CamCCUL intensifies its presence in the West and South and seeks to expand into the Littoral province, research on saving behavior and incentives is critical in designing effective promotion efforts. Experience has already shown that a good understanding of the traditional savings societies can enable credit union promoters to be successful at recruiting tontines or njangis to form credit unions.

SPECIFIC DUTIES OF THE TECHNICAL ASSISTANT

Activities

The Technical Assistant (TA) is to conduct a study in one or all of the provinces where CamCCUL is expanding its activity, that is, the West, South, and Littoral provinces. The TA would be independent from the credit union league, and therefore would be responsible for designing his or her own sample but the research agenda would be set jointly with CamCCUL. Major activities:

1. To review the project literature and research on credit and saving behavior in Cameroon.
2. To design a survey for a) male and female farmers' groups, b) njangi and tontine members, and c) current credit union members.
3. To study differences between male and female patterns of borrowing, saving, and investment; incentives and opportunities to invest; and perceptions of tontines and njangis compared with credit unions.

Results

1. A draft report of the research findings would be delivered to CamCCUL and to USAID/Cameroon prior to departure of the TA.
2. If AID/Cameroon desires, the TA would present the findings in a meeting at the mission or at CamCCUL.
3. The final report would be delivered within two months of the TA's departure.

COLLABORATIVE LINKAGES

CamCCUL: The League Manager will be directly responsible for the TA. The Assistant Central Financial Officer will provide data on borrowers.

World Council of Credit Unions (WCCU): The project team and CamCCUL Manager will assist the TA in settling the research agenda. They also will provide some general orientation and assist in the survey questionnaire by giving precise guidance as to the information they would need for more effective promotion.

MINAGRI/Department of Community Development: Could help to identify groups to be interviewed.

MINASCOF: Also could help to identify groups to interview.

MINAGRI/Department of Cooperation and Mutuality: This is the department under which credit unions fall. They would identify the credit unions in each province or division for the TA.

U.S. Peace Corps: Volunteers are active in credit union promotion and could provide local orientation to the TA in the chosen research cities. The Associate Director based in Yaounde would facilitate contact with volunteers.

University Center of Dschang: Faculty in Agricultural Economics have conducted studies and rural credit, and they could be used as resource persons.

USAID/Cameroon: The WID Officer and Committee and the Project Officer could review the project. The TA would be responsible to AID.

TIMING AND LOCATION

The TA would conduct research during the 1990 calendar year. The CamCCUL staff would prefer to have the research start after August, as the Project Team staff are mostly new, and they have planned a number of activities for the earlier part of the year.

QUALIFICATIONS OF THE TECHNICAL ASSISTANT

The TA should preferably be a junior faculty member with education or experience in:

1. gender analysis
2. rural sociology or anthropology
3. credit unions and finance
4. survey design and data collection
5. use of microcomputers for storing data and statistical analysis
6. French
7. travel and work in Francophone Africa, preferably Cameroon.

RESOURCES PROVIDED

MUCIA/WID: TA travel and per diem. Technical briefing and backstopping.

USAID/Cameroon: Accommodation exchange privileges, Embassy facilities; USAID facilities.

CamCCUL: Provide assistance in finding housing and transportation; office and computers facilities would also be made available.

MUCIA/WID WOMEN IN DEVELOPMENT PROGRAM IN TECHNICAL ASSISTANCE

SCOPE OF WORK II, CAMEROON

NATIONAL CEREALS RESEARCH AND EXTENSION/(631-0052)

Potential for Maize and Cassava: Analysis of Marketing Costs and Constraints to Drying, Storage Processing and Preservation

This project will analyze of costs, access and potential for maize and cassava marketing, with special emphasis on constraints to drying, storage, processing and preservation. This focus addresses the following USAID/Cameroon Strategy Goals: encouraging a research network that meets the needs of rural Cameroon and strengthening the agricultural services network with emphasis on the private sector. This research would assist the NCRE/TLU in assessing the effect of newly introduced technologies on the target group, who are mostly women. Results of this study would also be useful in developing cost-benefit analysis for investment in rural enterprises related to food processing and storage.

RATIONALE

Assisting the Government of Cameroon in its goal of increasing food production to maintain food self-sufficiency is USAID's overall objective in the country. The National Cereals Research and Extension (NCRE) project is a long-term commitment to food security in Cameroon. Through its testing and liaison units (TLUs), the NCRE is developing channels among farmers, research and extension agents to enhance the ability to identify problems, analyze alternatives and formulate strategies.

The TLUs also carry out surveys in farming systems, marketing and storage in order to assist in the development of technology and to evaluate its potential and actual use by farmers. In the Southwest province, maize and cassava are highlighted in the agronomy program; and these crops plus the cocoyams and plantains which comprise most farming systems in the area are studied in the socio-economic research program.

"Whether or not farmers will adopt innovations to improve the quality and quantity of their crops depends largely on the profitability of the innovations...It is apparent that rapid increase in the productivity of a crop can lead to disastrous results for producers of that crop unless alternative markets are created for the crop" (Atayi). Demographic characteristics of the rural population also have an impact on the capacity for food production and expansion. In the Center, Southwest and Northwest Provinces where the Institute of Agricultural Research (IRA) has testing and liaison units (TLUs) engaged in technology transfer of improved maize and cassava, the farmers involved are primarily women (Ayuk-Taken). As these crops are predominantly handled by women, with sales and profits being held by the women (Almy), a reduction in prices, due to oversupply of improved varieties will undoubtedly lead to reduced income for women. Therefore, marketing margin analysis should

be conducted to determine the gender characteristics of those who stand to benefit most from expanded production based on improved technologies.

The Ministry of Agriculture's division of Community Development has launched an ambitious campaign in six provinces to teach women's groups how to dry and process cassava. This program has been carried out in collaboration with CENEEMA, the government agency responsible for generating appropriate rural technologies and equipment, and with other government agencies. Specifically, the IRA unit at Ekona has been involved in this training of women, with extension workers from MINAGRI.

However many groups have experienced difficulty in gaining sufficient capital or credit in order to rent or buy such equipment. Evidence has already shown that farmers without access to processing facilities are less inclined to expand production.

SPECIFIC DUTIES OF TECHNICAL ASSISTANCE

Activities

The Technical Assistant (TA) would conduct a study in areas where the NCRE TIJ-Ekona team is concentrating their efforts. The TIJ has collected background data on all of the Southwest Province, and expects all reports to be completed by the end of 1988. The data include general agricultural zoning information, farming systems, market access and use by crop, labor use by age, sex and family status, forms of processing, and access to extension. Specifically the TA would:

1. Assist with the socioeconomic aspects of the design of future gender-disaggregated studies. Review the existing data and reanalyze data with specific emphasis on gender patterns in crop production (planting, weeding, harvesting).
2. Review current processing technologies developed and used in other countries (IITA and CIAT). Review IRA-Ekona's maize and cassava storage studies.
3. In collaboration with the team agricultural economist, develop farm enterprise budgets which include the costs of storage and processing.
4. Conduct a rapid reconnaissance survey of those women's groups which have been trained by the Ministry's Community Development division to ascertain the constraints faced by these groups in expanding cassava processing.
5. Prepare a survey of processors (growers and non-growers) to determine their profit margin, their access to the marketing channel as middlemen, barriers to entry of women retailers (credit, institutions, culture, etc).
6. Draw on existing analyses of data to estimate consumer demand for processed maize and cassava products.

7. On the basis of 1-6 above, develop recommendations of the most cost-effective, technically and institutionally feasible methods of maize and cassava processing.

Results

1. Extension package with information about processing costs and where farmers can get financial assistance (credit) or technical help with processing equipment. (To be written in collaboration with the UCD Extension Dept.)
2. Guidelines for the design of an instrument to be used to assess social and economic impact of TLU/NCRE at other sites.

COLLABORATIVE LINKAGES

Ministry of Higher Education and Scientific Research (MESRES)

IRA: The Ekona-TLU has a team of five researchers (2 TAs from NCRE project and 3 Cameroonian researchers). The team works together in many areas and coordinates research at monthly meetings. The TA would be expected to participate in discussions, explain the MUCIA/WID project and modify it where possible to augment TLU goals. The TA would also be expected to keep informed about the related research in the other TLUs and maintain contact with counterparts doing economic research. The TA would be under the supervision of the Chief of Party. The USAID/Cameroon Project Officer responsible would be a member of the Agricultural and Rural Development unit (ARD).

UCD: The TA would work with Rural Education Department to produce Extension manuals.

USAID/Cameroon and the WID Officer would review the research. The TA would need to keep the ARD and WID officers periodically informed, and give a report.

Ministry of Agriculture, Women's Agricultural Service Community Development, Yaounde. Cassava production, processing, storage and marketing project.

TIMING AND LOCATION

The TLU annual meeting with IRA is scheduled for end of February or early March and the research plans are usually presented at that time. If the TA were identified by that time it would be important that correspondence would have been established so that the TA's research plans could be made known to the entire project.

The planting season is usually March or April, and the first major harvest period would be June or July. The TA should be present during at least two marketing seasons, which occur in June and July, and December through February. The TA should spend one week in Yaounde and Nkolbisson to become familiar with the USAID project personnel, the Chief of Party, and the relevant officials of IRA and MINAGRI and the libraries of USAID and FAO.

The TA would be expected to submit a report for the annual IRA/IITA conference in January and the IRA meeting in Feb/March.

While the TA would be based at Ekona in the Southwest Province and research would be primarily in that area, efforts should be made to visit the TIUs at Nkolbisson, Bambui in the Northwest Province and, if possible, Maroua in the Extreme North Province. The TIU research currently covers four division of the Southwest Province. Targeted studies are planned for each of these divisions, and the TA would work with the team to establish exact areas of work.

QUALIFICATIONS

The TA will be a faculty member or advanced graduate student from a MUCIA member university. She should have education or experience in:

1. agricultural economics or business
2. collection and use of data
3. the use of microcomputers for storing data and statistical analysis (MSTAT or SYSTAT preferably)
4. agricultural production and marketing
5. African rural life or the ability to adapt to low-level infrastructure
6. knowledge of gender analysis

The lingua franca is pidgin, so knowledge of African language syntax or experience in West Africa would be a plus, but not a requirement.

RESOURCES PROVIDED

MUCIA WID: TA Travel and per diem. Technical briefing and backstopping, possible field visit by faculty advisor.

USAID/Cameroon: Accommodation exchange privileges (to change money) TDY status, to have access to Embassy facilities, library, clinic, etc. TA and USAID facilities, library, travel agency, vehicle and driver rental if necessary.

