

698-0388

Africa Regional

African Women in Development

PP

Amendment 2
FY80

~~(ORIGINAL)~~

Amendment 1
Missing)

| | | | |
|---|---|---|---------------------------|
| AGENCY FOR INTERNATIONAL DEVELOPMENT PROJECT DATA SHEET | 1. TRANSACTION <input type="checkbox"/> A = Add <input checked="" type="checkbox"/> C = Change <input type="checkbox"/> D = Delete | Amendment Number <u>2</u> | DOCUMENT CODE <u>3</u> |
| 2. COUNTRY/ENTITY Africa Regional | 3. PROJECT NUMBER <u>698-0388</u> | | |
| 4. BUREAU/OFFICE AFR/RA | <u>06</u> | 5. PROJECT TITLE (maximum 40 characters) <u>African Women in Development</u> | |

| | |
|---|---|
| 6. PROJECT ASSISTANCE COMPLETION DATE (PACD) MM DD YY <u>09 30 88</u> | 7. ESTIMATED DATE OF OBLIGATION (Under 'B:' below, enter 1, 2, 3, or 4) A. Initial FY <u>F1</u> B. Quarter <u>1</u> C. Final FY <u>85</u> |
|---|---|

| 8. COSTS (\$000 OR EQUIVALENT \$1 =) | | | | | | |
|---------------------------------------|--------------------|---------|----------|-----------------|-----------|-----------|
| A. FUNDING SOURCE | FIRST FY <u>81</u> | | | LIFE OF PROJECT | | |
| | B. FX | C. L/C | D. Total | E. FX | F. L/C | G. Total |
| AID Appropriated Total | | | | | | |
| (Grant) | (192) | (289) | (481) | (3,232) | (3,934) | (7,166) |
| (Loan) | (192) | (289) | (481) | (3,232) | (3,934) | (7,166) |
| Other U.S. | | | | | | |
| 1. | | | | | | |
| 2. | | | | | | |
| Host Country | | 148 | 148 | | 2,390 | 2,390 |
| Other Donor(s) | | | | | | |
| TOTALS | 192 | 437 | 629 | 3,232 | 6,324 | 9,556 |

| 9. SCHEDULE OF AID FUNDING (\$000) | | | | | | | | | |
|------------------------------------|-------------------------|-----------------------|---------|------------------------|---------|--------------------------------|---------|--------------------|---------|
| A. APPROPRIATION | B. PRIMARY PURPOSE CODE | C. PRIMARY TECH. CODE | | D. OBLIGATIONS TO DATE | | E. AMOUNT APPROVED THIS ACTION | | F. LIFE OF PROJECT | |
| | | 1. Grant | 2. Loan | 1. Grant | 2. Loan | 1. Grant | 2. Loan | 1. Grant | 2. Loan |
| (1) | 200 | 740 | | 2,591 | - | 4,575 | - | 7,166 | - |
| (2) | | | | | | | | | |
| (3) | | | | | | | | | |
| (4) | | | | | | | | | |
| TOTALS | | | | 2,591 | - | 4,575 | - | 7,166 | - |

| | |
|--|----------------------------|
| 10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each) <u>070</u> <u>110</u> <u>610</u> <u>560</u> | 11. SECONDARY PURPOSE CODE |
| 12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each) A. Code <u>BWW</u> B. Amount <u>4,575</u> | |

13. PROJECT PURPOSE (maximum 480 characters)

To assist women in selected African countries to initiate activities in food production, income generation, labor-saving technology, skills training, and health/nutrition/child care.

| | |
|--|--|
| 14. SCHEDULED EVALUATIONS Interim MM YY MM YY Final MM YY <u>03 82</u> <u>03 85</u> <u>06 88</u> | 15. SOURCE/ORIGIN OF GOODS AND SERVICES <input checked="" type="checkbox"/> 000 <input type="checkbox"/> 941 <input checked="" type="checkbox"/> Local <input type="checkbox"/> Other (Specify) |
|--|--|

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a 18 page PP Amendment)

To extend LOP by five years (to FY 85) to permit implementation of approximately 15 additional sub-projects in WID; to increase LOP funding by \$4,575,000; raising the previously authorized total of \$2,591,000 (for FY 76-80) to \$7,166,000.

| | | |
|-----------------|---|--|
| 17. APPROVED BY | Signature <u>E. Dennis Conroy</u> <i>E. Dennis Conroy</i> Title Director, AFR/RA | 18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION MM DD YY <u>09 11 80</u> |
|-----------------|---|--|

INSTRUCTIONS

The approved Project Data Sheet summarizes basic data on the project and must provide reliable data for entry into the Country Program Data Bank (CPDB). As a general rule blocks 1 thru 16 are to be completed by the originating office or bureau. It is the responsibility of the reviewing bureau to assume that whenever the original Project Data Sheet is revised, the Project Data Sheet conforms to the revision.

Block 1 - Enter the appropriate letter code in the box, if a change, indicate the Amendment Number.

Block 2 - Enter the name of the Country, Regional or other Entity.

Block 3 - Enter the Project Number assigned by the field mission or an AID/W bureau.

Block 4 - Enter the sponsoring Bureau/Office Symbol and Code. (See Handbook 3, Appendix 5A, Table 1, Page 1 for guidance.)

Block 5 - Enter the Project Title (stay within brackets; limit to 40 characters).

Block 6 - Enter the Estimated Project Assistance Completion Date. (See AIDTO Circular A-24 dated 1/26/78, paragraph C, Page 2.)

Block 7A. - Enter the FY for the first obligation of AID funds for the project.

Block 7B. - Enter the quarter of FY for the first AID funds obligation.

Block 7C. - Enter the FY for the last AID funds obligations.

Block 8 - Enter the amounts from the 'Summary Cost Estimates' and 'Financial Table' of the Project Data Sheet.

NOTE: The L/C column must show the estimated U.S. dollars to be used for the financing of local costs by AID on the lines corresponding to AID.

Block 9 - Enter the amounts and details from the Project Data Sheet section reflecting the estimated rate of use of AID funds.

Block 9A. - Use the Alpha Code. (See Handbook 3, Appendix 5A, Table 2, Page 2 for guidance.)

Blocks 9B., C1. & C2. - See Handbook 3, Appendix 5B for guidance. The total of columns 1 and 2 of F must equal the AID appropriated funds total of 8G.

Blocks 10 and 11 - See Handbook 3, Appendix 5B for guidance.

Block 12 - Enter the codes and amounts attributable to each concern for Life of Project. (See Handbook 3, Appendix 5B, Attachment C for coding.)

Block 13 - Enter the Project Purpose as it appears in the approved PID Facesheet, or as modified during the project development and reflected in the Project Data Sheet.

Block 14 - Enter the evaluation(s) scheduled in this section.

Block 15 - Enter the information related to the procurement taken from the appropriate section of the Project Data Sheet.

Block 16 - This block is to be used with requests for the amendment of a project.

Block 17 - This block is to be signed and dated by the Authorizing Official of the originating office. The Project Data Sheet will not be reviewed if this Data Sheet is not signed and dated. Do not initial.

Block 18 - This date is to be provided by the office or bureau responsible for the processing of the document covered by this Data Sheet.

Table of Contents

| | | |
|------|--|----|
| I. | <u>Summary and Recommendations</u> | 1 |
| II. | Project Background | 1 |
| | A. Overview | 1 |
| | B. Evaluation Results | 2 |
| III. | Description of the Project | 4 |
| | A. Goal, Purpose, Outputs | 4 |
| | B. Proposed Changes | 5 |
| | C. Criteria for Selection of Subprojects | 7 |
| | D. Programming Concepts | 8 |
| IV. | Project-Specific Analyses | 11 |
| | A. Economic Feasibility | 11 |
| | B. Social Analysis | 11 |
| | C. Technical Feasibility | 12 |
| V. | Administration/Implementation Arrangements | 13 |
| | A. Subproject Approval Process | 13 |
| | B. Design Assistance | 14 |
| | C. Design Seminar | 15 |
| | D. Evaluation Plan | 15 |
| VI. | Financial Plan | 15 |

Annexes

- A. Logical Framework
- B. WID Guidance Documents
- C. African Mission Preferences on Regional Project Services

I. SUMMARY AND RECOMMENDATIONS

A. Face Sheet (attached)

B. Recommendations

The following actions are recommended herein:

1. Authorization of an extension of Life of Project by five years to permit implementation under this "umbrella" project of approximately 15 additional subprojects for Women in Development (WID) activities.

2. Authorization to increase the magnitude of LOP funding by \$4,575,000, raising the previously authorized level of \$2,591,000 for FY 76-80) to \$7,166,000 (through FY 85).

C. Description of the Project

The goal of this regional project is to increase the income, productivity, and welfare of rural women in Africa by expanding their human resource capability as contributors to development. The project purpose is to assist women in selected African countries to initiate activities in food production, income-generation, labor-saving technology, skills training, and health/nutrition/child care. Outputs of the project, details of which will depend on actual subprojects funded, include: 1) increased food production; 2) increased production of handicrafts and other income-generating technologies; 3) female extension agents trained; 4) women trained in management and other skills; and 5) health/nutrition/child care programs in-place.

This amendment will extend the project by five years to allow implementation of approximately 15 new subprojects, or three a year as an average. All sub-Saharan field posts receiving bilateral assistance, except those in the Sahel, will be eligible to apply for subproject funding. Implementing agencies can be host country institutions and/or indigenous and U.S. private and voluntary organizations.

Five programming changes distinguish the revised project from the original:

1. New subprojects can be women's component add-ons to existing bilateral projects, as well as women-specific efforts. This provision responds directly to the suggestion in the Administrator's cable on WID (State 155956) that existing projects be modified to more effectively include women.

2. Design and evaluation assistance in WID will be available through the regional project for new subprojects and existing subprojects requiring redesign.

3. New subprojects will receive funding for three years, instead of two, as is now the case.

4. New subprojects will average \$250,000 per subproject, rather than the current \$100,000. This should help assure provision of required project inputs.

5. Subproject funding will be directly allotted to USAIDs. Mission control of subproject monies should contribute to more regular and improved monitoring of financial status and implementation progress.

Subproject selection will be based on the following criteria:

1. Subprojects must reflect AID emphasis on the role of women as stated in Section 113 of the Foreign Assistance Act of 1973 (Percy Amendment), AID Policy Determination - 60 (9/16/74) and Bureau for Africa field guide message CIRC A-311 (4/19/74).
2. All subprojects will require a definitive expression of host government interest and approval.
3. The primary beneficiary target group will be rural women who are low income farmers, herders, artisans or service workers; urban women will also be eligible for assistance.
4. Subprojects will reflect genuine participation of African women in design, management, and implementation decisions and activities.
5. Subproject aims should be narrow in scope, emphasizing one or two key areas of interventions.
6. Subprojects should show means of attaining self-sufficiency, following termination of AID funding.
7. Proposals for short-term training subprojects will be considered, provided the training leads to follow-on activities.

D. Progress to Date

To date, the project has funded 12 women-specific subprojects in Chad, Ghana, Liberia, Senegal, Sierra Leone, Togo and Upper Volta. The majority focused on income-generating activities, both on and off-farm, and on training to improve women's capabilities in these activities. Two subprojects were agriculture production and training efforts; two combined agriculture, off-farm income generation and home economics; four concentrated on off-farm income-generating activities; three were feasibility studies in preparation for income-generation efforts; and one financed a day care center.

A recent evaluation pointed up problems in design and implementation of subprojects such as weak administrative and technical assistance, on both the host country and AID sides; overly ambitious project objectives; absence of baseline data against which to measure progress; and imposition of subprojects on proposed women beneficiaries, as opposed to significant local participation in conceptualization of activities. Nevertheless, the evaluators stressed that troubled subprojects could be remedied with appropriate funding, technical assistance, management and monitoring. They urged continued support for new subprojects, both women-specific activities and women's component add-ons to existing bilateral projects. They also called for more attention to sound subproject design.

Demand for funding of subprojects remains high, with three new subprojects awaiting authorization, pending approval of this amendment. Africa USAID Missions have enthusiastically supported continuation of the regional project (see Annex C).

E. Financial Summary

The total cost to AID of the five year extension (FY 81-85) is estimated at \$4,575,000 which includes a 10 percent contingency and a 7.5 percent inflation factor. Estimates of AID funding were based on an illustrative subproject costing approximately \$250,000 a year. Fifteen subprojects or an average of three a year are planned.

1. AID Inputs: AID will finance \$4,575,000 or 75 percent of project costs. This includes \$220,000 to support 15 person-months of WID technical assistance in design and evaluation.

2. Host Countries: It is estimated that host countries, except for those in the RLDC category, will finance \$1.5 million or 25 percent of project costs.

3. Summary of Inputs (\$000--FY 81-84)

| | <u>AID</u> | <u>H/C</u> | <u>Total</u> |
|-----------------------------|------------|------------|--------------|
| <u>Personnel</u> | 880 | 875 | 1755 |
| <u>Training</u> | 435 | 178 | 613 |
| <u>Commodities</u> | 1320 | 127 | 1447 |
| <u>Other Costs</u> | 1325 | 208 | 1533 |
| <u>Contingency 10%</u> | 395 | 137 | 532 |
| <u>Design/Evaluation</u> | | | |
| <u>Technical Assistance</u> | 220 | | 220 |
| | ----- | ----- | ----- |
| TOTAL | 4575 | 1525 | 6100 |

F. Project Implementation

Subprojects will be implemented by host country institutions and/or indigenous and U.S. private and voluntary organizations. The approval process will start with the Mission, which will submit subproject proposals in the form of a PID to AFR/RA. Upon approval of the PID, the Mission will prepare the Subproject Paper, an abbreviated PP, on the basis of which the Mission Director will subsequently authorize the subproject. The Mission will then negotiate and sign a Limited Scope Grant Agreement and will assume responsibility for all aspects of implementation and monitoring of the subproject.

While most subprojects will be channelled through Missions, the Africa Bureau will handle subproject authorization for a limited number of proposals submitted by U.S.-based private organizations.

G. Findings

On the basis of the analysis contained herein, the Director of AFR/RA

concludes that the PP amendment is technically, economically, and financially sound. The analysis reflected herein supports the conclusion that the amendment meets all applicable AID criteria and will not have an adverse impact on the environment.

II. PROJECT BACKGROUND

A. Overview

The African Women in Development (WID) Project is a regional "umbrella" program begun in 1976 to assist rural African women to initiate small, experimental activities in such areas as food production, small enterprise development, health/nutrition, and skills training. The project was AFR/RA's response to the growing perception in the mid-1970's that compared to men, African women were participating only marginally in development benefits (more disposable income, more education, more leisure, better health). Equally obvious was the widening gap in productivity between women and men, as a result of outside interventions aimed principally at males. Closing the gap was essential to continued development progress, given the myriad duties women already performed in the production sector. To do this required giving women greater access to development inputs normally accorded men -- i.e., credit, land, training and commodities.

A growing body of research on women's roles documented how these inputs might assist women in production tasks. Region-wide, women produced 65 percent of all food, but only infrequently were they offered the change to improve yields through acquisition of farm implements, new seed varieties, improved water supply, and technical assistance and training in better cultivation methods. Labor-saving technologies such as grain mills, wells located close to the family compound, and animal carts could reduce energy and time expended on the burdensome tasks of pounding millet, sorghum and corn and fetching wood and water, thus freeing women for other productive activity. Providing women the means to develop off-farm income-generating activities such as village stores, beer-brewing, and handicraft production could further spur their contribution to economic progress.

Thus, this regional project was set up in recognition of the need both to raise African women's productivity in the economic sector and to increase their share of non-production-oriented benefits, such as improved health/nutrition practices, literacy training, and better home and child care. The project was a quick-response funding mechanism for USAID missions which wished to support small (\$100,000 on average) WID efforts, but which lacked the bilateral funds to do so.

To date 12 subprojects have been authorized; they are noted here by title, country and funding level.

| <u>Subproject Title</u> | <u>Country</u> | <u>Amount of Funding</u> |
|---|-------------------|--------------------------|
| Village Women's Project | Chad ¹ | \$147,000 |
| Gara Cloth Industry Project | Sierra Leone | 320,164 |
| Ghana YWCA Day Care Center | Ghana | 25,000 |
| Kassack-Nord Women in Senegal River Region | Senegal | 25,000 |
| Vegetal Tanning and Silkworm Production | Upper Volta | 6,000 |

¹The three Chad subprojects are inactive due to AID's withdrawal from that country.

| <u>Subproject Title</u> | <u>Country</u> | <u>Amount of Funding</u> |
|--|----------------|--------------------------|
| Training of Farm Women for Increased Agricultural Production | Chad | \$233,000 |
| Casamance Vegetable Growers | Senegal | 170,000 |
| Non-Formal Education - Women in the Sahel | Upper Volta | 65,000 |
| Earning While Learning | Chad | 176,400 |
| Tivaoune Women's Project | Senegal | 210,000 |
| Profile of Liberian Women | Liberia | 203,000 |
| Lakara Skills Development | Togo | 612,000 |

The majority of subprojects have focused on income-generating activities, both on-and off-farm, and on training to improve women's capabilities in these activities. Two subprojects were agriculture production and training efforts; two combined agriculture, off-farm income generation, and home economics concerns; four concentrated primarily on off-farm income-generating activities; three were feasibility studies in preparation for income generation efforts; and one financed a day care center.

Since establishment of the regional project in 1975, demand for funding of subprojects has outstripped projected funds. This is not surprising, given AID's policy over the past seven years favoring projects integrating women more fully into national economies, and the scarcity of funds--from AID and other sources--for such efforts. The original regional project, budgeted at \$1,265,000, was increased to \$2,265,000 when funding began to run out in FY 1978, one year before scheduled termination of the project. Now that the authorized LOP has expired, approval of this Project Paper amendment is necessary for AFR/RA to meet the continuing demand for subproject funds.

B. Evaluation Results

A recent evaluation of seven subprojects, conducted by Jeffalyn Johnson and Associates, Inc., both affirmed the validity of experimental WID projects in Africa and pointed up critical weaknesses which hindered achievement of project aims.

1. General Findings

On the positive side, the evaluators judged most subprojects to be in conformance with AID's priority emphases on food production, rural development, and nutrition and health. Women have taken advantage of new training programs and have learned to work together in cooperative fashion. Subprojects were seen as innovative and potentially replicable.

