

EVALUATION REPORT OF THE  
WOMEN'S COMPONENT OF THE  
NORTH SHABA RURAL  
DEVELOPMENT PROGRAM

May, 1982

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(Typing by USAID/Kinshasa)

## INTRODUCTION

Since the initiation of Project North Shaba (PNS) in 1977, PNS staff has conscientiously tried to identify a valid program for women farmers in the Kongolo, Mbulula, and Nyunzu areas of Shaba Province. If program results to date are negligible, it is perhaps due more to staff's lack of adequate project planning and implementation skills than to lack of willingness and effort. The following brief look at the evolution of the program and an analysis of program results will illustrate this conclusion.

## EVOLUTION OF WOMEN'S PROGRAM

To determine the opportunities for assisting women in the project area, the Farmer Group Development Sub-System (FGDS)<sup>(1)</sup>, which has the responsibility for managing the women's program, conducted a survey of the women in the target area in order to ascertain their perceived needs. At the same time, the surveyers presented FGDS' suggestions for a project there. The results of the survey created a programming dilemma as the needs expressed were not compatible with the focus of PNS suggestions -- agricultural production and marketing. In fact, women farmers rejected outright FGDS' offer for training assistance in modern agricultural practices and instead proposed that FGDS construct adult learning centers and small medical units.

In partial response to the stated wishes of the women farmers, FGDS initiated a traditional adult literacy program which was carried out without adequate facilities. They justified the program and, therefore, the diversion from their stated objectives, by defining it as an integrated rural development project which could be promoted under the PNS aegis. The classical literacy program was later replaced by a more practical, functional literacy program at the same time as the introduction of the use of communal fields. Profits earned from the sale of produce from these fields was to provide villagers a means to finance the construction of adult learning centers. Center construction never materialized, however, as the restricted size of the communal fields precluded adequate harvests and, therefore sufficient funds. Women participating in this program eventually lost interest, and it was consequently terminated.

In 1980, a new FGDS Zairian Director was named, along with a new American advisor. Together they outlined a different strategy for assisting women in the

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(1) See Andrée Black-Michaud's report for a complete description of this Sub-System's activities.

project area. Women's needs as such, pertaining to farming, processing, marketing and trade were partially addressed, although inadequately. Their plan emphasized the initiation of income generating activities to finance local community development projects. Within the framework of this newly identified broad goal, three interdependent objectives were planned.

- "To encourage women's groups to initiate communal fields of soy beans, peanuts and cotton and market the produce together;
- With proceeds from the sale of produce from the communal fields, buy salt, soap and smoked fish in Kongolo, Mbulula and Sola for resale in their respective villages at prices lower than those quoted by small itinerant peddlers; and
- With profits from the sale of salt, soap and smoked fish, buy "appropriate technology" equipment, or finance special group projects". (2)

DESCRIPTION OF 1980 PROGRAM:

At the invitation of FGDS personnel and with permission from their husbands, groups of three to fifteen women in nine villages initiated income-generating group activities on donated land aimed at ultimately acquiring intermediate technology processing equipment, primarily manual corn grinders. About fifty women farmers of the 17,000 in the area participated in this program from 1980 to the present.

Four women community development agents (animatrices) carried out this program, backed up in theory by the Zairian Director of FDGS and his American advisor. From March to September 1981, there was also a woman expatriate technician assigned to work exclusively with women's activities.

To implement this program the animatrices traveled by motorbike to each of the nine villages at least once a week. The villages are located within a radius of about forty kilometers from the home bases of Mbulula and Kongolo.

PROGRAM RESULTS AS OF 1980

The three objectives of the women's component of PNS stated earlier translate into a three-step process with ensuing problems and discouraging results as illustrated in Table I:

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(2) Translation from "Panorama des Activités du Sous-Systeme de Développement des Groupements de Fermiers, Pour les Années 1980-1982."

TABLE I

	MEANS (Step 1) →	MEANS (Step 2) →	END (Step 3)
<b>OBJECTIVES:</b>	<u>Communal Fields</u>	(expressed need) <u>Basic Commodities</u> <u>Business</u>	(expressed need) <u>Corn Grinder Rental</u> <u>Business and Special</u> <u>Projects</u>
<b>PROCESS:</b>	Harvest → Profit →	Purchase → Sales → Profit →	Purchase → Rental → Profit
<b>PROBLEMS:</b>	<ul style="list-style-type: none"> <li>- Wild animals ravaged fields</li> <li>- Poor seeds gave low yields</li> <li>- Group members neglected care of fields due to other labor demands</li> <li>- Insect infestation</li> </ul>	<ul style="list-style-type: none"> <li>- Items sometimes unobtainable (stock depleted)</li> <li>- Means to travel from village to town where items available was impractical or irregular</li> <li>- Demonitarization of Zaire currency wiped out first profits</li> <li>- Some group members moved, taking with them share of profits</li> <li>- Profits insufficient due increase in item prices</li> </ul>	<ul style="list-style-type: none"> <li>- Breakdowns within first year of purchase</li> <li>- Inefficient repair system usually left machine inactive for several months at a time</li> <li>- PNS Corn Grinder stock depleted by 1981; women unable to purchase to date</li> </ul>
<b>RESULTS:</b>	<ul style="list-style-type: none"> <li>- Minimal or no harvest</li> <li>- Harvest insufficient to move to Step 2</li> </ul>	<ul style="list-style-type: none"> <li>- profits negligible</li> <li>- business often on hold</li> </ul>	<ul style="list-style-type: none"> <li>- PNS animatrices discouraged</li> <li>- Inefficient business</li> <li>- Credibility of PNS threatened</li> <li>- Members of group lost face</li> <li>- No other village women asked to participate in PNS activities</li> </ul>

This three-step process was designed to begin with a basic income-generating activity (communal farming) which would create profits which would be invested in another income-generating activity -- basic commodity purchase/sales. Finally, profits from the second activity were to be invested in manual corn grinders, whereby the women could either turn the machines themselves for profit, or rent the machine to others for profit.

