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# WORKSHOP-TALLER DE TRABAJO

## LA CALIDAD DE VIDA DE LA FAMILIA RURAL IICA-CIDA-GUELPH

IICA  
PRRET-274



INSTITUTO INTERAMERICANO DE COOPERACION PARA LA AGRICULTURA

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THE QUALITY OF RURAL FAMILY LIFE

Institutional Strategies in Latin America



Workshop Final Report  
November 8 - 13, 1981  
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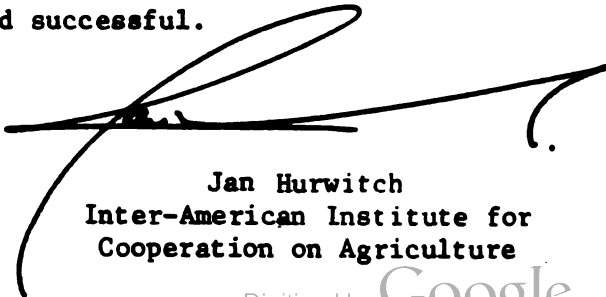
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Cooperation on Agriculture

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I. INTRODUCTION

One of the central development aims of this decade is to improve the deficient living conditions endemic among poor rural families in Latin American and Caribbean countries - that is, to improve their Quality of Life. To attain this goal rural development efforts are being expanded from predominantly production (economic) strategies directed to men, to "human resource" development strategies, which include rural women in productive roles among their target populations.

To "integrate" women into rural development is not an easy task. One of the reasons for this is because women and other "family resources" remain marginalized from the main thrusts of development policies in most countries. This limits rural women's access to crucial inputs such as knowledge, technology, credit, employment, and organizations, which would enable them to contribute more effectively to the quality of rural life. Women's existing contributions to the overall well-being of families and communities, embedded as they are in the largely "invisible" family and informal sectors, also tend to be overlooked or undervalued. Even where women and family concerns are centrally located in national policies, there still remain questions of program commitment and resource allocation, which can impede successful implementation.

Are existing institutions capable of providing the needed qualified personnel, research support, financial base and organizational commitment to these newer programs? What type of adjustments in the conventional specialized programs would have to be made? How could conventional programs incorporate a consideration of women's background and multiple roles (productive and reproductive) in order to insure an increase in their quality of life? How could these adjustments be implemented within specific institutional and cultural settings?

Questions of implementation require not only communication and discussion across specialized technical fields (agriculture, marketing, organization, health, etc.) to identify, obtain and compile information, but also vertical communication up the institutional administrative hierarchy to foster an appreciation for the particular contributions of

women and a consensus for the support of these programs. An institutional strategy is, therefore, crucial for the successful implementation of these newer efforts.

Finally, a clear conceptualization of "Quality of Life" - the ultimate goals of most development efforts - is also a sine qua non for effective rural development work. This concept has traditionally been defined by politicians and experts. Our aim in this workshop - which deals with the application of this concept to the more narrowly defined reality of rural families and women - is to give an opportunity to those who work in such programs, particularly women professionals, to contribute to its definition. Women need an opportunity to discuss and to modify this concept because their experience of family life is quite different from the experience of men. Moreover, any definition of quality of life must incorporate women's as well as men's individual concerns as productive, adult persons within the family unit and society at large.

In planning and organizing this workshop, our hopes were that through open discussion on the quality of rural family life, rural women and institutional constraints to their growth, new insights could be formulated. These insights, free from both official government positions and "expert" views, would then become a contribution to hemispheric rural development efforts.

II. WORKSHOP OVERVIEW

OBJECTIVES

The objectives of the IICA-Guelph Workshop were:

1. To establish the parameters that provide the basis for defining the quality of rural family life among those individuals working in this area. This included defining the essential elements and concepts pertaining to the quality of rural family life and formulating the conceptual framework for the workshop;
2. To strengthen public programs directed at improving the quality of rural family life. This objective was addressed by analyzing the problem areas associated with the programming and implementation of institutional programs. The analysis was done at the local level (community), institutional (programmatic) and national (policy) levels. At each level the structural, operational, economic, and social/human factors were discussed. In addition, effective strategies were developed to confront the problems and to create a base of institutional support for programs targeted at women and the rural family. Final recommendations were made regarding these program strategies.

PARTICIPANTS

The participants included collaborators and representatives; a complete list is included as Annex A.

The collaborators were from IICA, the Universities of Guelph and Iowa State, FAO, WAND/UWI, WID, Inc., Confederación de Mujeres Campesinas, Agriculture Canada, and the International Labour Organization.

The representatives were Directors and Supervisors from the public sector, and professors of institutions with programs directed towards women and family life in the member countries of Latin America and the Caribbean.

The collaborators were responsible for specific functions during the work group sessions; each collaborator was assigned to serve as a moderator, synthesizer or translator, and each work group contained one or more collaborators in each area of responsibility.

The Moderators were the facilitators in the work group. Their functions were:

- to moderate the discussion and project presentations;
- to maintain order in the group during the sessions, permitting each member to express her/his ideas;
- to review the objectives at the beginning of each session.

The Synthesizers were the recorders of the discussions during the work group sessions. Their functions were:

- to record the major points in the discussions;
- to summarize the major points of group consensus for presentation and discussion in plenary sessions;
- to clarify the ideas presented during the discussions;
- to provide notes for use in compiling the final document.

The Translators specialized in the simultaneous interpretation and communication of ideas by members of the work group. Their functions were:

- to interpret for a participant when necessary during the discussion;
- to clarify the meaning of a concept or term used in the group to promote the communication of ideas between the participants.

There were four work groups in the seminar: three Spanish speaking and one English speaking. Each work group consisted of four to six collaborators and seven or eight representatives.

### SESSIONS

The first part of the seminar (November 9 and 10) was dedicated to an examination of the meaning of the "quality of rural family life". In Sessions I and II the work groups discussed the multiple interpretations of this concept and the factors to be considered in a discussion on the improvement of "quality of life". The discussions helped to clarify the conceptual framework concerning the quality of family life. The recommendations of each group were presented in Plenary Session A.

The second part of the seminar (November 10 and 11) was dedicated to the analysis of institutional projects and their problems. Each representative was requested to prepare a document describing the principal activities in their programs directed to rural women. They were asked to include intra- and inter-institutional problems, local and national obstacles, and national policy considerations relevant to their programs. In work sessions III and IV the representatives presented their prepared documents. After all the presentations had been made, each group ordered the institutional problems and analyzed their roots and common features (Session V).

While the representatives enjoyed an afternoon of relaxation, the collaborators met to evaluate the progress of the workshop and to finalize the schematic presentations utilized in Plenary Session B.

The third part of the seminar (November 12) was dedicated to a search for strategies to solve institutional problems. The groups discussed possible strategies in Sessions VI, VII and VIII.

The work group reports were presented in Plenary Session C, Friday November 13. In Plenary Session D, the participants discussed for group approval the final recommendations. Annex B contains the full workshop agenda.

### III. THE CONCEPT OF QUALITY OF LIFE

#### METHODOLOGY

Because workshop participants hoped to achieve concrete results in a short period of time, the workshop coordinators developed a schema for soliciting and compiling observations on QOL (quality of life) in advance. This allowed participants to reflect upon the meaning of QOL in their particular settings and to provide inputs to a paper prepared by Dr. Eleonora Cebotarev ( see Annex C)

The paper "Notes on Basics Aspects of the Quality of Rural Family Life" provided a common framework and point of departure for the discussion which enabled participants to move the debate beyond generalizations. This type of organization is recommended by the coordinators as a method for focusing discussion.

The text of "Notes on Basic Aspects of the Quality of Rural Family Life" was prepared by drawing from papers submitted by a representative from each country. The preparation of these papers followed specific guidelines (see Annex D) which included:

- . the components of the quality of life
- . the role women play toward improving the quality of home, community and national life.
- . the particular features of the rural community pertinent to their quality of life.
- . important aspects of family and community life not included in this concept.

Dr. Cebotarev presented the summary document in Spanish and then in English. Spanish and English copies of the summary document were distributed to the participants before the presentation and were the basis for discussion in the work groups.

Work group discussions of the concept of quality life focussed on additions, clarifications and revisions to the document produced in advance of the seminar. The collaborators coordinated the discussions in Sessions I and II according to their preassigned roles. The moderators directed the



discussion and prepared examples and arguments relating to the document in order to provoke discussion and exchange of ideas. The synthesizers noted changes and revisions on the flip chart during the discussions. At the end of Session II, they summarized the ideas for group consensus before the presentation in Plenary A.

The results of the work group deliberations were presented in Plenary A using the flip charts. One member per group presented the suggestions from each work group. The final discussion led by Dr. Cebotarev and Guillermo Moreno elaborated upon the concept of the quality of rural family life and its implications for program development and assessment.

The following pages contain the papers presented by each workgroup and the summary of Plenary A.

QUALITY OF RURAL LIFE

WORK GROUP 1  
(Original in  
English)

Question No. 1

Which, in your opinion, are the essential aspects that should be contained in the concept of the Quality of Rural Life?

Priorities:

1. Basic needs: educational, cultural, health, economic (especially agricultural) and spiritual development

AND

Economic freedom and recognition of women's independent economic role.

2. Economic independence
3. Recognition of the contribution of women
4. Citizen participation in determining needs and in designing programs that have impact on the communities
5. Promotion and enhancement of individuals' feelings of self worth and personal fulfillment
6. Urban/rural equity re accessibility and availability of social amenities
7. Respect for human rights
8. Minimization of the exploitation of human, natural, and cultural resources.

Question No. 2

Which aspects, in your opinion, would have to be added or become important if we specifically consider the "Quality of Life of Rural Women"?

Improving quality of life by:

1. Employment opportunities in rural areas for women including equal pay for equal work.

AND

More economic freedom and independence with recognition of women's economic role

2. Involvement of both rural men and women in planning for improvement of rural family life
3. Awareness building and self confidence
4. Encourage girls to take advantage of the wider opportunities and options in non-traditional fields in education - greater awareness of options

5. Equal rights, responsibilities and opportunities for boys and girls (socialization process).
6. Encouragement of leisure time activities through the reduction of household chores.
7. Training and education in areas closer to home - geographically.
8. Improved standard of living through specific services that cater to the needs of women. i.e.: - day care, child care centers
  - family planning
  - health/nutrition advice

QUALITY OF RURAL LIFE

WORK GROUP 2  
(Original in  
Spanish)

Question No. 1

Which, in your opinion, are the essential aspects that should be contained in the concept of the Quality of Rural Life?

1. The Quality of Life is governed by the quality of the human environment and the relationship between man and his environment.
2. It is also determined by the degree of participation in decisions for the family, for the farm enterprise, for the community and for the country.
3. There is a need for clearly defining currently existing socio-cultural lifestyles in order to determine the quality of life in terms of economic, technological and social resources, taking into consideration the value assigned to the individual and the family in national policies and, in the national context, the value assigned to farmwork.
4. The quality of life is also a composite of goods and services, the combination of beliefs, values, behavior, activities and knowledge in conjunction with human, natural, social, economic and legal sciences.

Question No. 2

Which aspects, in your opinion, would have to be added or become important if we specifically consider the Quality of Life of rural women?

1. Women cannot be viewed in isolation from the family, the enterprise, the community or the nation, and therefore their functions and roles and their level of and capability for participation must be taken into consideration.
2. Women must recognize and appreciate the value of their participation and must perceive their potential for development, both material and human.
3. Women must take part in decisions for the family, the farm enterprise, the community and the country.

QUALITY OF RURAL LIFE

WORK GROUP 3  
(Original in Spanish)

Question No. 1

Which, in your opinion, are the essential aspects that should be contained in the concept of the Quality of Rural Life?

The basic factors making up the quality of life in the rural areas, based on the structural conditions determined by the political-economic context of the Latin American and Caribbean countries, can be grouped as follows:

1. Definition and decisions of a governmental political-administrative nature.
2. Just relations between the means of production and the producer of goods and services.
3. Equitable access to the means of production and services:
  - land
  - water
  - technology
  - capital
  - roads and means of communication
  - marketing
4. An increased awareness by farming families of their social, economic and political conditions.
5. An increased awareness by the persons responsible for planning and programs in the rural areas regarding true farm conditions.
6. The right of the rural population to organize itself for different purposes.
7. Legislation adopted to the needs of the farming community, and effective enforcement there of.
8. Satisfaction of basic needs, with equal access to goods and services generated by the family, community and State:
  - food
  - housing
  - clothing
  - health
  - education
  - recreation
  - productive employment
  - information and communication
  - participation in cultural, political and social matters

Question No. 2

Which aspects, in your opinion, would have to be added or become important if we specifically consider the "Quality of Life of Rural Women"?

1. Equal opportunities
2. Opportunities for ideological development

3. Appreciation and recognition of the role of women as:

- persons
- family members
- mothers
- producers: for consumption  
of income
- members of the community

4. Abolishing discrimination by recognizing the rights and duties of women; increasing their participation in decision making on social, political and economic affairs.