Negative results included:

— Weak administrative supervision and technical assistance, on both the host country and AID sides. In some cases; splintering of implementation responsibilities among two or more government agencies and concomitant lack of coordination contributed to inadequate staffing and support of personnel at the village level, particularly with respect to extension agents. For AID's part, missions tended to be lax in systematically monitoring progress, in part because project funds were controlled from AID/Washington. As a

result, many potentially correctable problems went unnoticed.

-- Overly ambitious project objectives. Failure to achieve objectives on time was a function of too-stringent budget limitations, unrealistic timeframes, and an excess of different activities within the same subproject.

-- Absence of baseline data against which to measure progress.

-- Imposition of subprojects on projected women beneficiaries, as opposed to significant local participation in conceptualization of activities.

2. Implications for Subproject Design

Results of the evaluation demonstrated that more thorough design work up front could have eliminated or at a minimum reduced some of the above-mentioned difficulties in various subprojects.

Sierra Leone's Gara Cloth Industry Project, an activity assisting a nationwide cooperative of women cloth producers, is a case in point. Nine months into implementation, the erratic flow of raw materials to rural producers, the long delays encountered by producers in receiving payment for goods turned out, and delays in delivery of goods to purchasers --all these were traceable to the failure to either program a marketing/distribution study prior to design of the project or incorporate such a study as part of the first two months of implementation. Either course would have established a distribution system--essential for the smooth functioning of the subproject and the lack of which continues to frustrate progress.

In addition, the original designers framed the planned outputs in non-quantifiable terms (e.g. delivery of raw materials to producers, pick-up and cash buying of finished products from producers, delivery of finished goods to local and foreign markets), thus precluding any systematic assessment of progress towards achieving subproject aims. These are the sorts of programming deficiencies which proper design can help eliminate in future.

Two of the Senegal subprojects exhibited similar difficulties which more sensitive design work might have forestalled. In the Casamance Vegetable Growers subproject, training sessions in literacy skills and cooperative management have been poorly attended by women, because they lacked free time. In small projects such as this one, the designers should have been able to verify women's interest and availability before programming training; if the original training plan was not feasible, it should have been dropped or re-worked. Another problem was lack of a marketing study on vegetables which could have predicted eventual saturation of the market; as it was, effective commercialization of vegetables was precluded, and affected women participants failed to increase their income.

Senegal's Kassack Nord typified the excessively prolific subproject; the result was many things done badly, rather than a few things done well. Planned activities, which could have been pared down during the design phase, included: construction of a women's center; vegetable, rice, and poultry production; literacy training; health/nutrition training; fabric dyeing; animal traction; and grain mills.

3. Recommendations

Despite the seriousness of these negative findings, the evaluators stressed that most subprojects "could be salvaged with appropriate funding, technical assistance, management and monitoring," and that more women-specific subprojects should be supported in future, provided AID/Washington and the Missions devote more attention to sound project design.

In a major departure from current program practice, the evaluators also recommended that in future funds for women's activities be integrated into the design and implementation of larger development projects aimed at improving several sectors—e.g., health, agricultural production, education, etc. While in some instances this would mean training of men and women together and shared activities, in other cases project management would establish a "women's component" of the larger project, whereby women participants might set up their own decision-making apparatus (village or loan committees), have access to a separate activity loan fund, receive training from female extension agents, and carry out separate activities. Some projects might combine approaches, with certain of these elements—e.g., training in agricultural production methods—being offered to men and women together. Regardless, activities involving women would take place within the context of the larger project and under the supervision of project management.

III. DESCRIPTION OF THE PROJECT

A. Goal, Purpose and Outputs

The Project Goal remains unchanged: To increase the income, productivity and welfare of rural women in Africa by expanding their human resource capability as contributors to development. The Project Purpose is to assist women in selected African countries to initiate activities in food production, income-generation, labor-saving technology, skills training, and health/nutrition/child care. Outputs of the umbrella project, details and indicators of which will depend on actual subprojects funded, include: 1) increased food production; 2) increased production of handicrafts and other income-generating technologies; 3) female extension agents trained; 4) women trained in management and other skills; and 5) health/nutrition/child care programs in place.

Over the five-year extension of the regional project (FY 80-84), AFR/RA plans to approve some 15 subprojects or approximately three a year. All sub-Saharan field posts receiving bilateral assistance, except those in

Sahel, will be eligible to apply for subproject funding. Implementing agencies can be host country institutions and/or indigenous and U.S. private and voluntary organizations.

AFR/RA will encourage Missions and designers of new subprojects to make them as locally oriented as possible. Ideally, research and training proposals should be conceived in the context, although not necessarily as part of an action subproject which will take place in a specific locale. Research activities should be short-term (usually two months or less), tightly focused, and preparatory to a specific project—e.g., feasibility studies and market surveys. In some instances, it might make sense to fund the research as a separate subproject, since the research results might well indicate that the follow-on subproject would not be feasible. In contrast to short-term, project-related research, general, longer-term research proposals (for example, a study on the status of women in a particular country and proposals for long-term baseline data surveys) will be re-directed to DSB or PPC/WID.

Proposals for short- or medium-term training of African women should either be included as part of a larger subproject (extension agent training, for example) or be sector-specific in nature and aimed at assisting women who will return to specific jobs (e.g., a two-month course in nutrition education for health workers in a particular region). Separate training sub-projects should include plans for follow-on activities, which theoretically could be funded by this project at a later date. The project will not finance long-term training overseas or general support to training institutions.

B. Proposed Changes

While overall aims of the project remain essentially the same, five basic programming changes from the original umbrella design distinguish the revised project:

1. New subprojects can be women's components of existing bilateral projects as well as women-specific efforts. This provision will allow participation in larger projects by women's groups who spontaneously approach management to carry out specific activities but for whom no monies from the larger project are available. It also may encourage managers of ongoing projects in which this spontaneity is lacking to take the initiative in seeking ways to involve women. This provision responds directly to the suggestion in the Administrator's recent cable (State 155956) on WID that existing projects be modified to more effectively include women.

The women's component add-on idea has provoked controversy because it is seen by some as a poor substitute for complete redesign of projects to more fully benefit women. While in the best of all possible worlds one might wish for redesign of every project to involve women, this is neither feasible nor even necessary for the majority of AID projects in Africa.

It is not feasible because overworked USAID Missions lack the personpower, the funds and the inclination to reorient ongoing projects so that they mesh with WID objectives. The reality is that WID is not high up on the average

¹In future, funding for Sahel subprojects must come out of bilateral Sahel programs or from the Sahel regional AIP and OPG projects.

mission's or host country government's list of programming priorities; while mission staff and government officials might like to see host country women play a more active role in projects, they are not about to totally revamp projects in midstream in order to make it happen.

Nor is redesign of projects necessary in most cases. It should be remembered that even in projects in which participation of women has been built in from the start, women's activities often are sex-specific interventions which in all likelihood are carried out apart from men (e.g. backyard gardening, handicrafts production, grain mills). Therefore, addition of a women's component to a project already underway need not be a complicated process; activities proposed for women will have to stand on their own, albeit in harmony with overall project aims.

The add-on concept is no substitute for sound, up-front design which incorporates women in the mainstream of project activities. That is the goal toward which WID proponents strive. But in the meantime, and in an imperfect world of scarce resources, women's component add-ons represent a practical and innovative means of increasing women's share of development benefits. Add-ons can provide Missions with the flexibility to redress previous design inadequacies and program new implementation objectives.

2. Design and evaluation assistance in WID will be available through the regional project for new subprojects and for existing subprojects requiring redesign. In particular, this provision takes account of the evaluation's finding that most subprojects funded to date suffered severe design inadequacies.¹ The original project did provide for consultant assistance in design of subprojects, but it was tapped by only one Mission. With AFR/RA intervening much earlier in the subproject proposal approval process (See Part V, Administrative/Implementation Arrangements), design assistance is expected to be the norm rather than the exception for new subprojects. This project will provide design assistance in WID to Missions, but Missions also may call upon REDSO WID specialists, if available.² While outside design assistance by no means guarantees good project development, it will enhance changes that new subprojects will be more soundly conceived than their predecessors.

¹Limited funds will be available through the revised project to support additional activities of existing subprojects which have been redesigned. Since the revised project does not include the Sahel, only non-Sahelian countries are eligible for this assistance.

²REDSO/WA has suggested reallocating to REDSO the design/technical assistance funds programmed for this project, so that REDSO could hire two contract WID technicians to service USAID Missions. The cost factor in basing two full-time technicians in West Africa would appear prohibitive, when compared to alternative uses of the funds. \$220,000 would pay for two technicians for one year or one technician for two years. This project, however, will have design and evaluation requirements spanning seven years and encompassing 15 design efforts at a minimum. The proposed IQC mechanism (see Part V. B) thus seems to be the most appropriate solution.

In addition, the regional project will make provision for limited funding of WID design technical assistance for new, bilateral non-women-specific projects. Ideally, such assistance should not be necessary--i.e., each member of the design team should assume responsibility for integrating women into his or her area of concern (planned project interventions, technical feasibility, social soundness analysis, economic feasibility, etc.) Since passage of the Percy Amendment in 1973, AID project designers have made some progress regarding inclusion of host country women in activities of integrated projects. Too often, however, women's potential participation remains ignored or seriously neglected, receiving cursory if any treatment at all. Assignment of a WID specialist to the team can be an effective way to deal with this problem, and AFR/RA believes that support for such specialists should be provided by AFR/DR (through PDS funds) or by the REDSOs. Nevertheless, the revised regional project can make technical assistance in WID available to teams designing new bilateral non-women-specific projects on a case-by-case basis, should the need arise.

3. New subprojects will receive funding for three years, instead of two, as is now the case, in recognition of the start-up delays, personnel gaps, and problems in commodity delivery that are business-as-usual in sub-Saharan Africa.

4. New subprojects will average \$250,000 per subproject, rather than the current \$100,000. This increased funding level should help assure provision of required project inputs.

5. Subproject funding will be allotted directly to USAIDs. Mission control of new subproject monies should foster more regular monitoring of both financial status and implementation progress, thus increasing chances that serious implementation problems will be caught and corrected sooner rather than later.

C. Criteria for Selection of Subprojects

Selection of new subprojects for funding under the revised umbrella will be based on the extent to which they meet the following criteria:

1. AID Priority Emphasis. Subprojects must reflect AID emphasis on the role of women in development as stated in Section 113 of the Foreign Assistance Act of 1973 (Percy Amendment), AID Policy Determination 60 (9/16/74) and Bureau for Africa field guide message CIRC A-311 (4/19/74). These documents are attached as Annex B.

2. Host Government Interest. All subprojects, including those carried out by PVOs, will require a definitive expression of the host government's interest and approval.

3. Beneficiary Target Group. Priority for subproject funding will be given to rural women who are low income farmers, herders, artisans or service workers, although urban women will also be eligible for assistance. While the majority of subprojects will focus on group rather than individual activities, individuals will be eligible for subproject assistance, as part of a larger project to support entrepreneurs.

4. Participation. Subprojects will reflect genuine participation of African women in design, management, and implementation decisions and activities. This means inclusion of host country women on design teams, placement of indigenous women in key management positions, and obtaining beneficiary women's views on subproject activities, as distinct from imposition of pre-selected interventions on the target populations. Recruitment of expensive expatriate project managers should be kept to a minimum, given restricted funding for individual subprojects. If the expatriate assistance in implementation is absolutely essential, the design team should first investigate the possibilities of bringing on a local hire person or a Peace Corps Volunteer.

5. Narrowness of Scope. Subprojects will emphasize one or two key areas of intervention--e.g., well construction/food production or day care--as opposed to the potpourri approach encompassing diverse subactivities. If, after successful completion of the first planned activities, project management wishes to expand the scope of interventions, AFR/RA and the USAID will consider modification of subproject outputs.

6. Self-Sufficiency. Priority will be given to subprojects which show promise of becoming self-sustaining, following termination of AID funding. This criterion ostensibly favors production activities. However, non-revenue-producing subprojects (e.g., MCH clinics, day care centers, vocational training centers) will be eligible for funding, providing the host government or sponsoring PVO demonstrate a serious (in the view of the USAID Mission) commitment to support the activity after subproject termination and presents a detailed plan for phasing out of AID funds and assumption of recurrent costs.

7. Training. Short-term training subprojects will be considered, provided that they include plans for follow-on activities.

D. Programming Concepts

While there is no magic formula for designing successful Women in Development projects--sound development planning principles apply as much to WID as they do to other projects--the interim results of these subprojects and of other WID efforts in sub-Saharan Africa lend themselves to additional analysis on how best to program in future for women.

1. Male Participation

Women-specific efforts have a better chance for local acceptance--both in the village and among political authorities if they are initiated in villages where men will be or are already receiving development assistance. In the political realm, it is usually a question of priorities; local government

officials may sincerely believe that a seed multiplication program and animal traction equipment for men, for example, are more urgent needs than a gardening/handicrafts project for women. In the village, men themselves may simply resent the fact that women rather than men are receiving outside attention; whether or not this resentment is justified is largely irrelevant, since projects for women cannot go forward without approval of the chief, elders and husbands. Funding women's components of larger projects is one way out of this dilemma. Male resentment also diminishes if the women's project is small in scale and perceived as not interfering with women's household and other responsibilities.

2. Staffing

Recruitment of female extension agents. Once the project is approved, staffing problems arise. These are present in most rural development efforts, but seem to beset women's projects with greater-than-average regularity. The major challenge is locating competent women professionals willing to spend long periods of time in rural areas.¹ This applies as much to Africans as to expatriates and to high-level managers as well as field extension agents. While no easy solution to this problem is at hand, certain implementation arrangements seem to work better than others.

For example, if all efforts to recruit a female project manager fail, the project should hire a male manager without delay. The critical need is strong leadership from the very start; if project objectives have been clearly thought out and are supported locally, the sex of the manager will be of secondary importance. In fact, a male manager may lend credibility to a WID project, in the eyes of local officials and villagers.

As for placement of female extension agents², a combination of approaches may work best. While the project is in its proving/testing stage, female agents can be based in town centers. Equipped with mopeds or small motor-bikes, they can cover villages within a 30-kilometer radius two or three times a week. Principal drawbacks to this arrangement are time lost on the job to child care demands, family illness, and maternity leave, and the reduced opportunity to build up the close agent-villager relationship that comes only after the agent's prolonged residence in the village. The benefits are much lower drop-out rates for agents, due to women not being separated from husbands and children; acceptance of the agent in the village as a full professional (resident women agents are often viewed by villagers as prostitutes); and greater productivity (because she is in the village for a limited period of time each visit, the agent tends to work harder and with more focus on the tasks at hand).

Another arrangement is to bring in male agents for agricultural training of women—if traditional mores permit—and borrow local expertise for other needs, such as training in handicraft techniques.

¹The Ghana day care subproject suffered problems of frequent turnover of female personnel.

²As used here, the term "extension agent" refers to a salaried, literate (in French or English) professional field worker, who has been trained in village motivation/organization techniques and some sector-specific skills—e.g., nutrition education, improved cultivation practices, etc.

Ultimately, basing the agent in the village is the preferred solution. Attracting long-term agents may be possible, once the project is on its way and becomes better known. A government requirement that women agents trained by state-run institutions must spend a specific amount of time in the field also may help.

Paraprofessionals. Training of village women as paraprofessionals is an option which can be introduced in concert with all three of the above-mentioned staffing arrangements. Experience with projects in Africa indicates that the most effective female paraprofessionals are older women freed of child-rearing responsibilities who command a certain respect among their peers. As a rule they are not literate and receive training in village organizational techniques lasting not longer than two months. Most are not salaried, but receive in-kind compensation from villagers in the form of gifts of animals, land, or free labor in the fields.

Working under the guidance of the extension agent, the paraprofessional's task is to assist the agent in motivating, organizing and managing group activities. The paraprofessional represents a permanent and trusted village presence who, with a minimum of training, can function as a change agent to promote village development long after the extension agent and the project have gone.

The paraprofessional concept is still in the experimental phase in Africa; stunning successes for paraprofessionals in women's programs have been few and far between.¹ A key requirement is adequate supervision and support of the paraprofessional by both the extension agent and project management.

3. Non-WID-Specific Concerns

Designers of women's projects should be alert to the general problems which plague most rural development efforts. Too many women's gardening and handicrafts projects are started in the absence of small studies to document a continuing market for production. Short engineering surveys of available well water sources might prevent instigation of women's agricultural projects doomed from the start because of inadequate water supply. Women users of group credit need the same kind of money management skills training as their male counterparts. Supply of vehicles, inputs, and adequate staff housing is as vital to a women's project as to any rural development endeavor.

¹For details on how women paraprofessionals have fared in one project in West Africa, see "Women Paraprofessionals in Upper Volta's Rural Development", Ellen Taylor, Cornell University, Center for International Studies, April 1980. Available from DSB/RAD.

PROJECT-SPECIFIC ANALYSES

A. Economic Feasibility

Improvement of women's productivity will be the best measure of the economic worthiness of this regional project. In the short run, individual subprojects will offer women training, employment, credit and other inputs which will enable them to more effectively contribute to economically profitable endeavors. Over the long term, female cadres skilled in planning, implementation, and money management practices will represent a sound investment in the productivity potential of countries involved. Their presence will attract new donors and/or entrepreneurs who require a trained human infrastructure as a prerequisite to provision of other inputs.

Subproject proposals should clearly demonstrate the cost-effectiveness of planned activities. Short-term cost-effectiveness of training, for example, is in part a function of cost per trainee, which should remain low, given the expected preponderance of in-country training. To the extent possible, training of personnel and project participants should take place onsite, rather than in the capital or other city, both for cost reasons (there will be travel and per diem costs only for trainers) and for increased impact--training is usually more relevant when conducted in the trainee's local environment.

Likewise, personnel costs will be low, since most staff will be host country nationals, not expatriate technical experts. Whenever possible, host country institutions should assume personnel costs out of existing national budgets; this will reduce recurrent costs and free up limited funds for other productive use.

Many subprojects participants will learn the use of group credit, which will help assure that the limited funds for commodity purchase will be replenished during the life of the subproject and after. Interest rates will be set high enough so as to hinder too rapid decapitalization of revolving loan funds. In some cases, project commodities will be supplied on a self-help basis, if a high risk factor is present and if participants agree to supply necessary labor and land--e.g., for well construction.