Of the nine groups participating in the above process, only one has realized profits from the first step and is currently conducting purchasing/selling activities. Two groups bypassed the initial step and moved directly to purchasing/selling activities. Capital was raised by requiring group members to contribute a portion of their personal savings. Of the three groups which either began or reached this second step, only one is still in business.

One group bypassed the first two steps and went directly to the purchase of a corn grinder, again financed by group members' personal savings. Another group which had gained enough profit from the purchasing/selling activity was in the position to purchase a corn grinder; however at that time, there were no longer PNS corn grinders for sale. That was over one year ago, and there are still no corn grinders available.

Therefore, since 1980, no women farmers group has methodically moved through the three-step process. Only one group continues to conduct purchasing/selling activities, despite supply problems, and only one group is involved in a corn grinder rental operation. Exacerbating this latter group's problems are increasing mechanical breakdowns and an inefficient repair system.

Regarding the first activity, communal farming, eight of the nine groups continue this exercise which in reality involves two objectives, one primary and one secondary. The primary objective, earning profits to reinvest in a basic commodities sales business, was not achieved. The secondary objective, training the women to use improved agricultural practices in the communal fields, apparently had some success. These practices included sowing in rows, spacing seed pockets from 50-75 cms. apart, sowing no more than two seeds per pocket, weeding at least two times per season, harvesting when crops are sufficiently dry, and, finally storing crops in clean granaries. The women were expected to transfer these techniques to their family fields. That transfer was in fact, the ultimate intent of the training. As this transfer was the real purpose of the agricultural practices training, the animatrices should have been able to state specifically how many women had done so. However, they could not. One stated that she was

not sure, and the other guessed at a transfer rate of about sixty percent. Verifying the application is indeed difficult as fields can only be reached on foot, and they are located at some distance from the site of the communal fields.

An additional problem in the transfer of methods is that some of these new practices are not necessarily compatible with local farming systems. Resources therefore may have been misused, and farmer's time wasted. (See Andrée Black-Michaud's report for complete details).

In conclusion the women's component of PNS only partially achieved intended results. Additionally, there appear to be two obvious unintended negative results. First, the four PNS animatrices' morale is low as evidenced by increasing job absenteeism and one request for transfer to an administrative position in the Project Management Unit Sub-System. Second, the lack of spontaneous participation in the revenue generating program by additional groups of women in the nine villages where the animatrices work illustrates a credibility problem for the women's project as a whole.

#### ANALYSIS OF RESULTS

With respect to the total number of women who participated in the program as well as what they were able to achieve, results to date have been negligible. In examining the problems at all phases of the execution of the women's program, one element appears to be of more import than others as cause for the lack of possible results: basic project management. At all phases of the project cycle - design, implementation, evaluation - the techniques used did not adequately guide staff and keep them informed as to needed changes.

Viewed from the perspective of standard project management, planning for the women's component was elementary in that objectives lacked clarity and focus, and were not measurable in terms of quantity, quality and time (see Table II); and in that a basic feasibility study was not done to determine the optimal means to achieve objectives. Finally, the planning was inadequate in that no detailed work plans were developed for the program.

Had a simple feasibility study been conducted, the choice of initiating communal fields as the most appropriate means to raise capital to buy intermediate technology food processing equipment would probably have been eliminated. Had basic design been completed, bottlenecks arising in the supply system for basic commodities and corn grinder businesses could have been avoided.

PROGRAM OBJECTIVES LISTED  
IN THE OFFICIAL FGDS DOCUMENT\*

PROGRAM OBJECTIVES AS STATED  
BY THE ANIMATRICES

1980-81

1. Organize women's farmer groups whose purpose is to promote agricultural activities capable of generating necessary revenue to finance local community development projects:

- a) Encourage women's groups to initiate communal fields of soy beans, peanuts, cotton and market the produce together;
- b) With proceeds from the communal fields, buy salt, sugar and smoked fish in Kongolo, Mbulula and Sola for resale in their respective villages at prices lower than those quoted by small itinerant peddler; and
- c) With profits from the sale of salt, soap and smoked fish, buy appropriate technology equipment or finance special group projects.

1981-82

- 2. Train women's groups who farm their own fields and women's groups who farm communal fields and men and women's groups who farm together.
- 3. Identify the marketing channel for produce grown by the women, because for the time being, the animatrices of FDGS are the ones who help the women's groups sell their harvest. FDGS would like these groups to become independent.
- 4. Help to encourage the Research & Extension Sub-System's extension agents train women who farm. The animatrices of FDGS will be the intermediaries between the women farmers and the extension agents to transmit information and to help establish good relations between the women and the male extension agents.

- 1. Integrate women in agricultural development so that they can participate in production.
- 2. Provide women a source of revenue.
- 3. Manage her revenue.
- 4. Seek to become a bit more independent.
- 5. Have a sense of community awareness which can facilitate resolving a certain number of problems: basic commodities, corn grinder, adult learning centers, children's health, access to water.
- 6. Orient women to participate in actions of local interest: opening secondary roads, improving water sources, village cleanliness.
- 7. Teach new agricultural practices as a means to increase production.
- 8. Lighten the daily work load.
- 9. Involve women in development activities (to avoid their being left out).

\* "Panorama des Activités du Sous-Système de Développement des Groupements de Fermiers, pour les Années 1980-1982" >

The problem of insufficient planning was further complicated by the lack of adequate monitoring and reporting procedures. As there was no standard reporting format, information in monthly reports on activity status varied in terms of frequency and level of detail. The effects of variables in cost, performance, quantity and schedule of work on progress toward achievement of objectives were not discussed. The content of the reports emphasized description of activities they contained no analysis of problems. Problems to be resolved were simply passed up through the managerial hierarchy (from animatrice to section chief to Sub-System Director to PNS Director) where, according to the animatrices, timely decisions were rarely made. As an example, the Kongolo animatrices in their May 1981 report, requested senior management to redefine the objectives of the women's program, because "... work is still not precise and results are vague". One year later, although more objectives have been added, the basic program for women remains unchanged, and the monthly reports continue to cite the same problems.

