

INSTRUCTORS MANUAL

TO

GENDER ROLES IN DEVELOPMENT PROJECTS

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PREPARED THROUGH:

HARVARD INSTITUTE FOR INTERNATIONAL DEVELOPMENT

FOR:

U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT

OFFICE OF WOMEN IN DEVELOPMENT

DECEMBER 1984

Copies of this manual are available through:

Office of Women in Development  
U.S. Agency for International Development  
3243 New State Department  
Washington, D.C. 20523

Copies of the case studies and readings book Gender Roles in Development Projects may be ordered through:

Kumarian Press  
630 Oakwood Avenue  
Suite 119  
West Hartford, CT 06110-1505

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## Chapter 1

### PURPOSE AND ORGANIZATION OF INSTRUCTORS MANUAL

The purpose of this manual is to assist instructors in the classroom use of our text and case studies book Gender Roles in Development Projects. It is also hoped that the manual will motivate and facilitate the development of additional case studies, thereby enriching further the community's portfolio of women in development teaching materials.

This manual is one of the products of a research and training project carried out through the Harvard Institute for International Development through a grant from the Office of Women in Development of the U.S. Agency for International Development (Grant OTR-0100-G-55-2236-00). The case studies and technical papers contained in Gender Roles in Development Projects were developed as part of this project. The cases were prepared using actual AID projects and were based on official documents as well as field-based research. The cases have been used in training sessions for AID personnel as well as for professionals from other development organizations and universities. The teaching notes in this manual have been elaborated based on those classroom experiences.

Chapter Two presents guidelines on the preparation of case studies and teaching notes on women in development. Although many readers will not actually develop any new case studies, the chapter will provide the instructor with a clearer view of the pedagogical nature of cases and teaching by the case method. It will also facilitate the reading and use of the teaching notes found in the following chapters.

Chapters Three through Nine contain the teaching notes for each of the cases in the book. The technical readings in the book are meant to

accompany the cases to provide a greater conceptual and factual basis for the case discussions. The readings are not discussed separately in this manual. However, instructors might choose to use those readings as the basis for discussions apart from the case discussions.

## Chapter 2

### GUIDELINES FOR THE PREPARATION OF CASE STUDIES ON WOMEN IN DEVELOPMENT

#### PURPOSE AND SCOPE

The purpose of this chapter is to provide guidance in the preparation of case studies concerning women in development to be used in the training of individuals involved in the design or implementation of development projects. This chapter will present the key elements and steps in preparing a case, and references will be made to other publications on case writing. The distinctive emphasis of the guidelines presented herein is on women in development. Cases prepared on this subject require a special orientation as to their focus, content, and form.

The following section will provide an introduction to the case study method. This is followed by a statement of the specific pedagogical objectives for WID cases. Then the key considerations in WID case development are presented (including general steps, case outline, and data considerations). The final section presents guidelines for the preparation of teaching notes which should accompany the case study. Lastly, there are four annexes, including an appendix of technical references on the case study method.

#### THE CASE STUDY METHOD: AN OVERVIEW

The case study method has a long history as a particularly effective pedagogical approach to developing problem-solving and decision-making skills. It is based on the philosophy that the students must take an active part in and responsibility for the learning process.

The basic premise is that active intellectual participation is essential if the learning experience is to be most meaningful.

The case studies are the pedagogical vehicles through which student involvement is generated. Cases are factual descriptions of actual situations facing decision-makers in organizations. The case studies do not set forth theories or hypotheses but rather present a slice of the real world in a form that allows the discussion participants to think purposefully about issues which are highly relevant to their own professional work. Thus, the approach is practitioner-oriented and reality-based.

The cases do not include an analysis or evaluation of a situation but rather provide the raw material from which participants can engage in their own analysis and draw their own conclusions. As in the real world, the case situations do not have one "right answer"; there may be many reasonable alternatives and defensible recommendations. From the learning perspective, the answer is less important than the problem-solving skills that are developed in the process of deriving systematically a logical and sensible set of conclusions and recommendations.

The learning steps in the case study process usually are three: first, participants read and analyze the case individually; second, they meet in small study groups (5-8 people) to exchange ideas, clarify analyses, and expand their perspectives; and third, there is a plenary discussion of the entire class (15-18 people) led by the instructor. It is clear that learner involvement is central in each of these three steps. Also key is the element of collective interchange. By sharing analyses and perspectives and by having to defend logically one's position, students enter the dynamics of the learning process. True communication occurs and

the resultant intellectual sum exceeds that of the separate parts. Thus, the case learning process is active and collective as contrasted to traditional teaching methods which tend to be passive and individual.

It is important to reiterate that the basis for the whole learning process is the case study. If this is poorly prepared, then the entire process is significantly weakened.

For further description of the case method, the reader should consult the references listed in Annex IV.

#### PEDAGOGICAL OBJECTIVES FOR WID CASES

There is a growing recognition within the international development community of the importance of women's role in the development process. Major development organizations, such as AID, The World Bank, CIDA, and UNDP have made institutional commitments to increasing their capability to deal effectively with the issues surrounding women in development. The primary vehicles through which development organizations can have an impact in this area are projects. Thus, the tasks of project design and implementation are critical in determining that impact.

There now exists sufficient empirical evidence to conclude that weaknesses in project design and implementation have caused adverse effects on women, or reduced benefits accruing to them, or failed to capture fully their contributions to projects and the development process. These project weaknesses are a reflection of inadequacies in the skills and awareness of the staff involved in preparing or implementing a project. These inadequacies are not surprising because the distinctive nature of women's role in development gives rise to a unique set of project design requirements. Staff, researchers, or educators need a new set of conceptual and

analytical perspectives and skills in order to deal explicitly, effectively, and efficiently with women-related issues in the spectrum of projects in which they become involved. The objectives for the WID cases flow from these training needs.

Specifying the learning objectives of a case study is one of the most critical aspects of the case development process. The objectives of a case provide guidance in the collection and presentation of the case information. They should be delineated explicitly and clearly. If they are left implicit or vague, the case preparation will be surrounded with ambiguity, thereby complicating the tasks of deciding what information to include or exclude and how to present it.

There are various types of pedagogical objectives, but they can be grouped into three general categories:

- increase conceptual understanding;
- develop technical skills; or
- transmit factual information.

The Women in Development (WID) case studies will generally have objectives in each of these three categories, although particular cases might tend to emphasize one over the others, depending on the teaching situation and other teaching materials being used. The objectives for the WID cases related to project design and implementation are the following:

- increase an understanding of how to conceptualize the activities of women, the determinants of those activities, and the way the activities and determinants should shape project design and implementation;
- develop the analytical skills to systematically categorize information on women in development, and translate it into terms which are relevant to project design and implementation;

- transmit information which increases one's knowledge of the situation and circumstances of women in developing countries.

These three objectives can be given more precision or elaboration based on the specific case study and how the case is to be used. Ideally the specific objectives for each case should be formulated by the trainers (case supervisors) and the casewriter.

## WID CASE PREPARATION

### Relationship to Objectives

An "interesting situation" has been located, and a decision has been made to do research on it and write it up into a case study. How does one begin? The writing of a case is an iterative process. It is of first importance that the basic objectives of the particular case be determined. Why is this case interesting? What is interesting about it? What does it show in particular about women that makes it interesting? Does it show one thing or many things? Does it show interactions among many aspects of experience? The answers to these questions by the casewriter and supervisor will focus the purpose of the research about the case and will help focus the data to be collected and the ways of collecting it. As material is collected, the original objectives should be reexamined by writer and supervisor to see if they are still appropriate.

### Relationship to Teaching Note

There is a disagreement among casewriters and teachers about the relationship of a teaching note to a case. We believe that the teaching note should be written in tandem with the case. This is, again, because of

the importance of the iterative process in case development. A teaching note written while a case is being drafted will help clarify the pedagogical purposes of the case and will, therefore, help the casewriter outline and organize the case. As the case is drafted, adjustments may be called for in the teaching note as well because each process interacts with the other. After a case is taught, the teaching note will again need to be revised to reflect experience with the case in the classroom.

### General Procedures in Case Preparation

This section discusses some of the important features of the case-writing process that can help new casewriters become more effective.

(1) General Description. A case is a description or record of an actual situation. Cases range in length from ten to twenty-five pages. They include both a textual section and a group of exhibits which present the facts, opinions and quantitative material on which classroom discussion will be based. Cases are not written to illustrate correct or incorrect handling of a situation, nor are they written with an editorial bias to imply a particular conclusion.

(2) Supervision. Case supervision is particularly important when a number of cases is being produced for a single purpose by several different casewriters. The content, scope, organization and orientation of all cases must fit into an overall plan for the use of the materials, and the plan is determined by the teacher-trainer. Supervision for case writing is required except when the teacher is doing the case writing.

(3) Confidentiality. For the case-writing process to be successful, the casewriter needs to learn the true facts of a situation. Information that is essential to a case must be asked for directly. No information

should be acquired surreptitiously. At times, this may require that the casewriter be entrusted with information which is normally available only to a very limited number of individuals. It is important that casewriters explain to their information sources their policies and safeguards for treating privileged information. It is possible to disguise material in order to preserve confidentiality and still retain the educational value of the information. Casewriters must be scrupulous in maintaining confidentiality of all privileged information which is entrusted to them.

(4) Elements of a Good Case. A good case brings reality into the classroom to be worked over by the students and instructor. Because a case is used as a substitute for a real situation, its details should be as close to reality as possible. Therefore, obstacles to dealing with the realities reported in the case must be minimized. An unobtrusive case allows the student to work on the situation, not the case.

The "audience" or user of a case is the student. The facts of a case situation must be clear to the student. The case structure--that is, its beginning, sequence and conclusion--must make sense to the reader who is presumed to be unfamiliar with the facts. Techniques such as reliance on topic sentences and paragraph unity, or transitional words and phrases, help show the reader what comes next. Students should be able to understand and appreciate the situation in order to analyze it with the intent of planning and carrying out action regarding the circumstances described in the case.

A good case is well researched and well written. The casewriter must pay attention to the selection of what to write about, to the mechanics of language and organization, and to artistry. However, no writing technique or artistry can make up for inadequate information.

Casewriters must be well informed about the real situation on which they write.

(5) Data Gathering. WID casewriters depend on both printed material and interviews as source material for cases. Casewriters will have to search extensively to meet the information needs of a case. Suggestions for particular sources of information relevant to WID cases are included in a subsequent section. Interviewing techniques include the following:

- a. Give your whole attention to the person being interviewed.
- b. Listen--don't talk.
- c. Never argue--never give advice.
- d. Listen to
  - what the interviewee wants to say;
  - what he/she does not want to say;
  - what he/she cannot say without help.
- e. Occasionally summarize what you have heard for comment.
- f. Consider everything said a personal confidence.

(6) Writing Process. From past experience with case writing, it is possible to identify procedures for writing which are helpful in the iterative construction of a case.

(a) Once a case has been identified, the WID casewriter should write its preliminaries. These include:

- case preview--a summary paragraph that explains where and when the case takes place and what the focal problems are;
- list of probable exhibits;
- statement of what students are expected to learn; and
- statement of the intended use of the case.

The preliminaries provide a basis for agreement about the case between the supervisor and the casewriter, and they identify elements that are important for the teaching note.