NCRE/IRA: The IRA guest house is available for 100,000 FCFA per month. Accommodation has bed, desk, kitchen and electricity and cold running water. TA would have to pay for gas for cooking or hire a cook.

Transportation within the province when it coincides with plans of the team members, but otherwise the TA would be on her own to get around. TIU team would provide information and assistance in finding local transportation. Transportation to other project sites should be arranged to accommodate TA when possible.

TA will have access to project office space and computer on a share basis. Office space is at a premium.

MINAGRI: If contact is established early with the Community Affairs Office, courtesy field trips can be arranged.

MUCIA/WID WOMEN IN DEVELOPMENT PROGRAM IN TECHNICAL ASSISTANCE

SCOPE OF WORK III, CAMEROON

AGRICULTURAL POLICY AND PLANNING/(631-0059)

Improving Statistics and Indicators on the Situation of Women in Agriculture

This project will develop an instrument and methods for improving the Agricultural Census's measurement of women's role in agriculture. The focus relates to the USAID/Cameroon Strategy Goals, to establish a research network that meets the needs of rural Cameroon. This research would improve the Government of Cameroon's capacity for planning and policy formulation and satisfy the need of the Ministry of Social and Women's Affairs for socioeconomic indicators to measure changes in women's welfare over time.

RATIONALE

Cameroon has enjoyed sustained economic growth in the past, attaining near self-sufficiency in food production. The country is now at a critical point, however, as oil revenues have declined along with foreign exchange earnings from traditional exports of cocoa, coffee, tobacco and rubber.

The Agricultural Policy and Planning project is designed to strengthen the Government's capacity to conduct economic and agricultural research and to evaluate alternative policies. The project follows the Agricultural Management Project, which contributed to the design and implementation of the 1984 Agricultural Census. The census data, which were first available in 1986, provide some picture of the on-farm population, cropping patterns and yields which had not existed previously.

The census does not currently collect information on all women engaged in farming activities. Current reporting procedures understate the number of female farmers. Most farm wives do farm work and fully share the responsibility of running the farm with their husbands, but agricultural census procedures designate only one person per farm as official operator.

The 1984 census reported that 14.6 percent of all farm operators were female. However, independent researchers have estimated that 47 to 57 percent of all farmers in Cameroon are women, and that women produce more than 80 percent and market 55 to 85 percent of all domestically consumed food crops.

Another major concern is with rural out-migration. Young people and men migrate to cities, leaving an older, female farm population. The 1984 census reported that 71% of all female farm operators were above the age of 45.

A census redesign effort is planned which will be geared toward improving information about the the actual farm-operator, measuring rural-urban migration patterns and detecting complex tenure arrangements within the extended family structure.

SPECIFIC DUTIES OF THE TECHNICAL ASSISTANT

The Technical Assistant (TA) will work closely with the project team. He/she will primarily be involved in gender adaption of the agricultural census survey questionnaire and survey procedures. This effort will provide useful background analysis for the next phase of project design and implementation.

Activities

1. Examine the current survey questionnaire and census results to determine areas where redesign is necessary for clarification of gender roles.
2. Review Cornell University's research on nutrition and consumer expenditure in Cameroon, and assess whether it provides useful indicators or measures of women's welfare.
3. Design a survey questionnaire which will provide indicators in such areas as agricultural labor, access to land and livestock, access to information and services, access to education, and rural community participation. (See annex for suggestions.) Make modification of questions of nutrition and consumption, if necessary.
4. Review current procedures used in data collection by the Ministry of Agriculture's Department of Studies and the other branches, such as the IRA/TLUs. Determine if there is sufficient access to female respondents or if another strategy (e.g., increasing the number of female enumerators) would be useful.
5. Pretest or develop a pilot study using survey questionnaires and procedures.

Results

1. A Report of Findings for the Ministry of Agriculture and AID/Cameroon, which makes recommendations for improving Agricultural Census information on women and other smallholder food crop producers.
2. Contribution to the social analysis for the Project Paper; outline for future evaluations.

COLLABORATIVE LINKAGES

Consortium on International Development: The primary responsibility for the Project will lie with the CID contractors, and the TA will work within the framework outlined by CID.

Cornell University: has developed methodologies and conducted research on nutrition and consumption and will be integrating these data with the Agricultural Census data.

TIMING AND LOCATION

The TA will conduct study within the calendar year 1989 for a period of three to six months; specific time to be designated by the mission.

The location of the TA will be Yaounde, but the pretest will be conducted in some rural areas designated by the project team.

QUALIFICATIONS OF THE TECHNICAL ASSISTANT

The TA will be a faculty member or advanced graduate student from a MUCIA member university. He/she should have education or experience in:

1. Sociology or demography
2. Survey design
3. Collection and use of data
4. Use of computers for storing data and statistical analyses
5. Agriculture or rural life in Africa
6. Some knowledge of gender analysis
7. French

RESOURCES PROVIDED

MUCIA-WID: TA travel and per diem. Technical briefing and backstopping.

USAID/Cameroon: Accommodation exchange privileges; standard TDY access to Embassy and USAID facilities (libraries, clinic, travel agency, driver and car rental). Visa extension arrangements, and general backstopping assistance will also be provided.

MINAGRI/DEP/CAPP: Office space and access to computer and data.

ANNEX

a. Agricultural Labor Force Indicators

1. Percent of people economically active in agriculture who are women
2. Percent of women economically active in agriculture by employment status (i.e. farm managers; farm owners; agricultural laborers; and unpaid family farm workers).
3. Percent of landless agricultural laborers who are women.
4. Percent of landless rural households headed by women.
5. Female as percent of male median weekly or monthly wages in agricultural labor.
6. Rural unemployment and underemployment rates by sex.
7. Percentage of women among agricultural traders.

b. Indicators of Access to Land and Livestock

1. Average farm size owned or managed by women by type of crop and type of head of household.
2. Percentage of subsistence farmers and cash crop farmers by type of crop and gender.
3. Average numbers of livestock of various types owned by women.
4. Whether or not Agrarian Reform laws specify female heads of households as beneficiaries and designate equal access to land for unmarried men and women without children.
5. Percentage of women members (heads of household and single women) of rural settlements created through Agrarian Reform.

c. Indicators of Access to Agricultural Information and Services

1. Sex ratio of agricultural extension workers.
2. Agricultural vocational training enrollment rates by type and level of training and by sex.
3. Percent of rural women with agricultural training by type and level of training.
4. Percent of agricultural loans granted to women farmers by type and size of loan.

d. Access to Education

1. Literacy rates by gender and residence (urban or rural).
2. Primary school enrollment rates by gender and residence (urban or rural).
3. Percent of men and women who have completed primary school by residence (urban or rural).

e. Participation Indicators

1. Percentage of women members of formal and informal rural organizations and groups (such as peasant organizations, development councils or committees, rural cooperatives, self-help groups, etc.) by type of organizations.
2. Percentage of women in the management of formal and informal rural organizations by type of organization.
3. Percentage of women in rural community self-help projects by type of project.

Source: Safilios-Rothschild (1983)

MUCIA/WID WOMEN IN DEVELOPMENT PROGRAM IN TECHNICAL ASSISTANCE

SCOPE OF WORK IV, CAMEROON

AGRICULTURAL EDUCATION PROJECT/(631-0031)

Curriculum Design in Applied Home Economics and Post-Harvest Technology

This project will carry out a needs assessment of nutritional practices; food production constraints and storage, preservation and processing techniques with special emphasis on women farmers. The focus addresses the USAID/Cameroon Strategy Goals of strengthening the research network to meet the needs of rural Cameroon and strengthening the agricultural services network with emphasis on the private sector. This research would be applied and the results could be developed into a curriculum for agricultural university students. The study would also identify farmer needs concerning post-harvest losses, which could then be addressed through the extension service or by private sector microentrepreneurs.

RATIONALE

One goal of the Government of Cameroon is to increase productivity in the agricultural sector, particularly in food crops. Development of a service network in research and extension is key to this effort. With the help of USAID, Cameroon is developing the University Center of Dschang, an agricultural university patterned after the U.S. land-grant college. This model emphasizes a practical, client-centered approach to curriculum, research and outreach to the mostly rural community.

With this concept as a base the UCD has planned to have an active research program, focused on the problems of small farmers, many of whom are women. While all faculty and administrators at UCD are cognizant of the dominant roles played by women in the food crop production and marketing, the numbers of female faculty and students and courses targeting smallholder food crop producers is small.

UCD administrators have proposed the introduction of a Home Economics Department, in part to attract more women to the university, but also in an effort to address the research and extension needs of the rural female clientele.

A preliminary analysis of the need and potential for a Home Economics Curriculum was carried out by two Home Economics professors from the University of Florida, the institution which is managing the USAID contract with UCD. The specialists proposed a curriculum which would be based on the needs of rural Cameroonians, and would integrate studies in agricultural production with those in food storage and preservation. Another component would be training in extension and field work targeting groups of small holder and women farmers.

In a related development, Dr. Joyce Endeley, a Cameroonian instructor in the Rural Education Department, has developed and taught an extension course focusing on the problems of rural women and youth. Dr. Endeley's course was based largely on her findings from her Ph.D. research, Women Farmers' Perceptions of the Economic Problems Influencing their Productivity (Ohio State University, 1987).

Another series of studies done by UCD faculty for USAID has focused on the tremendous potential for food processing at the local level. Their study indicates that current post-harvest losses of food crops are estimated to be between 30 and 40 percent (Ayissi Mbala et al, 1988).

There is now a need to (a) build on the above studies to develop a curriculum based on Cameroonian needs, (b) liberalize the admission process to attract more women and those students who would be motivated to elect the "home economics" or "home and farm management" option, (c) review other agricultural-production-based home economics programs in other parts of Africa (e.g. Sierra Leone, and Nsukka, Nigeria).

The Ministry of Higher Education and Scientific Research and the Community Development Women's Agriculture service in MINAGRI have both welcomed the possibility of a Home Economics/Production curriculum at UCD. They have a great need to strengthen the agricultural training of their field workers who deal with women's groups and traditional home economic subjects. UCD ideally will provide in-service training.

SPECIFIC DUTIES OF THE TECHNICAL ASSISTANT

The Technical Assistant (TA) would be based at the UCD Department of Rural Education. He/she would work closely with faculty in economics, agronomy, animal science and with the farm manager to develop appropriate research questions.

Activities

1. Assist University of Florida Home Economics team in developing workshops on the proposed curriculum in May 1989.
2. Conduct a needs assessment survey similar to Dr. Joyce Endeley's with women farmers in at least three regions.
3. Review the women-targeted extension approach used by MIDENO in the Northwest.
4. Survey Community Development animators and Ministry of Women's and Social Affairs animators to get an idea of the problems that women's groups report to them--especially in the areas of nutrition, production food processing and storage.