5. Access to formal and non-formal education.

6. Collaboration to enhance the exchange of experiences between men and women.

7. Material support for organization into groups within communities and in the farm context, such as:

- access to credit
- land tenure
- technical assistance, etc.

QUALITY OF RURAL LIFE

WORK GROUP 4  
(Original in  
Spanish)

Question No. 1

Which, in your opinion, are the essential aspects that should be contained in the concept of the Quality of Rural Life?

First, it is important to note that the term "quality" implies the existence of parameters and criteria to measure the different states or levels, as well as a frame of reference. This would imply that we are speaking of conditions of economic development.

In this framework, any discussion of the "Quality of Rural Life" would necessarily be grounded in those socioeconomic factors that influence other aspects of life, which then become effects, rather than causes. In our countries, these fundamental conditioning factors are most visible in unequal distribution of the land and a lack of organization or participation by the farm population.

This places farm producers at a disadvantage in acquiring access to other productive and social resources, including:

- credit
- technical support
- infrastructure
- technology
- marketing

These variables, in turn, condition (not necessarily in this order of priority):

- levels of production
- levels of income
- levels of employment
- access to and use of natural resources
- basic services
- physical, social and emotional aspects of rural family life (recreation, family unity, sustenance and family production)
- basic needs

All of this implies that our countries need changes in the productive relations.

IICA-GUELPH WORKSHOP  
Tuesday November 10, 1981  
SUMMARY OF PLENARY A

In plenary A the four groups attempted to define the relevant components of the concept, Quality of Life, which we can use as a basis for discussing the institutional problems we face in designing and implementing our programs and in designing solutions for these problems. It was clear to all the participants that the term Quality of Life is not synonymous with "Basic Needs", rather Quality of Life is a term which must also refer to individual and family aspirations and their emotional, spiritual, and intellectual needs as well as their capacities for autonomous action and self-organization. In fact, the satisfaction of basic needs did not appear as one of the highest priorities on any of the summary charts (in the sense of provision of goods and services from the public or private sectors); higher priority was given to those structural components such as equitable distribution of land and ownership of the means of production which impact the satisfaction of these needs. A high quality of life for rural individuals and families, then, while based on the satisfaction of the need for food, water, shelter, contains many other components, including education, health and others receiving emphasis in current programs. It was also stressed that in Latin America and the Caribbean, in the specific socio-political context of our societies, aspects of the Quality of Life such as an equitable distribution of resources, human rights, the dignity and security of the person, and combating the exploitation of persons, regions, and natural resources, are very important considerations. In addition, one group expanded the idea of Quality of Life to include the need for information and communication, a point which has implications for both our research activities and in the area of mass media (and mass communications).

It was pointed out specifically by some groups and alluded to by others that a definition of the Quality of Life cannot be divorced from the specific conditions existing in the various countries. Moreover, the participants have pointed out that a conception of a particular region or country as a unit of analysis is misleading because the concrete situation (in for example "the Caribbean") varies not only by class or socioeconomic status but also by factors such as language and culture. Within Latin America we also encounter



major language and cultural differences within the same country as well as differences between countries (e.g. countries with large indigenous population and countries which contain only remnants of the original population).

All the participants stressed the aspect of participation by rural people in development planning and in defining their priorities. This is of particular importance in the case of women since in many areas their economic contribution has not been recognized and their decision-making power has been very restricted. In other areas women's contribution to development has been recognized, but a series of obstacles still impede a full and equal participation. Participants also stressed the necessity for collaboration between rural men and women, and the importance of men assuming a larger responsibility in areas of family life such as child rearing. Finally, most of the presentations suggested that an important component of Quality of Life for rural women was information, education in its wider sense of developing the capacities of the person, and women's own recognition of their capacities through conscientization.

## REFLECTIONS ON THE RESULTS OF WORK GROUP DISCUSSIONS

The conclusions of the four discussion groups illustrate the range and diversity of approaches to QOL (quality of life); this diversity was welcome because it made it possible to highlight different aspects of the concept of QOL. Assessing these conclusions in broad terms, we find that each of the work groups chose to emphasize a different facet of this concept, which, taken together, offers a fairly complete set of guidelines for the construction of a framework. First discussed are the aspects pertaining to the quality of rural family life and then those specific to rural women.

### The Quality of Rural Family Life

The contributions of the four participating groups focused on the following concerns: philosophical and background problems (Group 2); the frame of reference proper (Group 4); instrumental aspects (Group 3); programmatic aspects (Group 1).

#### 1. Background-Philosophical Problems

The query pursued by group 2 appears to focus on what aspects of human reality are to be included in the concept of QOL: broad humanistic aspects or only economic ones? This question was probably discussed in more than one work group. However, it was Group 2 which highlighted these considerations and opted for placing as much emphasis on the humanistic components as on the economic and material ones. According to this group, one of the essential determinants of the quality of rural family life is the human environment in which these families are embedded. They also suggested that one way of assessing the quality of rural life is to examine the degree of participation by the rural population in vital decisions, both at the local and national levels. Although aware of the importance of the relationship between economic/ technological resources and social organization to the well being of rural populations, Group 2 gave equal weight to the cultural values assigned to the individual, to the family and to rural work.

This group thus reminds us that the quality of life cannot be based solely on the availability and possession of material goods and services. In order to conceptualize a fuller view of human life, it must also refer to cultural aspects such as beliefs, knowledge, values and the contribution of the sciences.

2. The Conceptual Frame of Reference

Group 4 attempted to clarify the conceptual frame of reference itself linking it explicitly with the level of development and indirectly with a country's predominant theory of socio-economic development. In addition, this group distinguished between causal and consequential factors producing the low levels of living of peasants in Latin America and the Caribbean. The causes were identified as structural conditions which place peasants in disadvantaged positions in terms of access to productive resources of an economic, technological and social nature. The satisfaction of "basic needs" and attainment of a better QOL will depend on changes in these structural conditions.

3. Basic Instrumental Aspects

Group 3 also devoted a fair amount of time to the discussion of the need for change in the socio-economic structures and the relations of production in our societies, as a prerequisite for improving the quality of rural life. In addition, this group tried to specify what conditions are needed in order to make this transformation a reality. More than any other, this group emphasized the indispensability of effective political, legal and administrative (decision-making) instruments to produce and to sustain more equitable conditions of access to the means of production: inputs, technology and marketing, as well as the right to organize. This was seen as a prerequisite for the satisfaction of their basic needs.

4. Program: Content and Norms

In its conclusions, Group 1 draws our attention to the concrete problems of program planning: content, purpose, and implementation.

The group indicates that the content priorities should include not only emphases on the satisfaction of sustenance needs but should also emphasize those needed for the development of human potential and of spiritual life. Discussing program selection and implementation norms, this group suggested that they should be conducted with the people's participation, in ways which increase personal dignity and diminish exploitative relationships. Priority should also be given to programs that decrease rural urban disparities, over those which tend to accentuate them.

The group conclusions cover at least four of the conceptual levels out lined in the summary document "Notes on Basic Aspects of the Quality of Rural Family Life": the philosophical, the conceptual, the action and the ethical. These conclusions provide guidelines which can be used to construct culture, region and nation-specific quality of rural life frameworks.

#### The Quality of Life of Rural Women

The conclusions of the work groups regarding the QOL of rural women are of lesser scope and incisiveness than those on the quality of rural family life. The quality of life of rural women is harder to define than the former reflecting the complexities of rural women's lives. Our efforts should, therefore, be viewed as a first step. The limited scope of these conclusions is perhaps due to the limited time available for the discussion of essential aspects of QOL for women: the relations between men and women; the division of labour by sex; the relationship and value of domestic vs. extra-domestic "productive" work; the relative positions of men and women in such structures as the family and the community; the legal position of women, etc.

The conclusions of some groups communicate the conviction that socio-economic development affects women in the same way as men, and that it would suffice to increase the socio-economic levels of rural families to achieve a higher quality of life for rural women. Recent research however shows that the implementation of undifferentiated socio-economic development programs may be useless or detrimental to women's quality of life.

A common theme in group discussions was the need to provide more opportunities for women in the economic, decision-making and educational spheres.

Suprisingly, not mentioned was the need to diminish the double and sometimes triple workload of rural women and the asymmetry of responsibilities between women and men that, no doubt, are among the basic obstacles to women's greater participation.

When the quality of rural women's life is defined as embedded in the family unit, it clarifies certain relationships but obscures others; the perception of many problems particular to women as persons and as responsible individuals is lacking. No one would deny that these problems differ from those of men since women have a distinctive social position in all the participating countries. Moreover, the explicit recognition of these problems does not necessarily imply pitting women against men as their solutions might prove beneficial to both sexes. A definition of QOL for women within the family also removes from the analysis at least one third of the rural women in lower income strata: widows, single women, and women separated from their partners. These women do not have the regular and permanent support of a male family member, nor do they have access to the means of production, goods and services that more permanent links with men afford.

How do we deal with these problems and how do we integrate the answers to these queries into a frame of reference for the quality of life of rural women? This question is still open for discussion; in the next section women professionals analyze the problems in their programs, and it will be found that they have carefully considered many of the issues affecting women's QOL in that context.

#### IV. ANALYSIS OF QUALITY OF LIFE PROGRAMS

##### INTRODUCTION

This section describes the work group discussion which developed the analyses of quality of life programs. The objectives for this part of the workshop were threefold:

- 1) to define and analyze the program\* problems according to the presentations brought by country representatives.
- 2) to delineate strategies to solve the program problems
- 3) to make final recommendations for strategies at both the program and higher levels.

The conceptual framework concerning the quality of rural family life was the basis for the exchange of ideas on problems and strategies to solve them. Representatives presented their programs to their work groups where they jointly determined which problems were involved. The problems were then analyzed to define strategies to solve them. The end result of the seminar was the list of final recommendations: strategies for programs, recommendation directed to supervisors of technical personnel, high level authorities and decision makers, and international and funding organizations.

Discussion of the operational part of the seminar follows the outline indicated below

##### A. Program Problems

1. Definition of terms and categories in matrix
2. Matrix utilization in work groups
3. Program problems defined by work groups

##### B. Strategies for Solving Program Problems.

Strategies outlined and defined by work groups

##### C. Final recommendations

---

\* "program" refers to activities, projects, and programs destined to address of women and families

A. Program Problems

1. Definition of terms and categories in matrix

The matrix was a suggested guideline for work group members in discussion and classification of the program problems. Each level and each of the four factors to be considered at each level were defined for the participants in the special plenary session.

A brief definition was presented of each of the three levels. Institutional refers to the specific public institutions where development programs are located; community means the group defined in geographical terms where the program functions; national policy refers to general government guidelines and plans for development programs.

Each of the four factors was briefly defined. Structural is patterning of elements that define the set-up or composition; operational refers to the functioning of the structural makeup; economic means the financial base; and social/human/cultural includes the relevant cultural elements and social relations.

A review of the categories in the matrix (the four factors associated with each of the three levels) provided the participants with a similar basis for classification and discussion. On page 22 the definitions of each square in concrete program terms are presented. Another matrix demonstrating the way that typical program problems can be inserted into the framework can be found on pp. 28 - 29.

	A. STRUCTURAL	B OPERATIONAL	C. ECONOMIC	D. SOCIAL/HUMAN
I. INSTITUTIONAL	Organizational set-up of the institution and types of programs related to rural family and women	Philosophical and ideological bases defining quality of life that relate to the functioning of specific programs.	Breakdown of the budget.	Relationships between workers, types of supervisors, inter-institutional collaboration.
II. COMMUNITY	Position of local group in national society and internal role and status differentiation within the group referring to the national and local social structure.	Time availability of rural family members to participate in program	Rural family income level and sources of income	Motivation and interest of community members in program; knowledge and abilities of rural individuals for program participation
III. NATIONAL POLICY	Priority of specific development programs within the institution	Policies that support the implementation of development programs	Reflection of policies in program budgets	Policies towards the rural family



## 2. Matrix utilization in work groups

Work group sessions III and IV were devoted to the presentation and analysis of the program of each representative. (See Appendix for country presentations). Each group chose to discuss the individual problems as they were presented.

Participants referred to the matrix to note individually or by group process on the flip chart where each problem should be located. In some cases there was discussion as to the placement of the problem within the matrix. Problems were presented and classified in the appropriate category in negative terms (using words such as insufficient, poor, low, lack of, limitations, restrictions) or in positive terms (referring to the achievements of a program in a certain area or the necessity for a particular aspect currently nonexistent in the program).

The work group discussions involved listing the problems, analyzing the causal factors, noting the relationship between the problem in question and other factors, and the presence or absence of the particular problem in the other programs represented in the group. This discussion and analysis was done during the individual presentations and after all presentations were made. Work groups differed in listing the problems for each presentation on a separate matrix or using one matrix to list all presented problems.

Session V was to be dedicated to the ordering of the program problems presented by the representatives. The matrix was a suggested uniform mode for the schematic representation of the ordered problems. Each work group utilized this session in a different way. Some continued to discuss the problems or finished the individual presentations, while others devoted the time to further analysis and ordering.