(b) An outline should be written after the casewriter has reviewed the available data and redefined the case in light of this. This outline should amplify and organize the preview as well as give an estimated length of the text. Once again, the written outline can provide the means by which the supervisor and the casewriter can agree on the content, scope, and organization of the case. The recommended outline for WID cases is presented in a subsequent section.

(c) The purpose and content of the case must be decided. This will affect the selection and sequencing of information. These considerations are determined by the type of case being written.

There are three general types of cases:

- specific problem cases where the problem is clearly stated;
- diagnostic cases where the problem is not very clear; and
- appraisal cases with emphasis on prognosis.

(d) The orientation of these cases may be as follows:

- as a springboard that poses a problem so that it leads the discussion to the more general issues of a central problem;
- as a "booby-trap" which implies questions that are not the central "right questions"; or
- as the backbone for systematic analysis which develops useful ways of thinking, observing, and making more suitable decisions.

WID cases may fall into any of these three general types, but they should be solidly oriented toward systematic analysis. The type of

case and its orientation should be agreed upon in consultation with the supervisor.

(e) Certain writing procedures have proved useful in the preparation of cases and are now generally accepted norms:

- use of past tense (cases written in the past tense retain their currency longer);
- use of active verbs (active verbs are more powerful than passive ones unless the writer is deliberately trying to achieve a change of pace);
- exclusion of value judgments and editorializing (casewriters report but do not judge or express opinions);
- use of headings, titles and outline style to give clarity to the presentation;
- ensuring accuracy (proofread for errors, do the analysis, and check for consistency);
- rewriting (few writers are clear and accurate the first time; three to four drafts usually are required); and
- editing (get an outside editor with no experience with the case facts and material).

The writing stage includes a number of standard decisions. These include decisions related to content as well as presentation. Standard procedure is to concentrate on the content in the first draft and on methods of presentation in subsequent drafts.

References for this section include (see Annex IV):

- o Bennett, John, "Writing a Case and Its Teaching Note."
- o Bennett, John, "Good Writing."
- o Culliton, John, "Handbook on Case Writing."
- o Lenders, M. and J. Erskine, "Case Research: The Case Writing Process."
- o Lawrence, Paul, "Preparation of Case Materials."

## Outline for WID Cases

For teaching purposes, each case study about women in development and project design and implementation should follow a standard outline. This will make case comparisons easier. The structure of the cases also suggests processes for data and information collection in future project design. The outline for WID cases should be as follows:

### I. Country, Sector, and Project Background

Two or three pages of relevant information about the history, economy, culture and political conditions in the country are important. These comprise the context for all project activities and have direct relevance for planning. Data should be chosen for their relevance to the project. If it is an education project, information should focus on schooling systems and literacy, teacher, etc. data.

Project background may be woven into country background or treated separately whichever works better for the case. Project background should describe the initiative for the project, its planning procedure and the expectations of its planners. Actual project description comes below.

### II. Context for Women

Several pages should be focused on the roles of and context for women in the country in general and in the project area specifically. Categories of information should include:

- A. Socio-cultural perspective
- B. Details of economic activities and social functions of men and women
- C. Social and economic determinants of activities
- D. Access to education

Other project-relevant categories, such as information concerning particular laws or other factors may be added.

### III. Project Description

The actual project must be described with clear information but no evaluative comment. The description should include:

- A. Project objectives
- B. Components
- C. Provisions for monitoring and evaluation
- D. Implementation
- E. Follow-up (if relevant)

#### IV. Annexes

Supporting data, tables, statistics and charts are useful for background to case readers. Careful selection of data can keep the case text brief. Do not, however, attach every bit of available data. Be selective and focused on information needed to understand the project and its impact. Use the data you have and make up your own tables or charts for presentation if necessary to ensure relevance to the case.

#### Aspects of Collecting Data on Women

(1) Data Requirements. The framework (see Chapter 1 in the book) that will be used in analysis of these cases stresses two major categories of information: first, the social and economic activities of both women and men in the project area, and, second, women's access to and control over both resources and benefits.

With regard to the activity analysis, it is important to identify both male and female activities because their relative positioning and interrelationships will affect and be affected by the project. How one categorizes activities is important. We suggest the following three categories:

(a) The production of goods and services. Whenever possible, for each type of good or service produced, the specific productive activities carried out by women and men should be identified. For example, in millet production in the Zander region of Niger, men clear the field; women select the seed and plant it; both men and women weed and harvest; women thresh; men are responsible for extended family level storage; women are responsible for household level storage; women hand pound grain for

family use; men sell some surplus to the government purchasing agency; women sell or barter some surplus at the village level.

(b) The reproduction and maintenance of human capital.

Activities that are performed to produce and care for family members need to be specified. These might include fuel and water collection, food preparation, child care and education, health care and birthing. Although these activities are often viewed as noneconomic and generally carry no pecuniary remuneration, they are, in fact, essential economic functions. They consume a scarce resource, human labor. How a project affects these activities, and how these activities affect project implementation need to be explicitly analyzed in case discussions.

(c) Social functions. Refer to activities performed in the community that are part of political processes or traditional social processes.

Identifying activities is a necessary but not sufficient step in the data preparation for project analysis. Underlying each of these activities is a series of socio-economic factors which determine who does what, where and how. Of particular concern is how these factors influence women's access to and control of resources and benefits in each of the three major activity categories (production, reproduction and maintenance, and social). Common categories of resources are land, labor, capital technology, education, and political power. Access and control are concepts that are fundamental to realizing an increased contribution from and equity for women.

The socio-economic determinants could be categorized in numerous ways, particularly because of their interrelationships. We suggest the following:

- community norms;
- religious beliefs;
- familial norms;
- legal parameters;
- demographic factors (including person/resource ratios and migration);
- economic conditions (including poverty levels, inflation, income distribution, infrastructure); and
- institutional structures (including the nature of government bureaucracies).

(2) Data Problems and Approaches. The scarcity and weakness of data reflecting women's economic activities in developing countries are generally acknowledged. The major problem is a general lack of data disaggregated by sex. Where disaggregated data do exist they are often problematic because of faulty construction of analytic categories such as definitions of labor force participation which are biased against seasonal and part-time employment or misuse of the housewife category to mask part-time employment or unpaid family labor in agriculture and commerce. There are also problems with data collecting procedures. One should identify who is asking the questions and who is giving the answers. Reliance on male heads of households for information on female economic activities is now generally held to bias results.

In accumulating and selecting data on women for inclusion in the case, it is important to use multiple sources of data from both the technical literature and the women and development literature whenever possible. Micro and macro data should be cross-checked whenever possible, with the micro literature used as a way of understanding and evaluating the macro. In general, it is useful to weigh sources against one another, and

to use caution in making global statements. Material on cases can often usefully be presented as indicative, rather than conclusive or as showing trends rather than absolute magnitudes.

(3) Data Sources. Because the availability of regional and local data on women is very uneven, and it often requires considerable ingenuity to find relevant information, it is worthwhile to pursue several search strategies simultaneously. For example, project documents, AID/Country Development Strategy Statements (CDSS) and previous reports on technical assistance efforts are all possible sources of information both in-country and in Washington. It is also increasingly likely that some organization will have supported a country study on women such as those undertaken by AID in Nepal, Sri Lanka, Ghana, the Cameroons and Mauritania. Women's Ministries, Commissions and Bureaus in host countries are often able to provide information on the situation of women in the project area, and are a valuable resource to draw on in case development.

Other donors may be sources of information either in-country or in their general publications. UNDP, for example, has published extensive data on women and national planning in Haiti, Indonesia, Rwanda and Syria in Evaluation Study #3 entitled Rural Women's Participation in Development. FAO has a computerized documentation center that can be searched with key words related to women and women's work in rural areas.

The scholarly community has developed a series of annotated bibliographies on Women and Development that can be useful in locating resources (Annex I). Bibliographies and other information resources are being generated and exchanged through a network of international research centers which can provide a sense of what information is available in their particular areas of expertise (Annex II).

With the advent of Title XII and the AID Women and Development grants to regional consortia, universities are becoming increasingly specialized in their knowledge of women's work both in terms of geographic area (University of Arizona/Sahelian Africa), and technical problems (Kansas State and Florida State Farming Systems). The easiest way to locate information for a particular project would be to be in touch with the consortium project directors for referral to particular institutions (Annex III).

Macro data are used by governments and development agencies to set priorities and develop program strategies. Although often too general to be of direct use in project analysis, such data can serve to set the context in which a particular project takes place.

Sources of macro data include national census data as well as selected data on women available through donors. AID has supported a women's data file on sixty-nine countries for nineteen variables ranging from vital statistics and literacy to economic participation and migration. Country-by-country data from this data set are also being made available to Missions, and can be accessed through AID DS/DIU.

The World Bank and UNDP are cooperating in the support of National Household Survey Capability programs in developing countries. Fifteen developing countries have fairly regular programs of household surveys, and another forty are struggling to develop such capability. Donor support for these programs includes advice, training, equipment and local costs. The contact for this effort is the Office of the Adviser on Women in Development, The World Bank.

More information on access to these and other macro data sets and a useful discussion of the strengths and weaknesses of the data are

contained in "Progress Toward an AID Data Base on Women and Development" (Biocentric, 1977) and "Report from a Workshop of Macro Data Sets for Women and Development" (Jaquette, 1981), both available from AID/WID.

## THE PREPARATION OF TEACHING NOTES

### Purpose of Teaching Notes

The basic purpose of teaching notes is to provide guidance to instructors on how the case studies can be used effectively in the classroom. The key word is guidance. Teaching notes suggest ways of handling a case discussion rather than dictate a correct way. Every teacher has his or her own style of teaching, and every teaching situation presents particular demands. This means that the case discussion has to be adapted to those specific circumstances. One of the virtues of case studies is their inherent flexibility to allow such adaptations. Consequently, the teaching notes serve as an important base and departure point for the instructor but by no means constitute a unique pedagogical map for handling the case discussion.

The teaching note increases the efficiency of the instructor in preparing to teach the case. It also increases the usability of the case because it encourages and enables instructors who have little or no experience with case study teaching to try this method. The note also ensures transferability; the case is not just teachable by the persons who developed it, but rather their ideas are transmitted to others through the note. Finally, the note serves as a quality control mechanism for the preparation of the case study itself.

The pedagogical objectives specified in the note provide guidance as to type and form of information to be gathered and included in the case.

The teaching note's analysis of the case provides a check on whether the case data are sufficient, accurate, and workable when analyzed. The note provides a "pretest," allowing teachers to put themselves in the position of the students. Gaps or problem areas can be identified and the case study adjusted accordingly.

To summarize, teaching notes provide pedagogical guidance to instructors, increase their efficiency and preparation, broaden case usefulness, ensure transferability, and serve as a quality control mechanism for case development.

#### Components of Teaching Notes

The format for a teaching note can vary but we suggest that it consist of four components: Case Synopsis, Pedagogical Objectives, Study Questions, Case Analysis and Teaching Plan. Each will be discussed in turn.

(1) Case Synopsis. The note can begin with a brief (1-2 paragraphs) summary of the case study. This should include a description of the country and project setting, the year of occurrence and the major problems or issues.