Results

1. A curriculum needs analysis to be appended to the USAID Project Paper for phase II of the Agricultural Education Project.

2. A recommended course outline for the introductory Home Economics/Extension course (proposed for the second year in the new curriculum by the Rural Education Dept.)
3. A seminar presentation on research findings to the UCD faculty, with recommendations for the specialization in the 3rd and 4th year of the new curriculum.

COLLABORATIVE LINKAGES

UCD: The TA would work primarily under the Rural Education Department. Faculty from the Departments of Economics, Animal Science and Agronomy, and the University Farm Manager will also participate.

UF: The University of Florida Project Team and Home Economics Professors at Florida would also work with Curriculum Development.

USAID/Cameroon: The Project Director and the WID Officer would review the research proposal.

TIMING AND LOCATION

The Project Paper for phase II would be submitted in early Summer 1989. The TA should, therefore, be able to begin research as close to the beginning of January 1989 as possible to enable some results of research to be presented by the May 1989 workshop and the Project Paper target date. This is also the "dry season" when mobility is greater.

The TA would be based at Dschang, but it is hoped he/she would carry out research in 2 other agro-ecological zones.

QUALIFICATIONS OF THE TECHNICAL ASSISTANT

The TA will be a faculty member or advanced graduate student from a MUCIA member university. He/she should have education/experience in:

1. Home economics, extension and/or rural sociology
2. Collection and use of data
3. The use of computer for data analysis/statistics
4. Curriculum development
5. Prior experience in Africa or other LDC's
6. French
7. Some background in gender analysis

RESOURCES PROVIDED

MUCIA/WID: TA travel and per diem. Backstopping and general orientation.

USAID/Cameroon: TDY accommodation exchange privileges. Embassy and USAID facilities; libraries, clinic.

UCD/UF: Housing and some logistical support.

GUATEMALA SCOPES OF WORK

WRITTEN BY

TECHNICAL SPECIALIST BARBARA KNUDSON

- I. SURVEY OF WOMEN'S ORGANIZATIONS AND WID PROJECTS AND ACTIVITIES
- II. IMPROVING STATISTICS AND INDICATORS ON WOMEN IN GUATEMALA
- III. GENDER ANALYSIS OF PROJECTS IN PORTFOLIO OF AID/GUATEMALA
- IV. SURVEY OF WOMEN EMPLOYED IN THE MICROENTERPRISE SECTOR
- V. USAID PROJECT: OFFICE OF RURAL DEVELOPMENT,
HIGHLANDS AGRICULTURAL DEVELOPMENT II

MUCIA/WID WOMEN IN DEVELOPMENT PROGRAM IN TECHNICAL ASSISTANCE

SCOPE OF WORK I, GUATEMALA

SURVEY OF WOMEN'S ORGANIZATIONS AND WID PROJECTS AND ACTIVITIES

This project will survey organizations directed toward Guatemalan women and development. The WID Strategy document of AID/Guatemala identifies a need to strengthen the Mission's contact with local and national women's organizations and other institutions that work for the full inclusion of women in national life and development. The institutions include governmental and non-governmental organizations, inter-governmental and private voluntary agencies concerned with Guatemalan women.

RATIONALE

Women everywhere represent half of the population. Everywhere they are in subordinate positions, and everywhere they are an acknowledged but undervalued human resource for national economic, social and cultural development. The strong WID imperative in development policy and practice seeks to remove constraints to full participation on the part of women in the national life, and intends to safeguard women's entitlement to equal benefits of progress in development.

This project proposes to better connect the WID component of USAID/Guatemala with appropriate counterpart organizations and individuals. The need to strengthen contacts and encourage collaboration with organizations and agencies oriented to women is vital to the successful implementation of AID/Guatemala's WID strategy. The strengthening of these contacts is the equivalent of collaboration by agricultural projects with Ministries of Agriculture and of coordination of maternal mortality projects with the Ministry of Health. There is an official governmentally designated "focal point" for women in the Government of Guatemala, the Oficina Nacional de la Mujer. There are dozens, perhaps hundreds, of women's organizations working in disparate fields, all illustrating the aspirations of women to better their own lives and those of their children. Similarly, a number of inter-governmental and non-governmental agencies are supporting projects that particularly take into account, often within a wider project framework, the needs and potential of Guatemalan women. The focus of the project described here is a mapping of organizations and agencies engaged in such activities, with the objectives of 1) enhanced understanding of the roles and status of women in Guatemala, as perceived through their eyes, 2) legitimizing and strengthening women's self-help efforts embodied in their organizations, and 3) exchanging information and promoting efficient cooperation towards maximal use of the historically scarce resources directed to women's issues.

Strengthening contacts with women's organizations would be incorrectly conceptualized as a woman-specific activity. Rather, the purpose is broader and reaches into Guatemalan national life through connections with that portion of the populace that is least well represented in public life and hence least well served by public policy and its implementation. The

13

pragmatic purpose of this project therefore is the establishment of appropriate connections between the women's community and the various program units of the mission whose projects touch the lives of women, but who have relatively little communication with women either as participants in development planning or as beneficiaries of project activities. It is clear that the information gathered in this project would be useful, not only to the AID mission, but also to facilitate the ongoing and systematic networking among and between donors and the web of women's groups.

SPECIFIC DUTIES OF THE TECHNICAL ASSISTANT

This project seems logically to divide into several phases. The first is a mapping of all types organizations of women, beginning with Oficina Nacional de la Mujer. The available literature suggests a variety of types of organizations of women, with differing functions and goals and varied degrees of formality (c.f. March and Taggu, Women's Informal Associations and Developing Countries: Catalysts for Change? Boulder: Westview Press, 1986; Sally Yudelman, Hopeful Openings: A Study of Five Women's Development Organizations in Latin American and the Caribbean, West Hartford, CT: Kumarian Press, 1987). Yudelman states "women of all classes in Latin America and the Caribbean, however, share a history of collective action." Even though women are accustomed to a subordinate role, "the fact that they (have been) treated with injustice (has brought out) unsuspected capacities for indignation, resistance and common action" (A. Hirschman, Getting Ahead Collectively: Grass Roots Experiences in Latin America, New York: Pergamon Books, 1984:9). Capturing the diversity and vitality of women's organizations and reflecting accurately the "common action" mentioned above is the challenge for the Technical Assistant (TA) in this Scope of Work. The actual work will require the creation of a short questionnaire to use with women's organizations as they are identified.

As general background, PPC/WID has a number of relevant documents on the topic which would be useful; a current study of Women's Organizations of Rural Mali, cited in the December 1988 report from Patricia Kay Davies might be one current example. An inventory of voluntary agencies in Guatemala is in existence, but it contains principally the more formal organizations and, almost certainly, misses a variety of women's groups. As a starting point however, Directorio de Organizaciones Privadas Voluntarias de Servicio a la Comunidad de Guatemala, published by the Fundacion para el Desarrollo de Guatemala in 1986 would be useful. Next, asking questions and making the appropriate connections will be the key to success.

The second phase of this project concerns the work of the wide variety of inter-governmental organizations and agencies that are active in development efforts with some focus on activities including women as participants or beneficiaries. As above, some instrument for information gathering would be created, allowing collection of data in a uniform fashion.

Both of these information gathering exercises would be carried out with the assistance of the WID Officer and members of the Committee, as feasible. The TA in this instance should be thought of principally as information gatherer facilitating exchanges between AID staff and the organizations, not the main contact, which should in every case be an ongoing staff member of the mission.

- 24'

RESULTS

At the conclusion of the information gathering stage, the TA will prepare a report that discusses the current environment surrounding women's organizations in Guatemala, indicates their needs, and recommends a plan to provide the appropriate policy and institutional framework for meeting them, including recommendations for improved coordination. The TA will also disseminate the results through one or two seminars or workshops in Guatemala in close collaboration with the AID/Guatemala WID Officer.

TIMING AND LOCATION

The required time estimated to complete these studies of women's organizations and women-related development activities is three months, divided between information gathering (up to two months) and dissemination efforts (up to one month). The work would be conducted largely in Guatemala City, although several field trips would be included to other areas of the country to review programs of women's organizations. While assuming that most development activities have headquarters in the capital, it is clear that small grassroots organizations exist everywhere and need to be made visible by the TA's work. On the other hand, there is no expectation of addressing every group of five to ten women working collectively, for example, women's groups associated with an agricultural cooperative. USAID/Guatemala requests that work be carried out in the fourth quarter of FY 1989.

QUALIFICATIONS OF THE TECHNICAL ASSISTANT

The TA on this assignment should have knowledge of the social sciences (e.g., sociology, economics), with special expertise in the literature on voluntary organizations, and particularly that on contemporary women's movements. The individual should also have good writing and analytical skills, the ability to interact well with others, and proficiency in Spanish at the S-3, R-3 level. One might think of this project as writing a series of short case studies; therefore, in this instance, quantitative skills are not particularly relevant. Good organization and human relations skills are essential, as well as the ability to communicate easily in Spanish.

RESOURCE REQUIREMENTS AND LOGISTICAL SUPPORT

MUCIA/WID: MUCIA/WID, under its collaborative grant from PPC/WID, will provide travel to and from Guatemala and per diem support for the TA for the period of time requested.

AID/Guatemala: Basic logistical support will be provided, such as the reservation of suitable hotel accommodations and the use of office vehicles, if available. The contractor should also provide for her own office space, equipment and secretarial assistance.

Other: As the TA is collecting materials, systematic recording will be critical. Given the heavy use currently made of the Mission's Wang word processing system, it would be helpful if the TA were equipped with a portable

computer, enabling her to do ongoing recording of information shortly after conducting interviews. Computer services in the Main Building easily facilitate the transfer of data from an IBM-compatible system into the WANG machines for editing and further analysis.

SPECIAL REQUIREMENTS

There are no particular problems in the process of traveling to Guatemala. No visa is required for American citizens; a Tourist Card is issued at the airport for U.S. \$1, and is good for six months. There are no major health constraints, at least for people residing principally in the city. While street crime is on the increase, there is no reason for alarm if the person exercises reasonable caution and good judgement.

RESPONSIBLE PROJECT OFFICER(S)

The principal responsible person for the contractor is the WID Officer or the Deputy Program Officer during her absence.