In plenary session B a representative selected by each group presented a consolidated version of the program problems. Two groups (1 and 2) utilized the matrix categories for identification of the problems and their ordering. One group (3) dealt exclusively with institutional level problems and one group (4) chose to list problems at the institutional, community and human levels, rather than the institutional, community and national policy levels.

The consolidated versions were typed, mimeographed and distributed to all participants. The group representatives expanded on the problems, referring to specify countries where appropriate.

### 3. Program Problems defined by work groups

The program problems presented in plenary B by each of the four work groups are presented on the following pages. Groups I and IV were satisfied with their presentation and ordering of problems in plenary B. Group II and III, however, indicated in the plenary session the lack of sufficient time for a full discussion and presented preliminary versions.

They continued to meet after plenary B and produced the revised consolidated versions included here. In the case of Group III, additional comments from individual members may be found in italics in the revised consolidated matrix.

SUMMARY OF PROBLEMS

(Original in Spanish)

	A. STRUCTURAL	B. OPERATIONAL	C. ECONOMIC	D. SOCIAL/HUMAN
I. INSTITUTIONAL	Staff shortages Overworked personnel Lack of research input Lack of evaluation	Delays (party politics) in planning and implementation. Lack of Planning No program evaluation Lack of program awareness	Budget not clear cut Money/time loss for participants	Lack of or misinformation at higher levels of administration Lack of communication Poor staff attitudes Lack of evaluation
II. COMMUNITY		Access distance and time factors	Marketing of skills Limited promotional prospects	Low program visibility to potential recipient Lack of community involvement Lack of enthusiasm (do not believe program will be of benefit)
III. NATIONAL POLICY	Low priority Medium priority		Need for supportive legislation to aid national economic development	

Work Group 2  
(original in Spanish)

IICA - CUELPH  
SUMMARY OF PROBLEMS  
GROUP 2.

	A. STRUCTURAL	B. OPERATIONAL	C. ECONOMIC	D. SOCIAL/LEGAL
I. INSTITUTIONAL	<p>Programs are well structured, well defined with clear objectives.</p> <p>New problems, not well defined or structured objectives.</p> <p>Efficiency depends on dynamism created with definite, transitory purpose at national and sectorial levels.</p>	<p>Selection of personnel varies with the needs; they are not always adequate.</p> <p>Training generally with indigenous groups</p> <p>Qualitative evaluation is very difficult</p> <p>Participation by the people in qualitative investigation is difficult.</p> <p>Difficult to discern if change is due to intervention of the program</p>	<p>Financing:</p> <ol style="list-style-type: none"> <li>1. delayed</li> <li>2. donations are unsure and create dependency</li> <li>3. budget does not conform to the necessities</li> </ol>	<p>There are no major inter-legal</p> <p>Some problems in knowledge</p> <p>Severe problems with language and culture</p>
II COMMUNITY	<p>Severe infra-structural problems depending on country or region; work with groups more or less organized that can be very strong or very weak depending on country or region</p>	<p>Time utilization varies with the program:</p> <ol style="list-style-type: none"> <li>a. beneficiaries decide</li> <li>b. use of idle farm time</li> <li>c. no planning</li> </ol>	<ol style="list-style-type: none"> <li>1. where credit is available, its use is limited because of mistrust by beneficiaries.</li> <li>2. credit for small farmer is advertised but does not really exist.</li> </ol>	<ol style="list-style-type: none"> <li>1. personal motivation or by necessity</li> <li>2. Severe problems in knowledge, especially when there is a cultural or language problem</li> <li>3. Cultural problems interfere with ability</li> </ol>
III. NATIONAL POLICY	<p>Have priority depending on:</p> <ol style="list-style-type: none"> <li>1. urgency of problem</li> <li>2. program regulations (for scope of work)</li> <li>3. if they are within the national plan</li> </ol>	<p>Quality of support varies from:</p> <ol style="list-style-type: none"> <li>1. total and broad support to</li> <li>2. partial and restricted support</li> <li>3. security problems exist</li> </ol>	<p>Varies according to the program</p>	<p>National policies for the rural family in most of the countries, not necessarily for the women</p> <p>In other countries there are no program</p>

INCA GROUP  
REVISED SUMMARY OF PROBLEMS

JOCK GROUP 3  
(Original in Spanish)

	A. STRUCTURAL	B. OPERATIONAL	C. ECONOMIC	B. SOCIAL/RURAL
<b>I. INSTITUTIONAL</b>	<p>Public Program :</p> <p>poor attention to planning for social and economic attention to rural families in general (no priority given)</p> <p>evaluations are quantitative not qualitative</p> <p>lack of research</p> <p>program of little importance to organizational chart</p> <p>no criteria for placing the program</p> <p>poor administrative planning</p> <p>between national organizations that direct rural programs and Interinstitutional support organizations</p> <p>a) <i>no integrated structure in a national program</i></p> <p>b) <i>Lack of evaluation</i></p> <p>c) <i>technical gaps training and investigation needed</i></p>	<p>lack of inter-institutional and internal coordination in planning and execution of rural program for the women and family among specific populations.</p> <p>planning:</p> <p>a) <i>difficulties in maintaining program content</i></p> <p>b) <i>verticality of planning</i></p> <p>c) <i>bad planning</i></p> <p>interference caused by different ideologies</p> <p>lack of continuity within the program</p> <p>undertrained staff</p> <p>lack of criteria for selecting staff on many criteria for selection</p> <p>insufficient interest for giving technical support to program</p> <p>lack of participation in action research to help determine program objective</p> <p>insufficient equipment and mobilization</p> <p>lack of programming for specific populations</p> <p><i>Lack of knowledge about gender-related rural family problems</i></p>	<p>less economic resources</p> <p>program conditions for receiving funds</p> <p>bureaucracy</p> <p>low salaries</p> <p>sexual discrimination in salaries</p> <p>lack of personnel promotion with contingent benefits</p> <p>a) <i>programs not connected leading to misuse of funds</i></p>	<p>unstable relations with bosses</p> <p>specific and unsystematic treatment of program by bosses</p> <p>a) <i>untrained personnel</i></p> <p>b) <i>hostile attitude towards implementation in rural area</i></p> <p>c) <i>Lack of knowledge by personnel of national reality</i></p>
<b>II. COHERENT</b>	<p>a) <i>Lack of communication with community</i></p> <p>b) <i>insufficient time for personnel to follow through</i></p>	<p>a) <i>difficult access to rural areas</i></p> <p>b) <i>Lack of sound organization</i></p>	<p>a) <i>Lack of family resources</i></p> <p>b) <i>Lack of credit for rural family</i></p>	<p>a) <i>Lack of promotion for personnel</i></p> <p>b) <i>Lack of consistency in rural meeting schedules</i></p>
<b>III. NATIONAL POLICY</b>	<p>a) <i>Lack of government interest in placement of program</i></p>	<p>a) <i>Lack of legislation to support national development</i></p> <p>b) <i>Lack of support in implementation</i></p> <p>c) <i>Lack of higher level educational institutions to train basic economists</i></p>	<p>a) <i>Little national support</i></p> <p>b) <i>embodiment of funds</i></p> <p>c) <i>no concrete state support in planning</i></p> <p>d) <i>Program operational costs</i></p>	

IICA - GUELPH WORKSHOP  
GROUP 4 : SUMMARY OF PROBLEMS

INSTITUTIONAL PROBLEMS

The programs in the countries are being implemented at two different levels.

National level: Panama, Dominican Republic-working with campesino enterprises (production)  
Paraguay - nutrition and health programs  
Bolivia - training in organization for marketing

Regional level: Brazil - participatory training  
Dominican Republic - research

These programs focus their action on outreach and training.

After a discussion and analysis of the programs in Bolivia, Dominican Republic, Panama and Paraguay, it was noted that the programs are concentrating on outreach and training for rural women. However, their efforts are being hampered and limited as a result of the lack of any realistic idea of what integrated rural development really means and of what role women should play in the process. This influences policies for the rural population, and specifically for farm women, with the following consequences:

1. Unclear policies in the agricultural sector.
2. The middle levels are either ignorant of women's programs or have no interest in them.
3. Program objectives are inconsistent with agricultural sector policies .
4. Objectives as defined are inconsistent with the actions carried out.

The results of this are:

At the institutional level

1. No budgets allocated to the program
2. No resources allocated for transportation or working expenses.  
Resources are often centralized.

3. Programs are placed at low-status operational levels.
4. Personnel is inadequate for developing the programs. There are no clear standards for selecting personnel.
5. There are no resources for personnel training
6. There are no resources for research or for applying new working methods.
7. Remuneration of program personnel is lower than that of other extension officers.
8. Planning systems do not include feedback.
9. There is no qualitative evaluation or follow-up

At the community level

1. The family does not have the resources to improve its working methods (land and water)
2. There are no lines of credit oriented toward the productive activities of women.

At the human level

1. Formal education does not prepare professionals to meet the social responsibilities that go hand in hand with their technical work.

B. Strategies for Solving Program Problems.

Strategies outlined and defined by work groups

In session VI and VII each work group discussed the possible strategies to solve the problems they had outlined. Groups 1 and 2 chose to look at the problems listed in each matrix category and suggest strategies to solve them, although Group 1 listed strategies by country since the participants felt they were country specific. Group 3 and 4 listed strategies\* without reference to the matrix or the categories (levels, factors). Group 4 addressed the programs involving the rural woman and suggested strategies to solve program problems with the specific focus.

In plenary session C a representative from each group read the suggested strategies to solve program problems, and an open discussion was held. The group reports were later mimeographed and circulated to all participants; they are reproduced on the following pages.

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\* Group 3 listed four additional strategies after the initial list. These were not included in the mimeographed copy distributed to all participants but were added later, and are noted in italics.



WORK GROUP 1  
(Original in  
English)

### STRATEGIES TO SOLVE PROBLEMS

This report covers three of the four countries represented in the English speaking Caribbean group. Guyana was in a very unique position in that there were no problems.

Among the other three countries, problems were sometimes similar but not identical. The group was of the opinion that different strategies were required for their solution. These are grouped under the countries to which they refer.

#### JAMAICA

Jamaica's Program is a pilot schema with many ministries participating:

##### I. Institutional

###### A. Structural

A knowledgeable, committed, senior liason officer in each ministry with responsibility for coordinating the program would be an advantage.

###### B. Operational

- More interministerial participation by senior representative of the ministries involved is required at the parish level where budgetary discussions may be made.
- Planning and implementation of programs need to be more effective with special consideration given to the following:

1. Feasibility studies
2. Marketing arrangement
3. Budgeting

This would prevent loss of credibility

- There should be agreed policy at National level

###### C. Economic

- There must be the development of a co-ordinated work plan for budgetary purposes and there should be support for this within each ministry.

D. Social/Human

- Quarterly meetings with interministerial and area committees are crucial to communication, participation and evaluation of the program. As far as possible Permanent Secretaries or heads of departments should attend these - not junior representatives.

II. Community

B. Operational

- In order to avoid loss of credibility through breaking appointments, transportation should be provided, e.g. provision of a jeep for greater accessibility to project areas in remote areas.

D. Social/Human

- Revive community and youth groups. Hold youth forums to strengthen community organizations and stress benefits of the program to the total community.
- Increase publicity through the media and/or publications in order to arouse community and national awareness of the program.

TRINIDAD AND TOBAGO

I. Institutional

A. Structural

- Qualified research personnel and additional county officers would greatly improve efficiency and evaluative efforts at the program level.
- Decentralization would provide promotional opportunities and minimize the dangers to which female officers are exposed when returning from late assignments in rural areas.

II. Community

A. Structural

Where action is unduly delayed for no apparent reason, rural groups may be mobilized to communicate their needs directly to the most Senior Administrator, i.e. to the highest level possible.

BARBADOS

III. National Policy

D. Social/Human

Marketing outlets should be established for local goods and some form of protective legislation provided.

II. Community

Small groups should join other producer manufacturing and small business groups to pressure government into controlling imports.

STRATEGIES TO SOLVE PROBLEMS

I. Institutional

A. Structural

- Social programs should be included in all programs for agricultural production and technology transfer
- Programs must be dynamic and must be consistent with changes and with development policies, as well as with language and cultural problems.

B. Operational

- Personnel must receive inter-disciplinary training
- Integrated program planning (diverse disciplines)
- Diagnoses
- Evaluations
- Training programs in the universities and in other training centers should be linked to work with extension or rural development.
- In-service training.
- Trained personnel need incentives to remain with the institution
- Program directors must be involved in the selection of personnel.
- Except in regions that suffer from problems of language and culture, it is not essential for personnel to be natives of the rural areas where the work will be done.
- Better qualitative evaluation programs.
- There is a need for methods of qualitative evaluation
- A network should be set up for program directors to exchange information on their work.

C. Economic

- Plans must be well defined and their objectives must coincide with national objectives and policies. Their objectives must specify plans of action, strategies and a clear definition of expected results (quantitative and qualitative). This is the basis for adequate funding.