The instructor should read the case study carefully prior to studying the teaching note. The note is prepared with the assumption that the teacher is completely familiar with the case and, therefore, extensive descriptive data are not included in the note. However, some instructors will find it useful to read the teaching note in a preliminary way before studying the case. In this instance, the synopsis is most useful.

(2) Pedagogical Objectives. The statement of objectives is, in one sense, the most critical element of a teaching note. Objectives provide

the guidance and focus for the case and its analysis. The reader is referred to the previous section which discussed objectives for WID cases. Each teaching note should contain an explicit statement of the objectives for that particular case.

(3) Study Questions. To assist the students in their individual analysis of the case study, a set of questions can be formulated and distributed to them along with the case. These questions are shaped by the case content and the pedagogical objectives. If one wishes to emphasize, for example, developing skills relating to the systematic categorization of information on women's activities, then questions such as the following could be formulated:

- What are the economic, maintenance, reproductive and social activities of the women?
- How do these roles relate to those performed by men?
- How is women's time allocated among these activities?
- How are these activities related to one another?

To deepen the students' conceptual understanding of the women's activities, one might use questions directed toward the underlying determinants:

- What factors determine the gender-specific pattern of activities?
- How do specific economic, social, political, or institutional factors affect women's access to or control of resources?
- What are the consequences for women and the development process of that access and control situation?

If one wished to push the students' analysis in the direction of project design, then additional questions such as the following might be used:

- Has the current project design recognized the economic roles of women?
- How will the design of the project impact on the present configuration of women's activities?
- Will increased demands on one set of women's activities be feasible given their other activities?
- How will the project affect women's access to and control of resources?
- Do the existing institutions have the appropriate personnel structure to deal with women?

The foregoing study questions are, of course, only illustrative. The questions given to students could be more precise, if you want them to focus on a particular part of the case information or carry out a specific type of analytical exercise. A list of study questions is not meant to be exhaustive. Rather, it serves to provide some structure and to stimulate the students' process of inquiry. Other questions will arise from the students' own analysis.

(4) Case Analysis and Teaching Plan. The bulk of a teaching note consists of the analysis of the case and suggestions as to how the plenary discussion can be managed. These two dimensions can be integrated or presented separately. The two are often so entwined that separation is difficult. On the other hand, separating them may be a more comfortable approach for casewriters who have little teaching experience and therefore are less certain about making suggestions on classroom pedagogy. The person who does teach the case can then use the separate analysis section as an input into the development of his or her own teaching plan without having to filter out the note's teaching suggestions.

The case analysis and the class discussion can be structured around the answering of the study questions. There may well be other ways

to organize the analysis that seem more logical or efficient. However, these should always also incorporate responses to the questions. In carrying out the analysis, one should recognize that there is not necessarily "one right answer." Students or other instructors will come up with additional or alternative analyses and conclusions.

The note writer's task is to carry out the analysis to check whether the information in the case study is sufficient and clear enough to answer the questions fully. This process will often identify aspects of the case that need editing or areas where additional information is required. The analysis may also reveal that some existing information should be left out of the case because it is not relevant to the analysis and is superfluous. Information might also be removed if its absence would force the students to carry out further analysis which would enrich the case's learning value. What to exclude from a case study is as important as what to include.

The casewriter should include in the teaching note information excluded from the case but relevant to understanding the situation. This might include a description of what happened to the project subsequent to the case study if this is known. References might also be included to papers or books which are relevant to understanding the main issues or country setting.

In terms of the teaching plan one must recognize that, like the case analysis, there is no "one right way" to teach the case. Nonetheless, suggestions can be made as to how a discussion can be structured. Case discussions create their own dynamic and the Socratic approach implies that one should go with the flow of the class discussion as it unfolds. Nonetheless, an underlying structure is important to the discussion.

The study questions can provide one structure for case discussion. The sequence of the discussion is very important and can reinforce pedagogical objectives. One should estimate the amount of time needed for each discussion section in order to pace the discussion and ensure that all the material is covered. Additional questions (not in student list) can be suggested which could be used in the discussion to force the students to dig deeper.

Special teaching techniques might be suggested. These might include role playing, mini lectures, films, etc. depending on what seems to fit the case.

The teaching plan should also flag those aspects of the case where students might have particular difficulty. While this is difficult to anticipate without having first taught the case and without knowing the precise characteristics of the students, suggestions along these lines can be helpful.

Teaching notes should not be viewed as finished products once they are written. They, like cases, should be revised as insights are gleaned from teaching the cases. One of the great virtues of the case study method is that the discussion and learning process it stimulates enables the instructor to continue to enrich the process.

ANNEX I  
ANNOTATED BIBLIOGRAPHIES AND COMPUTERIZED DATA BANKS

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200 Park Avenue South  
New York, NY 10003
2. Fortmann, Louise. Tillers of the Soil and Keepers of the Hearth: A Bibliographic Guide to Women and Rural Development. Rural Development Committee, Cornell University Bibliographic Series, Cornell University, Ithaca, NY, Dec. 1979.
3. Michigan State University, Non-Formal Education Information Center. Women in Development: A Selected Annotated Bibliography and Resource Guide. Prepared by Linda Gire Vaurus with Ron Cadieux and the Center Staff.  
Institute for International Studies in Education  
College of Education, Michigan State University  
513 Erickson Hall  
East Lansing, Michigan 48824
4. New TransCentury Secretariat for Women in Development. Women in Development: A Resource List. 1979.  
1789 Columbia Road, NW  
Washington, DC 20009
5. Republique Francaise, Ministere de la Cooperation. La Femme Africaine et Malgache, Elements Bibliographiques. Paris, 1978.
6. United Nations, Economic Commission for Africa. Annotated Bibliographies on Women and Development. The following country bibliographies are completed or nearing completion: Kenya, Ethiopia, Cameroon, Mali, Zambia, Botswana, Lesotho, Swaziland, Egypt. United Nations, New York.
7. United Nations, Economic Commission for Africa. Women and Development in Africa: An Annotated Bibliography. Bibliography Series No. 1 United Nations, New York, 1977 (ECA/SDD/ATRCW/BIBLIOG/77).

DATA BANKS

1. FAO, Library and Documentation Division.  
Via delle Terme di Caracalla  
0100 Rome, Italy
2. New TransCentury Foundation. Has an extensive key worded document collection on women and development.  
1789 Columbia Road NW  
Washington, DC 20009

ANNEX II  
INTERNATIONAL RESEARCH CENTERS, NETWORKS

Association of African Women for Research and Development (AAWORD)  
B.P. 11.007 C.D. Annexe  
Dakar, Senegal

African Training and Research Center for Women (ATRCW)  
Nancy Hafkin, Information Officer  
U.N. Economic Commission for Africa  
Box 300  
Addis Ababa, Ethiopia

Asian and Pacific Centre for Women and Development (APCWD)  
c/o APDC P.O. Box 2224  
Kuala Lumpur, Malaysia

Office of Women and Development  
Department of State  
Washington, DC 20523

International Research Inventory  
International Section of American Home Economics Association  
2010 Massachusetts Ave.  
Washington, DC 20036

International Center for Research on Women  
211 L Street N.W.  
Washington, DC 20087

Resources for Feminist Research  
Dept. of Sociology (OISE)  
252 Bloor St. West  
Toronto, Ontario, Canada M5S1V6

International Institute for Research and Training for the Advancement of Women (INSTRAW)  
Office of the Assistant Secretary-General  
Center for Social Development and Humanitarian Affairs  
One United Nations Plaza, Room DC-1026  
New York, NY 10017

Women and Food Information Network  
24 Peabody Terrace #1403  
Cambridge, MA 02138

ANNEX III

WOMEN AND DEVELOPMENT PROJECT COORDINATORS  
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ANNEX IV  
TECHNICAL REFERENCES

Basic Sources

- Bennett, J., "Writing a Case and Its Teaching Note," #9-376-243A.  
Bennett, J., "Good Writing," #9-372-049A.  
Culliton, J., "Handbook on Case Writing," 1973, #9-373-747.  
Dooley, A. and W. Skinner, "Casing Case-method Methods," 1977, #9-379-108.  
Gragg, C., "Because Wisdom Can't Be Told," 1951, #9-451-005.  
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#9-576-026.

Supplemental Sources

- Corey, R., "The Use of Cases in Management Education," 1976, #9-376-240.  
Hatcher, J., et al. "The Case Method: Its Philosophy and Educational  
Concept," #9-375-614.  
Lawrence, P., "Preparation of Case Materials," #9-451-006A.  
Learned, E.P., "Reflections of a Case Method Teacher," #9-381-006.  
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Mason, C., "Note to a Beginning Case Method Teacher," #9-381-007.  
Merry, R., "The Usefulness of the Case Method for Training in  
Administration," 1967, #9-372-105.  
Schendel, D., "Managerial Problem-Solving and the Case Method," #9-375-822.  
Shapiro, B., "An Introduction to the Case Method," 1975, #9-576-031.

The articles listed above may be ordered from

Case Services  
Harvard Business School  
Morgan Hall  
Soldiers Field Station  
Boston, MA 02163

To order, use the seven-digit case number given above along with the  
article title and the author's name.

Chapter 3

INDONESIA:

EAST JAVA FAMILY PLANNING AND NUTRITION-INCOME GENERATION PROJECT

Teaching Note

CASE SYNOPSIS

The case initially provides background data on Indonesia which highlights the size and density of its population, its cultural diversity, the importance of rice production, the poverty levels, and community norms. The emergence of the country's family planning program as a priority area is indicated. Concern about malnutrition and program actions are also indicated.

The second section on culture and women describes the de jure equality of men and women and also points out some of the de facto inequalities. The economic activities of men and women are presented as well as various factors limiting women's access and control to key resources. The impact of technology on women's roles in these patterns is indicated.

The third section of the case describes the design and implementation of the program which consisted of adding a credit to the family planning and nutrition program component aimed at income generation for women. Data on the progress of the project indicates who received the loans, what they were used for, and possible effects on nutrition and family planning.

#### PEDAGOGICAL OBJECTIVES

- (1) To develop an Activities Analysis profile in order to delineate the importance of specifying the gender division of labor. (Refer to "Women in Development: A Framework for Project Analysis," Chapter 1 in casebook.)
- (2) To reveal how technology can affect the gender division of labor with adverse consequences for women.
- (3) To examine factors which affect women's access to and control of resources.
- (4) To identify how project design and implementation can affect women.
- (5) To examine the desirability of a women's-only component.

#### STUDY QUESTIONS

- (1) What are the activities that females undertake relative to others regarding production of goods and services and reproduction and maintenance of human resources?
- (2) What factors affect women's access to and control of resources and the gender division of labor?
- (3) What are the critical elements in the design of this project?
- (4) Evaluate the performance of the project.
- (5) What recommendations, if any, would you make for the redesign of this project?

## CASE ANALYSIS AND TEACHING PLAN

The case discussion can be structured into five sections corresponding to the study questions: activities analysis, access and control, project elements, performance evaluation, and project redesign.

### Activities Analysis

The case data are sufficiently rich so that students can readily lay out the gender division of labor. Pages 5-6 and Table 9 in the casebook are the key sources. Annex 1 to this teaching note provides the activities profile. This information would fill one blackboard.