COLLABORATIVE LINKAGES

The WID Committee and WID Officer are essential collaborators in this project. Another collaborative link is with the Democratization effort, located in the Office of Human Resource Development (OHRD) of AID/Guatemala. The unit has as a part of its work responsibility for support to the private voluntary sector. Other coordinating bodies, including ASINDES, are currently receiving OHRD support, which will continue in the forthcoming action plan. Staff of that unit are interested and supportive of this investigative effort, since it will assist in fleshing out mission knowledge of the voluntary sector in Guatemala.

MUCIA/WID WOMEN IN DEVELOPMENT PROGRAM IN TECHNICAL ASSISTANCE

SCOPE OF WORK II, GUATEMALA

IMPROVING STATISTICS AND INDICATORS ON WOMEN IN GUATEMALA

This project will plan methods and conceptualize indicators to improve data on women in Guatemala. The work may include assessing, collecting, and disaggregating existing data on women in Guatemala. Activities will occur within a broader context in which the Mission's Information and Evaluation Specialist, currently seconded to AID/Guatemala and also a long-time staff member of USDA/OICD with many years of experience in Guatemala, is leading a major data collection effort. The goal is to assess the quality and availability of necessary information on Guatemala, to access published and fugitive materials from other sources, to determine what information needs are most pressing for the application of the development programs, and to put into place an overall plan for an information system for the future, including hardware and software. Building a women-in-development component into the information system thus will be crucial to the capabilities of the Mission for future planning and analysis.

The AID mission in Guatemala, working through its WID Committee, has just completed a WID strategy document. While that document provides certain statistical information on the situation of women in this nation, the information is clearly inadequate, as noted by the authors. For example, statistics on the "economically active" female population tell the reader that only 23.4% of Guatemalan women are in that category. The invisibility of women's contributions as unpaid family laborers, as participants in informal sector activities, as small-scale business owners, to say nothing of the economic value of maintaining the labor of others through domestic work, is pronounced in regard to national statistics. It is an invisibility which, unfortunately, carries over into familial, community and even national devaluation of women and their contributions. Other examples of statistical inaccuracies and gaps are legion, as in many nations of the world.

In the Guatemalan situation, the information issue is larger, however, than that concerning women; the Mission has identified as a major need the systematization and improvement of the information base required for all of its program sectors. Beginning in May, the Mission's Information and Evaluation Specialist will spearhead this work. It would be very valuable for that project to have a WID specialist in gender information systems as an integral part of this important mission initiative.

In preliminary thinking on this work, the plan is for an initial assessment of information needs for AID purposes, followed by a detailed assessment of existing information in the archives held by government, university and research organizations. Against that background, a new system of indicators across all sectors of AID/Guatemala's work will be designed and implemented. Assessment is expected to take a good bit of the first year of the project; design of the new system will take most of the second year. In that framework, discussion with the Mission's Information and Evaluation Specialist indicates that a Technical Assistant (TA) could be most useful in the

- 21

relatively early stages of the work, probably in the late summer or early fall months. Three to six months of information assessment, with a focus on gender-disaggregated data, would be very valuable to the project and crucial to meet the mission's WID objectives. (The Mission's Specialist further suggests that assistance of a second TA would be useful in the second year during the design phase, a request to be considered at a later time.)

This would seem to be a potentially valuable technical assistance possibility, a fortuitous combination of need and opportunity to utilize gender analytical skills benefiting all parties. The skills and knowledge of the Mission's Information and Evaluation Specialist who has worked in the agriculture sector in the last years would facilitate the entry of the TA into the critical agricultural development arena, the largest single sector of AID/Guatemala's portfolio. In addition, the Specialist's experience in other sectors will provide a broad development context and an opportunity to explore the relationships among sectors and connections of gender issues to the wide range of other development considerations.

SPECIFIC DUTIES OF THE TECHNICAL ASSISTANT

The TA would work closely with the Mission's Information and Evaluation Specialist in the early phases of the investigation described above. A substantial body of AID reports, each with varying degrees of both background information and evaluation data, has been accumulated in connection with the recently completed Cross-Cutting Evaluation of the work of AID/Guatemala over thirty years. A scan of that material for gender content would be a useful first step, introducing the TA to AID background in the country. The bulk of the TA's time in this phase would be spent in working with AID staff, both in the headquarters and in the field, to address perceived needs for data. Following that period (six weeks to two months), the work would turn toward collection and assessment of existing Guatemalan data, located in the records of various national organizations. The TA could be utilized profitably in this work for six months, but could accomplish a great deal in a three-month period by assisting in incorporating gender issues into this important effort of AID/Guatemala.

In summary, the TA would work on the following: 1) reanalysis of existing AID reports and evaluations for gender data, 2) participation in systematic inquiry regarding user information needs, and 3) collection and disaggregation, as possible, of data from Guatemalan sources, for a period of three to six months, depending on resources.

While the gender aspects of this work are part of the larger information system project, the materials gathered will also become a part of a much needed gender data base. Since WID crosscuts all programs of the mission, it is necessary to have one central resource location to facilitate overall WID planning. This portion of the TA's work would be coordinated through the WID Officer and Committee, working in concert with the larger information system effort.

RESULTS

The results of this work would be embedded in the larger information system, but would also contribute to the establishment of a WID data and information center. The TA should prepare a report detailing measures developed and their rationales. In addition, the TA should be helped to assemble the major contemporary publications on Guatemalan women (and some historical sources as relevant), in order that they can be used by project and program staff. A number of studies have been sponsored by PPC/WID, Washington, and they should be available in the Mission's WID resource center. Today, when the relevant literature is so widely available, it is inefficient not to utilize all available knowledge in the planning of development interventions.

COLLABORATIVE LINKAGES

Within the AID mission, the Program Officer will be the initial contact. The current WID Officer is located there; in her temporary absence due to illness, the Deputy Program Officer will serve as liaison for the work. The work will require wide collaboration across all of the program sectors of the Mission, including persons in the field as well as those whose work is largely in headquarters. The location of the Mission's statistical analyst within the agency is in the Program Office. It would be helpful if the TA were located there to facilitate their collaborative work.

A wide variety of Guatemalan sources of statistics will be contacted, including the Instituto Nacional de Estadisticas (INE) and statistical sections of ministries including the Ministries of Health, Education, Agriculture and Public Finance. Regional and international organizations also will be sources of data, including the Instituto de Nutricion de Centro America y Panama (INCAP), the UN Economic Commission for Latin America and the Caribbean (CEPAL), and the USAID regional office (ROCAP), which is located in the AID offices in Guatemala City.

Contacts with academics will no doubt prove useful as well. There are at any one time a number of Fulbright scholars in the country, some of whom may be engaged in research or teaching on issues related to development. Through the Fulbright liaison office in the U.S. Embassy, these contacts could be made. They in turn would facilitate connections with faculty and departments in the Guatemalan university systems, public and private.

TIMING AND LOCATION

Work of the TA would likely be most productive between March and June, 1990. Valuable advance preparation would include reviewing literature on Guatemalan women, conducting a bibliographical search, drawing on the Statistical Data on Women Project which led to the AID Women of the World handbook on Latin America, and contacting the UN Statistical Office about its work on women. Also, the PPC/WID materials on Guatemala would be valuable to the project because no adequate collection of materials of this sort is currently available in Mission offices. Establishment of a resource collection on Guatemalan women, in the Mission, in collaboration with the larger information system is necessary for planning and implementing future projects. An

analysis of the literature on the status of women in Guatemala would be a logical next step for the Guatemalan mission.

QUALIFICATIONS OF THE TECHNICAL ASSISTANT

The TA on this assignment requires a good background in statistics and data analysis, with training in sociology, economics, agricultural economics, anthropology, or statistics. She should be broadly familiar with problems of statistical indices and knowledgeable about gender disaggregation. Analytical skills and knowledge of the WID literature are essential. Fluency in Spanish will be important for maximum usefulness in the field and for reading publications from Latin America.

RESOURCE REQUIREMENTS AND LOGISTICAL SUPPORT

MUCIA/WID: MUCIA, under its grant from PPC/WID will provide travel to and from Guatemala and per diem support for the TA; technical briefing and all necessary backstopping will be provided; facilities of the Office of Women in International Development at Michigan State University, other university libraries, and automated literature searches will be available for the TA's preparation.

Materials related to Guatemala. Although AID/Guatemala has produced a number of reports of use to this project, the documents could not always be located in the Mission offices. As an example, there is reference in a recent WID document to the Bureau for Science and Technology's Agricultural Policy Analysis project, a part of which was conducted in Guatemala; however, Mission staff did not know of the document or its contents. Since agricultural policy as it relates to the situation of Guatemalan women is a major issue in the WID strategy statement, the ability to utilize such documentation would be very useful.

USAID/Guatemala: Assistance in the location of suitable accommodations would be helpful, plus other minor logistical support. Limited secretarial help might be required. Consultation with the WID Officer and Committee would be essential since the work of the TA should be considered a major portion of accomplishing WID objectives.

SPECIAL REQUIREMENTS

There are no particular problems with regard to travel to and in Guatemala. A Tourist Card is issued to U.S. citizens on arrival at the airport at a cost of US\$1. No special health measures are necessary beforehand. The climate and physical environment are attractive and pleasant. While there is substantial street crime in the city, it is not a concern if reasonable caution is exercised.

79

RESPONSIBLE PROGRAM OFFICER

The WID Officer is temporarily away from the office. In her absence, the Deputy Program Officer will be the initial contact. Mission's Information and Evaluation Specialist will be the person with whom the TA works most closely. Members of the WID committee will generally provide advice and counsel as the work progresses, in order that the results be maximally valuable in fulfilling the institutionalization of WID within the mission.

1/2

MUCIA/WID WOMEN IN DEVELOPMENT PROGRAM IN TECHNICAL ASSISTANCE

SCOPE OF WORK III, GUATEMALA

GENDER ANALYSIS OF PROJECTS IN PORTFOLIO OF AID/GUATEMALA

This project will carry out a portfolio review of all AID/Guatemala projects to identify and strengthen WID objectives. The focus addresses the Country Development Strategy Statement Goal, "Institutionalization of WID concerns into the activities of AID/Guatemala."

RATIONALE

The AID Mission in Guatemala has determined that a portfolio review of all projects, ongoing and newly initiated, should be conducted in order to ensure that WID concerns be fully institutionalized in all programs. Gender analysis is not easy nor automatic. It requires extensive background knowledge of the conceptual framework of WID and the accumulation of knowledge based on experiences in other nations of the world, most particularly for this task in Latin America. While gender issues remain largely invisible in many development projects, it is now well documented that gender analysis leads to more efficient and effective development results (Women in Development: AID's Experience, 1973-1985). AID/Guatemala intends to augment and strengthen present gender analysis capabilities.