D. Social/Human

- Support must be sought at different hierarchical levels.
- Agreements should be signed with other institutions so that there is no overlapping of functions, which would be well defined.
- Efforts should be made to establish good human relations.
- The motivation of the beneficiaries must be increased.

II. Community

A. Structural

- The active participation of support groups should be encouraged both in the diagnosis and in the planning and evaluation of programs, so that actions will meet the needs felt by the group.

B. Operational

- The beneficiaries themselves should decide how much time they will be devoting to the program.

C. Economic

- Flexible, accessible credit for agricultural production and for housing improvements and infrastructure projects, in order to discourage outside - tied credit.
- Credit regulations (standards, indexation, etc.)

D. Social/Human

- Programs must create a joint, participatory atmosphere for communication, so that the experiences of the beneficiaries will be considered along with the know-how of the technical specialists.

III. National Policy

A. Structural

- Every institution must have its functions clearly defined by national policies.
- Educational policies must be established for rural zones in accordance with current and future needs.

B. Operational

- A complete, concrete plan of action, adapted to national policies and to the policies of the institution. This will facilitate both support and adequate funding.

C. Economic

- Same as III (B) above

D. Social/Human

- Programs for women must be integrated with programs for the rural family.

WORK GROUP 3  
(Original in  
Spanish)

STRATEGIES TO SOLVE PROBLEMS

- I. Take advantage of timely opportunities or favorable changes to draw the attention of authorities at various levels toward programs for women and families, by means of:
  1. Reactivating (and reformulating) existing programs
  2. Presenting draft projects, applicable in the rural areas, that demonstrate the value of the programs.
  3. Using cost -benefit analysis of the programs for demonstrating their economic value to the family and the nation.
- II. Review the current objectives of programs for women and families, as related to objectives contained in National Development Plans.
- III. Disseminate information on the concrete achievements that women have made through the programs toward strengthening the family as the basic unit of the community, and contributing to community and national development.
- IV. In programs for rural families, launch campaigns to train women, including literacy as a means of developing the social, economic, and political role of women.
- V. Use ongoing evaluation as a control mechanism for implementing approved programs and for incorporating new benefits into them.
- VI. Increase the hierachical ranking of programs for rural families, and particularly for rural women, using mechanisms for evaluating planning, implementation and publicity.
- VII. Try to increase the political level of rural women through civic training campaigns.
- VIII. Set up an inter-institutional technical organization with a high level of decision-making authority, that can conduct promotion, coordination, research, planning and publicity of programs for rural women and families.
- IX. Strengthen the technical schools at various levels, to provide multifaceted training for both sexes.

- X. Include grass-roots personnel, especially women, in planning the work.
  - XI. Adopt strategies by which grass-roots planning is supported at decision-making levels by means of integrated participation.
  - XII. Work with primary or elementary schools and rural literacy centers, orienting their programs toward the needs of the family and the development of the rural community.
  - XIII. Establish community economic enterprises that can obtain funding for support services for rural women.
  - XIV. Submit feasibility studies based on accurate data, in order to obtain funding for plans for rural women and families.
  - XV. Generate sources of employment in rural areas by setting up women's agro-industrial concerns for processing and for providing support services to production and marketing.
  - XVI. Pressure funding institutions to set up credit.
  - XVII. Submit a program budget for implementing operational programs oriented toward rural women and families.
  - XVIII. Identify and submit projects for rural women and families to national, regional, and international funding sources.
  - XIX. Provide the personnel with the evaluation of their work and consider the possibility of a career path with promotions.
- 
- 1. *Use organized groups to obtain more decision-making power in order to give greater priority to Rural Women's programs.*
  - 2. *Increase the number of women in public institutions (at all levels) to obtain greater efficiency in the Rural Woman and Family Programs*
  - 3. *Widen the scope of Rural Women and Family Programs incorporating them into integrated development programs.*



WORK GROUP 4  
(Original in  
Spanish)

STRATEGIES TO SOLVE PROBLEMS

We view women as part of a whole system that ties them to the problems of their class. For this reason, no strategies can be proposed that view women in isolation.

- I. Programs for working with women must be clearly defined, with specific objectives, and must be consistent with overall policies for the agricultural sector of the countries (rural development) and with the culture of our people.
- II. The objectives and actions of existing programs must be analytically reviewed and reformulated in accordance with sectoral policies, in order to justify investments in the programs.
- III. The middle levels must take part and be committed to the programs, from the planning stage through the evaluation, in order to increase their awareness of the role of women as a part of integrated development in the rural sector.
- IV. Women must be organized at all levels in order to act as pressure groups.
- V. Personnel hiring policies must be reviewed so that equal remuneration will be available by position on the personnel scale.
- VI. Women's programs must occupy high levels in the institutions. This should be done by presenting the achievements of the programs and stressing their importance to decision-makers.
- VII. Training policies for farm women must include the participation of women.
- VIII. Joint activities should be conducted among the institutions working in the agricultural sector.
- IX. An economic value must be attributed to the work of women producing goods and services for family consumption, in addition to work done outside the home.

- X. National statistics must be designed so as to include categories or analysis that will make it possible to measure the work of women producing goods and services for family consumption (in addition to work done outside the home).
- XI. The capabilities of women for the rural development process must be publicized through the mass media, with an emphasis on the agricultural sector, in order to bring about a change of mentality.
- XII. Credit policies must be rewritten so that women may qualify as credit-worthy.
- XIII Women must receive training in order to increase their awareness and prepare them for active participation in decision making, on an equal level with other members of the group.

C Final Recommendations

The final recommendations were drafted by a group consisting of two representatives from each of the four work groups and the coordinators. The purpose was to list recommendations in a brain-storming session related to four major areas:

- projects/programs
- supervisors of technical personnel
- high-level authorities and decision makers
- international and funding organizations

The completed list was typed, mimeographed and distributed to all participants in plenary session D. The wording was discussed, modified where necessary, and voted in plenary session. One representative from the summary draft session was selected to read the list aloud\*. The final recommendations presented by this seminar appear on the following pages.

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\*In the closing ceremony

PLENARY D.  
(Original in  
Spanish)

FINAL RECOMMENDATIONS

IICA -GUELPH WORKSHOP

November 13, 1981

I. RECOMMENDED STRATEGIES FOR PROJECTS/PROGRAMS:

1. Integration of social and production programs. For example develop a way that Associative Enterprises can support social services sub-projects.
2. Review and reformulate, in conjunction with rural women, objectives for programs for rural women and families to ensure that they are consistent with institutional and sectorial policies and objectives.
3. Set up pressure groups with representatives on the levels where planning takes place, thus ensuring consistency between actions and the interests and needs of the beneficiaries at every stage; this would also allow on-going evaluation.
4. Ensure sound economic viability of the income-generating activities offered to the project participants.  
Specifically: Feasibility studies, marketing arrangements, training in managerial skills, budgeting.
5. Keep programs for rural families flexible through diagnosis and re-search of working methods adapted to the actual situation of rural families.

II. TO SUPERVISORS OF TECHNICAL PERSONNEL WORKING IN DEVELOPMENT PROJECTS

1. Establish mechanisms for the participation of all technical personnel in the design, follow-up and evaluation of programs so they may feel fully committed to program content and may become more aware of the role of rural woman.
2. Ensure support for projects from high-level authorities by providing them with information on the impact of projects for women and families.

3. Provide training for women to increase their awareness and prepare them for active participation in decision making, on an equal footing with other members of the group.
4. Joint activities should be conducted among members of the technical personnel of institutions working in the agricultural sector.
5. Submit a program budget for implementing operational programs oriented toward rural women and families.

### III. TO HIGH-LEVEL AUTHORITIES AND DECISION MAKERS

1. Promote protective legislation for national products, including import controls and fair prices for domestic producers.
2. Restructure credit policies to include women as recipients of credit and of crop credit insurance.
3. Institutionalize mechanisms for inter-institutional coordination at all levels.
4. Clarify and improve the hierarchical position of women's programs in organizational structures.
5. Design national statistics so as to include categories of analysis that will make it possible to measure the work of women producing goods and services for family consumption (in addition to work done outside the home).
6. Define policies for integrated rural training to include women.
7. Review the planning and enforcement of personnel policies to clarify and define:
  - Standards for hiring, removing and promoting personnel
  - Job descriptions
  - Organization and scaling of salaries in accordance with position and responsibilities.
8. Broadly publicize the capability and achievements of women in the productive process.
9. Include courses on human/social development in all programs of formal education.

IV. TO INTERNATIONAL AND FUNDING ORGANIZATIONS

1. More clearly define the technical and financial relationships between national agencies and international organizations.
2. Give more emphasis to credit for rural families, viewing women as creditworthy.

## V. WORKSHOP PLANNING AND IMPLEMENTATION

### INTRODUCTION

This section describing the planning, orientation, and implementation phases of the IICA-GUELPH Workshop is included primarily so that those wishing to conduct a similar seminar may have a working guideline.

The intent of a structured workshop methodology was to achieve the maximum positive output in five days. Until recently, international gatherings functioned mainly as arenas used by participants to present the greatest "success stories" or public relations statements of their institutions or countries. In order to set a stage for a critical review of the existing institutional situations (since only recognized shortcomings can be corrected), we asked the participants to relate the difficulties that they encountered in the main projects in their respective work.

This objective required a tight time schedule for discussion. Many of the participants noted that there was not enough time dedicated to any one of the topics scheduled, and they had a particular interest in comparing notes with other project directors. As the temptation is always to spend time sharing and discussing problems at the expense of time devoted to strategies, strict adherence to the agenda was necessary. This enabled the participants to meet the workshop objective of producing recommendations for solving the problems discussed.

The coordinators learned the importance of a strong administrative team to the overall workshop organization. The mimeograph and photocopy machine operators were as indispensable as the secretaries. Efficient management of microphones, speakers and recording equipment is important both in running the workshop and in preparing documentation at the conclusion of the meeting.

The location and climate played an important part in the functioning of the workshop. The Central American Institute for Social Studies (ICAES) is a modest, residential seminar complex situated in a small community thirty minutes from San José. The distance to San José via public transportation, along with a cool, rainy, and windy week, accounted for an unusually high attendance at all sessions. The location was chosen partially to minimize the contrast between the meeting amenities and the lives of the rural people under

26-  
discussion. In areas with more distractions, attendance can be expected to drop.

In the following pages we will present in checklist for the planning and implementation of the workshop and comment on the successes and failures of our methodology.



WORKSHOP CHECKLIST\*

1. PLANNING
  - X 1.1 Conception of the workshop theme by the coordinators.
  - X 1.2 Securing funding for workshop implementation.
  - X 1.3 Devising the workshop methodology.
  - T (A) X 1.4 Preparing the guidelines for the submission of ideas on QOL.
  - T (A) X 1.5 Preparing the guideline for project analysis to be done by the participants and brought to the workshop (Annex E).
  - T (A) X 1.6 Preparing the invitations for the representatives to be sent to the IICA National Offices. Along with lists of selected collaborators.
  - T (A) X 1.7 Preparing and distributing the documents outlining the workshop objectives and methodology for the collaborators and representatives.
  - T (A) X 1.8 Designing the matrixes for annotating institutional/project problems.
  - T (A) X 1.9 Preparing the workshop evaluation forms (Annex F).
  - T (A) X 1.10 Preparing an summary document and introductory presentation concerning the Conceptual Framework taking into consideration the input of the representatives mentioned in point 1.4 (Annex C)
  - T (A) X 1.11 Preparing workshop agendas for the collaborators and representatives (Annex B).
  - (A) 1.12 Planning transportation and lodging for the participants and arranging for perdiem payment and exchange of currency.
  - X 1.13 Assigning the representatives to their respective work groups.
  - (A) 1.14 Preparing registration kits and arranging for administrative personnel and technical requirements.
  - X 1.15 Organizing opening and closing ceremonies

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\* The symbols indicate the participation of different members of the organizational team:

- |                  |                      |
|------------------|----------------------|
| * - Moderators   | (A) - Administrators |
| △ - Synthesizers | X - Coordinators.    |
| T - Translators  |                      |

2. ORIENTATION

- X 2.1 Coordinator meeting to re-evaluate and refine workshop methodology and implementation of individual events.
- \*  $\triangle$  T X 2.2 Planning and holding training sessions for the collaborators before the arrival of the representatives to:
  - . define functions of collaborators
  - . review workshop agenda and activities
  - . review workshop training materials
  - . make final changes based on collaborators input
- X 2.3 Refine/restructure workshop based on results of collaborator training sessions (revise materials, agenda, etc.).
- (A) X 2.4 Meetings with administrators to review final workshop agenda and their functions during workshop sessions, plenaries, etc.
- (A) 2.5 Preparation of revised agenda and registration kits.
- T X 2.6 Meetings with translators to review interpretation needs during workshop sessions, plenaries, etc.
- (A) X 2.7 Relocate equipment to appropriate meeting rooms. Meet with equipment technicians to review agenda and workshop needs.
- T (A) X 2.8 Meet participants at airport and transport to workshop site.