The continued reporting of these reoccurring difficulties should have stimulated an analysis of the problems and a reassessment of the basic program objectives and underlying assumptions. Instead of this approach, which would certainly have led to a major redesign of the program, the FGDS Director has recently asked the PNS Director to hire additional animatrices to expand the on-going program.

That the women's program has continued, relatively unchanged, since 1980 is indicative not only of management neglect, but also of management inability to recognize the need for maximized use of limited resources.

In addition, the women's program has suffered from the lack of an effective intervention strategy, as was reported in Development Alternatives, Inc.'s (DAI) recent evaluation. To date, PNS has deferred resolution of this problem on the basis that the development of a cohesive strategy for assisting women in the Project area is the task of the female expatriate advisor. Except for a six-month period in 1981, DAI has been unable to recruit such an advisor. If, indeed, PNS management did not feel qualified to design a coherent strategy for women farmers and was unable to recruit a permanent female advisor for the program (a need which can be questioned), a management decision would have been in order to suspend the program until all the necessary conditions had been met. Instead, the four Zairoises animatrices were allowed to implement this inadequately planned and supervised program, whose failure was almost inevitable.

An additional complicating factor and a partial explanation for this

unfortunate situation is the unsatisfactory working relationship existing between the Zairois Chief of FGDS and his expatriate advisor. Much of what the advisor recommends is rejected; and as the Zairois has final decision-making authority, the advisor has no possibility of implementing his recommendations. This problem has been repeatedly reported to the Director of PNS in monthly reports for well over a year, but he chooses not to address it.

An additional point regarding the deficient monitoring and reporting system concerns the flow of information among the different PNS Sub-Systems. There are instances in which the capacity of one Sub-System to achieve objectives is dependent on another Sub-System's ability to provide an effective service. For example, the corn grinder rental business faced problems due to the inefficient repair system operated by the Intermediate Technology Sub-System. Close cooperation and coordination would obviate this situation. Such has not, however, been the case. Despite periodic reporting by the animatrices about the unsatisfactory repair system, the service did not improve. Although the animatrices knew that the grinder rental businesses were losing money due to breakdowns and that, as a result, their credibility was suffering, they also felt helpless to initiate change.

FGDS not only inadequately planned and monitored the women's project, but also neglected evaluation of it. In view of animatrice's complaints as early as 1981 concerning the effectiveness of the women's income generating program, two factors may explain why FGDS did not conduct an internal evaluation to be used as a basis for redefining the program. First, as has been mentioned earlier, FGDS staff judged itself not qualified and too busy to resolve the problems of the women's program, and adopted to wait for the arrival of an American specialist in women's affairs. Second, educational background of the FGDS Zairian personnel predisposed them to not expect immediate results. These individuals were all trained in a school where a strong emphasis on community development prevailed. They recognized that the women's program was not progressing quickly or well, but they also questioned whether sufficient training time had been allowed to warrant better results.

Granted, community development takes time. PNS however does not operate in a chronological vacuum not does it have unlimited resources; it is a project with a definite budget, specific purpose, beginning and end. In this context optimal use of resources is required. FGDS staff in general do not seem to have grasped this essential concept.

A final point related to management is that of personnel morale. A number of PNS administrative policies add to overall job dissatisfaction. Individually,

these items seem insignificant: in aggregate they are important and affect personnel productivity. The following is a list of factors leading to employee discontent:

- a) Some Sub-Systems are considered more important than others and are therefore given higher salaries and priority use of equipment. For example, personnel in Research & Extension are paid more than those in FGDS and have first access to motorbikes.
- b) Seniority is not respected by PNS. Some individuals have been hired by PNS at higher salaries than those with the same educational level and seniority. Reaction: "Why work very hard?"
- c) PNS applies a salary system which differs from the Government of Zaire (GOZ). PNS pays according to position, not educational level. (The GOZ bases its salary policy on a combination of educational level, seniority, and work performance).
- d) PNS statutes contain a clause regarding benefits for seniority which is not applied.
- e) At the time of hiring, PNS promised personnel that they would have access to training which has not materialized. (One person in FGDS is in the U.S. for training, the remaining employees have received no training since 1980).
- f) There is almost no access to magazines or literature which would permit personnel to upgrade their skills. PNS has a library; almost all publications however are in English and most all PNS personnel are proficient in French, not English.
- g) Given the cost of medications, the new medical policy is not adequate. It was suggested that PNS review ESTAGRICO's health policy as one which is more responsive to personnel needs.
- h) PNS provides no organized social program. Access to a building where recreational activities could take place would be some compensation for those who have accepted work in the isolated environment of the Project area.
- i) PNS offers no job security. Personnel are not registered with the GOZ "Fonction Publique" and therefore, have no representation if they are fired.
- j) Up until recently, PNS personnel were not registered with the GOZ social security program (the GOZ fined PNS for this neglect).
- k) No money is available to purchase raincoats and boots for FGDS personnel who ride motorbikes and travel considerable distances during the rainy season to villages where they work. Other Sub-systems provide this equipment for

their personnel. (This equipment is available for purchase in the Kongolo market).

A PNS management review of these employee perceptions could improve employee morale. Some of these problems may be easily resolved; some may be misperceptions or insoluble, but all of them represent facets of personnel dissatisfaction and, therefore, merit consideration by management.

The women's income generating program has in short, been poorly managed. Fault lies not so much with the Zairois personnel, who at the time of employment did not have sufficient project management training, but rather with the contractor who should have made sure that the American staff hired as advisors had minimum basic project management skills. If the American advisors did not in fact, have the requisite management skills, the contractor's home office should have provided short term training and regular backstopping to supplement the instruction.

Of more significance, however, then the mismanagement of the program, is the inappropriate program strategy selected for women. The decision to program special activities for rural women outside the context of the family and to propose the initiation of communal fields utilizing new, time-consuming agricultural practices added to the women's already overly charged schedule. The fact that in two years, four animatrices working full time were able to interest only fifty women in the income generating program would seem to be more a reflection of the inadequacy of the program than the lack of sufficient time to convince the women of its importance.