The AID/Guatemala WID strategy, now in the finalization process, calls for full portfolio review as a major step towards institutionalization of WID concerns into the activities of the mission. A cursory review, performed in the process of creating the WID work plan of March 31, 1989, showed that not all programs of the mission have fully considered gender issues and indicated the need for a comprehensive review. It is clear that outside technical assistance is required to carry out the needed gender analysis.

SPECIFIC DUTIES OF THE TECHNICAL ASSISTANT

Activities

1. The TA(s) will conduct a comprehensive review of the AID/Guatemala portfolio, which generally includes 30-35 projects. An estimated 80 workdays (2 months' work with 2 TAs) will be required for this review. The time allocated includes a short orientation period and time for the TA(s) to make two to three field trips with project staff to better define the WID perspective for individual projects.
2. The TA(s) will assist the WID Officer and Committee in planning ongoing review procedures.
3. To insure that the full value of the portfolio review is transferred to both WID Committee Members and program staff, the TAs must be prepared to present their findings and instruct relevant mission

staff in the Gender Analysis procedure developed for AID/Guatemala. Approximately one additional month should be scheduled for this purpose, which may include a one- or two-day training session.

4. Given the likelihood of changing staff assignments in the mission, specifically the WID Officer, the WID Committee might think of the portfolio review as an efficient means of training a new person in that position, and hence orient a portion of the TA(s) time in that direction, as well.

COLLABORATIVE LINKAGES

The portfolio review will be an internal process. The major contacts initially will be the members of the WID Committee, operating out of the Program Office (in the temporary absence of the WID Officer). The Committee has a representative of each major program sector (list of names attached). They will introduce the TA(s) to each sector, advising on people with whom to work, and the order in which projects will be analyzed.

It will be important first to discuss the overall project with the AID Mission Director, whose help and support will be critical to success of the work. Jurisdiction for the portfolio is really mission-wide; hence supportive auspices of the office of the Mission Director would be important to ensure full cooperation.

TIMING AND LOCATION

The TA will conduct her work in the various locations of the AID Mission in Guatemala City, principally in the Main Building on Avenida Reforma. Her chief logistical support will be in Annex III, in the Program Office. Assuming the availability of two TAs, it is anticipated that the review of documents will take two months with a third month spent assisting the WID Officer and Committee Members, in the establishment of ongoing review procedures and methods of gender analysis. The TA should be in Guatemala at the very latest in June, 1989.

QUALIFICATIONS

The successful outcome of the project will require that all project and program personnel be convinced of the intellectual power of WID analysis and its potential contribution to AID development objectives. To achieve this, the special qualifications of the TA(s) should include:

1. Analytic and conceptual skills in gender analysis;
2. Familiarity with the WID literature, particularly project evaluation; case study methods, and the current PPC/WID guidelines and publications;
3. Previous experience in Latin America;
4. Strong inter-personal skills to facilitate the portfolio review.

RESOURCE REQUIREMENTS AND LOGISTICAL SUPPORT

MUCIA/WID: TA(s) travel to and from Guatemala and per diem support for the period of time required.

USAID/Guatemala: Assistance with locating suitable accommodations, and access to standard TDY facilities for the period. A work location will be required, difficult in the short-of-space mission facilities, and some small amount of secretarial assistance in the preparation of reports.

Other: Given the difficulties of using word processing equipment in busy mission secretarial offices, it would be very helpful if the TAs could be self sufficient in that respect and bring a small laptop computer. MUCIA might facilitate that, either through rental or loan of such a small machine for use here. Facilities for transferring data from a laptop to the Wang system in use in the mission are available in the Main AID building.

SPECIAL REQUIREMENTS

There are no particular problems with regard to travel to Guatemala. Travelers are issued a Tourist Card on arrival in the airport at a cost of U.S. \$1.00. It entitles a person to stay in the country for up to six months. There are also no particularly serious health problems, at least for persons residing principally in the city. Guatemala City is not a hardship post.

RESPONSIBLE PROJECT OFFICERS

Currently, in the absence of the WID Officer, the Deputy Program Officer is acting in her stead; in all likelihood, a WID officer will be in place by the time of the TA's arrival, in which case the new person would serve as the principal contact. All members of the WID Committee should be considered as contacts, as well.

As jurisdiction for the portfolio is really Mission-wide, the support of the Mission Director for this project is crucial. The TA(s) would need to establish routine reporting procedures, through the WID Officer in order to keep on target.

and

MUCIA/WID WOMEN IN DEVELOPMENT PROGRAM IN TECHNICAL ASSISTANCE

SCOPE OF WORK IV, GUATEMALA

SURVEY OF WOMEN EMPLOYED IN THE MICROENTERPRISE SECTOR

This project will survey female microentrepreneurs in small- and medium-sized businesses to examine the unique constraints they face and the skills and energy they bring to this employment. This task will create profiles of the women engaged in various types of enterprises, and in a selected number of sites in the nation. The survey will look at personal characteristics, such as education, family status, linguistic patterns, health issues, and the like, as well as aspects of the business operation, i.e. location, employees, business procedures, credit needs, inventory, and marketing strategies. A particular focus will be on characteristics associated with success or failure as entrepreneur, for example, those associated with the so-called "graduate"--- one who has moved from the informal to formal business sector.

RATIONALE

The economic importance of the microenterprise system, while difficult to establish precisely, is a significant part of Latin American economies, in the view of virtually all observers. The Instituto Nacional de Estadística (INE) estimates that 13 percent of "economically active," adults are employed in microenterprises, roughly half of all those employed outside of the agricultural sector. That figure is almost certainly a substantial underestimate; looking further at INE figures, 48 percent of those economically active are "visibly underemployed" and hence likely to be engaged in other economic activities for survival.

Microenterprises can be classified in a variety of ways, including size, type of operation, location (rural, town, city), and legal status. Other economic measures, including sales per month, value of fixed assets, and number of employees are also useful for analysis. Less well studied are characteristics of the microentrepreneurs themselves. In Guatemala, studies indicate that about one-third of the production enterprises and more than half (53%) of the retailers are female.

Beyond these gross percentages, relatively little is known about the female microentrepreneur in Guatemala. She is visible on the streets, as in any Latin American city or small town, as a seller of produce, cooked foods, soft drinks or candy, weavings and ceramics, bags and belts. Because the nature of her economic enterprise is imperfectly understood, however, it is not clear how to intervene to assist her in improved production techniques, management of resources, marketing strategies, and improvement of profits. In addition, other aspects of her daily life are unknown, including other work at home, quality of housing, and the number of people dependent on her. All of this information is necessary for project planning.

75

The Office of Private Enterprise Development (OPED) of AID/Guatemala has as one of its subprograms a range of activities designed to aid microenterprises. The Government of Guatemala similarly places substantial emphasis on this sector of the economy, AID/Guatemala through OPED has over the last years implemented several projects, often using assistance of private voluntary agencies (PVOs) such as ACCION/ATEC, a U.S. based group with a national affiliate in Guatemala. AID funding also supports a program called SIMMES run out of the Office of the Vice President of Guatemala. Another organization assisted by AID/Guatemala is ASINDES, a coordinating body created to strengthen and coordinate the activities of voluntary agencies, some of which work with microenterprise development. AID/Guatemala as far back as 1981 assisted in the initial financing of an ongoing, successful organization addressing Guatemalan women called Fundacion para el Desarrollo de la Mujer (FDM) which works only with female microentrepreneurs.

OPED intends to develop additional services for female entrepreneurs in the period ahead. While two previous studies of the microenterprise sector in Guatemala have been commissioned, neither provided the type of information needed by OPED staff for planning about the women owners themselves. One of the two publications, "Micro-Enterprise Stock Taking: Guatemala Field Evaluation" (Robert Nathan Associates, November 1988), consists of three case studies. The second, Guatemalan Micro-enterprise Sector Assessment (Management Systems International, September, 1988), is a broad analysis of the overall sector with little attention paid to women entrepreneurs. Neither focuses on characteristics of people employed in the sector. For these reasons, the staff of OPED feel it is critical to have this study focused very specifically on women across the range of types and sizes of microenterprises.

SPECIFIC DUTIES OF THE TECHNICAL ASSISTANT

The Technical Assistant (TA) will be responsible for planning and carrying out a small-scale survey on women entrepreneurs; preparing the questionnaire to be used; determining an appropriate sample; enlisting people associated with FDM to help in the interviewing; analyzing the data gathered; and writing the research report. It is estimated that a small survey of this sort can be carried out in three months, since a good bit of the background information is already available, including questionnaires which can be readily adapted to this use. One from the MSI study is attached; it will require strengthening in its inquiry about personal characteristics. (A new United Nations document, ST/ESA/STAT/SER.F/48, entitled Improving Statistics and Indicators on Women, Using Household Surveys, 1988 has many useful illustrative questions.) Advance preparation in the literature on microenterprises in Latin America and on sample surveys would be very helpful in making the quick start necessary to carry out this small study in three months.

There is no expectation, nor even a need, for a study using totally representative sampling techniques for the nation as a whole. This work might be thought of as a "rapid reconnaissance" study focused on the range of variability rather than nationwide statistical representation. It should be designed to provide broad descriptive information, adding a more detailed sense of women's lives to the statistical data currently available, and thus making the necessary gender analysis and planning possible.

RESULTS

A report providing information about different types of women microentrepreneurs in regard to both commerce and other parts of daily life, particularly concerning household membership and activities.

COLLABORATIVE LINKAGES

As indicated above, the principal linkage will be with the OPED, AID/Guatemala. Staff of that office include the Program Director and the Program Officer, who has experience in WID programs in other Latin nations. The project should also be thought of as an integral part of the Mission's WID strategies; the TA will, therefore, also work closely with the WID Officer and Committee. The project will also seek the cooperation of Council members and staff of FDM, some of whose associates might be persuaded to provide assistance in interviewing, particularly people in hard-to-reach locations. FDM could be requested to help in the selection of sample sites, the pre-testing of survey instruments, and in providing general advice and counsel. The experienced staff of ACCION/ATTEC, headed by a woman, will also provide consultation on this effort; the results of this small study will be of benefit to both agencies, since services for women are major objectives of each.

Connections to appropriate sectors of the Government of Guatemala will be facilitated, as required, by staff members of AID/Guatemala. A critical contact, for example, would be with the Oficina Nacional de la Mujer, the "national machinery" or focal point for women, which in Guatemala is located in the Ministry of Labor.