When the agricultural activities are being delineated and listed on the blackboard, it is important to ask (if the students don't mention it) whether there are any changes that are taking place in the gender division of labor. This will lead to the impact of the introduction of the rotary weeders and steel sickles which were used by men rather than women. This caused significant displacement of women: 20 woman-days to 8 man-days for the weeding and 200 woman-days to 70 man-days for harvesting. The introduction of mechanized milling has also displaced women from their previous hand milling activity (125 million woman-days lost per year). One can also note that richer women work less and thus are not affected; this highlights the need to disaggregate by class within the gender divisions.

One should ask what the impact of this displacement has been. It has pushed women into other activities, with trading emerging as a new major occupation (40% of women classified as small traders). The pressure for employment or income generation is growing. This need is particularly acute for female headed households (FHH) which constitute 16% of the total

and even more in the rural areas. High divorce and desertion and widower rates give rise to this situation; 49% of these heads of households are unable to support even themselves, let alone dependents.

In the Maintenance Activities discussion it is important to include the financial management function. The woman dominates this critical activity with some consultation with the husband.

### Access and Control

The access and control can focus on the basic resources of credit, land, income, labor, technology, education and political power. Annex 2 to this note indicates the relative access and control to these resources based on the case information. Another blackboard can be used for this. They should also be asked as to why barriers to access exist, e.g., lower female education was due to high opportunity costs of their inputs to the family labor pool and a lower perceived need for education given lower access to skilled jobs and their traditional roles as wives. The interrelationships among those barriers should be examined, e.g., male ownership of land leaves the women without collateral which then precludes them from access to the formal credit channels. It is useful to have the students draw out the distinction between the informal and formal credit sources. The females, being blocked from formal sources, created their own informal mechanisms.

### Critical Project Elements

The purpose of this section is to have the students identify the key elements in project design. These will become reference points for the subsequent discussions on project performances and redesign.

Among the critical elements would be the following:

- (1) Objectives--multiple (family planning, nutrition, income generation)
- (2) Women's component--men excluded from credit
- (3) Loan eligibility criteria--family planning acceptor, mother of child under 5, have productive skills
- (4) No collateral requirement--mutual group responsibility
- (5) Loan ceiling--Rp. 50,000
- (6) Forced savings and capitalization--1/2 of interest payment
- (7) Two-tiered interest rates--40% and 20% depending on loan size
- (8) Short-term loans--3 to 7 months
- (9) Credit only--no technical assistance was given
- (10) Use existing institutions for delivery system--family planning and nutrition program staff

These elements and others could constitute another blackboard.

#### Project Performance

One can begin this discussion by asking how each of these design elements or the way they were implemented (an important distinction) affected project performance.

- (1) Objectives--There will be discussion about whether it made sense to fuse the three objectives and about the merits of their relative priority. If the credit program was to serve as a stimulus to the family planning and nutrition objectives, then the data from Tables 12 and 13

In the case do not reveal concrete synergy in terms of effects. However, the time was short, the number of credit recipients small, and other contributory factors more powerful. Conclusive evidence does not exist.

- (2) Women's Component--This did increase females' access to formal credit thus overcoming a traditional barrier noted in the access and control analyses.
- (3) Loan Eligibility Criteria--The family planning and nutrition criteria were not strictly adhered to. Older and wealthier women near the center of the village were loan recipients. These were also the skilled women. Thus, the poorer, less educated, more isolated, and more fertile women were not reached. The program administrators preempted the credit for themselves.
- (4) No Collateral Requirement--Repayment to date had been 100%, which in part relates to the actual recipients being the lower credit risk portion of the women. However, it also suggests that the loans were put to productive use and generated surpluses.

This latter point may be overlooked by the students. One should ask whether the loan recipients benefited. Annex B of the case provides examples (one could assume they are representative) of the types of loans and their economic effects. Simple calculations reveal very high returns for most of the projects (see Annex 3 to this note for an example). This reveals that investments in

small income-generating projects can be very sound financially.

- (5) Loan Ceiling--This does ensure that no single project will absorb all the capital. However, it also relegates the loans to small projects with lower employment generating possibilities.

One can ask how the uses of the loan relate to the prior activities profile. This should draw out the fact that none of the loans deal with rice. This may constitute a major missed opportunity and could be due to either the small loan size, the fact that the higher income women don't work so much in the rice fields, or that the loan was only for women.

- (6) Forced Savings and Capitalization--This will go far towards ensuring continuity of the program and it appears to be working. Even the "interest" which could be used for nutrition seems to have been siphoned off in some instances into the capitalization process. This may reflect the desires of the program managers and current loan recipients rather than the actual needs of the village poor.

- (7) Two-Tier Interest Rates--This keeps a lower burden on the smaller loan recipients. It is a redistribution subsidy that might help those who can only mount a small economic activity; these might tend to be poorer women.

- (8) Short-Term Loans--This forces the projects mainly to focus on working capital loans. This may forego

productivity increasing investments which require fixed asset investments that could only be repaid over a longer period. The time limits might hinder the use for crop loans where there is a single annual harvest.

- (9) Credit Only--The lack of training or technical assistance meant that the poorer, unskilled members could not take advantage of this new resource. The example (in Annex B) of the one loan recipient whose chickens died because they weren't inoculated revealed the riskiness of the credit-only approach.
- (10) Use Existing Institutions--Using the family planning-nutrition delivery system had the advantage of an in-place staff. It was capable of handling records, disbursing the credit (largely to themselves), and ensuring repayment. However, it had the disadvantage of not reaching out to the more needy, of not having capability for technical assistance for economic projects, and perhaps of being overburdened by yet another activity. No clear ties were made to the relevant institutions, e.g., Ministry of Agriculture. Nor was there an effort to use the informal credit organizations as the vehicle.

### Project Redesign

The final section of the discussion is for the students to redesign the project to rectify whatever weaknesses they identified in the previous project performance analysis. Depending on time availability or

pedagogical purpose, this final task could also be the subject of a second session or group reports or a written analysis.

There is, of course, no "right" answer. However, any of the proposals presented should be supported with clear arguments. There are two proposals that might arise or should be raised. One is the women-only aspect and the other is the fusion or separation of the income generation component and the family planning and nutrition components. Strong cases can be made for and against and it is important that these be aired. One should also be sure that the students have addressed in the redesign phase all the weaknesses that they identified in the performance analysis.

Annex 1

Production of Goods and Services

AGRICULTURE

Field Prep			MA
Terracing			MA
Planting	FA	FC	
Hoeing	FA	FC	
Weeding	FA	FC	MA (Tec. Change-Rotary Weeder)
Harvesting	FA	FC	MA (Tec. Change-Sickles)
Livestock	FA	FC	MA
<u>Wage Labor</u>	FA		MA
<u>Communal Labor</u>	FA		MA
<u>Food Processing</u>	FA		MA
Rice Milling	FA		(Tec. Change-Mechanical milling)
Other	FA		(MA)
<u>Handicrafts</u>	FA		(MA)
<u>Trading</u>	FA		(MA) (FA increase due to female labor displacement from above technology changes)

Maintenance of Human Resources

Child Care	FA	FC	MA
Food Preparation	FA		
Housework	FA		
Fuel Collection	(FA)		MA
Water Collection	FC		
Finance Management	FA		

Note: Parentheses indicate that the activity is performed but to a relatively minor degree.

Annex 2

Access & Control

	<u>Female</u>	<u>Male</u>
Credit		
Informal	Hi	
Formal	Lo	Hi
Land	Lo	Hi
	No Collateral	Male Ownership
Family		
Income	Hi	Lo
Stream		
Labor		
Jobs	Lo	Hi
Wages	Lo	Hi
Technology	Lo	Hi
Education	Med	Hi
Political		
Power	Lo (indirect)	Hi

Annex 3

Financial Analysis of Rabbit Project Loan

Revenues

100 rabbits @ Rp. 1,000	100,000
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Costs

20 rabbits @ Rp. 500	10,000
Cages (estimated)	9,000
Immunization (estimated)	1,000
Feed (grass gathered by children)	-
Interest 40% on Rp. 50,000 loan	20,000
Misc. costs	<u>10,000</u>
Total costs	50,000
Profit	50,000

Return on Investment: 100% in five months plus original investment of 20 rabbits intact and Rp. 10,000 in savings (1/2 of interest). On a cash flow basis, repaying the loan and selling off the 20 original rabbits at Rp. 1,000, she would have a net cash flow of Rp. 30,000, or an ROI of 60%.

Chapter 4

TANZANIA: THE ARUSHA PLANNING AND VILLAGE DEVELOPMENT PROJECT

Teaching Note

CASE SYNOPSIS

In 1972, the Tanzanian government made a decision to decentralize governmental administration. To do this, it sought funds to initiate a Regional Integrated Development Program (RIDEP) in each of its 20 regions. USAID funded the RIDEP in Arusha Region called the Arusha Planning and Village Development Project (APVDP) for a cost of \$21 million beginning in late 1979 and running through mid-1983.

The Arusha Region has six districts, three of which are agricultural and three of which have a livestock economy. There are 500 villages in the region and a population of 500,000 people. The purpose of APVDP was to improve the planning capability of the region, districts and villages and their abilities to implement and evaluate development efforts. This effort was focussed on: 1) improving planning; 2) improving agricultural production; 3) promoting other economic activities especially rural industries; and 4) improving the infrastructure, especially road and water systems.

As is true for Tanzania generally, no specific planning was undertaken for women's involvement in APVDP because it was assumed that everyone would benefit equally. In fact, a study of the project in 1981 showed that women were not involved in, or even aware of, a great deal of the project's activities. Nor were they receiving many benefits from it.

#### PEDAGOGICAL OBJECTIVES

1. To illustrate the extreme imbalance between male and female economic activities in the district through Activities Analysis.
2. To illustrate the relevance of Access & Control analysis, and to show the importance of cultural tradition in access and control.
3. To show that decentralization effort may run into cultural tradition very strongly and possibly more than centrally run projects.
4. To illustrate that, when there are strongly cultural inequalities between men and women, a "gender blind" project will not affect both equally but differentially.

#### STUDY QUESTIONS

1. In the Arusha Region what activities do women and men do in the production of goods and services and in household production?
2. What is the nature of women's and men's access to and control over resources that are important in production in this area?
3. What are the principal determinants of these patterns of activities and of access and control?

4. To what extent have women participated in the project?  
What project design features influence that participation?  
What effect did this have on project performance?
5. What adjustments, if any, would you suggest for the project design or implementation to make it more effective?

#### CASE ANALYSIS AND TEACHING PLAN

The Activity Analysis should be the first task. It is largely derivable from Tables 3, 4, and 5 in the case. Annex 1 to this teaching note presents a summarized view. If the students are quite familiar with constructing the gender disaggregated activities profile, the instructor could put Annex 1 on the blackboard prior to class and use that as a starting point. The task is to then derive conclusions from the patterns revealed by the profile. In this instance it is clear that the women do the overwhelming portion of the physical labor. Men specialize in the livestock area, but even there the women handle key tasks of milking, manure cleaning, and forage gathering. The Technical Paper "Women's Productivity in Agricultural Systems" (Chapter 2 in the casebook) provides a broader perspective from which to examine the Tanzanian pattern.