#### RECOMMENDATIONS

The current women's component of PNS is not suitable for replication and should be phased out. A new program should be designed. In view of the fact, however, that PNS is scheduled to terminate in September, 1983, there is insufficient time to adequately design, organize, and implement a new, more appropriate program. Therefore, as a course of activity in the remaining fifteen months, the following actions are suggested:

1. A phase out strategy for the women's program should be developed immediately. Some activities, such as the communal fields, could cease in August after all the harvest is finally sold. Others, such as the basic commodities and corn grinder businesses, cannot be abruptly discontinued because of the role the animatrices play in these activities.

The animatrices should aim to work themselves out of the role they play in providing middle-men services in the commodities businesses. Alternative

repair service options for the corn grinder operations should be established. Currently, PNS's Intermediate Technology Center (ITC), although deficient, is the only facility in the area capable of handling major repairs. If ITC were to close, grinder owners confronted with a major breakdown would have no alternative but to junk their equipment. Any success the program has had would be discarded along with the grinders.

2. By July 1982, a new job description, including periodic follow-up activities required to phase out the old program and new assignments within FGDS or other PNS Sub-Systems should be written for the animatrices. The animatrices must be fully employed at meaningful work, and the problem of their increasing job absenteeism remedied. Finally, regardless of the responsibilities defined in their new work, they should be required to develop clear, measurable objectives and work plans for all tasks.

3. On-the-job training in adult educational techniques and basic project management should be provided for the animatrices.

4. The unsatisfactory working relationship between the FGDS Director and his expatriate advisor should be immediately addressed.

5. Given the recommendation to phase out the current women's program, the special American female advisor which PNS has been trying to recruit for some time, will no longer be needed.

PROGRAMMING FOR THE FUTURE

PROPOSED PROJECT FOR IMPLEMENTATION AS OF SEPTEMBER 1983

Should PNS be extended beyond 1983, the commercialization of manual corn grinders in the Kongolo and Mbulula areas is proposed as the optimal project for addressing women's priority needs. The corn grinder project is an important opportunity to address women's labor problems. Access to grinders would considerably reduce the amount of time spent in pounding, a physically debilitating chore endured throughout their working lives. The project is also valuable in that it does not risk interfering with local custom regarding male and female roles. Furthermore, it is not a "special" project only for women and therefore susceptible to male opposition. It is, instead, of value to the entire family, and indirectly benefits all members. It is also a project which will afford women some free time, not aggravate their already busy schedules.

Women spend an estimated twenty two hours per week processing corn kernels into flour. It takes about thirteen hours to prepare the corn and another nine hours to pound the softened corn fragments into flour. Access to a corngrinder would reduce weekly time from twenty-two hours to four. Eighteen hours per week per woman could thus be freed for other activities. Each women should also physically benefit from this program, because of the elimination of at least nine hours of pounding activity per week. These nine hours per week over a thirty-two year period add up to a savings of 14,976 hours during her working life. 14,976 hours represent 375 work weeks or about nine years.

In addition to the project's improving the quality of life for the participants, there is a high potential for rapid results and wide impact in a relatively short time.

In fact, the benefits of the project will reach the whole population of the target area within five years. The risk factor is probably lower than that for most projects as it basically involves an aggressively promoted commercialization business with known components i.e. sales, supply, etc. Nevertheless, the degree of success will depend on the ingenuity of those who design an efficient supply, distribution, and maintenance system. Finally, the deciding element will be the dedication of those individuals mobilized to implement the project and their determination to make it succeed.

Following is a preliminary draft design for the corn grinder proposal. It represents approximately sixteen hours of team work in Kongolo in collaboration with one of the animatrice and her husband, who is also a community development agent for PNS. The draft is intended only as a point of departure for a feasibility study.

The proposed project spans five years during which time a minimum of 470 corn grinders are sold to service 17,000 families, a ratio of one grinder for every 36 families. It is assumed that each grinder operates from dawn to dusk and is turned by a male who either owns the grinder or is hired to turn it. If women, who are less strong, turn the grinder, each grinder can serve only eighteen families; and, therefore, the project would have to sell 960 grinders to service the entire area population.

The grinders could be bought either by a group of families or by individuals. If the grinder is rented, the owner could earn between 4000-8700 Zaires per year, depending on the number of hours the machine operates per day and the sex of the operator.

The success of the project depends on the identification of more appropriate grinders than the one which PNS has sold

in the past and the development of an effective maintenance and repair system. The feasibility study should assess the possibility of selling mechanical grinders which operate on a reliable fuel source and have an accompanying distribution mechanism. (UNICEF/Kinshasa should be contacted for information pertaining to their mechanical corn grinder program operating in Kasai).

Farmers could either pay cash or buy grinders on credit. Given past experience with credit plans, it is probably preferable to require cash, at least initially. If sufficiently motivated, farmers can raise necessary capital as was demonstrated by the five women in the village of Katiba who raised sufficient funds from their personal resources to purchase a PNS manual corn grinder. Because grinder sales will not be subsidized as was the case with the models imported from England and sold by PNS in 1979-80, the feasibility study will have to determine the maximum amount farmers would be willing to pay for reliable models and maintenance service.

The corn grinder commercialization project could be organized and implemented exclusively by PNS, or it could be done in collaboration with the Office of Women's Affairs ("La Condition Féminine"), the Department of Rural Development, and businessmen in the Kinshasa and Kongolo areas. With respect to this latter group, an interesting opportunity worth exploring concerns a group of wealthy, experienced businesswomen in Kinshasa who have volunteered their services to "La Condition Féminine". These women could be used as advisors in designing and setting up the supply and distribution systems. Their expertise could also be valuable in designing the publicity program and business training course specified in the following design. As most of these women are illiterate, their advice on how to counsel farmers and small merchants in order to maximize their operations could be invaluable.