TIMING AND LOCATION

While the TA will live in Guatemala City, and spend the majority of time there, a good bit of the work will be in areas outside the city in order to provide as complete a view as possible. The project should begin as quickly as possible, preferably in May or June of 1989, in order that results be available for new project planning expected to begin later in the summer months.

As stated above, the time estimated for this work is three months, divided roughly as follow: three to four weeks of survey and questionnaire design, pre-testing and selection of sample sites; five weeks of field work, interviewing a sample of 100 to 200 women entrepreneurs (and assuming some volunteer assistance); and four weeks of analysis and report writing. The time table is tight, and an extra month would be desirable, were resources available, allowing a stretching out of the above estimates.

QUALIFICATIONS OF THE TECHNICAL ASSISTANT

The TA selected for this project should have experience in the conduct of "rapid reconnaissance," community surveys which are designed to illustrate range and variability rather than to test any particular hypothesis. The need

for broad descriptive information at a relatively low cost prevails over the stricter requirements of standard survey research methods in this case.

It would be helpful if the TA were familiar with the literature on the Latin micro-empresas (microenterprises) and with the work of major private voluntary organizations in this work, for example, ACCION INTERNATIONAL which has headquarters in Boston and offices in many U.S. cities. The TA will be a faculty member or advanced graduate student with disciplinary background in sociology, anthropology, or economics, and particular skills in empirical research methods. Experience in Latin American is very desirable, and fluency in Spanish essential. She should be thoroughly grounded in WID literature, and particularly in content dealing with women in the informal sector and in microenterprises.

RESOURCE REQUIREMENTS/LOGISTICAL SUPPORT

MUCIA/WID: TA travel to and from Guatemala and per diem support for the period of time requested will be provided by MUCIA through its contract with PPC/WID. In the case of this project, it will be necessary to arrange for some additional financial support in the form of internal travel costs of the researcher and small stipends to meet the out-of-pocket costs of volunteer interviewers, if used.

PPC/WID It would be extremely helpful if studies commissioned by PPC/WID on this topic in Guatemala, or elsewhere, could be made available to the TA.

AID/Guatemala: The TA will require minimal logistical assistance, although assistance in matters of housing, transportation, and shopping would be helpful. Some secretarial assistance will be needed for typing of survey instruments and the research report. The TA will need access to microcomputer facilities and software to support simple descriptive statistical analysis.

OTHER: It would be very helpful for the TA to have a portable computer, if possible, for continuous recording of information and for word processing. The facilities of the mission, while very efficient, are heavily used and, therefore, difficult to access during the work day.

SPECIAL REQUIREMENTS

There are no special problems with regard to travel in Guatemala. Travelers with U.S. Passports are issued a Tourist Card on arrival at the airport at a cost of US\$1, good for a period of six months. There are no serious health problems, no immunization requirements. Travel outside of the city is possible by (crowded) bus, and suitable, if simple, accommodations can be found virtually everywhere in the country. If the TA spends any amount of time on either coast, the use of anti-malarial medicine is recommended.

RESPONSIBLE PROJECT OFFICERS

Activities to further the WID mission of AID/Guatemala are under the broad direction of the Program Office, through the Deputy Director, the WID Officer

- 78'

and the WID Committee. This specific project would be coordinated through that channel, since the project is an important initiative facilitating further institutionalization of the WID agenda into the portfolio of the agency. The liaison for day-to-day activities would be the Program Officer of the OPED, a member of the WID Committee, and a staff person in the program's work with women entrepreneurs.

MUCIA/WID WOMEN IN DEVELOPMENT PROGRAM IN TECHNICAL ASSISTANCE

SCOPE OF WORK V, GUATEMALA

USAID PROJECT: OFFICE OF RURAL DEVELOPMENT
HIGHLANDS AGRICULTURAL DEVELOPMENT II

One of the highest priorities of AID/Guatemala is to increase and diversify agricultural production, particularly in the western highlands, a geographic area of temperate climate and fertile soils suitable for crops that are not traditional to the area and that have export potential. Underlying assumptions include a high potential for maximizing employment and income opportunities for small farm owners and, at the national level, the generation of foreign exchange earnings.

The focus of this project is an investigation of the consequences of this agricultural diversification for women in small farm households. They are predominantly Maya, with an illiteracy rate of 91 percent, no knowledge of Spanish, high rates of fertility and maternal mortality, and they constitute a second Guatemala which has "been bypassed" and is a "long neglected...and oft-abused segment of the nation's populace" (CDSS, Guatemala, 1990-94, p. 5). A feasibility study will be undertaken to investigate possible interventions to ameliorate any undesired result of diversification.

There is international evidence about the consequences for women of crop diversification and the related process of transitions from subsistence to cash cropping on women. It is spotty however, and sometimes contradictory, without clear conclusions which could provide guidance for applied policy and project planning. Drawn from that literature, the following issues are in need of clarification:

1. The Agricultural Strategy of AID/Guatemala states that "Labor input in agriculture increased in the export vegetable producing farms by 45 percent--about half of this from family labor and half from hired labor" (AID/GUATEMALA Office of Rural Development, February 1988, p. 17). Presumably, these changes include a heavier workload for farm women, and given the reality of what is known about rural women's work days, one can wonder at what cost to the women, their children, and the family's maintenance the additional hours of labor were provided.
2. Related to the above point, one scenario might be the sacrifice by women of income-earning opportunities outside the household, including marketing, weaving, and raising livestock to put labor hours into diversified family farming. The former income-generating activities are most likely to fall under the direct control of the women themselves while tendency toward male control of income from cash crops might destroy one of the sources of female autonomy.
3. Perhaps most importantly, what consequences for the well-being of women and their families in nutrition and health are associated with the move to diversified cash farming? Increasing evidence from

studies done by IFPRI and others suggests that income under the control of mothers is more apt to be spent for household food than that controlled by males of the household. This makes an answer to the above question (2) additionally important. Another aspect of the issue deals with the uses of higher income in general: does it enhance the well-being of families, as demonstrated by such indices as greater educational attainment, declining infant mortality rates, and enhanced nutritional status? Making the question even more complex, what time lag might be anticipated for improvements in these indices to appear, if correlated with higher income from diversification? (And if not, what have we wrought?)

4. On the application side, considering the additional labor required in a situation in where Maya women have historically played a significant, though ancillary, role in field agriculture, interventions could be designed to make their agricultural work more efficient, consuming fewer hours and providing greater gain per hour of labor, thus freeing hours for other labor requirements.

These questions are examples regarding the focus of the work to be undertaken in this project. They are not intended to be exhaustive but only suggestive of the type of inquiry required. It should be noted here that the recent project proposed to PPC/WID ATI, focused on Women and Technology, would provide very useful information for this project.

RATIONALE

The objective of the AID/Guatemala project is subsumed under the general heading of Basic Structural Reforms for Rapid and Sustained Economic Growth, with an unstated "trickle down" assumption, a goal which is fully compatible with governmental policy. The agriculture sector generated 26 percent of the total Gross Domestic Product and 67 percent of export earnings, while employing 58 percent of the economically active population. Its significance in the overall economy of the nation is clear.

The WID Strategy Statement of AID/Guatemala has established as its first priority the expansion of women's on- and off-farm participation in agriculture and the increase of their labor productivity. Gender analysis is urgently required in order to further the objective while ensuring the protection of women as "beneficiaries" of such agricultural development, which results from increased labor in the sector. Without analysis on appropriate interventions, a classic case of decline in women's status and well-being could occur as a consequence of an otherwise successful development project.

SPECIFIC DUTIES OF THE TECHNICAL ASSISTANT

Activities

1. Study and analysis of existing secondary data: initially, close study of existing materials in AID files will be required, attempting to pull out relevant gender content. There are several major studies extant, one, an evaluation of the Cuatro Pinos Cooperative, carried

-11-

out by the International Food Policy Research Institute in collaboration with the International Nutritional Center for Central America and Panama (INCAP) and another AID impact study was part of the Small Farmer Diversification Project. Both show substantial improvement in farm income, and suggest positive directions for nutrition, but have little, if any, gender analysis. Similarly, some data exists from "rapid reconnaissance" studies which might be of use. Other existing anthropological and social science research, more apt to be available in the U.S., should be studied in advance before coming to Guatemala. Depending on the material located, a small rapid reconnaissance effort could be conducted.

2. Conduct a feasibility study for pilot intervention based on the gender analyses described above: The Technical Assistant (TA) would work closely with the Office of Rural Development, home of agricultural projects in the mission. The WID Strategy document suggests a pilot project seeking to "provide women with training and technical assistance that increases the efficiency and output of the farm activities (in which) women manage production and control the income generated (e.g. livestock, vegetable gardens)." The strategy further suggests working with DIGESA and DIGESEPE in this process (extension programs for crops and livestock, respectively) integrating the project into ongoing activities of the Highlands Agricultural Development (HADS) project. The TA would thus have to work closely with personnel associated with that project, both in agency headquarters and in the field, in conducting the feasibility investigation.

The potential of DIGESA and DIGESEPE for such work would require some assessment. Given the reality of non-Spanish speaking farm populations, the possibility of recruiting and training Mayan-speaking women "representatives" (persons from the communities to be served) as para-professional extension agents or aides in the DIGESA and DIGESEPE system might be considered. The nature of intervention and foci of the training would require specification; all must be derived from the in-depth study of the existing literature and research findings, from field observations and perhaps, a version of the "sondeo" or rapid reconnaissance to provide the more structured observation required, in lieu of a large scale, formal survey.

Results

1. A written analysis, providing an overview of research literature, particularly focused on: Guatemala (though some global information is useful for perspective); on gender issues in agricultural development, particularly in the shift from subsistence to cash cropping; in the Guatemalan case, the specific example of shifting from subsistence grains (maize) to diversified vegetables for export trade. Tracking down a Bureau of Science and Technology Agricultural Policy Analysis project, and analyzing WID issues with Guatemala as one of the nations examined, would be important. Searching out existing research data would be the main focus of this work, though the process would identify data gaps as well.

2. A feasibility study of the proposed intervention, from which a detailed project identification proposal for a WID project could be written by program staff with assistance of project development and support personnel.

COLLABORATIVE LINKAGES

The AID mission has well established contacts with the Guatemalan Ministry of Agriculture, under which both DIGESA and DIGESEPE operate. A recently completed study of the long history of AID in Guatemala provides information, identifying the shifts in policies and emphases over thirty years. Contacts with appropriate people will be provided. While there are few female professionals in either DIGESE or DIGESEPE, one outstanding exception is a frequently mentioned woman veterinarian who will be particularly helpful.