B. Social Analysis

Beyond specifying the identify of the beneficiary target group (ethnic group or groups, number of primary and secondary beneficiaries, etc.), the subproject social analysis should set forth in general fashion the current roles and time allocation patterns of beneficiary women and how these relate to planned subproject activities. For example, will increased participation in production activities reduce women's attention to home and child care responsibilities? If yes, what countermeasures are planned?

Other areas for exploration in the subproject social analysis:

-- Male attitudes towards the notion of women taking an active part in development activities; this can be especially critical for planned women-only subprojects, since men, rightly or wrongly, may feel excluded from the action.

— Women's previous experience in working together in groups, with other development agencies, and in using credit.

— Women's control over income and other resources; in the past, have they managed income from their own activity or did they give it to husbands? Will they be allowed to freely spend income from subproject activities?

— Potential problems in recruitment and placing of female extension agents; is it likely they will be willing to remain in the village for a protracted period of time? If not, can they be based in a larger town center and still be effective? Given difficulties encountered by other projects in stationing and keeping women agents in small villages, subproject designers may want to explore the possibilities of male agents training women participants, especially in agricultural production sub-projects and in women's components of larger projects which may have already initiated extension activities for men.

Answers to these and other questions will help shape the precise mix of subproject aims and activities; activities portending adverse sociological impacts on women or which may not be appropriate to the social context obviously should be re-worked during the design phase.

To the extent possible, the social analysis should outline any major sociological issues requiring further information gathering; these can be incorporated in the village-specific baseline data collection which will take place once implementation commences.

C. Technical Feasibility

Assessment of technical feasibility of subproject activities must await submission of individual subproject proposals; nevertheless, the following kinds of guidelines might apply:

For gardening projects, for example, there should be evidence that vegetables planned can be successfully cultivated under local climatic and soil conditions. Women should be able to obtain proper agricultural inputs, such as seeds and tools, without undue difficulty or delay. Extension assistance, if needed, should be available or provided by the subproject.

For labor-saving technologies, the technical analysis must demonstrate that the device proposed, when compared to other technologies performing similar functions, is the best suited for the purpose at hand. Maintenance capacity should exist locally or be programmed as part of the subproject; spare parts must be easily procurable. Of critical importance is whether or not intended users are likely to adopt the technology, once it is in place.¹

¹For example, numerous grain mills have been supported by WID projects all over Africa, only to fall into disuse because of project designers' failure to insure that flour ground in the mill satisfied local tastes and was locally affordable.

Training components of subprojects must be appropriate to the environment. Out-of-country training in particular entails the risk that participants will receive instruction which is too general and/or not really relevant to their needs back home. In-country training should be as region-specific as possible and tailored to local problems and conditions. Given the reluctance of most rural women to be away from home and family for long periods of time, on-site training and other programs not lasting longer than three months will probably be most appropriate to women's needs.

V. ADMINISTRATION/IMPLEMENTATION ARRANGEMENTS

A. Subproject Approval Process

The approval process for subprojects under the revised WID project starts with PID, submitted by the Mission to AID/Washington. In addition to normal PID provisions, it should include a short statement of purpose, outputs, inputs and Life of Project budget. If the subproject is a women's component of a larger project, the PID should show how the subproject will mesh with the objectives and timeframe of the larger project. The PID will also demonstrate that the planned subproject conforms to WID regional project criteria. Finally, the PID will lay out the subproject design schedule and requirements, identifying:

- the Mission design officer;
- host country personnel who will participate in subproject design; and
- required AID/Washington-funded technical assistance (projected at one expert per subproject design team).

AFR/RA will respond to the PID within 30 calendar days, either rejecting the subproject proposal or advising the USAID that the proposal is approved for preparation of the Subproject Paper.

Missions will be encouraged to take advantage of AID/Washington-funded design help.¹ Assuming the Mission requests technical assistance AFR/RA will move quickly to recruit a specialist from a roster of IQC consulting firms (see section B below). That specialist can be a person skilled in Women in Development concerns or, if the Mission WID officer is available to serve on the design team, AFR/RA will seek a functional expert—in agriculture, rural credit, etc.

The Subproject Paper, to be prepared by the Mission, will be an abbreviated Project Paper, approximately 10 to 15 pages in length, including the following:

¹If a Mission fails to request design assistance and AFR/RA feels that it is necessary, the fielding of a design expert will be required as a condition of PID approval.

- Project Background
- Project Description (including goal, purpose, outputs, inputs)
- Technical Analysis (includes environmental considerations)
- Economic Analysis
- Social Analysis
- Implementation/Administration Arrangements
- Financial Analysis ¹
- Evaluation Pla
- Conditions, Covenants, Negotiating Status

Once the subproject paper has been approved within the Mission, the Mission Director will authorize the subproject in accordance with procedures outlined in Handbook 3, Chapter 8. The Mission will prepare, negotiate, and sign a limited scope Grant Agreement, and will assume responsibility for all aspects of implementation and monitoring of the subproject.

While most subprojects will be channelled through Missions, the Africa Bureau will handle subproject authorization for a limited number of proposals submitted by U.S.-based private organizations.

3. Design Assistance

Under the revised project, design and evaluation assistance will be provided to Missions through existing IQC firms, many of which employ specialists with WID expertise. WID specialists have experience in design and/or implementation of projects or project components specifically targeted at women beneficiaries; they are trained in particular to ferret out sociological data critical to assessing whether an activity will truly involve and benefit women. Many U.S. WID specialists have designed or carried out programs to train indigenous women managers and extension agents in various disciplines: agricultural cultivation methods, improved health/sanitation, and techniques of motivating and sensitizing rural people.

Depending on Mission needs, the project can also call on IQC firms to supply expertise in agriculture/agronomy, rural credit, hydrology, small rural enterprise development, and nutrition education—the most relevant functional areas in design of WID projects. Fielding such a specialist, however, presupposes that the USAID has the WID expertise in-house or can bring in the REDSO WID expert on TDY.

In addition to design and evaluation technical assistance available through the regional project, Missions will have access to WID expertise through a new consulting firm project, known as "Women's Socio-Economic Participation," to be implemented in the near future by DS/RAD, PPC/PDPR/HR, and PPC/WID. This project will provide centrally funded technical services to Missions in

¹ FAA Section 611(A) requires that, prior to obligation of funds for specific activities, planning necessary to carry out such activities must be completed. Under the umbrella project, funds are obligated on a subproject-by-subproject basis. Thus 611(A) will be satisfied by the Financial and Implementation Analyses in each Subproject Paper.

identification of projects and project components for employment of and income-generating activities for women.

C. Design Seminar

An ancillary aim of the umbrella WID project is to train African women in techniques of project design and proposal-writing, so that women can begin to take the initiative in forcefully and effectively articulating their own concerns, rather than depending on others to do it for them. Thus, as her/his first task in country, the TDY design expert funded under the IQC arrangement may run a one-week seminar, if the Mission so requests, in project design for host country women designated in advance by the proposed subproject implementing agency. The hope is that at least one participant per seminar group will remain to assist the design team in preparing the Subproject Paper. In this way, African women will receive "on-the-job" training in addition to formal instruction offered in the seminar.

D. Evaluation Plan

Village-specific data collection should be an early task of each new subproject; it will build on information collected during the design phase and will provide a baseline against which progress can be measured over the life of the subproject.¹

An evaluation will be conducted after the first year and a half of each subproject's implementation. Depending on the nature of the subproject and the Mission's capabilities, outside evaluation assistance can be requested; AFR/RA will provide technical assistance in evaluation through IQC contractors, if Missions so require. A final evaluation will take place within six months of each subproject's expiration.

VI. FINANCIAL PLAN

Estimates of AID funding for the regional project are based on the following illustrative expenditure pattern for a typical subproject costing approximately \$250,000.

¹ An AID project in Upper Volta, Training of Women in Sahel (686-0226), has developed a set of "fiches" (sheets) for collection of village data by female enumerators with a six-grade education. The enumerators themselves helped design the fiches which are re-administered at regular intervals to monitor change and detect problems. The fiches and accompanying French-language report are available from USAID/Upper Volta or from Development Alternatives, Inc., Washington, D.C.

ILLUSTRATIVE EXPENDITURES FOR TYPICAL SUBPROJECT* (\$000s)

| | <u>(CY 81)</u> | | <u>(CY 82)</u> | | <u>(CY 83)</u> | | <u>TOTAL</u> | |
|-------------------------------------|----------------|-----------|----------------|-----------|----------------|-----------|--------------|-----------|
| | <u>Yr. 1</u> | | <u>Yr. 2</u> | | <u>Yr. 3</u> | | | |
| | <u>AID</u> | <u>HC</u> | <u>AID</u> | <u>HC</u> | <u>AID</u> | <u>HC</u> | <u>AID</u> | <u>HC</u> |
| Personnel | 12 | 10 | 13 | 12 | 15 | 13 | 40 | 35 |
| Training | 5 | 5 | 15 | 10 | 10 | 5 | 30 | 20 |
| Commodities | 27 | 3 | 22 | 1 | 18 | 1 | 67 | 5 |
| Other Costs | 13 | 3 | 25 | 3 | 25 | 4 | 63 | 10 |
| Subtotal | 57 | 21 | 75 | 26 | 68 | 23 | 200 | 70 |
| Contingency 10% | 6 | 2 | 7 | 3 | 7 | 2 | 20 | 7 |
| Inflation 10% p.a. compounded | | | 8 | 3 | 16 | 5 | 24 | 8 |
| Total costs | 63 | 23 | 90 | 32 | 91 | 30 | 244 | 85 |

*Costs based on current price levels.

Figures for the Personnel category assume African management, although there is flexibility to allow for limited hiring of expatriates. The Training line item provides for mainly in-country training, with some third-country and U.S. training. Travel and per diem costs are included. Commodities include vehicles, mopeds, construction materials, and certain activities costs, such as agricultural implements and labor-saving devices. The Other Costs category will support POL, local consultants, and activities funded on a revolving credit basis. Host countries, except for those in the RLDC category, will be expected to make a 25 percent contribution to overall subproject costs; these may take the form of land, existing buildings, and personnel.

Following is a summary breakdown of project inputs for the period FY 81-85, based on the above illustrative subproject cost estimates. Included are funds for U.S. design and evaluation technical assistance, budgeted at \$12,000 per person/month. AID project costs total \$4,575,000, while host countries are expected to provide a total of \$1,525,000.

TABLE I: SUMMARY COST ESTIMATE* (\$000s)

| | <u>AID</u> | | | <u>H/C</u> | <u>TOTAL</u> |
|-----------------------------|------------|-----------|--------------|------------|--------------|
| | <u>FX</u> | <u>LC</u> | <u>Total</u> | | |
| <u>Personnel</u> | 264 | 616 | 880 | 875 | 1755 |
| <u>Training</u> | 174 | 261 | 435 | 178 | 613 |
| <u>Commodities</u> | 1056 | 264 | 1320 | 127 | 1447 |
| <u>Other Costs</u> | 265 | 1060 | 1325 | 208 | 1533 |
| <u>Contingency 10%</u> | 195 | 200 | 395 | 137 | 532 |
| <u>Design/Evaluation</u> | | | | | |
| <u>Technical Assistance</u> | 220 | | 220 | | 220 |
| <u>TOTAL</u> | 2174 | 2401 | 4575 | 1525 | 6100 |

*All costs have been inflated by 7.5% compounded annually.

An attempt to cost project outputs versus inputs was judged to be premature at this stage, since the details of outputs are unknown. The table below presents an overall estimate of expenditures by fiscal year. The tentative subproject obligation schedule assumes funding of two subprojects in FY 81, three in FY 82, three more in FY 83, three more in FY 84, and four in FY 85; subprojects will be fully funded at the time of obligation. Expenditures will extend into FY 87, since these are three-year subprojects.

TABLE II: PROJECTION OF EXPENDITURES BY FISCAL YEAR (\$000s)

| <u>FISCAL YEAR</u> | <u>TOTAL AID</u> | | <u>HOST COUNTRY</u> | | <u>TOTAL OBLIGATED</u> |
|------------------------|------------------|-----------------|---------------------|-----------------|------------------------|
| | <u>Obligated</u> | <u>Expended</u> | <u>Obligated</u> | <u>Expended</u> | |
| 1981 | 481 | 0 | 148 | 0 | 629 |
| 1982 | 858 | 358 | 288 | 120 | 1146 |
| 1983 | 913 | 634 | 305 | 180 | 1218 |
| 1984 | 963 | 927 | 317 | 305 | 1280 |
| 1985 | 1360 | 984 | 467 | 330 | 1827 |
| 1986 | | 877 | | 310 | |
| 1987 | | 585 | | 200 | |
| 1988 | | 210 | | 80 | |
| Subtotal | 4575 | 4575 | 1525 | 1525 | 6100 |

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

ANNEX A

Project Title & Number: African Women in Development - #498-0388

| NARRATIVE SUMMARY | OBJECTIVELY VERIFIABLE INDICATORS | MEANS OF VERIFICATION | IMPORTANT ASSUMPTIONS | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|--|--|---|---|-----|-------|-----------|-----|-----|------|----------|-----|-----|-----|-------------|------|-----|------|-------------|------|-----|------|-------------|--|--|--|----|-----|-----|-----|-------------------|--|--|--|----------------------|-----|--|-----|-------|------|------|------|--|---|
| <p>Program or Sector Goal: The broader objective to which this project contributes:</p> <p>To increase the income, productivity and welfare of rural women in Africa by expanding their human resource capability as contributors to development.</p> | <p>Measures of Goal Achievement:</p> <ol style="list-style-type: none"> 1. Increased disposable income for women 2. Improved productivity of women in farming and other activities 3. Improved health status of families | <p>National and regional statistics</p> | <p>Assumptions for achieving goal targets:</p> <p>Host governments continue to commit resources to activities for women</p> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <p>Project Purpose:</p> <p>To assist women in selected African countries to initiate activities in food production, income-generation, labor-saving technology, skills training and health/nutrition/child care.</p> | <p>Conditions that will indicate purpose has been achieved: End of project status</p> <ol style="list-style-type: none"> 1. Food production increased, cultivator methods improved in agricultural subprojects 2. Women producing and selling handicrafts and other income-generating commodities 3. Female extension agents trained and working in villages or other sub-project sites 4. Women acquire and use management and other skills 5. Health/nutrition/child care programs functioning and ongoing | <p>AID final evaluation report</p> | <p>Assumptions for achieving purpose:</p> <p>Mission will be able to develop sound proposals for AID subprojects</p> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <p>Outputs:</p> <ol style="list-style-type: none"> 1. Increased food production 2. Increased production of handicrafts and other income-generating technologies 3. Female extension agents trained 4. Women trained in management and other skills 5. Health/nutrition/child care programs in place | <p>Magnitude of Outputs:</p> <p>Details will depend on subprojects funded</p> | <ol style="list-style-type: none"> 1. Mission and/or sponsoring agency evaluations 2. Sponsoring agency program reports | <p>Assumptions for achieving outputs:</p> <p>Competent managerial and training personnel can be recruited</p> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <p>Inputs:</p> <ol style="list-style-type: none"> 1. <u>Personnel</u> <ul style="list-style-type: none"> - African implementation personnel - U.S. implementation personnel - U.S. design/evaluation T.A. 2. <u>Training</u> <ul style="list-style-type: none"> - In-country - 3rd-country - U.S. 3. <u>Commodities</u> <ul style="list-style-type: none"> - vehicles, mopeds - Construction materials - Agricultural inputs - Labor-saving technologies - Handicrafts materials 4. <u>Other Costs</u> <ul style="list-style-type: none"> - Fuel | <p>Implementation Target (Type & Quantity)</p> <p>Summary of Inputs (\$000—FY 8/80)</p> <table border="1"> <thead> <tr> <th></th> <th>AID</th> <th>U/C</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>Personnel</td> <td>880</td> <td>875</td> <td>1755</td> </tr> <tr> <td>Training</td> <td>435</td> <td>178</td> <td>613</td> </tr> <tr> <td>Commodities</td> <td>1320</td> <td>127</td> <td>1447</td> </tr> <tr> <td>Other Costs</td> <td>1325</td> <td>208</td> <td>1533</td> </tr> <tr> <td>Contingency</td> <td></td> <td></td> <td></td> </tr> <tr> <td>UX</td> <td>396</td> <td>137</td> <td>532</td> </tr> <tr> <td>Design/Evaluation</td> <td></td> <td></td> <td></td> </tr> <tr> <td>Technical Assistance</td> <td>220</td> <td></td> <td>220</td> </tr> <tr> <td>TOTAL</td> <td>4576</td> <td>1525</td> <td>6100</td> </tr> </tbody> </table> | | AID | U/C | Total | Personnel | 880 | 875 | 1755 | Training | 435 | 178 | 613 | Commodities | 1320 | 127 | 1447 | Other Costs | 1325 | 208 | 1533 | Contingency | | | | UX | 396 | 137 | 532 | Design/Evaluation | | | | Technical Assistance | 220 | | 220 | TOTAL | 4576 | 1525 | 6100 | <ol style="list-style-type: none"> 1. Subproject records 2. USAID and AFH/RA records | <p>Assumptions for inputs:</p> <ol style="list-style-type: none"> 1. Commodities arrive on time 2. Competent contractor-technical assistance can be brought on for design and evaluation. |
| | AID | U/C | Total | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Personnel | 880 | 875 | 1755 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Training | 435 | 178 | 613 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Commodities | 1320 | 127 | 1447 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Other Costs | 1325 | 208 | 1533 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Contingency | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| UX | 396 | 137 | 532 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Design/Evaluation | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Technical Assistance | 220 | | 220 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| TOTAL | 4576 | 1525 | 6100 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |

95TH CONGRESS
2D SESSION

H. R. 12222

IN THE HOUSE OF REPRESENTATIVES

APRIL 19, 1978

Mr. ZABLOCKI (for himself, Mr. FASCELL, Mr. DIGGS, Mr. NIX, Mr. FRASER, Mr. ROSENTHAL, Mr. HAMILTON, Mr. WOLFF, Mr. BINGHAM, Mr. HARRINGTON, Mr. RYAN, Mrs. COLLINS of Illinois, Mr. SOLARZ, Mrs. MEYNER, Mr. BONKER, Mr. STUDDS, Mr. PEASE, Mr. BELLESON, Mr. CAVANAUGH, Mr. FINDLEY, Mr. BUCHANAN, Mr. WHALEN, Mr. WINN, and Mr. GILMAN) introduced the following bill: which was referred to the Committee on International Relations

A BILL

To amend the Foreign Assistance Act of 1961 to authorize development and economic assistance programs for fiscal year 1979, to make certain changes in the authorities of that Act and the Agricultural Trade Development and Assistance Act of 1954, to improve the coordination and administration of United States development-related policies and programs, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SHORT TITLE**

4 **SECTION 1.** This Act may be cited as the "International
5 Development and Food Assistance Act of 1978".