The next step in the discussion is to focus the access and control dimensions of the situation. This is particularly important in this case because the contrasts are so striking. One can start by asking how the country's leader perceives this issue. President Nyerere's statement shows that he fully recognizes the major economic role of women and the necessity to create equality for them as a prerequisite to the

country's realization of its full economic potential. In effect, he is sustaining the hypothesis that social equity is a necessary condition for economic progress. His words had also been translated into laws guaranteeing women's economic rights.

The first contrast comes when one matches this de jure equality with the de facto inequality. In practice, the laws are not upheld or are interpreted differently. The students should lay out an access and control profile. Annex 2 to this note presents a possible version of this using resource categories of land, labor, equipment, capital, technology, political power, education and income flows. The second contrast is the clearly inferior position of the women compared to the men. The third contrast is that women have high access to land, labor, and capital but very low control. They are largely excluded from much of the decision making. As the comments from the men indicate, control over assets, particularly cattle, are central to maintaining male dominance. Thus, the gender division of economic activity is one determinant of control. Traditional social norms is another factor. A third is the lower level of education of women and the lack of fluency in Kiswahili.

Within this general pattern, however, it is important to note some exceptions. In education the traditional pattern may be changing. At the primary level almost half the students are girls, while the percentage falls as one goes higher into the system (secondary, 30%; senior, 20%; university, 15%) reflecting the current results of past inequities. In the political arena the UWT does provide a forum for the women to participate in without the male dominance. Their participation was active there in contrast to their reticence to speak in the male-dominated Councils and Assemblies. The UWT was the least well-funded of the party's activities

and the focus was on home production and maintenance activities (nutrition, health, home management, etc.), reflecting a low priority and narrow view of the women's role, but it still constituted a nontraditional vehicle for mobilizing women. Additionally, the women did have some spheres of economic independence through their small businesses (beermaking, handicrafts, bananas, cloth, etc.) and to some extent through the small livestock. In these they exercised control over the decision making and the resources generated.

The focus should next be placed on the project and the query should be about the degree of women's participation in the project, why, and with what impact on the project. The level of participation was very low. The basic flaw was the assumption that a gender blind approach would have gender neutral effects. As one decentralizes, the impact of gender biases through customs and economic roles becomes more powerful and results in uneven effects across the sexes. The women did not comment on the projects in the council meetings which should not have been surprising given traditional patterns. By using that institution as the consultative and decision-making forum, the project precluded meaningful female participation. The project groups that were formed did not include women and most of the women were not even aware that the APVDP opportunities were available to them. Their low access to information impeded their mobilization. Although the project initially insisted that the women attend the meetings for water project, when attendance dropped they proceeded anyway. The resultant mislocation of the water sites is a clear negative consequence due to the lack of the women's participation.

The project was also not able to elicit the women's voluntary labor to the degree expected. The main exceptions were the maize mill and

the barley plots in which the women took great interest and made major labor inputs. Both of these involved activities of key economic value to the women. The maize grinding could save the women considerable time by replacing the in-home activity and they are clearly time constrained. The barley might offer them a new source of outside income. In general, the project probably missed several significant project opportunities by not viewing the spectrum of economic activities that the women actually engage in or could undertake. The males discouraged any project that moved out of the home and into the economic arena whereby women might gain greater independence from them.

The final part of the discussion should involve recommended changes in the design or implementation of the project. Clearly the project redesign process must shift from the previous gender blind approach to a gender conscious approach. The students may be frustrated by the strength and pervasiveness of the male domination, but they should push to identify opportunity points. There is a need to elicit the women's ideas and desires, but this requires a nontraditional forum. It may be that the UWT might be reoriented to serve that purpose. It is an approved structure, the women actively speak out, and there is a precedent for starting projects. Perhaps strengthening the technical assistance through that vehicle would enable more women to participate and to have their project be more economically viable. It is also likely that by promoting types of projects which are traditionally in the women's economic sphere would also enhance their participation. The project might also attempt to identify those women who have demonstrated a greater propensity to participate actively. There is some indication that female heads of

household might be a target group. They might form a nucleus for starting projects, perhaps even through a separate project component.

One could also contemplate starting a cultural reorientation process for the male leaders, but that is a long run undertaking. For the women, classes in Kiswahili might be encouraged to remove one barrier from their participation in the traditional village meetings. Informal child care arrangements might be another action area to enable the women to participate in expanded political and economic activities.

One could end the discussion by asking for general guidelines on designing decentralization projects such that women's participation is garnered so as to benefit them and the attainment of the project goals.

Annex 1

Activities Analysis

I. AGRICULTURE

ANIMAL

buy/select seeds	(FA)		MA	buying				MA
clear land			MA	herding	(FA)	FC	MC	MA
plough	FA		MA	milking	FA			MA
hoe	FA		MA	kraaling	FA			
plant/transplant	FA		(MA)	manure	FA			
weed	FA		MA	dipping/vet.				MA
protect	FA	FC	MC	sale				MA
insecticide/fert.	FA	FC		management				MA
harvest	FA	FC	MC	fodder	FA			
transport	FA	FC		small	FA			
storing/processing	FA		MA?	large				MA
sell			MA					
management	FA		MA					

HUMAN RESOURCE PRODUCTION & MAINTENANCE

OTHER

food prep.	FA			beermaking	FA			
housekeeping	FA			handicraft	FA			
cleaning	FA			bananas	FA			
child care	FA			milking	FA			
firewood/water	FA	FC						
health care	FA		MA					
food processing	FA							
house bldg./repair	FA		MA					
shopping	FA							
meetings	(FA)		MA					
management			MA					

Annex 2

Access & Control (Over Resources and Benefits)

	<u>OWNS/CONTROLS</u>		<u>ACCESS/USES</u>		<u>DERIVES BENEFITS FROM</u>	
Land		MA	FA			
Labor	FA		FA			
Equipment		MA	MA			
Capital	(FA)	MA	FA	MA	FA	MA
Technology		MA				
Political Power		MA		MA		?
Education	(FA)	MA		MA		MA
Income Flows		MA	(FA)	MA	(FA)	MA

Factors Influencing:

- Other work and responsibilities
- Tradition
- Institutions and legal arrangements

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Parentheses indicate some access, control or benefit but a relatively minor amount.

## Chapter 5

KENYA: EGERTON COLLEGE

### Teaching Note

#### CASE SYNOPSIS

In Kenya, 85% of the labor force is employed in agriculture and 80% of the total population lives on smallholdings under 8 hectares. Eighty-eight percent of Kenyan women live in rural areas and 85-90% of these work on family holdings. The smallholder share of gross marketed production is increasing (it hit 51% in 1976 from 20% in 1960; see Table 3 in case), but productivity of this sector lags behind that of large farms (Table 4).

The government of Kenya (GOK) is committed to increasing the productivity of small farms and understands that programs to assist smallholders must differ substantially from those that have been developed over the years to support large farm production. Egerton College trains the majority of middle-level agricultural extension staff who are responsible for planning and supervising the contract extension work through which small farmers can be reached. After studies showed that a major shortfall could be expected in trained agricultural personnel at this middle level, the GOK sought support to expand Egerton College, and AID agreed to do so. The project intended to expand Egerton College from 686 students to 1,632 and to improve its curriculum and research to meet the special needs and circumstances of small farmers.

The project is an institution building project. Understanding that the intent of the GOK in building Egerton College into a stronger

institution is one element of its program to increase smallholder farm productivity, and understanding the central role that women perform in small farming in rural Kenya, the question arises as to whether and how the expansion of the college and the tailoring of its curriculum to the needs of small farmers can and should take account of the fact that most small farmers are women.

#### PEDAGOGICAL OBJECTIVES

1. To provide an exercise in gender based activity analysis and to introduce additional subtlety into the analysis by examining the forces that affect gender roles in this society, such as custom, ethnic group, location, family status, as well as changing demographic patterns.
2. To expose the processes by which access to education involves the passage of a series of successive gates and gatekeepers thus reinforcing patterns of access and exclusion that already exist in a society.
3. To analyze the relationships that exist between an effort at institution building in a given area and the ultimate goals which the institution is supposed to serve.
4. To provide an exercise in project redesign in institution building in the education sector where composition of the student body and curriculum content are both issues that  
a) affect the success or failure of the institution in

achieving its ultimate goal; and b) affect the inclusion or exclusion of women in the development process.

#### STUDY QUESTIONS

1. In rural Kenya, what are the activities that women undertake relative to others in the production of goods and services and in household production?
2. What resources have the most significant impact on women's productivity and how do you assess women's access to and control over these resources?
3. Analyze the critical elements in the project to expand Egerton College in terms of their contribution to the GOK's goal of increasing smallholder productivity.
4. What adjustments, if any, would you make to this project to enhance its effectiveness in affecting small farm productivity?

#### CASE SYNOPSIS AND TEACHING PLAN

The teaching should begin with the activity analysis (see Annex A attached). If this case is the first at a workshop, then this should be done with some care and the factors that determine work roles should be brought out as well. These include age, tribal or ethnic grouping, family status, location and demographic trends.

If another case has been taught, one may get the class to chart women's and men's activities, comparing these to those of the previous case(s) and thus drawing out the factors that influence work roles. Or,

the teacher may pre-set the activities on the blackboard and ask the class to think about what is there, critique and correct it, and then analyze the factors that determine roles. The focus here, in any of these approaches, should be on the understanding that all women's roles are not the same across an entire country. Because Egerton College trains agricultural workers who work in all parts of Kenya rather than being regionally focused, this variation is particularly important in this case.

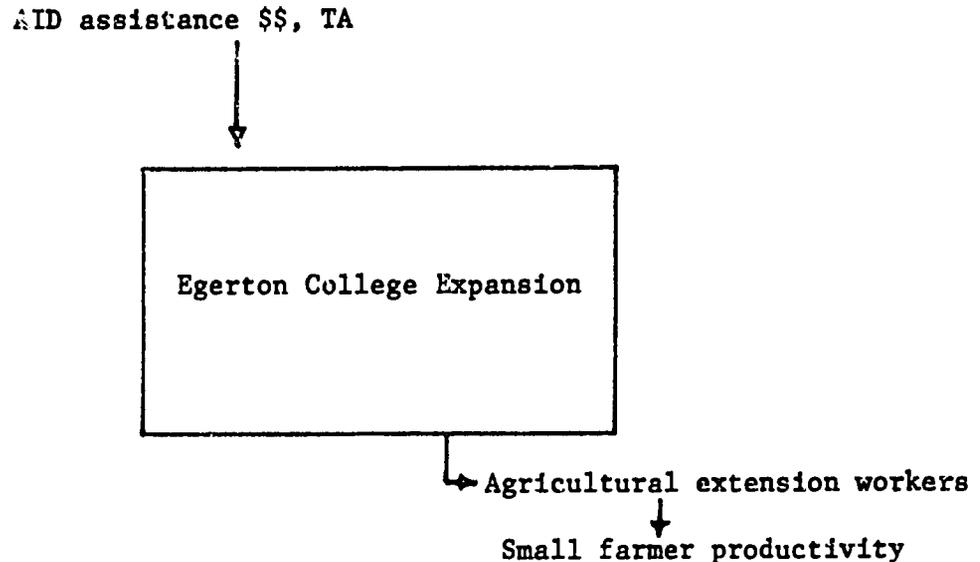
The major discussion of this case should be on the project itself, and its relationship to the overarching GOK goal of increasing small farmer productivity. The case offers a number of points for examining critical elements of institution building projects in affecting the integration of women into development. Because there is no single line of women's involvement, this case is not simple. Therefore, the sequencing of the teaching framework is very important.