Within the mission, several people will be particularly important contacts: an agricultural economist/sociologist in the Office of Rural Development and a member of the WID Committee, will be the principal contact within that unit. A long term employee of the USDA/OICD will be on contract with AID/Guatemala for the next two years and is a gold mine of information, since he has been responsible for carrying out the longitudinal study of AID agricultural projects mentioned above. All members of the strong and well-functioning WID Committee will be contacts and support for the TA. Deputy Chief Program Officer, is the principal contact with that group, in the temporary absence of the WID Officer.

TIMING AND LOCATION

The secondary data analysis and feasibility study should be conducted as soon as possible for a period of three months, no later than fall, 1989. The TA would be located in the main AID/Guatemala offices, but would make field visits with AID officers as possible in the time period.

QUALIFICATIONS OF THE TECHNICAL ASSISTANT

The TA will be a faculty person or advanced graduate student in the social sciences or agricultural sciences, with good knowledge of women in development. Knowledge of and experience in Latin America is highly desirable. Knowledge of Spanish is essential for work in Guatemala, as well as for reading much of the relevant development literature. The TA should have knowledge and skills in:

1. Disaggregation and analysis of secondary data;
2. Agriculture and rural life in Latin America;
3. Women and agriculture;
4. Gender analysis.

RESOURCE REQUIREMENTS/LOGISTIC SUPPORT

MUCIA/WID: Travel and per diem support while in Guatemala. Technical briefing and assistance in preparation for work.

43

USAID/Guatemala: Assistance with arranging accommodations, TDY access to U.S. facilities. General backstopping and provision of workplace, with assistance in secretarial help as needed for final reports. Help in arranging field visits with colleagues as feasible.

Other: Since computer facilities are in heavy demand in the AID Mission, the TA would be far more efficient with a laptop computer. AID/Guatemala uses a Wang system, but can readily transfer contents from floppy or small disks onto the Wang, or can print directly from a laptop.

SPECIAL REQUIREMENTS

Travel to Guatemala is relatively simple. Visas are not required; a Tourist Card, good for six months, is issued to American citizens at the airport on arrival. No unusual health precautions are necessary for Guatemala.

RESPONSIBLE PROJECT/PROGRAM OFFICERS

The USAID Program Office currently serves as home of the WID Committee, and would be the TA's initial point of contact. The Deputy Program Officer is the principal person, and would facilitate contacts with ORD, the WID committee members, other appropriate units of the mission, and contacts in the host country.

INDONESIA SCOPES OF WORK

WRITTEN BY

TECHNICAL SPECIALIST KATHLEEN CLOUD

- I. GENDER AND SMALL-SCALE IRRIGATION MANAGEMENT
- II. GENDER ANALYSIS OF POLICY-RELEVANT RESEARCH ON RURAL EMPLOYMENT

MUCIA/WID WOMEN IN DEVELOPMENT PROGRAM IN TECHNICAL ASSISTANCE

SCOPE OF WORK I, INDONESIA

GENDER AND SMALL-SCALE IRRIGATION MANAGEMENT

This project will demonstrate the process of gender adaptation of an irrigation management system to assure efficient and equitable resource allocation. The focus addresses the Country Development Strategy Statement Sub-goal Number 2: "To increase sustainability, productivity, and efficiency of agricultural production, processing, and consumption systems."

RATIONALE

AID/Indonesia has already committed substantial resources to assuring that the Rapid Rural Appraisal (IRRA) and household baseline surveys for this project would include explicit attention to women's roles. The commitment is based on mounting evidence that although women are important stakeholders in irrigation systems, their interests often have been overlooked by development projects. The findings of the IRRA confirmed that women are an important part of the agricultural labor force, and that the introduction of irrigation is likely to increase the demand for labor, as well as changing the availability of drinking water and fuel wood, which are women's responsibility. IRRA also found that in some projects, women's groups are already distributing agricultural inputs such as fertilizers.

Comprehensive sub-project baseline studies can provide a picture of site-by-site variation in women's involvement in irrigation systems. Analysis of data from at least two sites will provide information about variation among sites and will protect against over-generalization. There are two types of irrigation represented in the project, surface water systems of 200 to 500 hectares which will eventually to be managed by farmer's groups, and systems of 2 to 20 hectares to be owned by individuals or small groups. Ideally, the consultant should analyze both types, since they provide differing possibilities for participation in management and ownership of water resources. It should be possible to carry out the analysis if a consultant can be fielded by September when the baseline survey for the pump system in Timor is scheduled.

The Technical Assistant (TA) should also study the reports relevant on some of the irrigation systems currently in the process of privatization with technical assistance from IIMI, the Ford Foundation or the Dutch government. An examination of project documents, field visits, and briefings will give the TA a better understanding of relevant gender issues and how they are being addressed.

AID's comparative advantage rests in its ability to initiate projects that demonstrate the benefits of considering women's roles in every phase of a project and that generally provide models for including women. Such models would be of great interest to the government, as well as to a number of other donors.

46

ACTIVITIES OF THE TECHNICAL ASSISTANT

1. Participate in baseline household surveys in at least two sub-project areas, giving particular attention to women's roles in food production, processing, and marketing as well as their roles in household and community decision-making. Provision for gathering data on these topics is included in current project procedures.
2. Consult with other donors (Ford, IIMI, and the Dutch government) who are assisting in the privatization of mature systems to gain an understanding of the gender issues in these systems and how they interact with the privatization process. Particular attention would be given to successful means of addressing the economic productivity of women, including the following issues: women's participation in water management; women's access to land, credit, agricultural inputs, household water, and fuel.

RESULTS

A report on women's participation in current production systems together with recommendations to assure gender-equitable and efficient access to new resources generated by the introduction of irrigation. Particular attention will be given to:

1. Women's participation in the management of irrigation facilities as they are privatized; socially acceptable ways of including women in water management associations, or in Timor, as owners of small pumps.
2. Possible roles for women in emerging private sector activities, including: sale of inputs; production, processing, and marketing of secondary crops; and ownership of small rice mills.

PERSONNEL

One advanced graduate student familiar with policy-oriented household-level research and with irrigation systems.

TIMING

Eight to twelve months beginning August or September 1988.

RESOURCES PROVIDED

MUCIA/WID: Consultant travel and per diem; technical briefing and backstopping; possible field visit by faculty advisor.

AID/INDONESIA: During field surveys, transportation, data analysis, and other resources generally provided to team members. During consultation with other donors, facilitation of contacts.

PRIMARY CONSULTANT SUPPORT

To be provided by irrigation project or contractor personnel.

LOCATION OF CONSULTANT

Six to eight months in the field at sub-project sites. One to two months in Jakarta for donor consultation.

DISCUSSIONS HELD

(Here, the original Scope of Work originally provided names of the following officials:)

USAID, Women-in-Development Officer and various Program Officers

Other Donors:

IIMI: Indonesian Director, International Irrigation Management Institute

Dutch Government: Women-in-Development Specialist

4/5

MUCIA/WID WOMEN IN DEVELOPMENT PROGRAM IN TECHNICAL ASSISTANCE

SCOPE OF WORK II, INDONESIA

GENDER ANALYSIS OF POLICY-RELEVANT RESEARCH ON RURAL EMPLOYMENT

This project will carry out a gender analysis in conjunction with research on rural employment. The focus addresses two Country Development Strategy Statement Sub-Goals, "to increase sustainability, productivity, and efficiency of agricultural production, processing, and consumption systems," and to promote a more open, less regulated, market-oriented economy both internally and externally."

RATIONALE

Much of Indonesia's labor force remains in the rural areas, and much of the poverty is also concentrated there. The government is committed to providing employment for both men and women in agriculture, small enterprises, and off-farm employment. As HVV rice varieties and mechanization of production and processing have shifted the demand for agricultural labor, a number of studies have shown that women, especially uneducated women, have suffered a substantial loss of employment opportunities. The resulting loss of income has serious implications for the welfare of the 40 percent of families below the poverty line, where the income of all household members is essential to survival. As a result the government has launched a number of projects to assist poor rural women through co-ops, small enterprise development, and similar projects.

The rapid rural appraisal upon which this proposal is based found that another dynamic was also at work in rural employment (Collier et al. 1988). Large numbers of younger, literate rural women are being absorbed into off-farm employment in factories within commuting distance of their homes. Others are migrating to urban areas where they work as maids, in factories, or in the informal sector. It appears that the rural female labor force may be segmented by age and education, with the older and less educated confined to agriculture and petty trading. Additionally, the labor force of better educated men and women appears to be segmented by gender and age in relation to the manufacturing and service sectors. Direct attention to gender differences in employment and wages in the course of this study would be very useful to both the government and donors in gaining further insight into these issues.

As a result of the earlier appraisal of employment patterns, USAID has commissioned a longer, fuller study of changing rural employment patterns. Direct attention to gender differences in employment and wages in the course of this study would be very useful to both the government and donors in gaining further insight into these issues.

119

ACTIVITIES OF THE TECHNICAL ASSISTANT

Participation in the Study on Rural Dynamics Capital Mobilization and Agro-Industries in South Sulawesi, Lampung, Central Java and East Java, including assistance to team on survey methodology and data analysis.

RESULTS

A report on gender analysis of rural employment. Particular attention will be given to: rural women's employment and self-employment patterns, gender differences in wages and access to labor markets.

PERSONNEL

One advanced graduate student familiar with gender analysis, survey methods, policy-oriented household-level research, and economics or agricultural economics.

TIMING

Eight to twelve months beginning late May or early June 1988.

RESOURCES PROVIDED

MUCIA/WID: Travel and per diem, country briefing and technical backstopping.

MUCIA University: In-kind contribution of faculty time.

AID/INDONESIA: Same resources as provided to other members of the survey teams.

LOCATION OF CONSULTANT(S)

Field sites and project office: Bogor.

LINKAGE WITH

Ministry of Women's Affairs - IBU Sayojo
Bogor University - Household Research experts

URUGUAY SCOPE OF WORK

WRITTEN BY

TECHNICAL SPECIALIST BARBARA KNUDSON

I. USAID/WID URUGUAY ASSISTANCE TO PRODISA

51

MUCIA/WID WOMEN IN DEVELOPMENT PROGRAM IN TECHNICAL ASSISTANCE

SCOPE OF WORK I, URUGUAY

USAID/WID URUGUAY ASSISTANCE TO PRODISA

This project will assist a relatively new and somewhat unusual social organization called PRODISA (Proyecto de Desarrollo Integral Social Articulado). The organization has been very successful in its first two years and is now considering new options, both structural and programmatic. The focus of this proposed work is policy research and analysis to provide additional data and conceptual guidance to assist PRODISA in the making of decisions about the organization's future. In effect, the Scope of Work describes a strategic planning mission in which the Technical Assistant will play a facilitating role.