19

WOMEN IN DEVELOPMENT

20 SEC. 103. Section 113 of the Foreign Assistance Act
21 of 1961 is amended by adding at the end thereof the follow-
22 ing new subsection:

23 "(d) (1) Up to \$10,000,000 of the funds made avail-
24 able in any fiscal year under this chapter shall be used, in
1 addition to funds otherwise available for such purposes, for
2 assistance on such terms and conditions as the President
3 may determine to encourage and promote the participation
4 and integration of women as equal partners in the develop-
5 ment process in the developing countries. Emphasis shall be
6 given to those programs which will increase the economic
7 productivity and income earning capacity of women, provid-
8 ing a net increase in income at the local and national levels,
9 and strengthen the capacity of women and women's organiza-
10 tions to participate in programs concerned with the economic
11 and social development of developing countries.

12 "(2) Nothing in this section shall be construed to au-
13 thorize the establishment of a separate development assist-
14 ance program for women. Projects funded under this sub-
15 section shall serve to demonstrate more effective ways to
16 encourage women's equal participation in the development
17 process."

Effective date.
22 USC 2151i
note.

(b) The amendments made by subsection (a) shall take effect on October 1, 1977.

INTEGRATING WOMEN INTO NATIONAL ECONOMIES

22 USC 2151k.

SEC. 108. Section 113 of the Foreign Assistance Act of 1961 is amended to read as follows:

"SEC. 113. INTEGRATING WOMEN INTO NATIONAL ECONOMIES.—() In recognition of the fact that women in developing countries play a significant role in economic production, family support, and the overall development process of the national economies of such countries, this part shall be administered so as to give particular attention to those programs, projects, and activities which tend to integrate women into the national economies of developing countries, thus improving their status and assisting the total development effort.

Report to
Speaker of the
House and
congressional
committee.

"(b) The President shall transmit to the Speaker of the House of Representatives and to the Committee on Foreign Relations of the Senate a report on the impact of development programs, projects, and activities on the integration of women into the developing economies of countries receiving assistance under this part. The report shall include—

"(1) an evaluation of progress toward developing an adequate data base on the role of women in the national economies of recipient countries;

"(2) a specific description of the efforts undertaken to implement subsection (a); and

"(3) an evaluation of the effectiveness of such efforts.

"(c) The report required by subsection (b) shall be transmitted not later than one year after the date of enactment of this subsection."

PROHIBITION ON USE OF FUNDS FOR INVOLUNTARY STERILIZATIONS

22 USC 2151l.

SEC. 109. Section 114 of the Foreign Assistance Act of 1961 is amended—

(1) by striking out "ABORTIONS.—" and inserting in lieu thereof "ABORTIONS OR INVOLUNTARY STERILIZATIONS.—(a)"; and

(2) by adding at the end thereof the following new subsection:

"(b) None of the funds made available to carry out this part shall be used to pay for the performance of involuntary sterilizations as a method of family planning or to coerce or provide any financial incentive to any person to practice sterilizations."

LIMITATIONS ON DEVELOPMENT ASSISTANCE

22 USC 2151m.

SEC. 110. Section 115(a) of the Foreign Assistance Act of 1961 is amended to read as follows:

22 USC 2346.

22 USC 2441.

"(a) None of the funds made available to carry out this chapter may be used in any fiscal year for any country to which assistance is furnished in such fiscal year under chapter 4 of part II (security supporting assistance) or under part VI (assistance for Middle East peace) unless the Congress has specifically authorized such use of those funds. The specific authorization requirement of this subsection shall be deemed to be satisfied if the purpose for which funds are to be used is described in the presentation materials submitted to the Congress on proposed development assistance programs for the fiscal year in question and the Congress indicates its approval of such use in the legislation authorizing development assistance programs for such fiscal year."

PD-60
September 16, 1974

INTEGRATION OF WOMEN INTO NATIONAL ECONOMIES

Legislative Mandate

Section 113 of the Foreign Assistance Act of 1973, known as the "Percy Amendment," requires that the U.S. bilateral development assistance programs authorized in "sections 103 to 107 of the Act, be administered so as to give particular attention to those programs, projects, and activities which tend to integrate women into the national economies of foreign countries, thus improving their status and assisting the total development effort."

The Amendment gives Congressional endorsement to the increasing concern of the development assistance community and developing countries that women participate fully in the tasks and benefits of economic growth. Sections 103 to 107 of the Act, to which the Amendment refers, calls for concentrating A.I.D. resources on critical development problems, including food and nutrition; population planning and health; education and human resource development; selected economic and social development problems; and support of the general economy of selected recipient countries and international organizations.

Principles

1. It is A.I.D. policy to implement fully the Percy Amendment through the inclusion of a role for women in all of the Agency's programs and projects.
2. Development of programs and activities pursuant to the Percy Amendment, and in accord with the basic policy concepts stated above, will be a responsibility resting with field missions and with all offices and bureaus in A.I.D./W. The primary emphasis will be on the integration of women as both agents and beneficiaries in the mainstream of the Agency's programming.
3. This policy rests on the following tenets:
 - a. Inclusion of women in development must be a conscious concern. Equity and equal opportunity are basic to the developmental process of any country.

b. Under the Percy Amendment, A.I.D. has the mandate to design programs which integrate women in the development process. This mandate affects, in varying degree, all sectors and activities within those sectors.

c. Women are a vital human resource in the improvement of the quality of life in the developing world. In the home and community and as producers of goods and services, they contribute directly to national, social and economic progress. As potential child-bearers, they determine the pace of national population growth. As mothers and child-raisers, they have a direct influence upon children in their formative years and, thereby, influence the building of essential human resources for national and international development. A.I.D.'s implementation of the Percy Amendment, therefore, will provide a new dimension to the resolution of critical problems in development. A.I.D.'s approach to this implementation will:

Reveal the actual role and status of women and their contributions to development; provide the information and services that will enable women to control their fertility; assist women and girls in self-improvement programs, stressing increased attention to their practical education in order to permit choices in their contribution to and benefit from development programs; and provide for review of A.I.D. and other donor programs which affect women and seek means of helping increase the understanding of and assistance for women in all development areas.

d. The central responsibility for integrating women into national economies rests with LDC governments. While A.I.D. can play an important catalytic role in both the international arena and in countries where it has assistance programs, real progress requires host country commitment. Developing countries often have very different social, cultural and family relationships from those of the U.S. Any intrusion into these relationships is a most delicate matter--only to be attempted with adequate knowledge and understanding of the existing manners and mores of the people. Accordingly, the role of A.I.D. should, as in other areas, conform to the collaborative style.

Implementation

1. The Administrator hereby directs PPC and other central and regional bureaus and field missions to institutionalize the conscious concern for women in development throughout the Agency's

programming processes from concept and design through review, implementation, and final evaluation. All development assistance plans, sector analyses and assessments, preliminary and final project papers and field submissions shall contain a clear statement of how women in the developing countries will be involved in the development processes being analyzed and how the plan or proposal will use the capacities of women in the host country or benefit them. In the approval of plans and projects, strong preference (other things being equal) will be given to those which provide for effective utilization of women.

2. Bureaus and field missions will encourage international development institutions and other donors and private voluntary organizations and foundations to give specific attention to the role of women in development. Grantors, contractors and other intermediary groups will be required to consider the role of women.

3. Bureaus and field missions will take steps to collect information which may be used to illuminate the role, status and contributions of women in developing countries. This involves three distinct responsibilities. First, substantial improvement is required in the collection of basic national data on the role and status of women in developing countries. Although encouraging and assisting developing countries in this major undertaking is primarily the responsibility of international organizations, A.I.D. should stress the need for improvement of such data through the international channels. Second, better data on women are required for designing and evaluating A.I.D. projects. Where this is not available from national or international efforts, A.I.D. central or region-supported studies and data gathering may be required. For example, specific information on the activities of women in rural areas may be needed to assist in the design and implementation of a rural development strategy. Third, reasonable reporting requirements must be designed to keep A.I.D./W informed about effective projects and general progress of integrating women in the development process by improving the utilization of an equality of opportunity for women in LDCs. This information will be shared within A.I.D. and with Congress and other organizations outside A.I.D. concerned with the implementation of the Percy Amendment.

4. On request of the LDCs, the bureaus and field missions will assist in the establishment or development of women's commissions, bureaus and non-governmental organizations in the host countries and encourage their work as it relates to legal, economic and social development activities which promote the integration of women in development. In furtherance of this objective, bureaus and field missions may co-sponsor conferences and working seminars and provide consultative services and leadership training.

AIRGRAM

DEPARTMENT OF STATE

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22
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ACTION
AFR 2375

INFO

TO - AIDTO CIRC A- 311

DATE SENT
4-19-74

FROM - AID/Washington
E.O. #11652: N/A
SUBJECT - Implementing Section 113 of the 1973 FAA Into Africa Bureau Programs

REFERENCE -

FROM ADAMS TO MISSION DIRECTORS, ADO's, REDSO DIRECTORS

Section 113, the "Percy Amendment," was added to the 1973 foreign assistance legislation and requires that programs authorized under Section 103 through 107 be administered so as to give particular attention to those projects, programs and activities which tend to integrate women into the national economies of foreign countries, thus improving women's status and increasing their contribution to the total development effort. Without any reasonable expectation of substantial increases in regular funding availabilities and within the operational limitations under which the Agency is now functioning, the Africa Bureau must find means by which it can be responsive to this directive of the Congress.

KISSINGER

Attachments:

- A. Policy Paper - Africa Bureau Activities Relating to Implementation of Section 113 of the 1973 FAA
- B. The Impact of Economic Development and Social Change on the Status of Women
- C. The Role of Women in Rural Development in the Zaire

Additional Clearances:

AA/AFR:DSBrown
AFR/GC:JHoskins (Info)
EEO:NLong (info)
AFR/CWR:FSpencer

SER/DM/DS:EJLachman

PPC/PDA:JSilverstone (Info)
SER/IT/PS:Welsen (Info)

PPC:EFei

PAGE 1 OF 13

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OFFICE

AFR/DP

PHONE NO.

29202

DATE

4/8/74

APPROVED BY:

Samuel C. Adams, Jr.

AA/AFR

AID AND OTHER CLEARANCES

AFR/DP:RGHuesmann

AFR/DP:CCook

AFR/DS:KSherper

AFR/DS:JPinder

AFR/NARA:UJames

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AFR/ESA:JKnoll

AFR/CWA:AEllis

AFR/EMS:FHahne

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A committee composed of AFR/DP and AFR/DS staff members, having both field and AID/W experience, has developed the program and strategy proposals set forth in Attachment A to this message. These proposals were reviewed by senior officers of the Bureau April 4 and subsequently approved. However, AID/W would welcome field comments and suggestions regarding implementation of Section 113.

In developing the strategy and action recommendations AID/W has left to the field's discretion the decision on how best to approach host governments on this subject ~~and~~ on how to obtain their concurrence in project activities which incorporate women, i.e., by specific reference in Project or Grant Agreements, by discussing in detail provisions of PROP's with host country personnel, or by some less direct method. Alternatively, Missions and ADO's may wish in a few carefully selected instances to work directly through private organizations rather than governments.

NYI, a conscious attempt was made by the AFR/DP-AFR/DS committee to make its proposals responsive to African governments' development priorities and to take into account traditional cultural practices. The committee has also noted the growing interest in Africa in the subject of the participation of women in development as expressed at the 1964 Seminar on the Status of Women in Family Law held in Togo, the 1968 Seminar on Civic and Political Education of Women held in Ghana, the 1969 UNECA regional meeting on the Role of Women in National Development held in Ethiopia, the 1971 Regional Conference on Education, Vocational Training and Work Opportunities for Girls and Women in African Countries held in Morocco, and at the 1971 Seminar on the Participation in Economic Life, in Gabon. Further evidence of interest is the ECA Five-Year Program of Pre-Vocational and Vocational Training of Women Towards Their Full Participation in Development, 1972-1976, which is now in progress, and other activities underway, such as the efforts by the Entente States to make available to female entrepreneurs funds provided under the AID African Enterprises Loan.

The actions requested below are seen as the first step in the design of activities responsive to the Percy Amendment. In doing further design work ~~and~~ field staff may wish to call upon the following list of possible consultants:

1. Ms. Saralee Owens
USIA
Washington
2. Ms. Kathryn Wallace
Women's Bureau
U.S. Department of Labor
3. Dr. Elsie Austin
USIA-Retired
Washington
4. Dr. Marie Gadsden
Phelps-Stokes Fund
Washington

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5. Ms. Patsy Graves
African-American Scholars Council
6. Dr. Inez Reid
African-American Scholars Council

All have had extensive experience in Africa. For example, Ms. Graves is a former AID direct-hire agriculture extension/home economics advisor in Nigeria. Field staff may also find helpful and wish to order books from the bibliography included as Attachment B which lists research and other texts on women's role in Africa. (Attachment C is one brief item from that list.)

The approach contained in this airgram * and its attachments represents a carefully considered and substantive means of implementing Section 113 of the FAA. The request for information, which was contained in the recent LPCS cable (State 67jll), was needed for other purposes. Information in responses to the cable need not be repeated in replies to this message.

Actions Requested

1. Missions, ADO's and REDSO's are requested to reply by June 1 with ~~xxxxx~~ message describing the role of women in their country as they know it, pinpointing information gaps, reviewing their existing program for activities where there are opportunities for women to be better integrated, and proposing steps they or AID/W can take to implement the Percy Amendment. These steps should include research needs, project revisions/proposals, etc.
2. As part of the message to AID/W requested above, the Missions, ADO's, REDSO's are requested to include a brief section summarizing host country labor legislation affecting employment of women as known to the field now, the Mission's own staffing situation, and proposals on how the Missions might utilize women more effectively either through hiring women to fill vacant positions or through U.S. or local training for those who are now staff members in any capacity.
3. Missions should review their participant training programs and try to find ways by which more women can be considered for training during the Mission-host government selection process.

Attachment A

POLICY PAPER
AFRICA BUREAU ACTIVITIES RELATING TO IMPLEMENTATION OF
SECTION 113 OF THE 1973 FAA

Past Activities

From a cursory review of past AFR activities based mainly on the personal experience and the direct knowledge of those contributing to this background paper and the knowledge of other Bureau personnel to whom they have talked, it is clear that such

CONTINUATION

| POST | NO. | CLASSIFICATION | PAGE | PAGES |
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| AIDTO CIRC A- | | UNCLASSIFIED | 4 OF | 13 |

attention which the concept of integrating women into developing economies has received in the past has been both limited and generally extraneous to the principal objectives of the projects or programs:

- The Ghana OIC project to develop a prototype vocational skills training program trained six women as plumbers and placed them in jobs in 1972; however, this occurred because the particular individuals were unhappy with their initial placement in the secretarial skills training program.
 - Agricultural extension projects in some instances have included women in home economics activities carried out as part of much broader extension programs.
 - Education projects aimed at developing and institutionalizing primary secondary and teacher training schools have benefitted those girls enrolled by giving them the educational background needed for them to qualify for jobs in the modern sector of the economy.
- Family planning, which in Africa has been provided primarily as part of the integrated maternal-child health programs, has been very directly, and almost solely, oriented toward women because of their biological role. The overall objective of FP activities, however, has always been primarily an economic one, i.e., to reduce the birth rate and through that to affect development, principally as measured by per capita income. While the need to educate men about the importance of family planning and to increase African men's use of contraceptives is often mentioned, few FP programs, if any, have come to grips with this problem. Also, we note that FP programs of both the LDC's and aid donors, including A.I.D., seem predominately to be administered and implemented by men.
- PL 480 Title II programs, conducted in Africa principally by voluntary agencies, have given highest priority in recent years to maternal and pre-school feeding and nutrition education in an attempt to maximize the impact of shrinking commodity availabilities on those people for whom nutritional deficiencies can have the most serious effect.

As part of its secondary education program in Uganda, A.I.D. did provide assistance to develop the Tororo Comprehensive Girls Secondary School during FY 1961 to FY 1972. This project was often criticized on grounds that the "girls were only going to get married." While it is safe to assume that a significant majority, if not all, did, in fact, do just that, it would have been very useful if the follow-up study of former students had been completed as planned. The study, which was to be part of the end-of-project evaluation, would have identified what the school's graduates had done since their graduations and, particularly, outside of their homes. Given the traditional roles assigned to women in Africa, one could safely assume that Tororo's graduates have found other ways in which to utilize their educations than as means to attract wealthier husbands.

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A second exception to the general pattern is the Vihiga rural development project in Kenya. Located in a district from which a significant proportion of males have migrated to urban centers, project activities directly involve women more than might otherwise be the case. As one part of the overall project a U.S. private voluntary agency, Partnership for Productivity, receives part of its financial support (about \$40,000 per year) as a grant from project funds to carry out non-formal education for women in business-related activities such as accounting, manufacture and marketing of craft items, and so on.

Outside of the project activities mentioned above, we note that local-hire staffs of many Missions are predominantly or entirely male.

The Role of Women

To effect a change in the above pattern through designing programs to address more directly the problem of integrating women into development, Bureau personnel will need more information than they now have regarding women's roles in African economies. There is not an extensive body of literature to which they can refer although the recently increased interest in women's rights is beginning to bear fruit in this regard. For example, according to the Economic Commission for Africa:

1. African women are responsible for 60-80 percent of the agricultural work and produce more than one-half of the continent's food.
2. They form a vast majority of the commercial persons in many towns and cities.
3. They contribute more than their share of the self-help activities in community development programs.

These statements reflect initial results of ~~analysis~~ analyses being carried out as part of the ECA Five-Year Program of Pre-Vocational and Vocational Training of Women Towards Their Full Participation in Development, 1972-1976. This program involves studies on the impact of modernization on women in rural areas; on women in wage employment; ~~on self-employed women~~ on self-employed women in marketing, industry and services; on vocational training for female school leavers, and on planning for women's participation in national development. Some more specific examples of women's role are as follows.