3. IMPLEMENTATION

- (A) X 3.1 Registration of representatives
  - (A) 3.1.1 Reproduction and distribution of documents brought by representatives.
- \* T X 3.2 Informal reception for participants
- T X 3.3 Inauguration/workshop orientation session
- T X 3.4 Presentation of Conceptual Framework
  - T X 3.4.1 Discussion of Conceptual Framework in Plenary
  - (A) 3.4.2 Distribution of workgroup materials
- \*  $\triangle$  T 3.5 Workgroup sessions to analyze conceptual framework by answering specific questions.

- △ T X 3.6 Plenary to listen to each work group's summary of their discussion of the Conceptual Framework.
- X 3.6.1 Discussion of work group summaries in plenary
- X 3.7 Drafting of summary of plenary discussions.
- T (A) 3.7.1 Type, translate, reproduce work group reports
- T X 3.8 Plenary to discuss use of matrix for analyzing institutional program problems.
- (A) 3.8.1 Distribution of matrix forms for use in work groups.
- \* △ T 3.9 Work group sessions for representatives to present country programs, analyze program and institutional problems, and order problems with use of matrix
- △ (A) 3.9.1 Participants answer the mid-week evaluation form distributed at end of last work group session.
- T (A) 3.9.2 Type, translate, reproduce plenary summary on conceptual framework.
- 3.10 Free afternoon and evening for representatives
- \* △ X 3.10.1 Collaborators meet to review and consolidate institutional/program problems.
- (A) 3.10.2 Synthesizers meet to evaluate the notes and the note taking systems.
- \* △ X 3.10.3 Collaborators discuss mid-week evaluations.
- T 3.10.4 Translators translate ordering of institutional problems by work groups.
- (A) 3.10.5 Administrators type and reproduce translated materials. (3.10.4).
- \* △ X 3.10.6 Collaborators discuss methodology for conducting work group sessions on strategies to solve institutional/program problems based on ordering of problems.
- △ X 3.11 Plenary session for representatives to present work group ordering of problems
- (A) 3.11.1 Administrators distribute materials on Conceptual Framework and ordering of problems (3.10.4)
- \* △ T 3.12 Work group sessions to develop problem solving strategies
- \* 3.12.1 Selection of a representative and a collaborator from each work group to draft summary recommendations for final report.

- △ X 3.13 Plenary to present work group reports on problem solving strategies and recommendations.
- \* X 3.14 Meeting of recommendations drafting committee.
  - T 3.14.1 Translators translate work group reports on problem solving strategies and recommendations.
  - Ⓐ 3.14.2 Administrators type and reproduce translated materials (3.14.1).
  - T 3.14.3 Translators translate final recommendations produced by drafting committee
  - Ⓐ 3.14.4 Administrators type and reproduce final recommendations
- T X 3.15 Plenary to discuss and note on final recommendations.
  - Ⓐ 3.15.1 Administrators distribute final recommendations and work group reports on problem solving strategies.
  - 3.15.2 Selection of representative to present final recommendations
  - Ⓐ 3.15.3 Distribute final evaluation
- T X 3.16 Closing ceremony
  - Ⓐ 3.16.1 Distribution of final recommendations
  - 3.16.2 Presentation of final recommendations by elected representative
  - X 3.16.3 Closing remarks
  - X 3.16.4 Reception
  - Ⓐ 3.17 Participants to airport
- X Ⓐ 3.18 Preparation of Final Document.
- T 3.19 Translation of Final Document.
- X 3.20 Publication of Final Document.
- X 3.21 Distribution of Final Document.

I. COMMENTARY ON THE PLANNING

At the first meeting of the IICA-GUELPH Coordinators in September of 1979, it was decided that in order to conduct a high-output, low budget workshop a considerable quantity of pre-work by representatives, collaborators, and coordinators was essential. The representatives were asked to send to the coordinators their definition of the central theme for discussion at the workshop: "Aspects of the Quality of Rural Family Life". Four questions referring to the concept of quality of life were asked. Not all participants answered these questions directly. Many wrote on a wide range of issues related to the topic, providing content for the lead paper. These inputs by the participants were to be worked into a summary document for presentation at the workshop. Secondly, the representatives were asked to prepare a presentation analyzing the program they work in or direct according to detailed guidelines. Copies of this presentation were to be handed in by the representatives at registration.

These instructions, along with a tentative workshop outline and agenda, were sent to the representative through the IICA national offices. The IICA national directors then sent this document with a invitation to persons they selected from a list of possible representatives suggested by the workshop coordinators. Frequently the selection of the representatives was delayed which put the participants at a disadvantage with respect to preparation time. The problem with time at this stage also impacted the coordinator responsible for the summary document. It is essential that any major document be written, translated, typed, and copied for the registration packets before collaborators arrive for pre-workshop orientation.

At approximately the same time that the documentation went to the national offices, the collaborators were invited directly by the coordinators. The collaborators received the instructions to representatives and another document which outlined collaborator functions and responsibilities before and during the seminar. Specifically, this package included the workshop objectives, a description of the roles of representatives and collaborators, a tentative workshop schedule, the matrix for program analysis and instructions for its use, and a list of possible participants. The content of the collaborator's document was open for discussion at the orientation meeting. The twelve week period before the collaborators' meeting was utilized:

1. to prepare the document on the quality of life based on submissions (a coordinator);
2. to refine the matrix for proper analysis and develop detailed instructions for its use (a coordinator);
3. selecting personnel for administrative and translation services (a coordinator);
4. arranging accommodations and travel schedules for the participants (administrators);
5. selecting the location for the seminar (a coordinator);
6. procuring office supplies and other items for the workshop (administrators);
7. determining work group formation (coordinators).

Special attention was given to this last point. After confirming their participation, each collaborator and representative was tentatively assigned to a work group. At first five work groups were planned, four Spanish speaking and one English speaking. The principal objective, however, in building a work group was to form a representative group, taking into consideration the technical experience and administrative position of the participants. For example, each group included a representative from a large and a small South American country, and a Central American country. An English speaking group, however, excluded the possibility of each group having a representative from the English speaking Caribbean. An attempt was made during the week of the seminar to integrate this group in order to achieve the geo-political balance originally achieved conceived in the planning stage. When the seminar began there were four work groups formed with a membership of four to six collaborators and seven or eight representatives. Twelve weeks was sufficient time for all aspects of this planning phase with the exception of the invitations to representatives. Three and half people in addition to the coordinator were required to do this amount of work. Others intending to conduct a workshop should not underestimate the time required to prepare and copy extensive documentation.

The choice of site and the facilities available heavily impacted the planning requirements. A residential site providing food, meeting rooms simple accommodations, and a small store was chosen for this meeting. It in-

Increased transportation needs (between IICA, ICAES, town and airport) but decreased time spent on organizing these other aspects. All the requirements for translation, typing, amplification and recording as well as workshop supplies had to be transported to the site. A major stumbling block was the lack of on site duplicating facilities. If a tight time schedule is envisioned, printing facilities must be arranged on the premises.

## II. COMMENTARY ON THE ORIENTATION PHASE

The week prior to the workshop, the collaborators arrived for orientation sessions. First, the collaborators were given updated versions of the documentation including more detailed objectives. The terms "collaborator" and "representative" and materials defining the three categories and specific responsibilities and functions of each collaborator were included. Also provided was a detailed description of the workshop methodology with guidelines for conducting work groups and material on facilitating group process. Tentative lists of the participants according to work group were formed. These lists also designated the category of each collaborator (A,B, or C). This document was printed in final form after extensive discussion and modifications of its contents. A brief description of the three major stages of the workshop sessions was also provided. This documentation served as a manual for the collaborators during the workshop.

During the orientation sessions, collaborators presented questions for clarification. One area of confusion was the matrix developed for use in analyzing programs. For future workshops, the coordinators recommend that:

1. the guidelines for participant country presentations refer more precisely to the boxes in the matrix;
2. definitions for each box in the matrix be included;
3. many people need practice and more confidence in using this type of analytic tool;
4. the matrix was more useful at the individual country level than at the composite level.

Orientation sessions were held the Thursday and Friday preceding the workshop, while the weekend was left free for relaxation and for emergencies. As it happened, Saturday and Sunday were the busiest days for coordinators and

administrators, and this crisis should be foreseen. The major weekend activities were:

- meeting incoming flights at the airport;
- revising, typing and reproducing lists and materials changed or developed in the orientation meeting;
- final preparation of workshop kits, badges, etc. for representatives in Spanish and English;
- registering and settling representatives in ICAES;
- informal reception.

Personnel requirements include drivers, translators, secretaries, reception and food service staff, and an administrative assistant to handle problems of accomodation and personal requests.

### III. COMMENTARY ON IMPLEMENTATION

This section is dedicated to a description of what actually happened during the week of the workshop. Because of the quantity of time and effort devoted to the planning and orientation sessions, the workshop followed the envisioned methodology and agenda closely. Some of the stages varied in content but the time schedule, order of events, work group and plenary sessions adhered to the agenda. On arriving at ICAES Sunday afternoon, the representatives handed in the descriptions of their programs which were then sorted according to the work group to which the representative belonged. The representatives were asked to bring fifteen copies of their program presentation if possible; few had the necessary time and facilities. The coordinators, after reading over these documents on Sunday night and Monday, discovered a wide variety of techniques had been used in their preparation, some deviating from the specific guidelines. The guidelines asked for a three to eight page document, written according to a detailed outline (Annex D). Many of the documents produced were in a considerably more original form. Even with sufficient preparation time this should be expected. Considerable administrative time was necessary to order the papers by group and to reproduce them. Ideally, the written country presentations should be available to all participants. Since no specific order for the presentation of these program descriptions to the work group sessions had been previously



established, the coordinators suggested that the papers most closely following the guidelines be presented first.

On Monday morning the workshop was formally inaugurated at IICA Headquarters with a welcoming speech by the Director General of IICA. After this welcoming speech, a meeting was held as a general orientation session for all the participants. This session was led by a workshop coordinator. During this half hour meeting an oral presentation was given based on the collaborator's manual, and emphasis was placed on the mechanics of the workshop methodology. The participants were assigned to their groups and the functions of the collaborators were announced. The participants were then transported back to ICAES to begin sessions.

The presentation of the summary document concerning the quality of rural family life was the first event. It was presented in Spanish and English with copies given to the participants. It would have been better if the document had been released at registration to give time for reflection. The presentation of this document served to establish the parameters for the work group discussions and to note some basic aspects of the Quality of Life. After this presentation the participants adjourned to their respective groups' conference rooms to begin work group sessions. Sessions I and II were centered around answering two questions:

1. Which, in your opinion, are the essential aspects that should be contained in the concept of the "Quality of Rural Life"?
2. Which aspects, in your opinion, would have to be added or become important if we specifically consider the "Quality of Life of Rural Women?"

The first question is essentially a repetition of the one the representatives were asked to answer as inputs to the document. It was necessary to word discussion questions in a broad open manner, since not all participants were able to contribute their ideas in time for inclusion in the document. The second question was aimed at the specific component of the concept Quality of Life to be emphasized during the workshop.

In the work groups, each participant wrote individual answers to the two questions.

These answers were discussed and a summary compiled on a flip chart for presentation. This method encourages all members of the group to participate from the beginning and decreases the impact of highly verbal or more confident members. The summaries of each groups' answers were also mimeographed in Spanish and English and distributed to all the members.

Tuesday morning's Plenary Session A was dedicated to the presentations of the work synthesized in work group sessions I + II. At the conclusion of this plenary, a composite of the points and priorities presented by the work groups was written, duplicated, and distributed to the participants for future reference during the final three days of the seminar.

After Tuesday mornings Plenary Session A, an additional orientation session was deemed necessary in order to make suggestions for the use of the matrix for program analysis. This matrix was created to enhance in work group outputs since they were working independently, as a common denominator for analysis was needed. The matrix format was not intended to limit areas of discussion, but as a unifying guideline. The matrix is reproduced in section IV and the guidelines for placing program problems in the matrix as Annex D.

The participants were informed that the procedure for noting the problems was to be developed by each work group. In this final orientation session several alternatives were suggested with reference to the procedure for note taking. It was also pointed out at this meeting that because the participants in each work group were representing such a broad range of programs, unified general statements for each of the twelve areas were not practical for all cases. The principal objective of this method of program analysis was to widen the scope of observations by creating twelve areas of discussion. Basically the same methodology for the operation of the work group was used in the remaining six sessions: individuals participated in turn, and the notes of the discussions were written on flip charts to be condensed later, with group approval, on to the specific forms provided for presentation at a plenary session. All work was typed and mimeographed in English and Spanish at each stage for distribution to the workshop participants, and ten additional copies in each language were produced and filed for the coordinators' use.

Because all printed matter was also intended for use in the final document, the copies distributed to the participants gave them an opportunity to

request additions or corrections immediately. Preparation and alterations in the printed output of the work groups required secretarial and mimeographing services during the evenings. It should be noted that the time for printed outputs, revisions, and translations was limited and thus often put a strain on the translators, coordinators, and administrative personnel.