RATIONALE

PRODISA is an organization established in 1987, largely through the efforts of Laura Albertina, a young and dynamic Uruguayan woman with a degree in Public Health from the University of North Carolina at Chapel Hill. She is well connected in the community, active in political circles, and clearly committed to providing assistance to the very poor of this country. Prior to describing the agency, a background description of Uruguay is needed in order to contextualize this project.

Uruguay has about three million people, half of whom live in the nation's capitol city of Montevideo. The country has been independent since 1830, following a colonial period under Spanish rule, an unsuccessful federation attempt with Argentina, and a few years under annexation by Brazil. The 19th century saw civil wars and continued foreign intervention; however, in the 20th century, Uruguay's social and economic development was noteworthy, with the development of strong and stable democratic institutions and substantial economic prosperity. By the 1950s, Uruguay had the lowest rates of illiteracy, birth and infant mortality and the highest per capita income in Latin America. The leadership of an early president, Jose Battle y Ordonez, had established progressive social democratic policies which helped to avoid the marked extremes of wealth and poverty that characterize so much of the continent. The economy was aided by traditional exports including beef, leather, and fine wool, helping Uruguay to become an advanced welfare state comparable to Sweden.

In the late 1950s and early 1960s, demand for the nation's exports fell, while public expenditures continued to increase. Soon the nation's reserves were exhausted, bringing disastrous inflation and a steady erosion in living standards and in public expenditures for health services, education, and infrastructural development. Eventually the country's historic peace and stability began to come apart and a difficult period of turmoil ensued, including the violent protests of the Tupamaro Movement in the late 1960s and in reaction, military government with suspension of many basic rights and strong attempts to suppress subversive activities in the interests of national

security. This period continued for about fifteen years and still leaves its mark today, even though the elections of 1984 began a new political era under the leadership of Julio Maria Sanguinetti.

Montevideo today has plentiful commerce and a large, prosperous middle class; however, on the edges of the city, barrios with very poor people are to be found, with the same grinding poverty and hopelessness seen in Bogota and Lima, although extending to fewer people. These barrios are well hidden pockets of poverty interspersed with better housing and neighborhoods. Inhabitants usually lack pay at the minimum wage and must devise various strategies to survive; the family lives so close to the edge of economic disaster at any time that any minor problem threatens its survival.

The name, Proyecto de Desarrollo Integral Social Articulado, directly reflects the goals of PRODISA, to provide in an integrated manner a wide range of services to an underserved population, including efforts to improve their "psychosocial health," which the project defines as democratic community participation in determining priorities and solutions to problems. This capacitation (training) effort is accomplished through a network of promotores (community workers) who integrate the more traditional social services of health and recreation with agricultural extension services, environmental health promotion and more recently, income generation. The attempt throughout is to deal with the totality of the lives of a population at the margins of Uruguayan society.

The structure and origins of PRODISA are interesting and somewhat unusual. It is a part of the Intendencia Municipal de Montevideo (city government) but funded by a substantial grant from the U.S. based Kellogg Foundation, which channeled the funds through the United Nations Development Program in Uruguay. PRODISA is thus a hybrid of public and private institutional characteristics. The location inside government was a conscious one based on the the need to demonstrate better ways of serving the target population. Strong outreach methods are used, for example every family is visited regularly by the promotora; health services (i.e., vaccinations) are scheduled routinely for children and a visit made to the family if the child is not taken to the clinic at the appointed time. PRODISA assumes that services such as health care will remain a part of public services provided to all, in the Uruguayan tradition, but is demonstrating new ways of reaching populations who are often desperate and for whom the standard services have not always worked well.

PRODISA is an important and innovative social organization on the Uruguayan scene. While not by any means the only organization interested in providing social services to the poor or in meeting the needs of microentrepreneurs, it is a particularly well connected one, both in terms of its relationships with the current government, and in terms of the quality of services provided to its clientele. On short visits to the neighborhoods served, the promotoras were greeted warmly; men, women and children came out of their houses and gardens to speak with PRODISA staff in ways which clearly demonstrated their intimate connections to the neighborhoods and their inhabitants. Professional staff of the clinics--for whom potentially the PRODISA staff add extra work--were also warmly receptive, even in the midst of providing health care. It is obvious that PRODISA has become an integral part of the network of peoples' lives in the areas they serve.

(13)

PRODISA seeks to be continuously in touch with the population it serves, in order to learn of new needs as they arise. One need is a major priority-- income generation activities, a logical step beyond the provision of basic services. The great majority of people in poor barrios are engaged in a variety of small-scale income-generating activities, supplementing wage income or subsistence agriculture. These activities are, for the most part, marginally efficient, both in scale and effort required per unit of profit. Efforts in the rural areas surrounding Montevideo, for example, have assisted in the creation of cooperatives for transportation and refrigeration of commodities for market. Methods to assist urban microentrepreneurs are less obvious, since their enterprises are extremely varied. One common factor for both urban and rural areas appears to be the need for credit, a problem that PRODISA has begun to address and that forms one of the foci of this proposed plan of work.

An extensive review of the provision of credit to rural producers in the areas surrounding the city of Montevideo was for PRODISA by Laura Palma, an adjunct professor at the university and public accountant. Her study provides substantial detail about the many organizations which have in the past or are currently engaged in provision of credit to small and medium-sized entrepreneurs. The documents are a valuable beginning base of information, available in the office of PRODISA.

AID/Uruguay appears favorable toward PRODISA's work, although to date not directly involved in any fiscal or other formal manner. In support of a credit program, funding made available through U.S. currency support (managed through the Ministry of Planning) will go to support a different Uruguayan agency, Fundacion TESIS (Teller de Estudios Investigaciones y Servicios) but the AID Mission feels cooperation with PRODISA will be beneficial. PRODISA has an excellent network of promotores in the poor barrios of the city and the surrounding rural areas. The core of PRODISA's work is improvement in the provision of needed social services to the poor, but the underlying idea is really the capacitation and empowerment of people. PRODISA's philosophy about credit reflects their priorities--they believe that credit provision is but one other need to be met by the agency, all in the ultimate interest of empowerment. TESIS, as a new more narrowly focused participant in the offering of credit, will deal only with credit provision. The philosophies of the two organizations thus are quite different; a dialogue between them has begun, but will need to continue as the complementarities and areas of competition emerge in the period ahead.

Working with the AID/Uruguay and PRODISA to move towards a goal of efficient and effective delivery of credit to the pool of potential applicants will thus be one focus of this work, based on the rationale that economic development on the part of the lower socioeconomic levels of Uruguay's population is a major national, social, and economic goal. AID personnel are supportive of a MUCIA/WID effort to provide technical assistance to PRODISA in information gathering and planning.

A larger, related focus is the nature of the organization itself as it strives to meet new and rather different need from the more traditional services which have been at the core of PRODISA's work and mission. What type of organizational structure can best assist in meeting the new needs? How much effort can PRODISA afford to put into the credit enterprise without jeopardizing its ongoing catalytic role?

- 54 -

In summary, the project under this Scope of Work will assist PRODISA through providing a conceptual background and new information on the advantages and disadvantages of different types of organizational structures. Focus will be particularly directed toward the potential impact on the organization of the provision of credit to urban and rural microentrepreneurs.

SPECIFIC DUTIES OF THE TECHNICAL ASSISTANT

The Technical Assistant (TA) will spend an initial period of time becoming familiar with the basic documents of PRODISA, including the studies of credit provision described above. The TA will also need to become familiar with the physical locations of PRODISA's work through accompanying the promotores in their work, as feasible.

Following this period of familiarization, the TA will conduct a series of interviews with appropriate persons to plan basic information needed for a detailed analysis of the advantages and disadvantages of various organizational models and structures. PRODISA's organization as a whole will be examined with a particular focus on the role it plays with other Uruguayan organizations. In this phase the TA will gather information and feed analyses back into the organization use in future planning and programming. Obviously a person from outside, in the nation for a short while, will not provide clear definitive answers. The TA can, however, serve the functions of asking questions to clarify issues, providing comparative information from other parts world, and suggesting other ways of the addressing complex organizational issues. The task may be described as providing a sounding board: a source of objective information, and an alternative view of problems and possibilities. The TA is the outside consultant, chosen for new insights rather than for answers, but one who becomes involved in substantially greater depth than the normal visiting expert. The task may be conceptualized as classic strategic planning in this public service and community organization agency, as it begins a new phase of its existence, with the TA serving as catalyst and research assistant to the administration.

RESULTS

A logical outcome of this work would be the beginnings of the next grant proposal PRODISA will make to the Kellogg Foundation for continuing funding. A final proposal should be ready for discussion with Kellogg in October. Thus the TA could assist in the preliminary formulation of a PRODISA request for continuing support from the Kellogg Foundation.

LINKAGES WITH INSTITUTIONS IN URUGUAY

AID/Uruguay will assist in entree of the TA as needed, as will the staff of PRODISA, with whom the TA will be principally involved. Further detail about the various organizations can be found in the trip report of the Technical Specialist (list of persons and organizations contacted). In addition to the agencies mentioned above, the UNDP, officers and members of the Uruguayan Partners of the Americas, and CEPAL (The UN's Economic Commission for Latin America and Caribbean) are further potential contacts for needed information.

- 65

TIMING AND LOCATION

The TA, to be most useful, should be available as soon as possible, preferably in the months of June, July, and August for a period of three months.

QUALIFICATIONS OF THE TECHNICAL ASSISTANT

The TA needs to be fluent in Spanish and skillful in policy analysis, particularly in the human service and small business fields. The TA should also be knowledgeable about grant writing and skilled in conceptualizing and communicating the complex socioeconomic and political realities an organization such as PRODISA faces. The experiences of the U.S. in "contracting for services" in the welfare arena should be of utility, for example, as one option PRODISA is considering is the potential of reorganizing as a non-governmental body. Finally, it is important that the TA be familiar with the now extensive literature on microenterprise.

SUPPORT PROVIDED BY THE MISSION

The TA would welcome advice about locating living quarters, etc. The Mission can be helpful in orienting the TA into local conditions and so on, but basically MUCIA would intend to send a person with substantial personal initiative and knowledge about Latin America and the topic to be pursued. Hence we anticipate the need for relatively minimum support from AID/Uruguay. The majority of the work would be directly conducted with PRODISA.

SPECIAL REQUIREMENTS

Uruguay presents no particular problems for a TA, since there are no visa requirements, and no unusual health precautions to be taken. Crime in the streets is not an issue, and for the most part, all consumer goods are readily available.