Two themes underlie the teaching of an institution building case:

- (1) Where are the points in this institution where it would be appropriate to take women's roles into account in order to ensure greater overall project effectiveness and greater inclusion of women into the development process?
- (2) Where are the points in the institution where the issues of access to resources and benefits arise in particular as these affect women's project integration?

The teacher should be explicit about the focus on institution building, and in order to direct the discussion might put on one board the following chart.

GOK goal: to increase small farmer productivity



The point to make is that the GOK, in order to achieve its goals, asked AID for dollar and technical assistance to expand Egerton College, from which trained agricultural extension workers are graduated, who in turn, work with small farmers in order to increase their productivity. This simple pictorial representation of the chain helps students see the elements in context and allows the teacher to refer back to this board as the discussion progresses.

There are two main elements of the Egerton College expansion that deserve exploration and one subsidiary one to explore if time allows. The first is the students; the second is the curriculum; and the third is the participant training of faculty in the U.S. Other aspects of the project include technical assistance in administration and construction of facilities. These may come into the discussion but are not especially fruitful lines of discussion on their own.

The teacher should begin by asking the class to consider the ways in which the composition of the student body, the recruitment of students, and the types of people they are might affect ultimate project goals. This discussion will bring out the unresolvable issue of whether it is necessary to have female extension workers in order to reach female small farmers. There is some evidence in the case that this has been important in the past and is becoming less so--implying that it still has some importance. One might discuss possible regional variation in this.

Behind the issue of whether female workers are better at reaching women farmers is the more fundamental issue of access of trained agricultural personnel to the ultimate target group of small farmers. The students may be asked to think about the characteristics, in addition to gender, that will influence the effectiveness of the Egerton College graduates in reaching small farmers. At this point, the students will point out that these graduates are primarily planners and administrators; they supervise others who do the majority of the direct contact work with the farmers. (EC graduates spend 30% of their time in direct contact; 70% in planning, supervision and administration.)

A fact not in the case but discovered subsequently is that the EC students went on strike a few years ago demanding wages commensurate with those received by University of Nairobi graduates. This may be brought into the discussion of characteristics that would be ideal in the students.

Having laid out what would be the ideal student composition, the class can then examine what we know about the composition of EC classes and the recruitment processes. This allows a critique of the project, and suggestions for redesign.

Regarding curriculum the discussion can begin with an examination of the types of things that should be included in the curriculum of such an institution in order to strengthen its role in achieving the project goal. Another fact not included in the case: EC students in certain courses are taken to different parts of the country for field work so that they can actually observe and be involved in farming different land types.

The teacher may ask what we do and don't know about the EC curriculum, as affected by the project. The class will lack precise knowledge of course content but they do know that the number of diploma areas has increased markedly and that this represents increased specialization. One could ask them to make a rough assessment of these diploma areas and their relevance to the activities of small farmers as evidenced in the activities analysis. This is the opportunity to remind the class of who the small farmers are (women) and what they do (activity analysis). Because there is no single answer to the benefits or costs of the trend toward specialization, the class should explore both possibilities, and be asked to defend the positions they choose.

Finally, the teacher might pull out the chart (Annex B) showing the enrollments by gender in the different diploma courses and ask the class to comment on trends or biases they see in this. They will find concentrations of women in certain fields and men in others and the discussion should focus on the areas where there is greatest likelihood of increasing productivity and having an impact on smallholdings.

If time permits, the class may think about the relevance of MSc and Ph.D training in the U.S. to the teaching competence of the EC faculty as it affects student ability to affect small farmer productivity. Again,

while there will not be agreement, students should be asked to defend the positions they take on this important decision issue.

The teacher should be sure to summarize the discussion of this case since it has so many points included in it. The summary should make the connections between the decision to build an institution as one step in achieving another development goal (increased small farmer productivity) and should remind the students of the elements of that institution where the effects might be most important. The issues for decision in each of these areas should be reviewed and the basis for deciding (ultimate access to and impact on small farmers who are mostly women) should be brought out again.

Annex A

KENYA: EGERTON COLLEGE

Activity Analysis

Production of Goods and Services

Household Production

Food Crops (some sales)			Food prep & processing	FA	C	
cultivation	FA	(C)	Cleaning	FA	C	
harvesting	FA	(C)	Child care	FA	C	
preserving	FA	(C)	Fuel	FA	C	
land clearing		MA	Water	FA	C	
			Fodder	FA	C	
Cash Crops			Animal care			
cotton, weeding & harvesting	FA	MA	small	FA		
harvesting	FA	< MA	large	(FA)	C	MA
tea, coffee	FA	< MA	House building, mtce.	FA		(MA)
sugar cane	FA	< MA				
pyrethrum	FA	< MA				
trade, small	FA					
formal		MA				
livestock	(FA)	MA				
off-farm wage	(FA)	MA				

Annex B

KENYA: EGERTON COLLEGE

<u>Diploma Area</u>	<u>No. of Male Students</u>	<u>No. of Female Students</u>
General Agriculture	94	20
Agricultural Education	101	31
Soil and Water Engineering	84	5
Farm Power and Machinery	85	1
Animal Husbandry	131	17
Animal Health	84	6
Farm Management	121	16
Horticulture	61	34
Dairy Technology	67	9
Food Science and Technology	36	12
Agriculture and Food Marketing	33	5
Agriculture and Home Economics	0	101
Wildlife Management	33	4
Ranch Management	50	0
Range Management	115	0
Forestry	54	2

## Chapter 6

### DOMINICAN REPUBLIC: PROGRAM FOR DEVELOPMENT OF MICRO-ENTERPRISES

#### Teaching Note

#### CASE SYNOPSIS

The case describes the evolution of a project aimed at helping through credit and management assistance urban micro-enterprises in the Dominican Republic. The pressures from large and growing unemployment provide the rationale for assisting the small scale enterprise (SSE) sector. The sector is described in terms of type of enterprise and gender profile. The context for women both within the sector and the larger society is described. The design and implementation experience for the project are laid out.

#### PEDAGOGICAL OBJECTIVES

1. To identify and understand gender patterns in the SSE sector.
2. To analyze barriers facing urban-based, small-scale businesswomen.
3. To identify how project design and implementation factors can adversely affect women's participation.
4. To provide and exercise in project redesign to enhance economic performance through increased participation of women.

### STUDY QUESTIONS

1. What gender patterns exist in the SSE sector and wage labor in the Dominican Republic and why?
2. How effective has the project been in attaining the participation of women?
3. What factors have affected this participation rate?
4. Should the project increase female participation from the standpoint of enhancing the attainment of the project's goals?
5. If one wished to increase such participation, what changes would you recommend in project design or implementation?

### CASE ANALYSIS AND TEACHING PLAN

This case is a companion of the Banco Industrial del Peru case which deals with a banking institution lending to SSEs in rural areas (see Teaching Note in Chapter 7). The Dominican Republic case provides a useful comparison given its use of a nonbank credit dispensing organization and its urban orientation. Although we will not make an explicit comparative analysis in this teaching note, we do suggest that instructors consider posing the discussion question for similarities and differences between the two projects as a way of extending the students' thought processes. We have taught the two cases both separately as well as jointly; either approach is feasible and productive. The choice depends on the specific circumstances and objectives facing the instructor. The students should also read in conjunction with this case Chapter 4 in the casebook: "Small Scale Enterprise and Women." The case discussion can basically follow the study questions.

### Gender Patterns

There are clearly demarcated divisions by gender in both wage labor and SSEs. Tables 8 and 9 in the case lay out the employment pattern. It reveals that women are primarily (42%) concentrated in the service area, largely engaged as domestics in homes, hotels, restaurants, or other businesses. Most (61%) of the migrants from rural areas enter this category of work. These jobs require the lowest skills and 72% of the women in them are illiterate and mostly from low income classes. More educated middle and upper class working women are found in the office (16%), teacher (11%), and health/nursing (5%) categories. These are traditional, socially approved areas for female employment. Women have a 10% participation in the "Machine Operators and Artisans" category. This primarily consists of seamstresses in the free trade zone clothing manufacturers. Males totally dominate transportation and construction which may reflect social norms. Male rates are double for business and professions and significantly higher for salespersons, retail operators and managers.

Table 7 provides a gender disaggregated typology of the SSE sector. The division is clear with only two areas (enclosed stands and neighborhood food stores) having both male and female entrepreneurs. The question to pose is what caused this pattern. An examination of the female operations would suggest two possibilities: first, the skills involved are extensions of the skills learned in the performance of the household production activities, e.g., food preparation, sewing, hair styling; and second, low female mobility due to child care or other home-based activities e.g., fixed or semi-fixed selling locations. The male SSEs tend to be much more mobile, particularly through the use of the tricycles.

There is also the suggestion that the physical exertion required also limited the participation of women.

### Female Participation

The project attained differential participation rates of women in the two different components of the project. In the micro-enterprises component 20% of the loan recipients were women. All of these were seamstresses. Within the 80% of the male run enterprises 11% of the employees were female. In the solidarity group component 17% received working capital (as opposed to equipment) loans; of these, 75% were women, thus constituting 13% of this component's loans. The female rates are obviously far below the male rates. They are also less than the 32% (Table 3) rate of female participation in the urban work force and the probably even higher rate of women in the SSE sector.

The question to be posed is why. One could point to the social and institutional explanatory factors which reduce female participation in the economy in general (refer to "Context for Women" section of case). These are relevant, but of greater interest for our pedagogical purposes are any aspects of project identification, design, and implementation that may have contributed to the low participation. These are the elements that are under the control of the project personnel.

#### 1. Project Identification

The Dominican Republic project arose out of the PISCES project and in both instances the objectives were gender blind. The PISCES objectives were to find low cost mechanisms for channeling credit to small scale enterprises. The Dominican Republic project objectives were to

increase income among the poor, to create new jobs, and to strengthen precarious jobs. Reaching women was not a conscious goal. An implicit, although not consciously recognized, assumption behind gender blind objectives is that the project will be gender neutral in its impact, that is the project will not favor (or injure) one gender over another. Obviously, this condition did not hold in the Dominican Republic. In fact, in the initial feasibility study, commerce was excluded under the assumption that it would use loans to increase inventory but not jobs. This identification step thereby excluded many women engaged in small commerce. The failure to create a gender disaggregated profile of the SSE sector prevented the project analysts from seeing the exclusionary nature of the identification process.

## 2. Project Design

The two components, micro-enterprises and solidarity groups and the use of credit and management assistance were reasonable approaches to SSEs. They recognized problems common to most SSEs regardless of gender. However, the selection of the target SSEs did have a gender bias. For the solidarity groups the emphasis on the "tricicleros" automatically excluded women. This choice may have emerged because of high visibility of the "tricicleros," the clear opportunity to have positive income effects through equipment loans, and the pressure on ACCION to show quick positive results. Similarly, the female micro-enterprises chosen as credit recipients are all seamstresses, suggesting a failure to see or reach the other types of female SSEs. Another design problem was in the purchase order procedures. These proved rigid, and constrained the women from managing their inventories more flexibly in response to shifting market

conditions. A finer disaggregation of the project beneficiaries would have revealed the differences in operating circumstances and the need to have more flexible procedures.