COMMERCIALIZATION OF CORN GRINDERS

Preliminary Draft Design

FOR USE AS A POINT OF DEPARTURE FOR FEASIBILITY STUDY

	INDICATORS WHICH CLARIFY AND MEASURE																
<p><u>PURPOSE</u></p> <p>Corn grinders lighten work load of women farmers and provide a potential source of revenue for some families</p>	<ol style="list-style-type: none"> <li>1. By 1987,.....% of farmers in the Kongolo and Mbulula sectors own corn grinders</li> <li>2. By 1987, 100% of families in the project area have access to a corn grinder</li> <li>3. Among those who own corn grinders ... use them as a source of revenue and clear between 4212 Z/8736 Z per year</li> <li>4. Women economize at least 18 hours per week through access to a corn grinder.</li> </ol>																
<p><u>OUTPUTS</u></p> <ol style="list-style-type: none"> <li>1. Best manual corn grinders are identified and tested.</li> </ol>	<ol style="list-style-type: none"> <li>1.a Criteria for selection:               <ul style="list-style-type: none"> <li>- spare parts can be made by local blacksmiths</li> <li>- life of machine is at least 5 years</li> <li>- first breakdown occurs after 10 months from purchase date with maximum utilization</li> <li>- models should be adapted to rural African conditions</li> <li>- models are selected in light of shipping distance, supplier capacity for delivery and cost</li> </ul> </li> <li>1.b At least 3 models are identified and tested for a 6 month period in the following 18 sites:               <table border="1" data-bbox="913 1790 1615 2031"> <thead> <tr> <th>SITE</th> <th>MODEL A</th> <th>MODEL B</th> <th>MODEL C</th> </tr> </thead> <tbody> <tr> <td>1.</td> <td></td> <td></td> <td></td> </tr> <tr> <td>2.</td> <td></td> <td></td> <td></td> </tr> <tr> <td>Etc.</td> <td></td> <td></td> <td></td> </tr> </tbody> </table> </li> </ol>	SITE	MODEL A	MODEL B	MODEL C	1.				2.				Etc.			
SITE	MODEL A	MODEL B	MODEL C														
1.																	
2.																	
Etc.																	

- 1.c Sites selected for testing the corn grinder meet the following criteria:
  - corn is the main staple
  - priority is given to villages who have already purchased PNS corn grinders
- 1.d All 3 models are tested at the same time in the same village
- 1.e Corn grinders should be tested by current owners of PNS corn grinders for a one month period.

2. Publicity program developed and functioning

- 2.a By ..... the publicity program is developed.
- 2.b Orders correspond to the sales projection chart.
- 2.c The publicity program is scheduled according to the following calendar.

Village	Date	Discussion subject

- 2.e Each village registered in the publicity program is visited at least 3 times at which time the following topics are discussed:
  - corn grinder performance
  - order terms
  - purchase terms
  - place of purchase

3. Corn grinder supply system is established and functioning

- model specifications
- maintenance requirements
- purpose of project
- corn grinder as a rental business
- training: technical, management

- 3.a. Stock in place always corresponds to sales forecast.
- 3.b. Spare parts in stock reflect projected needs in maintenance calendar.
- 3.c. Supply system organized by .....

4. Sales and distribution system set up and operating

- 4.a. The lapse of time between orders and delivery does not exceed 2 weeks.
- 4.b. .... number of agents are programmed to contact on a monthly basis ..... number of households.
- 4.c. After the second visit, ....% of households contacted order corn grinders according to the following calendar:

Village	No. of households	Anticipated orders
1.		
2.		
etc.		

- 4.d. .... number of corn grinders sold per village according to the following calendar:

Village	No. of households	No. of corn grinders sold
1.		
2.		
etc.		

4.e Where applicable profits from corn grinder rental business permit loan repayment in maximum timeframe of 3 months

4.f Annual sales and distribution forecast is as follows for minimum placement of a total of 470 grinders

1983	1984	1985	1986	1987
10	50	150	200	60

5. Maintenance and repair system is set up and operating.

5.a All corn grinders are operational at least .....days per year.

5.b A serviceman inspects each grinder according to the following calendar:

Villages	minor check-up	Revision
1.		
2.		
etc.		

5.c Corn grinder owners have access to a major repairs service located within a radius of 10 km.

5.d The local blacksmith in villages where corn grinders are sold can handle the following minor repairs:

5.e Repair and maintenance costs established by local blacksmiths reflect raw material cost and number of hours required to complete the job.

6. A basic management training program is developed and operating for corn grinder business operators.

5.f Each corn grinder owner maintains a priority spare parts inventory.

6.a Training expectations are as follows:

Management concepts	No. of people who apply concepts	No. of people who attend training
1. Advantages of hiring men to turn grinder		
2. Maximizing no. of hours machine used		
3. Maintenance		
4. Streamlining loan repayment		
5. Basic accounting		
6. Owner's public image		
7. Publicity		

6.b Training will consist of 2 types:

- on site visits by itinerant agents once a month
- periodically with groups at a given site and for topics requested by grinder owners or agents

6.c By ..... the training program is organized

6.b ..... number of agents are trained by .....

6.e Agents are selected by the following criteria:

- fluent in local language
- native of area
- completed 4 years primary school

	<ul style="list-style-type: none"> <li>- 3 years work experience</li> <li>- sensitive to rural area individuals behavior and needs</li> </ul>
<p>7. Monitoring and control system set up and operating</p>	<p>7.a Reports are received by project director according to the implementation plans.</p> <p>7.b Responses to issues raised in reports are given in a timeframe according to their nature and urgency.</p> <p>7.c The monitoring and control system is developed by.....</p> <p>7.d Villagers and project agent complaints and suggestions reach persons designated in the reporting system.</p>

## BACKGROUND INFORMATION ON WOMEN IN ZAIRE

Women's legal position, roles, constraints, and concerns influence the strategies adopted to address their needs. In addition, there is a difference between the kinds of problems rural and urban women encounter. Accordingly, urban area programs might include lobbying for legislation to improve women's legal status, day care centers, skill training and legal counseling. Projects for rural women on the other hand, would most likely focus on ways to lighten their burdensome workload. Understanding these differences is the key to designing meaningful programs for either group.