Some work groups opted to continue their work in the evening; this was an indication of interest and lack of time. Future workshop coordinators may wish to schedule an evening session to structure more work group time.

The sessions lasted from two to four hours with coffee breaks held at two hours intervals. The coffee breaks and meals were taken together by all the participants in the ICAES cafeteria and thus were usually informal continuations, discussions, or preludes to the work group or plenary sessions. The usefulness of these breaks should be taken into account since informal conversation time was highly prized and enabled participants to meet others outside their work group.

In the attempt to discover omissions and problems related to all phases of the workshop, a mid-week evaluation was completed by the participants and read during the Wednesday afternoon collaborators' meeting. A more detailed evaluation was completed at the end of the workshop. The mid-week evaluation was useful to correct problems in workshop organization, while the final evaluation assisted both coordinators and participants to think through their experience. For groups working with funding from an agency, the final evaluations are essential in formulating the final report to the agency outlining the goals and achievements of the meeting.

**VI. WORKSHOP EVALUATION**

"This workshop was beneficial, in that it sought to enable Latin American and Caribbean countries to share their experiences. A considerable amount of knowledge regarding Family Life Education and related projects with particular emphasis in women was acquired. I would therefore take the opportunity to offer my sincere thanks to the Department of Women Affairs, IICA and the Ministry of Community Services for affording me the attendance at this workshop".

Elridge Dixon, Project Officer, Barbados

The participants evaluated the workshop twice during the week. The forms used may be found in Annex F.

The initial evaluation form was filled out at mid-week and returned promptly to the organizers. This permitted adjustments to be made for the rest of the week. Participants were asked to describe positive and negative aspects of the workshop, and to suggest improvements. Most of the comments in the initial evaluation concerned the use of time during the workshop. Participants indicated that a substantial amount of work had been scheduled for the week, and thus it was imperative to adhere to the agenda, working evenings, if necessary. Other suggestions to solve the problem of limited time were reducing coffee breaks, extending the seminar to include additional days, and coordinating the scheduled sessions more efficiently.

In addition to feeling that there was not enough time to complete the work, participants felt there was insufficient time to get to know each other. There was particular interest in interaction between the work groups, such as hearing other groups' country presentations and discussing areas of mutual concern and common interest with them. The English-speaking group members stressed the importance of not isolating representatives from the Caribbean. They were insistent that other presentations be made in their group. Representatives from Nicaragua and the Dominican Republic joined this group to make their presentations. Although these two additions were appreciated, it was noted that more exchange would have been useful. Most members of the English-speaking group felt that simultaneous interpretation with headphones would have been more efficient than the whispering system used.

Participants also indicated that they would have enjoyed knowing the host country, Costa Rica, better. They suggested a field trip, which would have served the additional objective of permitting participants more time to exchange experiences.

The positive aspects of the workshop stressed in the mid-week evaluation centered around the opportunity to understand other countries' problems and projects, and to highlight similarities and differences. Most participants felt that the workshop methodology was useful and that the workshop was well-structured. Some indicated that the workshop enabled them to organize their thinking better. Many stressed that there were good dynamics and exchange of ideas.

The collaborators found the two-day briefing very useful. And in spite of a week of very rainy and cold weather, many stated that the accommodations were very good.

The evaluation form completed by the participants at the end of the week focused upon specific aspects of the workshop, such as theme, organization, participation, and attainment of goals. Participants were asked to state their opinion on a scale of one to five with regard to these different aspects.

With regard to attaining the goals of the workshop, participants indicated that terms and concepts were defined to satisfaction, and that satisfactory efforts were made to develop effective strategies for solving institutional problems. The highlighting of institutional problems in programs was more than satisfactorily achieved. And consensus on the definition and components of the concept of quality of life was fully achieved, according to the participants.

The participants rated the presentation and organization of themes at above average, while rating the comments made on the major themes at average. The amount and quality of participation was rated at above average for the work groups and at average for the plenary sessions. The time spent for different workshop activities was rated in the following way: presentation of themes in groups, sufficient; group discussions, sufficient; presentations on institutional problems, excellent; discussions of presentations, sufficient; group reports in the plenary session, more than sufficient; discussion of themes in plenary session, sufficient.

Participants rated the results and products of the work groups and plenaries as satisfactory. Overall, participants were satisfied with the plenary discussion and the social activities, more than satisfied with the work groups and the analytic matrices, and very satisfied with the material distributed and the accommodations at ICAES.

When asked about the most outstanding feature of the workshop, participants listed the work groups, the accommodations and the opportunity for interaction. When asked to suggest how future workshops can be improved, participants stressed the need for more time for discussions and questions and some noted that the participants themselves needed to be more aware of time constraints.

ANNEX A

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AGENDA FOR THE IICA-GUELPH WORKSHOP

"THE QUALITY OF RURAL FAMILY LIFE:  
INSTITUTIONAL STRATEGIES IN LATIN AMERICA"

SUNDAY, NOVEMBER 8:

4:00 - 8:00

Arrival of participants.

Registration in ICAES

Reception in ICAE

Folklore dances

MONDAY, NOVEMBER 9:

7:00

Breakfast in ICAES

8:30

Bus leaves ICAES for IICA

9:00

Inauguration of the Seminar: Henry Wallace  
Room, second floor, IICA.

Welcoming speech by Dr. José Emilio G.  
Araujo, Director General of IICA.

10:30

Coffee break

11:00

Workshop orientation

Jan Hurwitsch

11:30

Bus leaves from IICA parking lot for ICAES

12:00

Lunch in ICAES

2:00

Some basic aspects of the quality of rural  
family life. Room A, ICAES

Nora Cebotarev

3:30

Coffee break

4:00

Work groups: Session I

Discussion of the meaning of the "Quality  
of Life"

6:00

Dinner in ICAES

TUESDAY, NOVEMBER 10:

In ICAES

7:00

Breakfast

8:00

Work groups: Session II

Relevant components for improving the  
quality of rural family life

9:30

Coffee break

10:00

Plenary Session A.

Work group presentation and synthesis: Room A

Moderators: Nora Cebotarev

Guillermo Moreno

12:00	Lunch
2:00	Work groups: Session III Analysis of Projects: Presentation and discussion of case studies
3:30	Coffee break
4:00	Continuation of Session III
6:00	Dinner
8:00	Presentation on Costa Rican Handicraft Television Room.

WEDNESDAY, NOVEMBER 11:

	En ICAES
7:00	Breakfast
8:00	Work groups: Session IV Analysis of Projects: discussion of problems
9:30	Coffee break
10:00	Work groups: Session V Ordering of Institutional problems
12:00	Lunch
1:30	Free afternoon for representatives (Collaborator's meeting ICAES, Room A). Bus leaves to visit museums and tour of city
6:00	Dinner at a typical restaurant
9:30	Return to ICAES

## THURSDAY, NOVEMBER

	In ICAES
7:00	Breakfast
8:00	Plenary Session B. Schematic presentation of institutional problems. ICAES, Room A.
9:30	Coffee break
10:00	Work groups: Session IV Strategies to solve problems
12:00	Lunch
2:00	Work groups: Session VII Strategies to solve problems
3:30	Coffee break

4:00 Work groups: Session VIII  
Preparation of Group Report

6:00 Dinner

FRIDAY, NOVEMBER 13:

7:00 Breakfast

8:00 Plenary Session C  
Presentation of work group reports on  
solutions to institutional problems and  
recommendations for the final report.  
ICAES

9:30 Coffee break

10:00 Free time for representatives  
Meeting to draft summary: one collaborator  
and one representative from each group.

12:00 Lunch

2:00 Plenary Session D.  
Presentation of the final report (draft)  
by an elected representative  
ICAES, Room A.

3:15 Bus leaves for IICA

3:30 Closing ceremony of the seminar  
Summary of the report and closing remarks  
Henry Wallace Room, IICA

5:00 Reception hosted by the Director General  
of IICA, Dr. José Emilio G. Araujo.

6:30 Bus leaves for ICAES.

NOTES ON BASIC ASPECTS OF  
THE QUALITY OF RURAL FAMILY LIFE

Prepared by E.A. Cebotarev  
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Nov. 3, 1981.

\* With the contributions of participating countries, for the Guelph-IICA Workshop on "The Quality of Rural Family Life: Institutional Aspects", November 9-14, 1981, San José Costa Rica. The contributions received after the completion of the discussion draft of this paper are incorporated in the footnotes of same.

NOTES ON BASIC ASPECTS OF THE  
QUALITY OF RURAL FAMILY LIFE

This paper attempts to highlight, as a point of departure for our discussion, the essential aspects of a framework for the concept of Quality of Rural Family Life. It integrates ideas contained in the documents contributed by representatives of participating countries.

As it will be seen, we shall try to break down the complex concept of the Quality of Life (QOL) not only into its essential components, but also into the levels on which it is formulated. We shall also attempt to specify, although only tentatively, some of the implications that emerge from this analysis, and put forth guidelines for action programs, as opposed to strictly research activities.

It is difficult to summarize your contributions into a simple statement, due to the richness of the views and experiences expressed in the documents submitted. I would like to thank the participants for the thoughts given towards clarifying this complex concept, and ask for forgiveness if I have oversimplified these ideas in this presentation. At the same time, I would like to express my satisfaction with the variety of viewpoints from which this concept is approached in the various documents. The inputs we have received reflect a economic and feminist orientations to the political, pragmatic and those based on popular action and participation. In some cases, more than one approach is evident in a single contribution.

This is not surprising, since the concept of the QOL in general and the QOL of rural families in particular, has many facets and can be conceptualized on different levels.

In order to facilitate our discussion in this workshop, I would like to propose that we analyze this set of ideas in our discussion, following the categories I was able to infer from your submissions.

The discernable levels of conceptualization of the concept of QOL in your submissions are the following:

1. The philosophical (value) level
2. The theoretical (conceptual) level
3. The scientific (research) level
4. The ethical (normative) level
5. The action (operational) level
6. The concrete (experimental) level

It is important to note the interrelationships between these levels and the way in which the assumptions on one level affect those on the other and how these assumptions in turn affect the direction, emphases, and the actions taken in relation to the QOL in general.

Although these interrelationships are not always easy to discover - the institutional segmentation and occupational specializations in our societies interfere with the acquisition of a "global vision" which would enable us to perceive these connections- I hope that in the course of our discussions we will be able to place ourselves more or less clearly on one or more of these levels, and correspondingly create our own conception of the QOL of rural families, and deduce implications for our work.

### The Quality of Life of Rural Families

The concept of the QOL emerged as a reaction to the dissatisfaction with purely economic measures and indicators of development or modernization. This concept contains not only the conviction that economic measures alone cannot reflect the totality of human existence, but it also recognized the significance of other factors (beside the economic ones or those mediated by the market) for a full and satisfactory human life. Essentially, the concept of the QOL, in its concern for human well being, is profoundly humanistic and has the potential to signalize new directions for development programs in general and for those in rural development in particular.

I must admit that in the past this concept (QOL) has been often used for the justification of the status quo and of programs of limited and dubious effectiveness and has, therefore, acquired in certain circles a negative connotation 1/.

In the context of social and economic development, the use of this concept is limited mainly to two general functions: a) to serve as a general development goal, sometimes divided into its component areas, as used in program planning and implementation, or b) as a measure for assessing the level of social development, or a whole society (or in one of its part), expressed in terms of "levels of living" indicators. It is useful to keep this terminological distinction and use the QOL when referring to development goals and "levels of living" when referring its measures.

The third, integrating function of the concept of the QOL is rarely used in development work. This function consists of relation the achievement in one QOL segment to its effects on the other, in an attempt of assessing the total and reciprocal effects of development efforts, and not only their achievements in single segments or particular sectors of society.

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1/ There are those who suggest that this concept is another of the "imperialist importations" for the justification of foreign interests. While, admittedly, this could occur, this is not inherent in the nature of this concept, but, rather a matter of its application. In reality, this concept has a radicalizing potential, as will be seen further on.



Fortunately, there is not yet a total agreement on the definition of the concept of QOL. Agreement exists, however, that this concept contains, beside its universal elements referring to human well-being (its focus on the satisfaction of "basic needs", for example), other elements whose satisfaction can take a variety of cultural forms, depending on the cultural values and experiential circumstances of the social group to which the concept is being applied.

This aspect is of special relevance for our discussion because the social groups we are interested in have special characteristics which are not fully represented in those of the larger society: the peasants and the rural populations in Latin America and the Caribbean have value systems and life experiences only partially shared by the urban segments in these societies. Therefore, to develop a concept of the QOL appropriate for the rural population of our continent represents a real challenge for our Workshop. For reasons of equity, this concept should include the same components as those used when referring to the urban context; at the same time, it has to consider the uniquely rural aspect of life and those which enable rural populations to make their unique contributions to national development.

Let us thus, define the QOL on its different levels and examine the implications that this has for our work.