Agriculture

1. Zaire, Kivu Province - Women and girls are responsible for ploughing, sowing, weeding, transporting produce, carrying water and marketing while men and small boys care for banana trees, clear land, look after cattle, and help with the cultivation of new fields. This traditional division of labor is reportedly typical of much of Central, East and Southern Africa and some parts of West Africa.

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| POST | NO. | CLASSIFICATION | PAGE | PAGES |
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| AID/O CIRC A- | | UNCLASSIFIED | 6 OF | 13 |

2. Sierra Leone - A study limited to farm work and excluding time spent on food processing, water and wood portage, and marketing - usually women's tasks - found that female workers aged 10-14 devoted 45% of their time to farm work; those aged 15-19 devoted 50% of their time to these activities, and those aged 60 and above, 65%. Male workers in the same age groups spent 65%, 90% and 75%, respectively, of their time on farm work.

3. Tanzania - In some traditional areas men work 1,800 hours per year in agriculture, and women, 2,600 hours.

From numerous studies reviewed by the ECA a fairly consistent pattern has appeared: Men are universally responsible for the initial heavy clearing and stumping of new fields. But from that time women progressively share or take over the work of sowing, weeding and harvesting. They also carry the produce to market. It is not unusual for women to care for chickens, sheep and goats, to milk the cows, and to clean the stables. In pastoral societies the division of labor may be such that men care for transport animals and women, for the domestic ones.

There are areas of Africa, however, where farming is strictly the man's job. Southern Dahomey, the cocoa-producing areas of Nigeria, and the Muslim areas of northern Nigeria are examples.

Commerce

The "market mammys" of West Africa are famous for their control of petty trade, but in many cases they play an even larger role in commerce - in Ghana, for example, women reportedly control trade in fish and staple foods by acting as financiers for those industries. African women in other parts of the continent also play a significant role in commerce. In Zambia 41% of the women are estimated to engage in trade while in northern Somalia women dominate the open markets. In the cash crop areas of Zaïre women may walk up to 25km. to market to sell part of all of their excess food crops. Even secluded Muslim women in the northern states of Nigeria engage in trade from their homes.

In most African societies women may keep the proceeds from sales of their own produce. In rural areas this includes excess food crops, processed foods, local beer, and crafted baskets, pots and other items. It may also include foodstuffs which ought to be used at home but which are sold when cash is badly needed. When women carry coffee, rice, cocoa or other cash crops to market, they most often hand over the profits to ~~the~~ their husbands.

The Household

In addition to the above, women bear and nurture the children. High infant and child mortality rates have meant a long series of pregnancies has been necessary for two or three children to survive to adolescence. Women must also prepare food, cook, clean their houses and meet traditional social obligations.

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CONTINUATION

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| AIDTO CIRC | A- | UNCLASSIFIED | 7 OF | 13 |

Processing of food crops - both arable and tree crops - is women's work. Fetching water is also women's work, and in many rural areas there is no readily accessible water supply, thus requiring that heavy loads be carried for miles, sometimes several times daily. Fuel gathering is another women's responsibility which may entail carrying substantial loads of wood or dung for long distances.

The Modern Sectors of African Economies

The impact of modernization on women's role has been mixed at best. The establishment of village water supplies and rural health centers, including those with MCH/FP services, obviously has benefitted women. Those who have high levels of education (secondary school and above) generally seem to have little difficulty finding employment. There are women judges and doctors, for example, in Ghana, Nigeria, Uganda and other countries, and in most states the percentage of women among teachers, nurses, social workers and secretaries is significant and increasing. As in the U.S. and Europe the last four-named job specializations seem to be increasingly "reserved" for women.

Few women, however, are found in managerial and administrative positions, and little change seems to be occurring in this regard. Similarly, the ratio of women to men working in the industrial labor force has remained fairly constant. It appears that percentages of women in the industrial labor force increase almost exclusively when the total economy, or some sector of it, is growing rapidly, or when jobs are implicitly or explicitly identified as feminine fields.

Some modernization has, in fact, adversely affected women. Increased education for children and wage employment available in urban areas for men have together resulted in increased work loads for the women who have remained on the farms. Introduction of farm mechanization tends to drive female farm workers out of economic activity if no substitute work is available since mechanization often affects those tasks traditionally assigned to women. Where cash crops or animal husbandry are introduced, women may add new jobs to their work - for example, poultry schemes in rural areas which are not accompanied by development of local water supplies mean women must fetch extra water. Increasing acreage to grow cash crops necessitates more weeding. Extension services, provided generally by males, are usually developed for export and other significant cash crops, the profits from which are retained by the men. Such services most often are not provided to women so that their farming practices may be more traditional than those of their husbands and male relatives.

In large part the adverse effects of modernization result from ignorance or oversight - both of women's role and of the side-effects of introducing innovations. A contributing factor, too may have been transference to LDC's by aid donors of their own socio-cultural attitudes about women's place and women's role. An illustrative case in point is the effort of a foreign aid donor (identity unknown) to stimulate production of pyrethrum in Kenya through formation of cooperatives. Coops were established, and males enrolled as members. But production fell because the men received the profits directly from the coops and kept the money, which had previously gone to the pyrethrum growers - their wives!

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Finally, there are some legal limitations which affect women's ability to benefit from modernizing efforts. Some countries reportedly do not yet allow married women to have permanent and pensionable jobs in the civil service. Swaziland, we understand, retains a rule that women shall receive two-thirds of male salaries for similar work. Some legislated provisions for ~~mat~~ maternity leave and benefits are so costly to businessmen that they will not employ women. One related result is that many wage earning women are employed on a part-time or day-labor basis where wages are extremely low. Other examples of legislative provisions having an adverse impact involve women's ability to obtain credit and to inherit.

An AFR Strategy and Program

We have included the above rather lengthy section because design and implementation of AID activities to fulfill the intent of Section 113 will have to occur within the societal framework which exists in Africa. The variety of that framework obviously offers great opportunities, but it also presents some limitations.

Additionally, there are other considerations, specific to the Agency, which will affect the nature of AFR activities seeking to involve women more directly in the development process:

The foreign assistance legislation and other expressions of congressional interest direct A.I.D.'s efforts toward food production and nutrition, education and human resources, and population planning and health with increasingly fewer resources to be made available for activities outside those functional categories. Also, the benefits of A.I.D. projects within the designated categories are to accrue to small farmers, etc.

Falling or static appropriations levels combined with rising costs give AFR little flexibility for undertaking new projects despite Agency directives to implement new initiatives and to assign high priority to nutrition, integrated health delivery systems, non-formal education, environmental concerns, and a host of other subjects.

Reductions in overseas personnel, particularly in the technical areas of agriculture, education and health, mean there are now few people in Missions (and even fewer in AID/W) who have the detailed knowledge of socio-cultural practices in-country which has been gained from living and working in rural areas and which can be combined with technical expertise in order to design projects responsive to Section 113.

Because of the above this committee does not advocate another "crash" program requesting or requiring Missions to submit relatively quickly project proposals focused solely on assistance activities for women. However, we believe that evidence of Mission attention to this provision of the 1973 FAA must begin to appear over the

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remainder of FY 1974 and early FY 1975. Consequently, we propose the following guidelines:

That research be an initial emphasis in order to identify for Missions the specifics of women's roles in individual countries and, subsequently, to serve as a basis for revising active projects or for designing new ~~px~~ activities. Such research should be funded either from Mission or AFR feasibility studies funds. FY 1975 and/or FY 1976 funding proposals included in the FY 1976 Field Budget Submission to be submitted next summer should receive favorable consideration.

That where research or existing Mission knowledge identifies specific projects which aim solely at integrating women or expanding their economic contributions, the Bureau review them on the same basis as all other project proposals. We anticipate that the number of such projects will be small but that the non-formal education and health/family planning areas may be the most fruitful.

That, rather than developing projects to benefit only women, the Bureau emphasize building into new projects and revised projects those activities which will enable both sexes to contribute to, and benefit from, development. However, the benefits accruing to women must be identifiable, not inferred.

That the Bureau's main programming focus for implementing ~~Section 113~~ Section 113 be in the agriculture sector in recognition of the extent of women's participation and of the priority AFR already attaches to increasing food production. (In fact, all members of the committee preparing this report were surprised to find how little recognition aid donors apparently have given in the past to women's role in agriculture in Africa.) This recommendation, however, does not mean that other AFR priority programs in education and health, including nutrition and family planning, are to be exempted from consideration in implementation of the Percy Amendment.

That in addition to program considerations AID Missions also extend the same equal employment opportunities to female host country nationals as they are supposed to apply to American personnel when filling both professional and clerical positions.

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| AIDTO CIRC A- | | UNCLASSIFIED | 10 | OF 13 |

Considerations in Program Design

What kinds of considerations should Missions apply when developing program proposals which would be responsive to the concerns addressed by this memorandum? The most basic are, of course: What impact will project activities have on women's economic participation, i.e., are we repeating the experience with the pyrethrum growers? How can we ensure that women will benefit from the project? What obstacles - legal, traditional, or otherwise - exist to proposed activities?

In trying to answer the above questions for an agriculture project, for example, one might further need to ask:

1. Who are the extension agents, and which crops and farm ~~tasks~~ tasks do they emphasize in their contacts with farmers? Are their contacts men, or women, or both? What kinds of advice/services do women receive, and how effective are they?
2. Are improved seeds, fertilizer and other farm inputs made available for export crops or food crops and to whom? For which specific crops are they widely available, available only in small quantities, or not at all? If seed multiplication efforts occur in the private sector, who grows the seeds and who finances these farmers? What opportunities are there for women to participate if they are not already doing so? What opportunities exist to expand their involvement in such commercial operations either singly or groups?
3. Who can obtain agricultural credit and for what crops? Do women benefit from or utilize existing credit programs? Are there legal restrictions to a woman's obtaining credit? What role could women's cooperatives play in expanding credit availabilities? Can women join existing coops, or do they need to form their own?
4. Are small farm tools available which could, along with seeds, fertilizer, improved practices and so on, increase a woman farmer's production by a significant amount without increasing the size of her farm plot, or would an increase in area cultivated be a prerequisite? What incentives are effective in inducing women to increase production of those food crops which it is their main responsibility to grow and/or from which they retain cash earnings?

CONTINUATION

| POST | NO. | CLASSIFICATION | PAGE | PAGES |
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| AEDTO CIRC A - | | UNCLASSIFIED | 11 OF | 13 |

5. Where home economics is part of extension services, what kinds of activities does this entail, i.e., food production, or food preparation and other aspects of the traditional view of "home making"? Can a narrow focus on women's role within the home be re-oriented to focus more on her economic role within the family? How?

The above listing, which is illustrative only, does not refer to activities in the areas of storage, marketing, use and siting of feeder roads, water supplies for the farm and home, small livestock and others, but similar questions could be asked on these subjects too.

Non-formal education proposals can be developed in the same way. We propose in this regard that the Bureau give particular consideration to the capabilities and experience of private voluntary agencies (P.V.O.'s). For example, the YWCA operates excellent urban-based training programs in Ghana, Sierra Leone and Zambia. P.V.O.'s active in the cooperatives field might be utilized as implementing agents in assisting formation and development of coops for women farmers or traders. Many U.S. volags have African affiliates whose staff and/or members are prominent women in their own right and who may be very interested in receiving assistance from the U.S. organization in order to involve their group directly and actively in programs to be operated in both rural and urban locations for vocational training, health education (including nutrition and family planning), business education and so on. In the business education area, however, we believe the focus should be on helping "market mammys" and other women to increase their gains from commerce and to invest those returns in productive activities, for example, rather than to provide additional training in subjects where training is already widely available, i.e., secretarial courses. Use of P.V.O.'s as implementing ~~agents~~ agents might be done either through AID-financed contracts or grants for specific projects or through grants to the volag's headquarters to enable the U.S. organization to undertake such activities on its own. One cautionary note is that many African women's organizations function only as "social clubs"; ~~therefore~~ therefore, one must be selective about relying on them.

Some Mission personnel may have the knowledge and experience in their countries' rural areas to answer the questions posed previously for agriculture. However, most probably do not. To fill the knowledge gap Missions might tap host country university or research institutions, using small amounts of Mission project funds where appropriate to finance the hiring of consultants from social science or agriculture faculties or to fund short surveys of proposed project areas by professors or graduate students during the long (summer) vacations. Where more detailed studies involving U.S. personnel and more significant funding amounts are required, Bureau feasibility studies funds can be utilized.

This committee believes the above approach would be acceptable to host governments. The proposed approach does take into account traditional cultural factors and is responsive to African governments' development priorities and concerns as these are reflected in AID assistance activities in Africa.

CONTINUATION

| POST | NO. | CLASSIFICATION | PAGE | PAGES |
|----------------|-----|----------------|------|-------|
| AIDFO CIRC. A- | | UNCLASSIFIED | 12 | OF 13 |

Similarly, the approach proposed tries to integrate the "Percy Amendment's" provisions within the Missions' program priorities - agriculture and education. The committee has not suggested that AFR do more or change the existing strategy regarding health/family planning activities because of the orientation of existing efforts toward an integrated package of health, family planning and nutrition. It would be appropriate, however, for Missions to give more attention in their health/family planning efforts to activities aimed at making contraception a joint responsibility of both sexes rather than the sole responsibility of one, at identifying and training women to assume responsible positions in the planning, management, and administration of family planning programs, and at extending comprehensive health services to rural areas in a manner which will enable males and females of all ages to benefit equally from such services.

The group additionally proposes that Missions review local-hire staffing to enable them "to practice what AID/W is asking them to preach" with the clear intent that equal employment opportunity concepts which the Agency is to apply to American women in the Civil Service and Foreign Service will also be applied to African women.

Some of the recommendations we are making, however, will initially place an extra workload on field staff. Quite frankly, too, there may also be difficulties due to the attitudes of American personnel both overseas and in AID/W. Provision to the field of reference material available here on the role of women in African countries and on possible consultants who might be able to assist them develop program proposals may alleviate some of this.

Action Recommendations

To enable this strategy to be implemented we propose the following actions:

1. Upon approval of this memorandum a circular airgram be sent to the Missions, ADO's and REDSO's informing them of the background to the message and requesting that they reply by June 1 with messages describing the role of women in their country as they know it, pinpointing information gaps, reviewing their existing program for activities where there are opportunities for women to be better integrated, and proposing steps they or AID/W can take to implement the Percy Amendment. These steps should include research needs, project revisions/proposals, etc. Funding requirements for FY 1975-FY 1976 should be included in the FY 1976 FBS.
2. That as part of the message to AID/W requested above the Missions, ADO's and REDSO's be requested to include a section summarizing host country labor legislation affecting employment of women, the Mission's own staffing situation, and proposals on how the Missions might utilize host country national women more effectively either through hiring women to fill vacant positions or through U.S. or local training for those who are now staff members in any capacity.

CONTINUATION

| PORT | NO. | CLASSIFICATION | PAGE | PAGE |
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| AFR AIDTO CIRC A- | | UNCLASSIFIED | 13 | OF 13 |

... ~~... (or similar documents)~~ ...
 The Bureau include a section on how women will participate in, and benefit from the project.

4. That all Development Assistance Programs (DAP's) include as part of the discussion of equity considerations, a discussion of how women will benefit from the proposed AID program.

5. That monitoring responsibility for this effort be assigned to a specific office in the Bureau which as part of that responsibility should (a) receive and follow-up with other appropriate Bureau offices the field messages requested above; (b) liaise with other AID bureaus or offices, such as OLAB, EEO and PPC, active in this area; (c) be informed on past and present AID activities relevant to Section 113 as well as efforts by other donors; (d) work with Missions, ADO's and/or REDSO's in developing program proposals; (e) review research on this subject or undertake new research as appropriate.

6. That AFR closely follow the progress of the ECA's five-year study program on integrating women into development. (No AFR funding is proposed at this time because OLAB is already providing AID financing for the program.) The Bureau should also be willing to earmark funds under its (Africa Regional) grant to the ECA for that organization's Women's Program of the Human Resources Development Division to support key activities as they may evolve in cases where insufficient foreign or U.S. funds are available and the activity has been approved by the Executive Secretary and the ECA member countries.

7. That the Bureau recommend to the contractor an increase in the number of women participating in the INTERAF and AFGRAD scholarship programs. Missions should also review their participant training programs and try to find ways by which more women can be considered for training during the Mission-host government selection process.

ACTION: LIST "R"

Mail Room - Please send additional ⁵⁰~~50~~ copies to AFR/DP
6671 NS

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46

LIST R FOR A. I. D AIRGRAMS AND TELEGRAMS SEND TO:

LIST R

- 3 ABIDJAN
- 8 ACCRA
- 7 ADDIS ABABA
- 3 BAMAKO
- 3 BANJUL
- 3 CONAKRY
- 5 DAKAR
- 5 DAR ES SALAAM
- 3 FREETOWN
- 4 KHARTOUM
- 8 KINSHASA
- 10 LAGOS
- 7 MBABANE
- 10 MONROVIA
- 12 NAIROBI
- 3 NIAMEY
- 3 NOUAKCHOTT
- 7 RABAT
- 11 TUNIS
- 4 YAOUNDE

CAPTIONS

DAR ES SALAAM FOR USAID AND RDOEA
NAIROBI FOR USAID AND REDSO/EA

AFRICA MISSION PREFERENCES ON REGIONAL PROJECT SERVICES

In preparation for this Project Paper Amendment, AFR/RA polled Africa USAID Missions by cable¹ for their views on broadening the scope of the regional project to include: women's component add-ons, design assistance in WID for new subprojects, design assistance in WID for new, bilateral non-women-specific projects, and training of host country women in project design techniques. The following table summarizes Missions responses.

| USAID Mission | Favored women's component add-on | Favored WID design TA for new umbrella subprojects | Favored WID design TA for new non-women-specific bilateral projects | Favored training of host country women in project design |
|---------------|----------------------------------|--|---|--|
| Burundi | X | | | X |
| Botswana | X | (X)* | X | |
| Cameroon | X | | | |
| Ghana | X | X | X | X |
| Guinea | X | X | X | X |
| Lesotho | X | (X) | X | |
| Liberia | X | X | | X |
| Sierra Leone | | X | | |
| Somalia | | | | |
| Sudan | | | X | X |
| Swaziland | X | X | X | |
| Tanzania | X | (X) | X | X |
| Togo | X | X | X | X |
| Zambia | X | X | X | |
| REDSO/E | | | | |
| REDSO/W | | | | |

*Parentheses indicate that AFR/RA has extrapolated from cable response that Mission favored this option.