### Legal Status

Married women, according to the Workers Code of Zaire, enjoy the same status as children under legal age. Married women are considered minors. As "parent", the husband has legal authority over both children and wives. Under these circumstances, wives must obtain written permission from their husbands to seek employment, apply for a visa or passport, open a bank account, or incorporate a business. The law also states that employers, if requested, must pay directly to husbands all wages earned by their wives. Men can also request employers to fire their wives. The latter apparently happens quite frequently at times of marital discord.

Regarding protection of legal rights, in instances where mothers are abandoned or divorced, the law stipulates that husbands are to provide alimony. In practice none does particularly in the large towns. Women who seek recourse from

the judicial system find their appeals summarily dismissed. Abandoned or divorced city women are therefore particularly vulnerable because jobs are scarce. Their only alternative is to turn to a friend or nearby relative whose income is most likely already stretched to the limit. Women in rural areas do not face these same kinds of problems because the social dynamics are different.

In the village setting, extended families and friends exert considerable pressure on individuals to conform to established rules and practices. By contrast, in the cities, individuals whose parents live in distant villages are relatively free from social constraints. For instance, in rural areas, it would be very difficult for a husband to abandon a wife for a younger, more attractive one. Divorce in the village occurs only rarely. That wives and children are abandoned more frequently in the cities is a function of urban men's decreased purchasing power. In the past, when Zaire's economy was stronger, men were able to support first wives and children even though they took advantage of their right to have as many as four wives plus numerous mistresses. Today they are forced to choose among them.

Furthermore, a proposal recently submitted to the Courts for passage into law signals a potential worsening of women's position in society. Under the pretext of decreasing the number of young city girls who enter into prostitution, this proposal reduces the sexual/marriageable age of young women from sixteen to fourteen. In reality, this measure is apparently an attempt to reduce the number of legal suits brought against men who impregnate girls under the age of sixteen. Under existing laws parents can now prosecute guilty parties.

### Rural Women's Roles

As throughout most of Africa, rural women in Zaire are farmers, merchants, processors, artisans, mothers, and wives. Their days are long; their work is arduous. Throughout the day they transport heavy loads on their heads, performing the same function as horses, donkeys and vehicles in other parts of the world. They marry early in their teens, and opportunities for formal training and education are limited. They age very quickly as a result of hard work, deficient diet, disease and continued pregnancy. Despite these circumstances, village women are generally good-natured, honest and courageous. They usually do not travel except for occasional short trips to surrounding villages, and, because of this isolation, alternative life styles are not well known to them.

Men and women have very specific work roles. Some work may be shared; most is not. It is important to understand that a village woman generally finds herself on her own with responsibilities as farmer, mother, processor, etc. She bears this burden alone because society does not permit men and boys to share in certain tasks, and because young girls marry and leave the family compound at the very time when they could fully assist their mothers. A village woman can expect to spend 32 years at physically hard labor, assuming she rears a family of 6 children born two years apart and the last child is male who leaves the family to marry at age 20. After these 32 years, or at about age 46, her workload is reduced because her married children begin to provide a certain amount of assistance.

Information about women's work in the Kongolo and Mbulula areas of Shaba province is contained in the charts in the Appendix. The information was obtained in a very short time

from a limited number of people. The list is illustrative only, and is by no means exhaustive or complete. In examining this information to identify areas for assisting women, three categories are immediately apparent. First is the need for tools and equipment to either increase efficiency or to reduce physical energy required to complete the task. Next is the lack of alternate transportation methods to haul produce from fields to village and village to site of sale plus water for food processing purposes from source to village. Finally, there is a need for containers such as sacks and barrels that cannot be made locally. An activity for the future could involve instruction in basic accounting and business principles, but only when the magnitude of operations increases.

#### Programming Considerations/Constraints

There are four major considerations which influence the selection of projects for women in the rural areas. The first is the fact that rural women are not independent and have not thought about whether they could or should be. It is an irrelevant point for them; they are an integral part of the family. In theory and in practice they are accountable to their husbands. Accordingly, women cannot participate in projects without their husband's consent, and permission will not usually be granted unless the project has merit and will benefit the family.

Second, women's schedules are overly charged, not with optional tasks, but rather with activities related to basic survival. Additionally, some periods in the year require more labor than others, i.e. harvest time. Third is the factor of compatibility with local traditions. For example, certain families in the Kongolo area said

that they had not entirely replaced their local variety of corn with the new, improved variety introduced by PNS. To do so would have represented a rupture in ties with their ancestors. Another case in point involved the initiation of a women's communal field in the Mbulula region. Due to clan rules about use of land, those farmer women who had volunteered for the project but who did not come from the clan which had donated the land could not participate. This group had to find a separate piece of land.

The last consideration involves the participant's perception of benefit to be gained as balanced with the amount of risk involved and additional labor required for each project. Farmers are astute individuals. Their ability to reason and to judge the utility of new ideas which require changes in their living patterns is often underestimated.

#### Influence of Rural Family Needs on Program Choices

Recognizing the importance of men's opinion concerning programming activities for women, the evaluation team first interviewed a number of village chiefs and notables in the Kongolo and Mbulula area; then women in the area were asked the same questions. Men and women cited the need for corn grinders, village wells, access to basic commodities such as sugar and salt, a medical care unit, an adult learning center, and tractors. These requests represent goods and services to which many farmers apparently had access prior to Zaire's Independence. The grinders and wells were consistently the first two items mentioned by both women and men.

The villager's six requests may be broken down into two categories-- those which can be met by means of a village oriented program and those which demand extensive, long-term external technical assistance. Because rural women will be most directly affected by access to corn grinders, sufficient water supply, and basic commodities, those needs and their importance must be addressed first.