#### LEVELS

##### 1. THE PHILOSOPHICAL (VALUATIVE) LEVEL

The philosophical discourse directs our attention to the essential aspects of the QOL, as well as, to considerations of phenomena which are unique to rural life. On this level we would approach the examination of this concept from a global perspective and follow the discussion as suggested by one contribution, trying to clarify questions like: "what is rural life? what is peasant life?" 2/

"The peasant life is not only simply one sector of the economic activity (of a nation) but in itself it forms part of an existence in which man relates to nature. This is why a farmer (peasant) has a different worldview from that of the urban inhabitant, and it is the reason why it would be inappropriate to equate the elements which constitute good urban living with those of rural life. It would also be inappropriate to measure the degree of satisfaction with rural life by means of a uniform set of "needs", given the diversity of geographic, cultural, political, etc., situations. However, in an attempt to generalize, it could be stated that the primary condition, the basic element about which rural life is ordered, is the possession of land... Supposing the satisfactory existence of this condition, it becomes easier to specify such other factors as: food, housing, clothing in addition to such basic resource as: water, fuel, and other work elements..."

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2/ The ILO approaches this problematic from a philosophical perspective: the wholistic concept of life

The relations wo/men-nature are unquestionably significant in this regard since they highlight the material bases of human life. But is the abundant production of material goods by itself a sufficient warranty of a high QOL? The search for a balance in the relation between having (more goods) and being (more human) deserves consideration in this context.

If our conception of peasant men and women is one of "makers" of their own well-being and development, what other resources - beside the natural and economic - would have to be accessible to them in the sociopolitical sphere in order to achieve their fuller participation in national development? And we would not fail to ask ourselves: what special considerations - on the family and community levels - need to be taken into account in order to insure a good QOL for persons in positions of relative subordination, such as women and youth?

In other words, we would attempt to clarify the essential and qualitative aspects of social relations that must obtain between human beings of opposite sex, different class or social sectors at various levels of social organization, to insure a satisfactory QOL for all.

These are only a few examples of the type of considerations and questions that would be posed on this level. They do not pretend to be exhaustive or obligatory for our discussion - but hopefully they might prove useful for guiding future deliberations.

## 2. THEORETICAL (CONCEPTUAL) LEVEL

At this level attempts are made to clarify and define the components of the QOL. It is important to select and specific the unit of study (or of intervention) in terms of specific levels of aggregation (i.e.: social strata or classes, or population segments) or of social organization (family, community, etc.) and to relate the QOL components to each other internally (in the unit) as well as externally, with the broader socio-economic context. These components and their internal and external connections are interpreted in the light of a social or economic theory in order to establish determining relationships (of "cause and effect") which could provide guidance to efforts of creating greater well-being for the population. In other words, at this level attempts are made to create explanations which enable us to clarify and to specify more accurately what is meant by QOL and how it can be modified. It is noteworthy, that many of the components specified on the conceptual level have their origin in the philosophical conceptions of the QOL.

At least two of the received contributions have been formulated on this level. Honduras is offering a familiar conceptual framework, which refers to QOL components and some of their relationships, in the following manner: "The QOL refers to conditions that are necessary (at family, community or national levels) to adequately satisfy basic and culturally defined needs <sup>3/</sup> which are indispensable for the normal development of the potential of human beings and for a responsible exercise of their roles, without unduly undermining their physical and natural environments".

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<sup>3/</sup> In the Honduran document this is clarified by stating that it "refers to conditions which meet the normal human development needs including the transmission of our cultural values and represent a protection against foreign cultural invasion".

When these conditions are met, we can speak of a satisfactory QOL and in the measure in which these conditions are not attained, the QOL is deficient and in need of corrective action.

The basic needs can be divided into two types:

- a. "Subsistence" needs refer to meeting the bio-physiological requirements for the sustenance of normal growth and development of the human body, (independent of socio-economic levels of the incumbents). These basic needs usually include: food, hygiene, health, physical protection, clothing, shelter, etc.
- b. Basic needs required for "human development" include conditions needed for the normal development of human potentialities, enabling individuals to realize a full, conscious and responsible participation in the economic-occupational, socio-political, creative-artistic, scientific-technical affective-emotional and philosophical-spiritual spheres.

The Colombian contribution expands this conceptual framework, by relating the local target conditions, to the larger socio-economic structure of the country. "It is not possible to view the problematic of rural conditions in isolation from the environment in which they are evolving and their relationships with the entire economy". The document indicates further that the possibility of attaining the development of economic aspects can be enhanced by means of a greater participation of the population in productive processes as "the main input for generating well-being". This relation with the economy, more explicitly, with a greater control over existing resources, is also expressed in the contribution from Bolivia and of several other participating countries. A similar support was found regarding considerations of the notions of equity and social justice, as essential components of the QOL, expressed in terms of a more equal distribution of resources and opportunities among various social classes and groups, without discrimination of age, race and sex.

Summarizing this section, we can say that a consensus among the participants exists on the components of the QOL, on its structural determinants (conditions) and on the process that can bring the wellbeing of the rural population about which, in part, consists of a greater participation of the population in this process.

What has not yet emerged (from the contributions) is a clearer notion of the dynamic relationship among these components (the integration of these components into a theory). The Colombian contribution, however, highlighting the primacy of economic factors in this process, is a step in this direction 4/

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4/ The Ecuadorian contribution amplifies this theoretical notion and reminds us that the conceptualizations of the QOL in countries like those of Latin America and the Caribbean must be formulated considering their historical past. Furthermore, it points to the need of recognizing the implications of transnational dependencies and the countries' position in the global political, capitalist system on the QOL of rural families in these countries.

Perhaps we could pay some attention to this (theoretical) aspect in our discussion and introduce knowledge from other fields, such as education, organization, agricultural technology, etc., to speed up the development process and to augment and improve the participation of the population.

It is also important to recognize that only a few theoretical conceptions have explicitly attempted to clarify the special and unique problems of the positions of rural women in the family, community and society, and that we search for clarification and solutions of these problems.

To ~~conclude~~ this section, it is useful to remember that a conceptual framework must contain the basic terms and concepts referring to the phenomena it intends to include, e.g. the "satisfaction of basic needs" in the case of the QOL. It also has to describe how these terms relate dynamically to each other and the larger society. When these relations are specified we obtain a development theory or model. For purposes of action, the target population also must be identified, as well as any circumstances (regional variation for example), which may affect the action process.

### 3. THE SCIENTIFIC (RESEARCH) LEVEL

Although normally the conceptual and research levels are not treated separately, this becomes imperative in the case of the QOL, because of conceptualizing this notion and to formally relating it to one of the existing theoretical systems, do not abound <sup>5/</sup>. The area or research in this field has, however, flourished and produced a great quantity of data, descriptive of the conditions of populations, of families, communities, regions and nations. (All the contributions to this paper, have used these data more or less explicitly, in their description of the socio-economic situations of rural families in their respective countries).

At the same time, a great variety of measurements, social indicators, scales and statistics on the components of the QOL, have been generated, generally follow sectorial subdivisions, such as: health, income, industry, commerce, agricultural production, infra-structure, etc. In most of the cases, these data are only socio-economic "descriptors", because they are not firmly related to a good development or social change theory.

The data utilized in the measurement of the QOL, can be classified into two broad categories: objective and subjective data. Both types of data can be useful for assessing the "levels of living", for diagnostic studies and for the evaluation of programs designed to improve the QOL. The first type of data can inform us mainly about the conditions in which the rural population lives, while subjective data give an insight into the population's own perceptions of their conditions.

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<sup>5/</sup> In this sense, European efforts have considerably surpassed the North-american ones. (See bibliography).

Since our theme is the QOL of the rural family, it might be useful to discuss the types of data we presently possess (in each of our countries) and how they could be better utilized in the planning of programs for the improvement of the QOL, as well as for their evaluation. We could also point out needs for additional data which are essential for the work with rural women and families.

It might be useful to remember that research approaches in all disciplines (and therefore also the research results) tend to be conditioned not only by the researchers' theoretical perspectives, but also by their interests and values, as these reflect their social class and gender. This is why until recently there was a real imbalance regarding research findings concerning rural families, on the positions of women (except on their traditional roles), and on their roles in non- "traditionally feminine" activities.

Fortunately, we are living in times when the need for redressing these imbalances is being recognized and there exists interest to produce more symmetrical information, including comparative research on both women and men. It is our responsibility to call attention to neglected research areas regarding rural women in families and community life.

#### 4. ETHICAL (NORMATIVE) LEVEL

At this level we find consideration regarding the ethical and moral aspects of the concept of QOL and the process that is used for attaining it. The purpose of this analysis is to clarify and to establish justifiable and ethical criteria and norms for both aspects of the QOL. In other words, this activity corresponds to the formulation of an ethical frame of reference regarding specifically: the conduct of activities by agents of social change (as opposed to the ethical considerations of researchers, which are more limited).

The ethical frame of reference is based on a set of values that do not necessarily reflect all the predominant values of a society. The value bases of the ethical frames of reference have to be able to transcend the limitations of the existing values system in order to provide action programs with the ability to produce the structural changes needed for creating a better QOL for rural families and other oppressed groups.

There are those who suggest that the development of an ethical or moral function involves the following four tasks:

1. To develop consciously a critical position vis-a-vis the goals of development (QOL as goal).
2. To analyze the process of development from the inside, in order to discover the values and counter-values latent in this process.
3. To formulate behavior guides (norms) for the development process in crucial sectors. These guides will constitute embryonic normative development strategies.
4. To construct a coherent frame of reference able to encompass and unify fragmented ethical and analytic concepts (of the development process).



In addition to the general concensus on the notions of "satisfaction of basic needs", the values that could be inferred from the contributions, (especially those of Colombia, Honduras, Costa Rica and Trinidad/Tobago) are the following ones:

1. Equity or Social Justice

"We have to seek to create more equal conditions between the different strata that form the nation and apply it (equity) without prejudice of class or sex"

2. Personal & Cultural Integrity

"they have to consist of the substantive aspirations of all men" or to facilitate and consider "the normal development of human potential and the protection of cultural values".

3. Social and Ecological Responsibility

to facilitate "the responsible exercise of their (human) capabilities without undue pressure on their physical and natural environment" "that it involve the creation of modes of production and conservation of renewable resources".

4. Autonomy

the "ability of women to organize themselves";  
"the QOL has to be attained by the rural population itself";  
"national self-determination and self-sufficiency"

5. Happiness and Spiritual Life

"in addition of satisfying the conditions of subsistence (basic needs) the QOL has to include the joy of life and spiritual experiences" 6/

A serious use of these values in the ethical considerations of our work would lead us to formulate certain norms and criteria for analysing, both the structural aspects (components and their relations) of the QOL and the proposed procedures for attaining a better QOL, as well as to examine aspects which interfere with realization of these values.

An then we would ask, what is our role in these circumstances?

For example, starting with the first of the enumerated values, we could ask: does our conception of QOL promote equity and socio-economic equality or does it contain biases which systematically favor one class or social group (defined by class, race or sex) and does it by this very action increase the exploitation and oppression of other groups? As an example, I would like to cite from the Colombian contribution: "Erroneously, almost all policies designed to promote peasant (rural) development, direct their action for increasing production and productivity exclusively to the male farmer, as the only capable of contributing to development and forget that women have been through

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6/ The Chilean contribution further suggests: Security (confidence) in oneself, as a social and spiritual being.

out human history the social bases of not only the family, but also of society; and they forget the peasant children, who as all children of the world, are the hope for the future and have to be the main responsibility of a conscious society."

Similar analyses can be carried out on all the values that are employed in the conceptualization of QOL, on all action levels (see next section).

The most important question that needs an answer at this point is: what implications has this ethical analysis for our professional conduct? and, at what level and in what fashion should we orient our actions in order to insure that the values that we have accepted as basic, are not violated in the process of development?

One of the problematic points of this aspect that can be anticipated emerges when some of the selected values, contradict other existing values in society, or when they contradict each other. For example, the value of equity and social justice without discrimination of sex or class, is in total opposition to patriarchal values of masculine authority in the family, and with those values which sustain and justify the class structures of our societies. This value also contradicts other values expressed by many participants i.e.: the respect for cultural values, that is for the existing value systems.

A possible solution for cases in these circumstances might be to opt for a prioritization of values (within the QOL) in terms of the action that is being developed, without necessarily contesting the opposing values. Thus, for example, in the work with rural families one could opt for not supporting a program, which by its nature has the effect of undermining the position of women in the family and community, without necessarily trying to oppose patriarchal values directly, at least not until their detrimental effects are beginning to be recognized. (There exists compelling evidence that many development programs in the past had precisely the effect of increasing power differentiation between class and sex).

The same tactic can be applied to value conflicts between different social groups. For example, authoritarian, elitist, technocratic and capitalist values in our societies are diametrically opposed to those of personal dignity and personal autonomy and integrity of our frame of reference, (expressed in many of the contributions in terms of "popular participation in relation to decision-making, regarding development and the QOL"). In cases like this we would attempt to understand the structural conditions in which such problem situations arise. In these structures we would try to decrease dependencies, by equalizing power differentials in decision making, knowledge and ability of expression, of those who represent the elites and the population.