¹See attachment to this Annex for text of AFR/RA cable.

Tabulation of these results shows that of the 14 USAIDs responding, 11 endorsed the women's component add-on option, nine supported design assistance in WID for new subprojects, 10 favored design assistance in WID for new, bilateral non-women-specific projects, and seven approved of training of host country women in project design techniques. The two REDSOs were negative across the board, although REDSO/East Africa strongly supported continued funding of women-specific subprojects.

Missions also articulated a need for various other services, such as assessing the capability of the host country institution to manage projects, prior to training in project design; making a roster of WID consultants available to USAIDs; funding special research on WID; and offering host country women pre-project implementation training.

On balance, it can be said that Missions enthusiastically supported continuation of the regional project and the widening of its mandate to offer the above-mentioned options. This amendment has tried to take careful account of Mission preferences.

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Department of State

OUTGOING
TELEGRAM

PAGE #1 STATE 197669
ORIGIN AID-35

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STATE 197669

031398 AID120

ORIGIN OFFICE AFRA-03
INFO AAAF-01 AFEM-01 AFEA-03 AFSA-03 AFFW-04 AFCW-03 AFOP-02
AFHA-01 AFDR-06 AFCA-03 CHG-01 PPCE-01 P DPR-01 PPPB-02
PPEA-01 PPIA-02 FM-02 PDC-02 VID-01 AADS-01 DSAG-02
DSHE-01 DSM-03 POP-04 CH8-01 ES-01 AAID-01 AGRI-01
HEV-03 AFDA-01 3B-00 /868 A2 000

SPECIFIC, EXPERIMENTAL SUBPROJECTS TO ASSIST WOMEN IN SUCH
AREAS AS AGRICULTURAL PRODUCTION, SMALL ENTERPRISES, HEALTH/
NUTRITION/SANITATION, LITERACY, SKILLS TRAINING, AND FAMILY
PLANNING. IMPLEMENTING AGENCIES CAN BE HOST COUNTRY
GOVERNMENT INSTITUTIONS AND INDIGENOUS AND U.S. PVOS. TO
DATE PROJECT HAS APPROVED 15 SUBPROJECTS AND OBLIGATED 12.
INDIVIDUAL SUBPROJECT FUNDING HAS AVERAGED ABOUT DOLS
100,000 PER PROJECT.

INFO OCT-00 /035 R

DRAFTED BY AID/AFR/RA:MARIEGELMAN
APPROVED BY AID/AFR/RA:EDCONROY
AID/AFR/RA:EGRUOFF
AID/AFR/RA:JBCARSON
AID/AFR/DR:HSHAW
; ID/AFR/SA:MVDAGATA
AID/AFR/CA:JKWILHELM
AID/AFR/CWA:FJSPENCER
AID/AFR/EA:HJOHNSON (PHONE)
AID/PPC/VID:PGODDARD (PHONE)

2. RECENT EVALUATION OF SEVEN SUBPROJECTS HIGHLIGHTED
VARIOUS ISSUES WHICH WILL BE ADDRESSED IN PROJECT PAPER
AMENDMENT NOW BEING PREPARED. AFR/RA BELIEVES THAT MISSION
INPUT AT THIS POINT ON SOME OF THESE ISSUES WILL IMPROVE
CHANCES OF REVISED PROJECT MORE EFFECTIVELY MEETING NEEDS
OF AFRICAN WOMEN WITHIN CONTEXT OF MISSION PROGRAMMING
REQUIREMENTS.

3. ISSUES INCLUDE THE FOLLOWING:

DESIRED DISTRIBUTION
ORIGIN AFRA CH 6 CH 8 INFO AAAF AFEM AFEA AFSA AFFW AFCA AFCW AFOP
AFDA AFHA AFDR PPIA PPEA PPCE PDPR PPPB PDC VID FM AADS DSAG DSHE
DSN POP ES AAID AGRI HEV 3B-00 END

- - A. WHETHER TO BROADEN MANDATE OF UMBRELLA PROJECT TO
PERMIT FUNDING OF WOMEN'S COMPONENT ADD-ONS TO EXISTING
BILATERAL PROJECTS IF MISSIONS DESIRED. DO MISSIONS SEE
A NEED FOR THIS FUNDING MECHANISM? IS IT ADMINISTRATIVELY
FEASIBLE? AFR/RA-FUNDED CONTRACT DESIGN ASSISTANCE IN
VID WOULD BE AVAILABLE, IF THIS OPTION APPROVED. WISH TO
POINT OUT THAT MODIFYING EXISTING PROJECTS TO INCLUDE
WOMEN'S COMPONENTS WAS MENTIONED AS AREA FOR ACTION IN
REFTEL FROM ADMINISTRATOR BENNET. AT PRESENT TIME PROJECT
IS LIMITED TO WOMEN-SPECIFIC EFFORTS ALONE.

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P 260549Z JUL 80 ZEX
FM SECSTATE WASHDC
TO AMEMBASSY ABIDJAN PRIORITY
AMEMBASSY ACCRA PRIORITY
AMEMBASSY ADDIS ABABA PRIORITY
AMEMBASSY BUJUMBURA PRIORITY
AMEMBASSY CONAKRY PRIORITY
AMEMBASSY COTONOU PRIORITY
AMEMBASSY DAR ES SALAAM PRIORITY
AMEMBASSY DJIBOUTI PRIORITY
AMEMBASSY FREETOWN PRIORITY
AMEMBASSY GABORONE PRIORITY
AMEMBASSY KAMPALA PRIORITY
AMEMBASSY KHARTOUM PRIORITY
AMEMBASSY KIGALI PRIORITY
AMEMBASSY KINSHASA PRIORITY
AMEMBASSY LAGOS PRIORITY
AMEMBASSY LILONGWE PRIORITY
AMEMBASSY LUSAKA PRIORITY
AMEMBASSY MASERU PRIORITY
AMEMBASSY MBABANE PRIORITY
AMEMBASSY MOGADISHU PRIORITY
AMEMBASSY MONROVIA PRIORITY
AMEMBASSY NAIROBI PRIORITY
AMEMBASSY PRAIA PRIORITY
AMEMBASSY YAOUNDE PRIORITY
AMEMBASSY LOME PRIORITY

- - B. WHETHER TO PROVIDE VID TECHNICAL ASSISTANCE IN
DESIGNING NEW, NON-WOMEN-SPECIFIC BILATERAL PROJECTS.
MISSIONS COULD REQUEST UMBRELLA PROJECT FUNDING TO SUPPORT
VID EXPERT OR PP DESIGN TEAM OR FOR PRE-IMPLEMENTATION
FEASIBILITY STUDIES/BASELINE DATA COLLECTION.

- - C. WHETHER TO OFFER TRAINING IN PROJECT DESIGN FOR
HOST COUNTRY WOMEN.

4. IN FUTURE AFR/RA INTENDS TO ALLOT SUBPROJECT FUNDS
DIRECTLY TO USAIDS. ANTICIPATE THAT SUBPROJECT PID
APPROVAL AND ALLOTMENT PROCESS WILL BE SIMILAR TO THAT FOR
AIPS. MISSION WILL HAVE FULL RESPONSIBILITY FOR SUB-
PROJECT IMPLEMENTATION.

5. WOULD APPRECIATE SHORT PRIORITY REACTION ON ABOVE
LISTED ISSUES SO AS TO FACTOR MISSION THINKING INTO PP
AMENDMENT. CHRISTOPHER

UNCLAS STATE 197669

AIDAC NAIROBI FOR AID AND REDSO/EA

E.O. 12865: N/A

TAGS:

SUBJECT: EXTENSION OF AFRICAN WOMEN IN DEVELOPMENT (WID)
PROJECT (698-0388)

REF: STATE 155956

1. AFR/RA CURRENTLY REVISING AND EXTENDING SUBJECT PROJECT
TO RUN THROUGH FY 85. PROJECT, WHICH BEGAN OPERATIONS IN
1976, IS A REGIONAL UMBRELLA EFFORT WHICH FUNDS COUNTRY-

UNCLASSIFIED

ORIGINAL

| | | |
|--|--|--|
| AGENCY FOR INTERNATIONAL DEVELOPMENT PROJECT PAPER FACESHEET | 1. TRANSACTION CODE <input type="checkbox"/> A ADD <input checked="" type="checkbox"/> B CHANGE <input type="checkbox"/> C DELETE | PP 2. DOCUMENT CODE <div style="border: 1px solid black; padding: 2px; width: 20px; margin: 0 auto;">3</div> |
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|--------------------------------------|---|
| 3. COUNTRY/ENTITY Africa Regional | 4. DOCUMENT REVISION NUMBER <div style="border: 1px solid black; width: 20px; height: 20px; display: inline-block;"></div> |
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| 5. PROJECT NUMBER (7 digits) <div style="border: 1px solid black; padding: 2px; width: 100px; display: inline-block;">698-0388.11</div> | 6. BUREAU/OFFICE A. SYMBOL AFR | B. CODE <div style="border: 1px solid black; padding: 2px; width: 30px; display: inline-block;">06</div> | 7. PROJECT TITLE (Maximum 40 characters) <div style="border: 1px solid black; padding: 2px; width: 90%; display: inline-block;">WID - Profile of Liberian Women</div> |
|--|--------------------------------------|---|--|

| | |
|---|--|
| 8. ESTIMATED FY OF PROJECT COMPLETION <div style="border: 1px solid black; padding: 2px; width: 30px; display: inline-block;">80</div> | 9. ESTIMATED DATE OF OBLIGATION A. INITIAL FY <div style="border: 1px solid black; padding: 2px; width: 30px; display: inline-block;">719</div> B. QUARTER <div style="border: 1px solid black; width: 20px; height: 20px; display: inline-block;"></div> C. FINAL FY <div style="border: 1px solid black; padding: 2px; width: 30px; display: inline-block;">719</div> (Enter 1, 2, 3, or 4) |
|---|--|

| 10. ESTIMATED COSTS (\$000 OR EQUIVALENT \$) - | | | | | | |
|--|----------|--------|----------|-----------------|--------|----------|
| A. FUNDING SOURCE | FIRST FY | | | LIFE OF PROJECT | | |
| | B. FX | C. L/C | D. TOTAL | E. FX | F. L/C | G. TOTAL |
| AID APPROPRIATED TOTAL | 90 | 45 | 135 | 90 | 45 | 135 |
| (GRANT) | (90) | (45) | (135) | (90) | (45) | (135) |
| (LOAN) | () | () | () | () | () | () |
| OTHER U.S. 1. | | | | | | |
| OTHER U.S. 2. | | | | | | |
| HOST COUNTRY | | | | | | |
| OTHER DONOR(S) | | | | | | |
| TOTALS | 90 | 45 | 135 | 90 | 45 | 135 |

| 11. PROPOSED BUDGET APPROPRIATED FUNDS (\$000) | | | | | | | | | |
|--|-------------------------|--------------------|---------|---------------------|---------|--------------------|---------|--------------------|---------|
| A. APPROPRIATION | B. PRIMARY PURPOSE CODE | PRIMARY TECH. CODE | | E. 1ST FY <u>79</u> | | H. 2ND FY <u>-</u> | | K. 3RD FY <u>-</u> | |
| | | C. GRANT | D. LOAN | F. GRANT | G. LOAN | I. GRANT | J. LOAN | L. GRANT | M. LOAN |
| (1) EH | 700 | 740 | - | 135 | - | - | - | - | - |
| (2) | | | | | | | | | |
| (3) | | | | | | | | | |
| (4) | | | | | | | | | |
| TOTALS | | | | 135 | - | - | - | - | - |

| A. APPROPRIATION | N. 4TH FY <u>-</u> | | Q. 5TH FY <u>-</u> | | LIFE OF PROJECT | | 12. IN-DEPTH EVALUATION SCHEDULED |
|------------------|--------------------|---------|--------------------|---------|-----------------|---------|---|
| | O. GRANT | P. LOAN | R. GRANT | S. LOAN | T. GRANT | U. LOAN | |
| (1) EH | - | - | - | - | 135 | - | <div style="border: 1px solid black; padding: 5px; width: 60px; margin: 0 auto;"> MM YY </div> |
| (2) | | | | | | | |
| (3) | | | | | | | |
| (4) | | | | | | | |
| TOTALS | - | - | - | - | 135 | - | |

13. DATA CHANGE INDICATOR. WERE CHANGES MADE IN THE PID FACESHEET DATA, BLOCKS 12, 13, 14, OR 15 OR IN PRP FACESHEET DATA, BLOCK 12? IF YES, ATTACH CHANGED PID FACESHEET.

1 1 = NO
 2 = YES

| | |
|--|--|
| 14. ORIGINATING OFFICE CLEARANCE SIGNATURE E. Dennis Conroy <i>E. Dennis Conroy</i> TITLE Director, AFR/RA | 15. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION DATE SIGNED <div style="display: flex; justify-content: space-around;"> <div style="border: 1px solid black; padding: 2px;">MM</div> <div style="border: 1px solid black; padding: 2px;">DD</div> <div style="border: 1px solid black; padding: 2px;">YY</div> </div> <div style="display: flex; justify-content: space-around; margin-top: 5px;"> <div style="border: 1px solid black; padding: 2px;">03</div> <div style="border: 1px solid black; padding: 2px;">21</div> <div style="border: 1px solid black; padding: 2px;">79</div> </div> |
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PROFILE OF LIBERIAN WOMEN

Nov. 24, 1978

BACKGROUND

In May of 1975 the Liberian Federation of Women's Organization (LFWO) revised its constitution to provide for an expanded involvement in cultural and development activities for Liberian women. "The objectives of the Liberian Federation of Women's Organizations shall be to unite all women's organizations in continued efforts to help improve the educational, economic, social, cultural, spiritual and general welfare of the nation". With these objective in mind the LFWO has already undertaken two activities for the benefit of women. In 1975, with minor assistance from UNESCO for training seminars and materials, the LFWO initiated a pilot literacy campaign through the establishment of women's literacy classes in three of the counties. The LFWO has also been instrumental in the establishment of a day-care center for market women at the Rally Time Market in Monrovia.

In exploring possibilities for new and/or expanded activities directed toward women the LFWO officers found relevant materials and publications lacking. With the growing interest of international organizations, donor agencies and national governments in women-related projects, the LFWO identified the need for a "profile" of Liberian women to provide a national base for active projects. Informal discussions with USAID at first were limited to the legal status of women in Liberia. Gradually the concept of the "profile" broadened to include other socio-economic factors and the LFWO realized that such a profile could not be designed, researched, and produced with part-time efforts. Officers of the LFWO are professional women with positions of responsibility in the Government of Liberia ministries. The current president, Mrs. Leona Chesson, is Assistant Minister for International Affairs in the Ministry of Foreign Affairs and the National Vice President, Dr. Doris Banks-Henries, is

Director of Higher Education & Textbook Research, Ministry of Education. In order to collect information on women from existing sources and to generate new information it was necessary to look outside of the LFWO to seek involvement.

On the basis of an outline of topics to be considered in the profile, and at the request of the LFWO, USAID provided a short-time consultant, Dr. Carolyn Bledsoe, to assist with the drafting of a proposal for the development of a profile of Liberian women. Dr. Bledsoe's previous experience in Liberia and her sensitivities as an anthropologist were valuable in shaping the profile to meet short-time as well as long-term research goals. The LFWO has slightly recast Dr. Bledsoe's proposals for an increased proportion of Liberian researchers and USAID has assisted with couching the proposal in the AID design format.

The LFWO has received assurance direct from the President of Liberia of GOL budgetary support for this project as well as assurance that any follow-on activities will receive favorable GOL consideration and support. The research data from this project will be used by a number of GOL ministries to include the Ministry of Planning and Economic Affairs, the Ministry of Health and Social Welfare, the Ministry of Local Government, Rural Development and Urban Reconstruction, the Ministry of Agriculture and the Ministry of Labour, Youth and Sports. This data will as well be made available to the international donor community, the University of Liberia, and to individuals interested in doing research in Liberia. The final report and publications collected during the initial phase of this project will form a core research library on Liberian Women. Any additional research by other agents will be added to assure the latest information on Liberian women will be available for use in Liberia. The data will as well form the basis of a National Plan of

Action to improve the status of women in Liberia. The LFWO plans to launch its first development project in the national plan by 1980, the mid point of the International Women's Decade.

PROJECT DESCRIPTION

The purpose of the profile of Liberian Women is to provide basic data on women in Liberia to the Government of Liberia and to interested donors for use in influencing development decisions and programs. The purpose is broken down into three components of collection of existing data and information, identification of discrete projects that could be profitably undertaken by the LFWO or other agencies, and the conduct of intensive research in potential target areas for women's involvement in development projects. The project framework is provided in Annex A.

The primary focus of the profile is the rural woman who engages in subsistence agriculture, cash cropping, and marketing, although it is recognized that rural women are inextricably linked with urban centers by choice as well as by necessity. Therefore, urban activities will be considered mainly as they provide background information with which to analyze rural patterns.

The proceeding sections of this proposal identify the resources required to conduct the profile, define the broad research methodologies and organization of the research, and establish a timetable for the component parts of the profile. These components are divided into two phases, that of the review of background literature and statistics and that of the intensive research studies. The project will take two years at an estimated total cost of \$203,000 with contributions from the LFWO and GOL agencies totalling \$66,000 and a total of \$137,000 requested from USAID. (The proposed budget appears as Annex C.) Prior to execution of the project grant agreement, the LFWO will provide written evidence of GOL budget availability and the name of the principal Liberian counter-

part (the Project Director) to USAID.

A. Legal Status

It is important to understand how Liberian laws provide benefits and constraints that affect women both directly and indirectly. Of particular interest to women are laws pertaining to property (ownership, acquisition, disposal), inheritance, employment and business (restrictions, protection, wages, credit), suffrage and civil rights, (voting, bondage, contracts) education, and domestic relations (marriage, divorce, polygamy, rights in children, how marital status affects property and inheritance rights, and so on). What is the effectiveness of these laws in actual day-to-day life. Some pertinent issues: To what extent are women aware of their legal rights under statutory law? To what extent do they attempt to exert their rights? What barriers prevent women from exerting their rights? (e.g., cost of litigation, lack of knowledge, lack of personal connections, etc.) How consistently - and fairly - are legal decisions made in cases involving women? It should be noted that research efforts should be constructed so as to determine which women are able to exert their rights: Not just numbers of women or impressions of general trends. We are interested here in the circumstances that facilitate or inhibit legal actions involving women. Because two main kinds of legal systems, statutory (laws provided by the constitution) and customary (laws indigenous to tribal groups) coexist in Liberia, it is necessary to divide the investigation accordingly.