Among all interviewed, corn grinders, preferably a mechanical model, were the priority item. The men said that their wives expended too much energy pounding corn into flour; that it was hard work which became more difficult as their wives aged. They said further that their families sometimes did not eat lunch until as late as five o'clock in the afternoon because the wives had to return from their work in the fields before they could pound corn into flour for the "noon" meal. Because the family does not eat breakfast, the men felt that this was a long time to wait.

Unless a village is situated near a lake or river, provision of a water supply usually poses a continuous and often seemingly unsolvable problem. Normally, water for cooking and drinking is fetched twice daily by women and children who walk to streams or springs located at least one kilometer, usually, further, from the village. It is, therefore, used sparingly. Clothes are washed and baths are taken at the stream or spring site. Easier access to water in sufficient quantities will not only considerably lighten women's workload, but it will also improve the health of families. There are apparently a significant number of village wells in the Kongolo and Mbulula area whose pumps no longer work. Because the wells have been disfunctional for a long time, their repair would require

not only pump replacement but also restoration of the interior walls.

Due to the general deterioration of the road system in Zaire and problem the country faces in obtaining manufactured goods from abroad and raw materials for its factories, rural areas in Zaire are increasingly cut off from basic supplies. The following list of elementary items now unavailable to the farmer on a regular basis illustrates the extent of his isolation. The list is an estimation of those items required monthly by a rural population of 1700.

1. 10 dozen cans of milk
2. 250 kilos of sugar
3. 100 packages of tea
4. 100 packages of coffee
5. 10 boxes of bath soap
6. 10 boxes each containing 60 bars of laundry soap
7. salt
8. 100 cans of sardines or corned beef
9. 2 barrels of kerosene
10. 4 boxes of batteries
11. 2 cartons of matches
12. School supplies (slates, pens etc.)  
(particularly at the beginning of the school year).

As the supply of these items is irregular, they are of course, expensive. When available, however, farmer access becomes the principal problem, cost aside. Villagers have two options for purchase of basic commodities. They can either wait for the passage of an itinerant peddler who travels from village to village on bicycle and demands,

according to farmers, exorbitant prices or they can travel to the nearest major trading center that stocks commodities. As farmers have no bicycles, and public transportation does not exist, they must go on foot. The distances involved and the demands of their work usually preclude the latter option. The farmer, who in 1982, does not have access to salt for his meals, an occasional cup of tea, or a match to light his home-made cigarette is, with reason, resentful. In general his standard of living has plummeted, and he feels that he is being punished. As a result, today he is bitter, skeptical and mistrustful. It is because of this setting that projects face obstacles from the outset. If a commodities program can be tied to the corn grinder project and benefit from its supply and distribution system, the program as a whole will benefit from increased farmer cooperation.

**APPENDICES**

APPENDIX A

SOYBEANS AND SPRINGBOXES:  
APPROPRIATENESS TO PROJECT

Comments are in order regarding the introduction of soy beans in the Project area and the participation of the animatrices in the spring box program carried out by PNS in collaboration with Peace Corps volunteers (PCV). The objective of the spring box program was to provide villages with potable water. From 1979 to the present, spring boxes for ten natural springs serving nine different villages were constructed. A total of about forty days was devoted to this effort by the four animatrices. The PCVs provided technical assistance in the construction of the spring boxes, and the animatrices mobilized the women to collect construction materials: sand, rocks, and gravel.

While providing potable water to villages is in itself a valid activity, it is not a priority village activity for women in the Project area. From a Public Health point of view, initial measures recommended to improve the health status of villages place more emphasis on easy access to sufficient quantities of water than on limited access to limited quantities of potable water. Constructing village wells is therefore more important than providing boxes for water sources which are located long distances (at least a kilometer) from villages. Spring boxes provide potable water, but do not influence the amount of water that women can realistically carry back to the village.

Persuading farmers participating in the income generating program to grow soy beans in their communal fields was an application of an objective related to the improvement of the nutritional status of the villagers. The appropriateness of their introduction is questionable, as the soybeans could not be marketed through traditional channels and required a promotional program which the animatrices were ill prepared to provide.

Several factors should influence the promotion and introduction of crops for their nutritional value: production requirements; market potential, including price per kilo; and the nature of the nutritional deficiency in the area. While it is true that the market price for soy beans is high, it is also true

that the market is restricted. Further it is not established that there is a serious nutritional problem in the Kongolo area.

To date the soy bean crops have been marketed for the women farmers by the animatrices because the farmers cannot sell them in their respective villages. The absence of a village market for the crop reflects the need for an aggressive program in the villages which will educate the villagers and inform them of the value of soy beans. The only people, however, for whom the animatrices organized educational activities were the women who grew the soy beans and their objective, unfortunately, was not to eat the crop, but to sell the beans in order to obtain the necessary capital to initiate basic commodities businesses.

Practical demonstrations of the nutritional value and the preparation of soy beans were organized for the women growing them. These demonstrations were not always valid. In order to provide maximum nutritional value, certain varieties of soy beans must be soaked for at least eleven hours prior to cooking. In one session demonstrating how to prepare roasted soy beans to be eaten like peanuts, the animatrice told the women to soak the beans for twenty minutes prior to frying them. The soy bean variety grown and the recipe book from which the animatrices take their recipes need to be correlated to make sure that correct information about soy bean preparation is communicated.

Prior to the aforementioned cooking demonstration, the animatrice gave a five minute presentation on the nutritional value of soy beans. The key to her exposee was her assertion that soy beans contain vitamin B complex and 38% protein as opposed to meat which is only 17% protein. She further stated that eating soybeans would help prevent Kwashiorkor. This presentation highlighted the inadequacy of her training in adult education and her insufficient understanding of the topic. These misleading presentations built around abstract technical words further underscore the fact that FGDS supervisory personnel, either out of lack of knowledge or neglect, did not adequately monitor the animatrice's work in order to correct their deficiencies and to upgrade their skills.