### 3. Project Implementation

The staff was all male initially. From the comments of the women in the solidarity group, one could conclude that they felt isolated and without anyone to talk to, and the one female coordinator hired was not assigned to these groups. Her assignment was in a neighborhood where problems emerged due to some political actions by a local politician; subsequently, however, this neighborhood produced several women's groups, thus suggesting the desirability of using female staff.

#### Desirability of Participation

As with the Peru case it is useful to ask whether the attainment of the Dominican Republic project's objectives would be enhanced by increasing the participation of women. In terms of increasing the income among the poor, women's participation would seem desirable because they seem to be among the poorest. Their unemployment rate is double the males', they receive lower wages than males', and many are heads of household. Their jobs are at least as "precarious" as males. Male SSEs do not appear to be significant employers of female labor (11%) and so increasing female wage labor may also require strengthening female SSEs. Evidence is not clear about creditworthiness, but the male "tricicleros" have a 33% late payment rate. Evidence from other countries (including Peru) suggests that women are better repayers. Furthermore, the expansion

into a second city may depend on tending more effectively to the needs of women SSEs because their demand for credit reportedly exceeded the males'.

### Project Redesign

The final question is how they would change the project to elicit greater female participation. The students will focus on various dimensions and the discussion will largely carry itself. Among the points that might be covered are staffing (hire more women, sensitize and train male staff), procedures (e.g., the purchase orders), loan type (working capital vs. equipment), information system (gender disaggregated analysis of potential and actual clients). One could raise again the issue of a women's-only project or component vs. the integrated approach. Lastly, one could elevate the discussion to a more general level and ask the students to formulate guidelines for project analysis for women in SSE projects.

## Chapter 7

### PERU: BANCO INDUSTRIAL DEL PERU CREDIT FOR THE DEVELOPMENT OF RURAL ENTERPRISE

#### Teaching Note

#### CASE SYNOPSIS

The case describes how the Industrial Bank of Peru transformed its lending portfolio from exclusively large industrial loans to include significant lending to small scale rural enterprises. The issue is raised as to the extent that this new orientation has resulted in increased credit to women. To address this issue the case presents gender disaggregated data on the bank's loans. It also describes the bank's procedures and the loan experiences of some small scale business people. The general context for women and for small scale rural enterprises is also set forth in the annexes.

#### PEDAGOGICAL OBJECTIVES

1. To identify and understand gender patterns in the small scale enterprise sector.
2. To analyze barriers to lending to small scale businesswomen in rural towns and areas.
3. To demonstrate the applicability at the sector level of the "Framework for Project Analysis" presented in Chapter 1 of the case and readings book.
4. To provide an exercise in project redesign to enhance economic performance through increased participation of women.

### STUDY QUESTIONS

1. How well has the bank done in reaching women through its rural enterprise lending program?
2. What internal (bank procedures) and external (societal and in small scale enterprise sector) factors have affected its performance?
3. Should the bank increase its lending to women from the standpoint of project effectiveness?
4. If one decided to increase lending to women, how might this be achieved?

### CASE ANALYSIS AND TEACHING PLAN

It is suggested that this case be taught after students have become familiar with the Framework for Analysis and have applied the activity analysis and access and control analysis techniques to other case studies. The students should also read Chapter 4 in the casebook: "Small Scale Enterprise and Women." With that background the discussion can focus immediately on the project rather than going through those analyses explicitly. Rather, to sustain their positions in analyzing the project, the students will have to draw on the gender analysis techniques. The case discussion can follow the study questions. As indicated in the Chapter 6 teaching note, the Peru case can be taught in conjunction with the Dominican Republic case.

#### Bank Lending to Women

Exhibits 13 and 14 in the case provide the basic data for a gender profile of the bank's portfolio:

- (1) Percent of loans to women--1980 (13%), 1981 (19%), 1982 (11%).
- (2) Size of loans to women vs. men--1980 (.52), 1981 (.78), 1982 (.56).
- (3) The bigger the loan, the fewer are the women borrowers.

The analysis reveals that women have been reached, but in proportions quite inferior to men. The next question to pursue is: why?

#### Determinants of Gender Profile of Credits

The determinants are found in the country's and the small scale enterprise (SSE) sector's gender structure as well as in the bank's own procedures. One starting point would be to ask: where does the bank lend its money? (Described in text.) This could be followed by: where are women found in the economy? (Exhibit 2.) This reveals the following:

	<u>Sector</u>	
	<u>Bank Lending</u>	<u>Female Employment</u>
Industry	63%	1%
Artisan	8	15
Service	21	39
Commerce	2	16
Agriculture	4	20

This comparison reveals that the bank's sectoral allocation is in sharp contrast with the sectoral distribution of women. This incongruity is one explanation for the lower percentage of female borrowers.

The logical next question is: why are women where they are? i.e., how do we explain sectoral gender patterns? Annex 1 in the case provides even more detailed profiles of gender roles in the two towns of Mayobamba and Chiuchin. One of the conclusions that can be drawn is that women enter into jobs and start small enterprises in activities that employ skills they have exercised within the household production and maintenance activities, e.g., restaurants, rooming houses, laundries, bakeries, clothes making, trading. Pushing this further, one can explore why this occurs. This could lead into a useful discussion of access to resources (education--see Exhibits 5, 6, 7, technology, capital, etc.).

The discussion can next focus on the bank's procedures. It is useful to first ask how effective they were in shifting their portfolio toward the SSE sector. The case reveals that they were very successful in adopting a new strategy and altering their organizational structure and administrative procedures in order to reach the small scale entrepreneurs. They decreased collateral requirements, simplified administrative procedures, set up an extensive branch office network, used heavy promotion, offered low interest rates, and provided some technical assistance. The result was a dramatic increase in SSE loans. The changes clearly addressed many of the barriers facing small scale entrepreneurs, male or female. The issue is whether they failed to address female specific barriers.

To pursue this, one can encourage the students to review the five borrower experiences as well as other borrower-related data presented in the case. Among the points that may be raised are the following: (1) 71% of the borrowers are in the cities; women may be less mobile than men due to their household activities; (2) women had less access to the technical

assistance due to their household duties (Rosa sent her husband instead); (3) collateral requirements may be excessive for women given male-dominated property patterns; (4) tellers apparently treated the poorer women negatively (revealing both class and gender discrimination); (5) the bank has only a small percentage of women as professionals; (6) the bank had no explicit goal of reaching women and did not monitor the gender dimension of their portfolio. What may also emerge is the barrier that the government bureaucracy places on the entrepreneurs in order to get licenses for their businesses prior to qualifying for credit. It may be useful to think of these barriers in terms of "gates and gatekeepers" between the women and the resources they need.

#### Desirability of Lending to Women

Before moving on to the issue of overcoming whatever barriers have been identified, it is important to confront the basic issue of whether the SSE credit project's performance will be enhanced by increasing lending to women. This is a way to test the economic justification hypothesis, i.e., does it contribute to the attainment of the development bank's objectives? These objectives include extending loans that generate economic growth and are repaid to be lent again and that in the process enhance the well-being of the rural small enterprise sector and the financial viability of the bank. The evidence in the case, although fragmentary, indicates that women have a better repayment rate than men and are more serious about their loans. Furthermore, they constitute a growth opportunity for the bank because they are underrepresented in the portfolio. In addition, women have higher unemployment rates than men. These factors suggest that it makes good business and development sense to

increase lending to women. This may be a good example of women's increased participation making a good project even better. It might be observed, however, that women entrepreneurs tend to generate fewer jobs and fewer nonfamily jobs than male entrepreneurs. From a development impact standpoint this might suggest that increased lending to men would be preferable. A discussion as to why this phenomenon exists would point back toward the sectors that men are operating in and the size of loans they are receiving. This in turn could raise the issue of the bank's facilitating female access to these opportunity areas, which leads to the final discussion area.

#### Project Redesign

The students will readily present various suggestions to increase lending to women. Among these will be different promotion techniques, alternative scheduling or location of technical assistance and loan processing to overcome mobility constraints, changes in regulations governing collateral and licensing regulations, increased emphasis on different sectors where female SSEs are more common, greater hiring of female employees, and a gender-based information system to gather and analyze the data on this market segment. One could raise the issue of whether there should be a separate women's lending component or quotas. Regardless of the outcome of that discussion, it is important to leave a message about the necessity of making the gender variable visible and managing it as an explicit and critical component in project design and implementation.

## Chapter 8

### INDIA: GUJARAT MEDIUM IRRIGATION PROJECT

#### Teaching Note

#### CASE SYNOPSIS

This case describes a traditional production system undergoing change in a densely populated society where class is an important determinant of access to resources. Increasing the available irrigation water permits both intensification of current production, and shifts in cropping patterns to make the best use of the new resource. Choices about water use have differing effects on different groups by gender and by class. To address this issue, the case presents both normative and empirical data on gender activities, much of it by class. It also describes the rationale and nature of the government of India's commitment to irrigated agriculture, and gives technical data on the total system and the Fatawadi subproject.

#### PEDAGOGICAL OBJECTIVES

1. To identify and understand the interaction of gender and class characteristics of some agricultural systems.
2. To illustrate the multiple changes induced by irrigation water, and their relationship to gender issues.
3. To provide an exercise in understanding interrelationships between water management, agronomy, economics, and social organizations in an irrigated production system.

### STUDY QUESTIONS

1. What is the gender division of labor and control over resources, and how does it differ by class and caste?
2. The introduction of a resource as productive as water will undoubtedly cause changes in many parts of the system. What changes are planned? What others do you foresee?
3. Do you anticipate that any of them will affect the gender patterns of work and resource control? What differences will be seen by caste and class?
4. If you were Ellen Treacy, what issues would you raise when the team began to discuss possible changes in cropping systems and changing water allocation patterns to support the new cropping patterns? What would you recommend? Why?
5. Aside from cropping patterns, what other issues would you raise in the team discussions?

### CASE ANALYSIS AND TEACHING PLAN

It is suggested that this case be taught after students have become familiar with the Activity Analysis and the Access and Control Analysis through other case studies. If they have not previously done so, they should also read Chapter 2, "Women's Productivity in Agricultural Systems: Implications for Project Design." The case discussion can be structured into segments corresponding to the study questions; the present gender patterns by class, the dimensions of change, the effects of change

on gender patterns, the effects of different crop choices on women's income, and other issues.

#### Present Gender Activities by Class

Since analysis of project effects will be dependent on understanding class and caste differences, it is suggested that the session begin by establishing the class and gender activity profile, and access and control profile. Materials for the Activity Analysis can be quickly found in Tables 7 and 11 in the case, and the last two pages of the case. The information on access and control will take a little more digging, as it is scattered throughout the case.