1. Statutory Law

The study will examine laws in the constitution that affect women and male-female relations. Laws pertaining to property, inheritance, and so on, as outlined above, will be the focus.

2. Customary Law

Legal issues that affect women and male-female relations in customary

law should be examined similar to those outlined in statutory law. Because there are many different tribal groups in Liberia, however, several sets of customary laws should be considered individually and then compiled to show general similarities.

3. Relationship between Statutory and Customary Legal Systems. Several issues arise here. (1) How do the two legal systems, statutory and customary, differ in their effects on women? How are they similar? (2) To what extent are individuals, especially women, aware of these differences or similarities? (3) To what extent does justice under one system make justice under the other difficult? (4) Under what circumstances can or do individuals employ one system or the other? e.g., more advantages given to women in a specific domain of law in one system may influence a man to choose the other when seeking divorce. (5) To what extent can women afford litigation under one system or the other, and how does this affect which one they select?

Methods

Compile the existing material and assess the logical effects of these laws on women. Legal authorities in the Ministry of Justice, judges, and others who specialize in such laws should be consulted.

Suggested Sources, See Annex B

B. Education

This section of the study will examine women's access to and participation in educational institutions. Regular academic programs, technical and vocational training and non-formal education (e.g., health education) will be examined. Socialization practices in rural and urban areas can also be looked at as well as the Sande Society, although secondary sources only are recommended for this study.

We also want to consider the extent to which education, or the lack of it, influences opportunities for employment, migration, and so on. We are particularly interested here in which women become educated and what allows them to do so; and conversely, which women do not acquire education and why.

We are also interested in comparing women's access to and benefits from education with that of men. Ethnic group membership, proximity to roads and schools, wealth, and so on seem to be some of the relevant variables to consider.

Also of interest to investigate is women's interest in facilitating education for others, e.g., their relatives, wards, or constituents, as in the case of female political leaders. Contribution to individuals' educations as well as helping to build schools can be examined.

Methods

Compile the existing materials and address the issues raised in the introduction to this section, noting where the literature is inadequate to provide enough background information.

Suggested Sources: See Annex B

C. Employment and Economic Status

Economic factors and employment lie at the base of many other social patterns. Therefore, it is important to examine as carefully as possible the contributions of women and men to subsistence production, marketing, business, and professional and paraprofessional occupations. Also of concern to this study is the impact of the cash economy, migration, and changing patterns of land use on women and family patterns.

1. Agriculture

It is common knowledge that most Liberian women engage in farming or gardening to meet their families' subsistence or cash needs. Of interest to this particular study, therefore, is specific roles of women in agriculture, (subsistence farming and cash cropping) and the ways in which these roles are related to the urban sector through migration, marketing, wage employment, and education. As in previous sections, we are interested in variation: which women or men—under what circumstances, engage in agriculture, and

under what conditions do they abandon particular farming tasks or adopt new ones? What, if anything, happens to the status of women as their contribution to subsistence production declines? How does increasing use of cash and cash cropping affect women's production roles? How do opportunities in agriculture affect migration patterns?

2. Marketing

Marketing and small business provide income for large numbers of Liberian women. Some issues to consider are the kinds of goods marketed; the ways in which they are sold (individually or through wholesalers or cooperatively); how far agricultural goods are transported from farms by people, automobile, boat, or plane; the stability of market prices; etc. Of primary importance to this study is the sexual division of labor in marketing, who profits, and how profits are spent. It is also important to consider which women go into marketing, and why.

Conversely, it is important to discover not only why certain individuals are successful in marketing, but also why others are not successful in their marketing ventures.

3. Small businesses (crafts, shops, etc.)

Small businesses can also be viewed in terms of their relationships to rural economies. Several issues to be investigated are: What kinds of small businesses exist, and where? What kinds of loans or credit are available to what kinds of businesses? (e.g., is credit harder to obtain in rural areas?) What kinds of competition are there for small businesses in rural/urban areas? Conversely, why do businesses fail? And, of course, how do women figure in all these issues? Do they face more obstacles in getting credit, for example? If so, why? What specific roles in business do they engage in? How can their benefits be increased?

4. Large businesses, service industries, professionals, and paraprofessionals.

This part of the study can examine the role of women in the business and service industries as well as the kinds of people who hold professional jobs (e.g., medicine, law, administration, academic) and paraprofessional jobs (e.g., clerical personnel, domestics, extension agents). Roles that only women occupy (e.g., midwives, prostitutes) can be considered here as well. Although most of these employment opportunities are found in urban areas, their availability affects rural women's decisions to migrate, acquire education, and so on. What are the participation rates for men and women in these roles? How do organized labor unions affect employment? What is the relation between people engaged in these roles and the rural/subsistence farming sector (e.g., migration patterns, economic interdependence)? Which individuals tend to get these jobs? Which are turned down? Are men/women given preference in certain jobs that could be open to both? Which jobs would women prefer if they could get training similar to men? Are there certain jobs in which women might do particularly well (e.g., as rehabilitation officers in prison programs)?

Methodology

Compile existing literature, addressing the issues raised in the introduction to this section, noting where the literature is inadequate to provide enough background information.

Suggested Sources: See Annex B.

D. Families and Domestic Groups

Since much of most women's time and energy is spent in family and domestic contexts, it is important to consider these topics. First, what roles do women and men perform in domestic groups? (Their roles in agriculture have already been considered in the section on economics.) Under what conditions do these change? How do women and men allocate labor to other

household members ow does wealth, or lack thereof, affect these patterns?

In terms of relationships within families and domestic groups, what kinds of kin ties do people identify as important? What kinds of marriages are there? How do these different types of marriages affect women's legal and social status? What options or constraints do women in particular face with different kinds of conjugal union? How many children do parents want/have? What roles do they perform? Why do people want children? How are children treated? Does the sex of a child influence the way in which he/she is treated? Which children work to support the family? Which are educated? How does the wardship system work? What do parents hope for their children's futures? Under what conditions do all these patterns hold? How do they change?

Health and nutrition can also be considered in the family and domestic context. Women are usually responsible for providing and preparing their families' meals, and they are close to children who need health care. Therefore, women are the most logical people to focus health and nutrition attention on. Some relevant issues here are: What concepts do people have of health and disease, nutrition and malnutrition? Who decides when to take a sick or malnourished person for medical treatment? What kinds of ailments are brought to native doctors/health clinics/hospitals? What roles do midwives play in advising women about birth control/abortion/pregnancy/delivery? How accessible are modern health facilities? What are people's attitudes about them?

Methodology

Compile the existing literature on Liberian families and domestic groups, and address the issues raised above. Note where the literature is inadequate to answer.

Suggested Sources: See Annex B.

E. Politics

The ability to make or influence decisions in the political area has important implications for individuals' status. How do participation rates in formal political roles differ for men and women? (Roles such as government offices as well as more traditional ones can be examined here.) How do individual women achieve political office? Is patronage from powerful men required? If so, what is the nature of this patronage? Are there differences between the ways government and traditional offices are achieved? If so, what are they? What is the nature of men's versus women's relationships to their constituents? Do the subordinates who work for them?

It is now recognized that although women usually do not have as much access to formal political office as men, they nonetheless exert informal power in the home or place of work. Thus, it is useful to examine women's informal influence in decision-making processes. How do women exert influence with people such as husbands, co-wives, or relatives with superior status? Does the kind of influence a woman uses vary with her position in society? What kinds of decisions are women formally excluded from? Are all women excluded from these decisions? If not, which women participate in them? If certain women cannot participate in particular decisions, how do they pressure people informally to accede to their desires?

Methodology

Compile the literature and any statistical information existing on women in Liberian politics. Note where the information is inadequate to answer the issues raised above.

Suggested Sources: See Annex B.

By-Product of Phase I...

Copies of all relevant publications will be shipped to Liberia by the Project Coordinator to form the beginnings of a reference library for use by project personnel, the LFWO and other interested parties. At the completion of Phase I, the Project Coordinator will prepare a report summarizing his/her review of the existing literature and identifying at least three areas where intensive research could best be performed to add to the body of research which has already been conducted. This report will be submitted to the Project Committee for review. Within two months, the Project Committee will make final determination as to which three intensive research studies will be performed during Phase II of the project.

Phase II: Intensive Studies

Four areas have been identified as potential development target areas in which intensive research would be desirable. These are described below in the order of priority. However, the design and focus of each topic can be revised at the discretion of the Project Coordinator with approval of the Project Committee. Additional topics not described here may as well be suggested for consideration by the Project Committee prior to final selection of the three intensive studies which make up Phase II of the project.

Two studies will be conducted by the Project Director, assisted by two Liberian assistants. One study will be conducted by the Project Coordinator with one research assistant. The Project Coordinator, however, will be responsible for the design of all three studies to be conducted. Liberian high school or university students (or other qualified people) can be hired to do most of the actual fieldwork. The project director should select and supervise a two-month training session of 15 potential fieldworkers. This training should be geared to the nature of the study,

and should be held in July - August, 1979. At the end of this two-month period, ten field-workers should be selected for participation in the actual studies: four to work with the main project directors, and two with the graduate student director. Their salaries, at least \$75.00 (U.S.) per month during the training period, should now be raised to \$150.00 per month for full time work, and adjusted for part time work. These salaries will hold for the nine month duration of their services.

To cut research costs as well as utilize local experts, the project director will make use of Peace Corps Volunteers as well as extension workers in the collection of field data and for background information.

At the end of the intensive study phase (May, 1980), the coordinator of the entire project will spend three months in Liberia and an additional four months upon return to the U. S. (September - December, 1980) compiling the data, writing up the project, and preparing the major findings for publication.

Rational and General Focus for the Intensive Studies

The intensive studies are designed to focus special attention on topics which the LFWO and USAID feel are priority areas. Considering the record of development agencies' past failures to deliver development benefits evenly to men and women, it would be unwise to begin major development projects without sound analyses of the existing situations and the likelihood for success. Such careful analyses should benefit not only Liberian recipients of development aid, but should also provide groundwork for other development projects in Africa.

In each of the projects initiated, efforts should be made to supplement the background information (literature and statistics) with detailed micro-level data to identify specific problems and determine ways to deal with them. It should be emphasized that our concern is with

variety: not with "I...ian women." Which women under which circumstances, do what? Relevant variables may include age, sex, wealth, ethnic group, territorial location, religion, political status, and so on. By examining these questions in terms of variables such as these, it is hoped that development planners will gain clear ideas on how to proceed with projects. For they will know which people under what circumstances are likely to profit from particular development projects, and, just as important, which people under what circumstances are likely to suffer.

The projects spelled out here are not meant to be discrete items of research, unrelated to each other and to the first phase of the study. They should complement each other, and be constructed so as to provide information usable to all of them.

Suggested Methodology for the Intensive Studies

1. Construct a survey questionnaire to probe the relevant issues in depth; stratify the population according to variables such as ethnic group, wealth, access to roads and schools, and so on; sample the population; and administer the questionnaire.
2. Select a sample of those given the questionnaire to study intensively. These individuals should be interviewed and observed in daily life for at least a week to discover important factors influencing patterns that were not apparent from the results of the literature search and the questionnaire.

A. Agriculture

One project recommended for intensive study is an analysis of subsistence and cash cropping activities. The GOL is aiming to make Liberia self-sufficient in rice production by 1980. (Rice is the staple crop of Liberia). Therefore, it seems worthwhile to focus on rice production,

although other staple and cash crops may be considered as they relate to rice production. Extensive research needs to be done on the division of labor by sex, age, area, and so on. What kinds of agricultural decisions do women make? What kinds do men make? Under what conditions does the division of labor change? (Any observed division of labor should not be assumed to be an untouched pattern handed down over the ages as "traditional" practice. Groups change subsistence practices constantly in response to new economic and political pressures. However, data on current agricultural labor patterns is useful to establish a base-line of information and to draw upon for development ideas.) An important question to consider here is the conditions under which subsistence crops are sold. What is women's input into these decisions? Do they ultimately benefit from selling subsistence crops? Another aspect of women's role in agriculture that seems worthy of particular attention, is the nature and extent of women's participation in agriculture development projects. A careful analysis should be made of one or two projects either in their incipient stages or in progress, to determine the nature of women's participation as well as interest in the projects. Relevant questions to ask here are: How many women versus men participate in the projects? How do their roles differ? What benefits accrue to participants? What problems have arisen as a result of their participation (e.g., harder work, loss of rights in subsistence farmland, less time for other activities)?

Conversely, nearby women who do not participate in agricultural development projects should be questioned and observed to discover why they are reluctant or unable to do. To gain a balanced picture, of course, men who participate or do not participate in the projects should be studied as well.

B. Law

The relationship between law and women's opportunities to keep pace with modernization is important to examine. Laws pertaining to property rights,

inheritance, a tenure seem particularly, fruitful to examine, especially as they pertain to credit available to women. Here the issues of agriculture, as spelled out in the agriculture project, and law are interrelated.

The investigation requires a detailed analysis of laws (both statutory and customary) regarding credit and agricultural loans. How do individual men and women gain credit in different areas or ethnic groups? Does marital status play a role in determining women's access to credit? Is property ownership necessary for women to acquire credit or loans? If so, does their legal status prevent them from owning property which is adequate for collateral?

In terms of inheritance, what laws govern the transference of property to men and women? Does the nature of the property determine who inherits it? Does a woman's marital status affect her inheritance rights?

In terms of methodology, it should be reiterated that we are concerned here with which men and women are able to ~~exert~~ their rights, and under what conditions. We are also interested in ascertaining the degree to which day-to-day reality in court cases or informal disputes are resolved as statutory or customary laws would seem to dictate. Observations of court cases as well as interviews with judges and court participants are essential. People not currently involved in court cases should also be interviewed to ask why they did ~~di~~ or did not bring cases to tribal or statutory courts. Knowledge of specific laws and how they do or do not correspond with reality should make it possible for the GOL to assess the feasibility of changing laws to aid women; and, if so, how to do this.

C. Family Planning

This study will examine the feasibility of intensifying family planning efforts among low income Liberian women. Development planners have often found that birth control information and supplies, for example, may be

ning efforts, and others are not. Variables such as age, ethnic group religion, wealth, education, etc., are relevant variables to consider here.

However, it is also important to consider the social context within which people make fertility decisions. Why do people want children? How much influence do men/women/parents/other relatives have in deciding to limit or increase the number of children in a family? Under what conditions do they change their minds? What do people fear or hope for when they seek to increase or limit their children? Can policy on the part of the GOL influence individuals' decisions?

D. Urban Housing

Conditions in rural areas influence people's needs or desires to migrate to urban areas. One project could examine the relationship between rural situations and migration to Monrovia or other Liberian urban centers to see why people move, and how women in particular fare in these moves.

Housing is a prime concern.

On the one hand the GOL is trying to improve housing conditions for the urban poor, but on the other, attempts to move people to better housing as well as the original move from rural areas, may result in breaking down extended family networks which offer economic security to families. How does this work out in actual fact? Since women are often the direct beneficiaries of extended family ties, do they ultimately suffer from housing projects? If so, in what ways?

A More diffuse but equally important question regarding urban housing is people's perceptions of their conditions in what Westerners might call "slums", versus their perceptions of new conditions. Do people really think their conditions are improved? If so, in what ways? If they perceive conditions as having deteriorated, in what ways? Are women's perceptions different from those of men?

The proposed LFWO project on women will probably coincide with major government efforts to relocate low-income urban dwellers. Thus, it might be useful to ask "slum" dwellers how they perceive their conditions before they move, and then follow up on their perceptions several months after they are relocated.

End of Project Outputs:

1. A core library of relevant literature will be established in Liberia. Members of the LFWO, Government of Liberia Ministries, the international donor community, the University of Liberia and individuals interested in doing research in Liberia will have access to this material.
2. A final report which includes major findings from both the Phase I and Phase II activities will be distributed to the Government of Liberia Ministries by the LFWO and to the international donor community.
3. One or two discrete Women in Development project activities will be identified for immediate project development by the LFWO and/or other implementing agents.

ADMINISTRATIVE ARRANGEMENTS AND PERSONNEL

A. Administrative Arrangements

The proposal is submitted by the Liberian Federation of Women's Organization (LFWO), a legal entity incorporated under Liberian Law with full rights under the law. The grant requested from the USAID would be made to the LFWO under a grant agreement signed by the LFWO President, the Minister of Planning, the Minister of Finance, and the USAID Director.

The LFWO will take full responsibility for the organization and implementation of the research, including the identification and hiring of all

project personnel and the publication and distribution of the research findings. The U. S. Project Coordinator will be hired under a personal services contract to the LFWO. It is anticipated that a five person committee will be named to oversee the professional, organizational and financial aspects of the project. The committee will include three persons named by the LFWO (one officer of the LFWO, one representative of the Ministry of Planning and one representative of the University of Liberia). The fourth member of the committee will be the USAID Women in Development Officer designated by the USAID Director and the fifth member will be a representative from the U. S. Peace Corps.

B. Project Personnel

The project staff with the estimated period of services is as follows. With the exception of the Project Coordinator, who will be from the U.S., it is expected that all project personnel will be Liberian.

| | |
|-------------------------|--|
| Project Coordinator (1) | Jan. 1979 - Dec. 1980 (24 months) |
| Project Director (1) | March 1979 - August 1980 (18 months full time) |
| Research Assistant (1) | March - May 1979 and June - Aug. 1980 (total 6 months) |
| Research Assistants (3) | May 1979 - May 1980 (12 months each) |
| Fieldworkers (10) | Sept. 1979 - May 1980 (9 months full time) |
| Typists (2) | (One year each as required) |

C. Job Descriptions and Personnel Qualifications

In consultation with USAID and the LFWO, the project coordinator will conduct the initial literature and statistics search, help organize the specific focuses of the intensive projects, and assume responsibility for one of the three intensive studies and for the logistical details of the total project. The coordinator will be responsible for the initial data analyses and publication of the overall findings.