INDIRECT BENEFITS TO WOMEN IN PROJECT AREA

About 10,000 women farmers were indirectly influenced by other PNS Sub-System's programs. Women work in the fields with their husbands; extension agents from the Research and Extension Sub-System (RES) worked with approximately 10,000 male farmers in the area; it can be assumed, therefore, that women benefited from RES training. The assumption that men transfer information to their wives, which is often challenged in "Women in Development" literature, cannot be questioned in this case. The proof of this exchange is, ironically, the evidence PNS personnel reported that many women worked against the efforts of the RES extension agents by influencing their husbands not to apply a number of the farming techniques recommended. The women claimed that some of the recommendations were too time consuming and that some threatened linkages with their ancestors. While the extent of female influence cannot be determined, it appears to be fact that only one technique (improved seed) of at least five introduced by the extension agents has been widely accepted by the male farmers in the project area.

APPENDIX C

ROLE-FARMER

CROP	DIVISION OF LABOR	TOOLS USED
1. Corn	Husband : clearing  Husband and wife : - slash and burn - carrying off fallen wood and brush - tilling - seeding - harvesting  Wife: transport of harvest to home	hoe string  machete axe coupe-coupe
2. Cotton	(same as for corn)	"
3. Peanuts	(same as for corn)	"
4. Rice	(same as for corn)	"
5. Cassava	Wife does most of labor	"
6. Vegetables	(same as for cassava)	"

ROLE : PROCESSING

CROP	PRODUCT	METHOD	FREQUENCY OR PERIOD	EQUIPMENT OR TOOLS USED	TIME REQUIRED	DESTINATION
1. Corn	flour	pound	once a week	- mortar or pestle - grinder	22 hours 4 hours	home consumption
2. Corn	kernels	- beating jute sack filled with cobs for large quantity - hand tool for 2 sacks - by hand for dishpanful	daily during harvest period			Family needs and for sale to merchants
3. Palm nut	oil	extract	during harvest once a week	locally made press	1 day	commercialization
4. Peanuts	shelled peanuts	hand shell	Dec-Jan and May-June	hand	3 days for one jute sack	commercialization
5. Rice		hull	Apr-June	mortar and pestle		family needs, commercialization
6. Corn & Cassava waste	alcohol	distilling	weekly	clay pots	1-3 days	commercialization
7. Oil and caustic acid	soap	mix	1-2 times monthly	barrel, utensil pipes	24 hours	commercialization
8. Cassava	flour	pound	daily	mortar & pestle	1 hour	home consumption

ROLE: MERCHANT

PRODUCT	Period marketed	CLIENT	PLACE OF SALE	MEANS OF TRANSPORT	UNIT PRICE	QUANTITY SOLD	CONTAINER USED	DECISION MAKER REGARDING MARKETING	RECEPIENT OF PROFITS
1. Dry Corn	May-Sept	merchant	village	merchant transports in truck	100Z/100kgs	$\frac{3}{4}$ of harvest	jute sack	husband	husband $\frac{3}{4}$ wife $\frac{1}{4}$
2. Cassava	All year	anybody	fields, village, market	bicycle foot	1 Z for 3 tubers	$\frac{1}{4}$ of harvest	basket	wife	husband $\frac{1}{4}$ wife $\frac{3}{4}$
3. Rice	June-July	anybody	village, market	merchant's vehicle, foot, bicycle	1 $\frac{1}{2}$ Z per glassful	$\frac{3}{4}$ of harvest	jute sack	wife	husband $\frac{1}{4}$ wife $\frac{3}{4}$
4. Peanuts	Apr-May	anybody	village, market	foot	1 Z per glassful	$\frac{3}{4}$ of harvest	jute sack	husband	husband $\frac{3}{4}$ wife $\frac{1}{4}$
5. Tomatoes & other vegetables	Apr-May	anybody	village, market	foot	$\frac{1}{4}$ Z	$\frac{3}{4}$ of harvest	basket	husband	husband $\frac{3}{4}$ wife $\frac{1}{4}$
6. Sweet potatoes	Apr-June	anybody	village, market	foot	1 Z for 3-5 tubers	$\frac{3}{4}$ of harvest	basket	wife	husband $\frac{3}{4}$ wife $\frac{1}{4}$
7. Termites	All year	special people	village, market	foot	$\frac{1}{10}$ per Z spoon	$\frac{3}{4}$	basket	wife	husband 0 wife 100%
8. Snails	Nov-Dec	special people	village, market	foot	4 Z	$\frac{3}{4}$	tin container or sack	husband	husband $\frac{1}{4}$ wife $\frac{3}{4}$
9. Oranges	May-June	anybody	village market	foot	$\frac{1}{10}$ Z for one	$\frac{3}{4}$	sacks	husband	husband $\frac{3}{4}$ wife $\frac{1}{4}$
10. Bananes	April-May	anybody	village, market	foot	1 $\frac{1}{2}$ z for one	$\frac{3}{4}$	--	husband	husband $\frac{3}{4}$ wife $\frac{1}{4}$
11. Palm oil	periodic	merchant	village		1 btl = 2 $\frac{1}{2}$ Z	1-5 barrels	barrel	husband	
12. Cotton	June-Oct	merchant	village	merchant's truck	1 kg = $\frac{8}{10}$ Z	50-150 kilos	basket	husband	

ROLE: ARTISAN

TYPE	PERIOD MADE	TOOLS USED	QUANTITY REQUIRED	RAW MATERIAL USED	CLIENT	UNIT PRICE	TIME REQUIRED TO MAKE
1. Pottery	dry season		10 per week	clay	villagers	10-45 Z depending on quality	
2. Winnowing tray	April-May	"tete" "nduga" "bambu"	4 per week	"tete"	villagers	8 Z	
3. Baskets	all year	"boukindi" "mondo" "carbone"	2-3 per week	bonkindu	anybody	10-20 Z	
4. Mats	Apr-Sept	"machette" like ecorce sauvage	3 per week	nduga	anybody	15 Z	1 week
5. Hats	all year	"bukindu" "mondo" "carbone"	6 per week	bukendu	special people	5 Z	
6. Cord	January May-Sept	knife "machette"	6 per week	lunkole, luvuba, boissons acquatique	fisherman farmers	25 Z	1 day for 150 meters