Important points to note include the following:

- Very little unpaid field work is done by farm wives, except at peaks of labor demand such as rice transplanting, wheat and rice harvesting, and cotton picking, where their participation is traditional. Poorer women work for wages during most of the rice production cycle, at the end of the wheat cycle, and in one community they are the major labor force in harvesting and separating cotton. Such employment is limited. If a woman worked all possible days in a rice production cycle, she would have only thirty days' employment. Other crops offer fewer days.
- In contrast to field crop production, dairy production provides substantial cash flow throughout the year, which is at least partially under the control of women. The

case is not explicit about whether landless households own cattle, but they note that "poor" women do, and sell more of their milk, because they can't afford to drink as much of it. As a point of information, it is possible to get a bank loan for a milch cow, and the Women's Self Help Union of Ahmedabad has been active in assisting even landless women to procure loans in this region.

- Women of all classes are responsible for reproduction and maintenance of human capital. Provision of domestic water is obviously very time-consuming in the dry months. In contrast to some systems, domestic water for village tanks has priority over agricultural water when there is a shortage. Yet, the physical facilities for laundry, bathing and animal watering are often not well designed and maintained.

The instructor may wish to raise the question of who is responsible for this, and to draw out that it is the local Panchayat, where older women hold largely ceremonial roles. It is worthwhile to draw out a discussion of institutional power as a resource, since access to water is controlled by institutions which are now subject to examination and change. Annexes 1 and 2 to this note provide examples of the blackboard layout.

#### Dimensions of Change

The AID project simply funds the irrigation infrastructure, but several other changes are being funded by The World Bank, including major changes in the way the water is managed and distributed, and a complete

overhaul of the extension system. The case projects an increase of wheat production to 9% of the command area, and of rice to 26%. It also suggests a rise in cash crops, particularly cotton. All of this is intended to produce higher production, higher farm incomes, and greater rural employment. One odd note is struck by discussion of an impact evaluation which found that further cultivation of rice would be detrimental to the system, due to the high salinity of the soils. It recommended that crops more resistant to salinity need to be introduced. It is an obvious glitch in the system, and it would be useful to discuss it in relation to what the new extension service will extend, and what crops will receive preference in water allocation.

#### Influence of Differing Crop Choices on Gender Control of Resources

By now, the discussion has laid out the gender and class roles in a traditional arid production system and changes that are anticipated as the result of a series of projects. Putting the two together, what effect will the different cropping choices have on different women?

- Water used on field crops will benefit poor women through increased employment, with rice providing the most.
- High proportions of families have cattle, which are clearly profitable, but increased dairying is constrained in some areas by lack of drinking water and fodder in the dry season. Fodder, which is saline-resistant, could be grown under irrigation, and either used or sold. Such a change would involve changes in the water allocation patterns controlled by the Gujarat Irrigation department.

It could be either encouraged or discouraged by the new extension system, depending on what crops they were charged with extending. It could add to women's work load, and their income, or as the income became larger, they could lose control of it. They do not control the institutional structure of the co-op, and seem to have no formal ways to influence it. The milk co-ops are a relatively new and rapidly spreading phenomenon which is supported out of a different ministry than either irrigation or agriculture. Coordination necessary to increase the use of water for fodder and cattle might be complicated, but the economics seem to be in its favor. One thing that the team should do is gather more information about the relative profitability of the different crops, and the suitability of fodder as a replacement of some of the rice production. It will also be important to pull out of the discussion some consideration of which households will benefit and which may lose. Exhibit 8 throws some light on how widely cattle ownership is distributed, but there is no clear answer. This also bears further investigation.

#### Other Issues

Some groups may end with the previous discussion; others may wish to explore issues in addition to cropping patterns. Among these may be:

- The presence of treated sewage in the river water filling the tanks used for bathing and cleaning household utensils.
- The charge of the new extension system; what information to what clients?
- The absence of effective female representation on the irrigation advisory board, and the Panchayat, which deals with domestic water, and the village tanks.

ANNEX 1

GUJARAT IRRIGATION: ACTIVITY ANALYSIS

Activity Analysis

<u>Agriculture</u>	<u>Large Farmers</u>	<u>Med/Small Farmers</u>	<u>Laborers</u>
Rice (Paddy)	MA	MA (FA)	MA FA
Wheat	MA (FA)	MA	MA (FA)
Cotton	MA		MA FA
Dairy	FA	FA	

Reproduction and Maintenance of Human Capital

Food prep	FA	FA	FA
Household water provision	FA	FA	FA
Laundry cleaning	FA	FA	FA
fuel collection	FA	FA	FA
child care	FA FC	FA FC	FA FC

ANNEX 2

GUJARAT IRRIGATION: ACCESS AND CONTROL

	<u>Access</u>		<u>Control</u>	
	<u>Female</u>	<u>Male</u>	<u>Female</u>	<u>Male</u>
<u>Water</u>				
Household water	Low	→ Hi	Low	Med
	by location			
Village tanks for animals & cleaning	Low	→ Hi	Low	Med
	by location			
Irrigation water	Low	Low → Hi	Low	Low → Hi
	by location and class			
<u>Land</u>				
Agricultural	Low	Hi or Low	Low	Hi or Low
	by class			
Wage labor opportunities	+	Low to med	by class	→
<u>Family Income Streams</u>				
Proceeds from field crops (see marketing line Table 11)	Low	Hi	Low	Hi or Low
	by class			
Proceeds from dairy production	Hi	Med	Hi	Low
Proceeds from wage labor	Hi	Hi	?	Hi
<u>Cattle</u>				
<u>Institutional Power</u>				
In Panchayat - re: village tanks	Low	Hi	Low	Low → Hi
	by class			
In Irrigation Board - re: irrigation water	Low	Low → Hi	Low	Low → Hi
	by class			
In dairy co-ops	Low	Hi	Low	Hi
In state/national government - domestic vs. irrigation water allocats	?	?	?	?
<u>Education</u>				
Formal	Lo	Med		
Training (dairy)	Lo	Med		
Extension training	?	?		

Chapter 9

KENYA: KITUI ARID AND SEMI-ARID LANDS PROJECT

Teaching Note

CASE SYNOPSIS

A great deal of Kenya's rural land area has been classified as arid or semi-arid lands (ASALs), and droughts are a regular problem. Population pressures are increasing on these lands causing increasing soil and water deterioration. The GOK has made the development of the ASALs a priority in its Fourth Five Year Plan (1979-1983) and AID, along with other international donors, has agreed to fund an ASAL development project.

The area of AID's ASAL project is Kitui. The major focus of the project is on research and data collection about land deterioration but it includes an action component in a pilot area of the Kitui District. The action is centered on land reclamation and water conservation as a necessary part of the district's strategy to increase crop and livestock production.

The budgetary arrangements for the project placed the GOK contribution at 31% of which 75% was in imputed labor costs of volunteers. In Kitui there are many volunteer groups, called "mwathya," of which about 80% are women. Women, however, are already overtaxed in time with their household and crop production. In addition, seasonal labor requirements change their availability over the year and as men have increasingly migrated to cities for wage labor, their work responsibilities for cash crops and livestock are increasing. Time, therefore, is a serious constraint. Even while this is true, Kenya's economy has suffered from unfavorable foreign trade balances so that the GOK has increased its

reliance on voluntary labor in its share of project costs. All activities of the project are behind schedule.

#### PEDAGOGICAL OBJECTIVES

1. To provide an exercise in Activity Analysis, particularly introducing the factors of change, both seasonal, and over time due to migration of men and land deterioration.
2. To analyze and criticize project design as it succeeds or fails in relating inputs to outputs, viz. expectations of women's labor in return for increased water security.
3. To provide an exercise in project redesign in rural areas where labor is relatively occupied albeit at low productivity.

#### STUDY QUESTIONS

1. What are the activities of women and men in the Kitui District in the production of goods and services and household production?
2. What factors affect these activities?
  - a. seasonally?
  - b. over time?
3. What were the principal components of the Kitui District ASAL pilot project that affected these work roles?
4. What, if anything, did women stand to gain from involvement in the Kitui pilot project? How well does

their potential gain match up with their contribution to project activities?

5. What recommendations, if any, would you make for either the design or implementation of the Kitui pilot project to ensure its greater effectiveness?

#### CASE ANALYSIS AND TEACHING PLAN

This case may best be taught fairly early in a workshop because of the richness in its information about activities done by women and men and the ways in which these change by seasons, hard times, and in response to larger demographic and economic trends. Because the project is so far behind schedule and there is, therefore, very little information about actual implementation, the later analysis must focus on design rather than implementation.

One can begin the plenary discussion with a charting of the Activity Analysis (see Annex 1). The instructor should introduce the notion of change, if the students do not do so, and discuss how these roles change with the seasons, and how they are changing over the long run with changing demographic patterns and land deterioration. In the discussion of the dry season, one should note the construction and ceremonies activities. Since much of the pilot project activities are construction activities, this will be relevant in the design discussion below.

Regarding the long term factors, the outmigration of men should receive attention. Tables 6 and 7 in the case give information about this. In addition, we have information about the relative reliance in rural families on income from crops and farming and off-farm activities (58% of

income is in-kind from farming activity; 42% from off-farm activities, excluding remittances.)

In moving to the discussion of the Kitui pilot project, one should focus on the pilot component which fits within the larger technical advice and research components. Students should be asked to describe in as much detail as they can the intentions of the pilot component. Major characteristics include:

- involvement of local people, particularly as volunteer labor;
- construction of dams, catchments, ditches for water retention and distribution;
- field terracing to preserve topsoil and retain water;
- implements and tools were to be supplied to groups of volunteers who undertook the construction projects (different sets of tools were to go to different groups so that their comparative effectiveness could be assessed);
- demonstration plots were selected on 350 acres of the Better Living Institute in Kitui (this land was superior in quality and potential to most of that in the district);
- training courses in land use planning and soil and water conservation for 55 people from the local area;
- training for others in the Ministry of Water Development, Ministry of Transport and Communications and the Survey of Kenya to support the technical and data collection aspects of the project.

Students should be asked to assess these design elements based on what they know of the area. Points that might be made here include:

- relative quality of land of the demonstration plots as compared to the land the people are using in general;
- condition of women in the area (low literacy, high child mortality rates, high disease rates e.g., see Table 1);
- relative predominance of female headed households;
- time as a major constraint for women on whom work depended (delayed completion of project components shown in Table 11 may be used here).

If the students do not mention it, the teacher should bring up the fact that women are expected to supply labor now in the expectation of future increased water (helping with their time problems) and increased productivity from use of the implements supplied through the project. In consideration of the project design, those elements that address women's work issues should be brought out:

- supply of tools and implements;
- potential training though it is not specified that women will participate and their literacy rates may be an impediment;
- the future availability of water and the fact that it is women's work to fetch it.

Regarding project redesign, students should be asked to propose changes in project design that address the points they have made above. In particular they should be asked to come up with ideas for methods of easing the time constraint of women's volunteer work (such as payment with food, seasonal scheduling, explicit inclusion in training, etc.).

ANNEX 1  
ACTIVITY ANALYSIS

Production of Goods and Services

Food Crops	FA*
Cash Crops	FA* (MA)
Livestock	FA (MA)
Marketing	FA
Mwethya	FA (MA)
Wage Labor	(FA) MA
Construction	FA*

Household Production

Child Care	FA (FC)
Food Prep	FA (FC)
Housecleaning	FA (FC)
Water	FA* (FC)
Fuel	FA* (FC)
Forage	FA* (FC)
Ceremonies	FA*

\*Increases in the dry season.