70

The coordinator should have an M.A. or Ph.D. in anthropology, sociology, political science or economics. Other fields of specialization and other kinds of degrees are acceptable, depending on the person's experience. Prior experience in Liberia and field research is required.

Project Director

The project director, a Liberian, should have M.A.'s or Ph.D.'s (or other advanced degrees) in the fields mentioned as desirable for the project coordinator. The project director will be responsible for two of the three intensive studies and supervising the student assistants and field workers. He/she will engage in actual field work in the intensive studies as required. Prior experience in Liberia and field work is desired.

Student Assistants

The four Liberian students assigned to assist the project coordinator the project director should have attained senior level in college or graduate standing. Three of the assistants will be hired for one year to assist in carrying out the intensive projects, help supervise the fieldworkers; and conduct some of the fieldwork. Prior fieldwork experience or training is desired. One of the assistants will be required for two 3-month periods, initially to assist with the Phase I research and during the coordinator's last three months in Liberia to assist with data analyses.

Fieldworkers

Ten Liberian fieldworkers will be chosen from a training group of 15. College students or high school seniors are most desirable. The fieldworkers will carry out the bulk of the intensive study data collection. Prior experience in fieldwork is desired, though not essential.

11

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**PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK**

PROFILE OF LIBERIAN WOMEN

PROJECT TITLE

| NARRATIVE SUMMARY | OBJECTIVE VERIFIABLE INDICATORS | MEANS OF VERIFICATION | IMPORTANT AS |
|--|--|---|--|
| <p>crease the productivity and of women in Africa by ing their human resource lity as contributors to ment</p> | <ol style="list-style-type: none"> 1. Introduction of new technologies to ease house-hold task of women. 2. Equitable participation of female farmers in rural development projects. 3. Increased awareness and use of social services available to women | <ol style="list-style-type: none"> 1. Observation of discrete project activities. 2. Records of development projects Lofa and Bong Counties IRD projects. 3. Records of social service Ministries e.g. Education, Health, Agriculture. | <ol style="list-style-type: none"> 1. Institution can be identified 2. Legal social status participati |
| <p>vide basic data on women Government of Liberia and created donors for use in ncing development decisions ograms.</p> | <ol style="list-style-type: none"> 1. GOL budgetary support to new development projects integrating women. 2. Implementation of small action projects specifically directed to women. 3. Use of data in the design of projects supported by USAID | <ol style="list-style-type: none"> 1. Ministry of Planning project summaries 2. GOL Development Budget 3. Project Papers | <ol style="list-style-type: none"> 1. Women are interested to particip 2. Data generated reach decis |
| <p>ile of Liberian Women Report</p> <p>11 proposals for small on projects directed to</p> <p>ensive analysis of women's in development projects.</p> | <ol style="list-style-type: none"> 1. a. Legal Status b. Education c. Employment and Economic Status d. Family and Domestic Groups e. Politics 2. At least discrete projects identified 3. 4 propose studies a) Subsistence vs. Cash Cropping b) Rights Benefits and Constraints under the Law. c) Respons of Low Income Women to Family Planning Efforts. d) Transition from Rural to Urban Settings | <ol style="list-style-type: none"> 1. Profile published and distributed to GOL and donor agencies. 2. Project proposals 3. Analyses published | <ol style="list-style-type: none"> 1. Published available sufficient data. 2. Political do not inhib and surveys 3. Women are provide in their activ viewpoints |
| <p>Research Library established</p> | <ol style="list-style-type: none"> 4. Published reports | <ol style="list-style-type: none"> 4. Establishment of Library | <ol style="list-style-type: none"> 4. Publication available of to Liberian |

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| A. <u>Salaries</u> | <u>USAID</u> | <u>G.O.L</u> | <u>Total</u> |
|---|-----------------|---------------|----------------|
| Project Coordinator (2 yrs @ \$28,000) | \$56,000 | | \$56,000 |
| Project Director 1 1/2 yrs. @ \$12,000 | - | 18,000 | 18,000 |
| 3 Research Assistants 1-18 mos @ \$6,000/yr. | 9,000 | - | 9,000 |
| 2-1 yr @ \$6,000/yr) | 6,000 | 6,000 | 12,000 |
| <u>Fieldworkers</u> | | | |
| 15 Trainees (2 mos @ \$75/mon.) | 2,250 | | 2,250 |
| 10 Workers (9 mos. @ \$150/mon.) | 13,500 | | 13,500 |
| 2 Typists (1-18 mos @ \$3,500/yr) | - | 5,250 | 5,250 |
| (1-12 mos. @ \$3,500/yr) | 3,500 | | 3,500 |
| Sub-Total | \$90,250 | 29,250 | 119,500 |

| B. <u>Travel, Transportation Support Costs</u> | | | |
|--|------------------|-----------------|-----------------|
| International Travel and transport.: " effec Liberia- U. S for Proje Coordinator) | 6,000 | | 6,000 |
| Local travel in (U.S.) Project Coordinator | 1,000 | | 1,000 |
| Local travel in Liberia Project Coordinator | 1,500 | - | 1,500 |
| Project Director | | 1,500 | 1,500 |
| Research Assistants | 1,000 | 1,000 | 2,000 |
| Fieldworkers. (\$50/mon. x 6mos \$10) | 1,500 | 1,500 | 3,000 |
| Housing Allowance for Project Coordinator (\$500/mo x 18 mos.) | 9,000 | | 9,000 |
| <u>Per Diem</u> | | | |
| Project Coordinator (\$10/day x 90 days) | 900 | - | 900 |
| Project Director (\$10/day x 90 days) | - | 900 | 900 |
| Research Assistants (\$5/da x 120 da x 4) | 1,200 | 1,200 | 2,400 |
| Field Workers (\$100/mo x 6 mos x 1) | 6,000 | - | 6,000 |
| Sub-Total | \$ 28,100 | \$ 6,100 | \$34,200 |

ANNEX C

Budget - 2

| | <u>USAID</u> | <u>G O L</u> | <u>TOTAL</u> |
|--|------------------|-----------------|------------------|
| C. <u>Office Facilities</u> | | | |
| Monrovia (2 yrs @ \$5,000) | | 10,000 | 10,000 |
| 3 locations outside Monrovia (1 yr @ \$2,000 x 3) | | <u>6,000</u> | <u>6,000</u> |
| Sub-Total | | 16,000 | 16,000 |
| D. <u>Supplies & Services</u> | | | |
| Published materials & copies | 2,000 | 3,000 | 5,000 |
| 4 Typewriters (1 @ \$850 - electric (3 @ \$400 - manual) | 1,200 | 850 | 1,200 |
| 6 Cassette Tape Recorders @ \$150 | 900 | | 900 |
| 500 Cassette tapes @ \$2.00 | 500 | | 1,000 |
| Office Supplies | ,000 | 1,500 | 2,500 |
| Key punching & Computer time | 6,000 | 4,000 | 10,000 |
| Reproduction of Reports | 2,700 | - | 2,700 |
| Mailing & Shipping | | 4,800 | 4,800 |
| Sub-Total | 14,300 | 14,650 | 28,950 |
| Contingency | 2,350 | - | 2,350 |
| Total Project Costs | <u>\$135,000</u> | <u>\$66,000</u> | <u>\$201,000</u> |
| | (6.7%) | (3.3%) | |

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ANNEX D

IMPLEMENTATION PLAN.

Jan.-Feb. 1979

- Project Coordinator conducts initial research in the U. S. Arranges to have copies of relevant publications shipped to Liberia.
- LFWO commences to make logistical arrangements for both Phase I and Phase II activities.

Mar. 1979

- Project Coordinator travels to Liberia and completes review of existing literature.
- Liberian Project Director (18 mos) assumes duties and works with U. S. Project Coordinator in Phase I activities.
- Liberian Research Assistant (18 mos) assigned to assist the U.S. Project Coordinator and the Liberian Project Director in the review of existing literature and in preparation of the Phase I Report.

May. 1979

- Submission of Phase I report of the literature survey and identification of at least three areas for intensive study to Project Committee for review.
- Two Liberian Research Assistants come on-board (12 months ea.)
- LFWO complete logistical arrangements for Phase II intensive studies.

June 1979

- Recruitment of 15 Fieldworkers trainees begins
- Project Coordinator and Project Director design training course for field workers.

July 1979

- Project Committee makes final selection of areas for intensive study.

July- Aug. 1979

- Two month training session of field workers. Ten are selected from the fifteen recruited. Additional trainees will be Peace Corps volunteers.
The Liberian Project Director is responsible for the training session.
- U.S. Project Coordinator and the Liberian Project Director designs survey questionnaire, stratifies the population for sampling.

- Sept. 79-May 80 - Intensive Research Studies conducted
- One study directed by U.S. Project Coordinator
Two studies directed by Liberian Project Director.
- Population is sampled.
Questionnaire is administered to this sample
Sample of those given the questionnaire is selected for intensive interviews and observation of daily life over a period of not less than one week.
- May 1980 - Two Research Assistants leave project
- June-Aug. 1980 - Data analysis
- One Research Assistant continues on board to assist U.S. Project Coordinator and Liberian Project Director in assembling the data.
- Sept. 1980 - U.S. Project Coordinator returns to the U.S.
- Liberian Project Director returns to the University but is on-call for subsequent review of final project report.
- U.S. Project Coordinator compiles data, writes up project report of both Phase I and Phase II and prepares major findings for publication.
- Nov. 1980 - Draft report submitted to Project Committee for review and acceptance
- Dec. 1980 - Final report submitted to LFWO.
- U.S. Project Coordinator identifies one or two discrete projects for immediate development by the LFWO and/or other potential implementing agents.

ANNEX E

AFFILIATES OF THE LIBERIAN OF WOMEN'S ORGANIZATIONS
Non POLITICAL

Names

1. Women's Evangelistic Workers
2. Catherine Mills Rehabilitation Committee
3. City Beautification Committee
4. Antoinette Tubman Children's Welfare Foundation
5. The Red Cross
6. YWCA
7. Girl Guides
8. Ministers Wives Union
9. Zeta Phi Beta Sorority
10. Wives of Crowd 18
11. Alpha Kappa Alpha Sorority
12. Order of the Eastern Star
13. Women's Organizations
14. Nurses Association
15. International Women's Club
16. Doctors' Wives Auxiliary
17. Zonta
18. Inner Wheel Club
19. Prudentes
20. Liberian Marketing Association

Political

21. Liberian Women's Social and Political Movement
 22. League of Women Voters
- 81

INITIAL ENVIRONMENTAL EXAMINATION

PROJECT LOCATION: Headquarters in Monrovia, Liberia plus three up-country sites to be determined.

PROJECT TITLE: Profile of Liberian Women
(Women in Development - 698-0388)

FUNDING: FY 1979 - \$137,000

LIFE OF PROJECT: \$137,000

IEE PREPARED BY: DATE: January 8, 1979

JNWills, WID Officer *JNWills*
HGuiot, Environmental Assessment Officer *HGuiot*

RECOMMENDED THRESHOLD DECISION:

Negative Determination (see attached)

MISSION DIRECTOR'S CONCURRENCE:

Benjo Ray Caroff
Benjo Ray Caroff, Director
1/6/79
Date

APR/RA DIRECTOR'S DECISION:

RECOMMENDATION APPROVED: _____

RECOMMENDATION DISAPPROVED: _____

THE PROJECT

The purpose of this project is to provide basic data on women in Liberia to the Government of Liberia and to interested donors for use in influencing development decisions and programs. Data obtained from this project will form the basis of a National Plan of Action to improve the status of women.

The project is a two-year research activity which will bring together in Liberia the results of existing research as it pertains to Liberian rural women and new research on women's activities in subsistence agriculture, cash cropping and marketing. Urban activities will be considered mainly as they provide background information with which to analyze rural patterns. Areas of study includes legal status, education, employment, family activities, politics, etc.

The project headquarters will be in Monrovia, Liberia with three field sites to be determined after the initial review of existing materials is completed. Actual research will be conducted in small villages near these field sites.

The U.S. contribution covers a portion of project personnel costs and supplies and services.

DISCUSSION

AID Handbook 3 Appendix 4B paragraph 216.2 (a) and (c) of AID's Environmental Regulations do not require the preparation of an Environmental Assessment (or an Environmental Impact Statement) for such projects as (a) Education or Training Programs not directly affecting the environment, and (b) analysis, studies, academic or investigative research, workshops and meetings.

CONCLUSION AND RECOMMENDATION

It is concluded this project meets the requirements of the exceptions noted above. Therefore based upon these considerations a Negative Determination is recommended.

(Outline)

PROFILE OF LIBERIAN WOMEN

PURPOSE:

To provide basic data on women in Liberia to the Government of Liberia and to interested donors for use in influencing development decisions and programs. Data obtained will form the basis of a National Plan of Action to improve the status of women.

COMPONENTS:

1. Collection of existing data and information both in the U.S. and in Liberia. Creation of source/reference library in Liberia.
2. Intensive research in potential target areas for women's involvement in development projects.
3. Identification of one or two discrete projects that could profitably be undertaken by the LFWO and other agencies.

FOCUS:

Rural women who engage in subsistence agriculture, cash cropping, and marketing. Urban activities considered mainly as they provide background information with which to analyse rural patterns.

TWO PHASES:

1. Review of background literature and statistics, and shipping of relevant publications to Liberia for use by project personnel and other interested parties. (5 months - illustrative Jan-May 1979).
2. Intensive research studies:
 - (a) Selection and training of field workers. Preparation of questionnaire and identification of sampling areas. Identification of three studies to be undertaken. (3 months - illustrative Jun-Aug 1979).

(b) Studies (9 months - illustrative Sep. 1979-May 1980).

(c) Sorting data (3 months - illustrative Jun-Aug 1980).

(d) Compilation of data and preparing major finding for final report. (In U.S. - 4 months - illustrative Sep. 1980-Dec. 1980.)

Detailed implementation plan can be found in Annex D of the project proposal.

BUDGET:

See Annex C of project proposal.

LOGFRAME:

See Annex A of project proposal.

ADMINISTRATIVE ARRANGEMENTS:

Grant would be made to the LFOW under a grant agreement signed by the LFOW President, the Minister of Planning, the Minister of Finance, and the USAID Director.

LFOW responsible for organization and implementing the research, including the identification and hiring of all project personnel, and the publication and distribution of the research findings. The U.S. Project Coordinator would be hired under a PSC to the LFOW.

Project Committee named to oversee the professional, organizational and financial aspects of the project. The committee will include three persons named by the LFOW (one officer of the LFOW, one representative of the Ministry of Planning and one representative of the University of Liberia). The fourth member of the committee will be the USAID Women in Development Officer designated by the USAID Director and the fifth member will be a representative from the U.S. Peace Corps.

Project Personnel. The project staff with the estimated periods of services is as follows. With the exception of the Project Coordinator, who will be from the U.S., it is expected that all project personnel will be Liberian.

| | |
|-------------------------|---|
| Project Coordinator (1) | Jan 79-Dec 80 (24 months) |
| Project Director (1) | Mar 79-Aug 80 (18 months full time) |
| Research Assistant (1) | Mar 79-Aug 80 (18 months) |
| Research Assistant (2) | May 79-May 80 (12 months each) |
| Fieldworkers (10) | Sep 79-May 80 (9 months full time each) |
| Typist (1) | Mar 79-Aug 80 (18 months) |
| Typist (1) | May 79-May 80 (12 months) |

Note: Dates are illustrative only. Job descriptions and personnel qualifications appear on pages 18-19 of the project proposal. Fifteen trainee fieldworkers will be recruited of which only ten will be retained as part of the project. Fieldworker staff will be supplemented by Peace Corps volunteers.

PHASE I: (First five months into project - see pages 3-11 of project proposal for detailed description.)

Review of background literature and studies both in the U.S. and Liberia. Areas of interest include but are not limited to the following:

A. Legal Status

1. Under statutory law
2. Under customary laws
3. Relationship between the two

B. Education

1. Access
2. Participation

C. Employment and Economic Studies

1. Agriculture
2. Marketing

3. Small businesses

4. Large businesses, service industries, professionals, and paraprofessionals

D. Families and Domestic Groups

1. Roles of men and women

2. Kin ties - marriage - children, etc.

3. Health and nutrition

E. Politics

1. Participation

2. Formal political roles, etc.

END OF PHASE I OUTPUTS:

1. Copies of all relevant publications shipped to Liberia to form beginnings of a reference library for use by project personnel, the LFWO and other interested parties.

2. A report summarizing the review of existing literature.

3. Identification of at least three areas where intensive research could best be performed to add to the body of research which has already been conducted and achieve the objectives of the project purpose.

PHASE II

Intensive Studies - see pages 11-17 of project proposal for detailed description.

The following are potential areas for intensive study. The design and focus of each topic may be revised and additional topics not listed may be suggested for consideration. Final determination of the actual three studies and their content will be decided only after the review of existing research materials has been completed. Final decision on which studies will be undertaken rests with the Project Committee.

- A. Agriculture - subsistence and cash cropping activities
- B. Law - relationship between law and women's opportunities to keep pace with modernization
- C. Family Planning - feasibility of intensifying family planning efforts among low income Liberian women
- D. Urban housing - relationship between rural situations and migration

END OF PROJECT OUTPUTS

1. A core-library of relevant literature and data established in Liberia.
2. A final report which includes major findings from both the Phase I and Phase II activities to be distributed to the Government of Liberia Ministries by the LFWO and to the international donor community.
3. One or two discrete women in Development project activities identified for immediate project development by the LFWO and/or other implementing agents.

ATTACHMENT 4

PROFILE OF LIBERIAN WOMEN - PROJECT OVERVIEW COMMITTEE

| | |
|----------|--|
| Chairman | Mrs. A. Doris Banks Henries Vice President Liberian Federation of Women's Organizations |
| Member | Mr. A. J. Jackson Ministry of Planning and Economic Affairs |
| Member | Mr. Ibrahim Kaba University of Liberia (Note: Mr. Kaba is being considered as Project Director. If selected, then another representative from the University of Liberia will be chosen to be a member of the Project Overview Committee.) |
| Member | Judith N. Wills USAID/Women In Development Officer |
| Member | Susan Corbett Peace Corps (Note: Miss Corbett has been assigned by the Peace Corps to work fulltime with the Liberian Federation of Women's Organizations. She is currently working with the Federation in preparing a library system to handle the research materials to be gathered and generated through this project.) |