One of our tasks in this workshop might be the refining and completing of the list of basic values needed for the development of ethical criteria and derive behavioral norms for the development enterprises in which we are involved. An important injunction of ethical considerations in the QOL, is that no value should be considered in isolation from the entire set of values and actions.



To conclude, I would like to suggest that only few development efforts have paid attention to the ethical implications of their activities 7/.

I suspect that the real reason for this omission is that the majority of projects and programs, designed to improve the QOL, are formulated by sectorial institutions, which by their very nature lack a holistic and integrated view of the results of their efforts.

#### 5. THE ACTION (OPERATIONAL) LEVEL

This the level with which we are most familiar, therefore it requires the least discussion on our part. At this level policies are formulated and plans, programs and strategies are designed to facilitate the attainment of the QOL in general and that of the rural development in particular.

As far as policies are concerned, the received contributions, indicate more of what the policies fail to consider, their limitations and deficiencies, than aspects in need of inclusion and support 8/.

As to plans, programs and strategies, there appears to be a consensus regarding the focus on basic (material) or subsistence needs (food, clothing, housing, water, light, etc.). Major divergence of opinions, however, is found regarding the development of "human potential" and of structures which could

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7/ An exception are the works of D. Goulet, who all during his career, has attempted to raise these important issues in the development context. In 1971 he formulated the following strategic principles (ethical criteria) for development action, leading to conditions of:

1. People having enough, in order to be more (human)
2. Universal solidarity (transcending class and sex divisions)
3. Popular participation (recognition of individual and group autonomy) (pp. 128-52).

8/ Some contributions, like those from Ecuador, Chile and Haiti, call to our attention problems created by population pressures and by the lack of national technicians, engineers and development experts to move national planning towards the modernization of production, especially in sectors of renewable resources. They suggest that errors of inexperienced personnel & lack of personnel could be avoided by means of stronger education policies. Planning could be improved through the adoption of theoretical systems recognizing regional variation. The incorporation of the private sector into development could be insured by assigning it a role in this process and guaranteeing its interests by means of appropriate economic policies. A greater precision in the identification of political "development" instruments and of government responsibilities was also deemed necessary.

To carry out socio-economic planning for deprived rural regions requires a much deeper knowledge of existing realities and national policies than the presently existing and a much more subtle use of planning systems appropriate for underdeveloped countries. The conflicts-consequence of the shortcomings of the planning process- can be mitigated by the use of appropriate methodologies.

facilitate popular participation, particularly that of women, in the production of goods and services and in decisions concerning development's future directions 9/.

I would suggest that we assign some time for discussing and consolidating criteria for action regarding the creation, improvement and maintenance of:

1. The services, products and opportunities of participation that can be developed in:
  - a. public and private institutions;
  - b. collective and grass roots organizations of all types;
  - c. on the farm, small enterprise and in the domestic production processes.
2. Individual action, that members of both sexes and all ages can undertake to facilitate the improvement of the QOL on local, regional and national levels.

#### 6. THE CONCRETE (EXPERIENTIAL) LEVEL

"Quality of Life is concerned basically with the day-to-day conditions under which one lives, as affected by existing economic, social cultural and environmental factors" states the Jamaican contribution. At this level, we attempt to specify the concrete (program/project) results, derived from considerations of all previous levels.

How can we make the idea of QOL concrete and what forms should it take in order to correspond with the aspirations of a real family or population?

What behavioral forms and measures should the notions of "satisfaction of basic needs" take and what relations would express "autonomy" and responsibility" in a family context in rural development?

At this level the participation of the population becomes imperative because the components of the QOL can be manifested in a variety of concrete expressions. Moreover, only those concrete expressions that are "recognized" by the population are imbued with meaning, acceptance and the ability of producing satisfactions.

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9/ Exceptions are the contributions from the Caribbean that, as a group, do not disregard this aspect. The development of the potential of women is especially highlighted in a contribution from the "Haitian Research Centre for Feminine Promotion"

The contribution of Jamaica is one of the most helpful in this respect. It proposes a participatory approach for use at this level, for the integration of the more general components of the QOL with their culturally defined concrete expressions 10/.

This is of extreme importance, because in the final analysis it is at the concrete level of lived reality of the rural population, that we would like to produce a change, a change that not only conforms with our own conception of the QOL, but which is equally felt and appreciated by rural families in terms of their own criteria. If we do not attain such results on this level, we must conclude that most of our efforts have been in vain.

It should not be taken, that the rural population cannot make a contribution to the QOL on other than the concrete levels. All the contrary is implied here. It is only suggested that one ought not to spend time in philosophical discussions where real material, social and cultural deprivations and needs are felt. Moreover, the very process of "basic needs" satisfaction can serve as an experience of learning, analysis and reflection on the philosophical, theoretical and ethical aspects of the QOL.

I would like to conclude with the hope that this interpretation and ordering of the contributed ideas on the QOL will be helpful in providing some clarity to the discussions and that the final document will contain a refined, clarified and expanded version of what we mean by the quality of rural life.

Thank you

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10/ It proposes a procedure for creating "Operating Visions" with the participation of the target population, and for clarifying the contradictions inherent in the different proposals, concluding with a statement of practical conclusions for tactics and action.

CONTRIBUTED BY THE REPRESENTATIVES OF SOME PARTICIPATING COUNTRIES\*

COUNTRY	COMPONENTS ON THE FAMILY LEVEL	WOMEN'S ROLE AND RESPONSIBILITY	IN THE COMMUNITY	MISSING COMPONENTS
1. Barbados	Family structure, education, employment, income, cultural values and traditions.	Socialization of children, contribution to family income. Participation in social and political organizations.	Basic services (housing) light, water, schools, recreational facilities, health, family planning, industries.	
2. Bolivia	Combination of resources and opportunities for partaking in their utilization and distribution.		Degree of community development. Rational use of resources and surpluses.	
3. Brasil	Land, real income, resources. Basic services: health, housing, education, organization.	Household management, family health. Perform domestic work, raise animals, agriculture labour, complementary.	Good roads, infrastructure. Electrification. Communication. All types of services. Church and cementary	Broad humanistic education and the development of human potential.
4. Chile	Satisfaction of "basic needs", of sustenance, as well as social and spiritual (health, security, recognition, etc.)	Determination of the quality of biological, spiritual and moral family life and life styles. Organize and manage family affairs. Transmit cultural knowledge and values.	Women's influence in all aspects of community life is limited only by: a) her own development and b) her degree of participation in community and national affairs.	Nothing - all is included in this concept.

\* Inputs have not been received from: Argentina, Guatemala, Guayana, Mexico, Nicaragua, Panama, The Dominican Republic and Venezuela.

COUNTRY	COMPONENTS ON THE FAMILY LEVEL	WOMEN'S ROLE AND RESPONSIBILITY	IN THE COMMUNITY	MISSING COMPONENTS
5. Colombia	Land tenure, good nutrition, health, housing. Socialization. Happy and confident people.	Domestic responsibilities, almost exclusively (this varies according to the region).	Structure of land tenure. Conditions of production, employment, income and marketing. Social conditions, traditions customs.	Rural-Urban or rural-national relations. Equity considerations, without discrimination of sex or age.
6. Costa Rica	Conjugal relations of mutual support. Organized domestic work - free time. Domestic situation favoring <u>all</u> its members.	Domestic activities and participation in productive enterprises. Own (women's) organizations.	Cultural values and non-oppressive ideologies (applying equally to men and women).	Radicalization of cultural and traditional values for a more active (women's) participation in the economic and political process of the nation.
7. Ecuador	Quantity of goods and services to compare per capita income of various social groups in order to obtain a more equitable distribution.		Conditions of prosperity where the masses take part in the creation and use of goods and services.	Evaluation of the population's cultural levels. Qualitative changes. Economies based on renewable resources. Government decisions.
8. Haiti	Satisfaction of basic needs: food, clothing, shelter, general care, education. Family stability.	Managing and organizing the family, children's education. Sharing of all aspects of agricultural production, crafts and their marketing.	Relating family to community, through women's economic role and contributing to the rural community's development.	Respect for agricultural work and for rural life.

COUNTRY	COMPONENTS ON THE FAMILY LIFE	WOMEN'S ROLE AND RESPONSIBILITY	IN THE COMMUNITY	MISSING COMPONENTS
9. Honduras	Conditions to satisfy basic (culturally defined) needs of subsistence and "human development".	Over the household and the production of goods and services for the family. Participation in "productive" work.	Conditions that permit the access of both sexes to: land and other productive inputs, credit, education, health, housing, recreation, etc.	Effective national policies for the establishment and maintenance of the aforementioned conditions. Sustained financial and moral support for institutions that improve the quality of rural life.
10. Jamaica	Food, health, housing, light.	Produce and prepare foods. Carry water, take care of offspring, sewing, craft, agriculture production, marketing.	Infrastructure, opportunity for human development. Education, employment, health, cultural and recreational services. Water - Sanitation.	Access to land, water, sanitation and agricultural inputs.
11. Paraguay	Convergence of socioeconomic and psychological factors. Affective environment. Land tenure, housing, sanitation and comfort.	Use of resources to satisfy family needs. Financial and commercial responsibilities. Equal opportunity.	Basic services: education, health, communication, recreation and culture. Technical assistance.	
12. Trinidad/Tobago.	Adequate levels of education, health and economy. Moral and religious values and appropriate social positions for appreciating life.	Mother, wife, housewife, worker, contributor to family income. Participant in social and political organizations.	To insure family cooperation. Religious respect. Agriculture. State of basic services.	Intra-family communication and cooperation on health, education and family size issues.

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ANNEX D

GUIDELINES FOR THE INPUTS FROM THE  
PARTICIPANTS FOR THE CONCEPTUAL FRAMEWORK

Since the beginning of the 70's the objective to improve standards of the "quality of life" has been a part the majority of agricultural extension of rural developments programs.

Unfortunately, this concept has many interpretations. In order to facilitate the exchange of ideas and communication within our workshop we would like to ask your collaboration in the following.

Please describe in your program what is understood by this concept (quality of life) and specify:

- a. The components of the "quality of life" at the family or domestic group level
- b. The specific role the woman plays toward the improvement of the quality of home, community and national life.
- c. The aspects of the rural community that form part of the "quality of life".
- d. Important aspects of family and community life that in your opinion are not included in this concept.

We ask you to send this information no later than September 15, 1981  
to:

Dr. Nora Cebotarev  
Associate Professor University of Guelph  
College of Social Sciences  
Department of Sociology and Anthropology  
Guelph, Ontario  
Canada N1G 2W1

PROJECT ANALYSIS: NOTES FOR DISCUSSION

We would appreciate if the participants could:

1. Specify the principal activities of the program you are involved with concerning the rural woman. Emphasize those activities you consider to be essential but present difficulties in their execution.

1.1 Principal aspects of the project/program (examples in parentheses)

1.2 Difficulties in planning the principal aspects

1.3 Difficulties in implementation methodology

1.4 Difficulties in evaluating the program

1.5 Difficulties in research: insufficient access to relevant research, lack of training in services for field technicians.

2. Present an organizational chart of the public agency in which your program for women and the rural family is located.

3. Note the institutional obstacles that most hinder the project/program involving women and the rural family.

3.1 Personnel

3.1.1 Hiring

3.1.2 Promotion

3.2 Training

3.2.1 In-service personnel

3.2.2 Recipients

3.3 Equipment and mobilization

3.4 Administration and bureaucratic limitations

3.5 Budget and finance

3.6 Adequate technical inputs

3.7 Research bases

3.8 Support from fellow workers

3.9 Support from directors and supervisors

3.10 Support from collaborating institutions

4. List the difficulties in the field (of farm families)

4.1 Economic resources

4.2 Infrastructure

4.3 Time

4.4 Interest and motivation

4.5 Knowledge and skills

4.6 Social organization

5. List the existing national policies which support programs involved with the woman and rural family.

6. Note the policies that you think are lacking

6.1 Priority of the program within the institution

6.2 Administrative/institutional support in program implementation

6.3 Economic support of the program

6.4 Focus on programs with specific projects to improve rural family life.

NAME: \_\_\_\_\_

INITIAL EVALUATION

Please indicate to us your impressions of the workshop:

a. Positive aspects.

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b. The negative aspects

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c. How can the negative aspects be improved?

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Please give us the names and addresses of people you think should receive the final document produced from this Workshop.

Name: \_\_\_\_\_

IICA-GUELPH WORKSHOP EVALUATION

For the evaluation of this workshop we would like to have your opinions of the following aspects of the workshop: theme, organization and participation.

1. How would you rate the workshop in terms of the attainments of our goals:

1.1 The definition of terms and concepts

Not achieved 1 2 3 4 5 Fully achieved

1.2 The establishment of a consensus on the quality of life

Not achieved 1 2 3 4 5 Fully achieved

1.3 The highlighting of institutional problems in programs/projects for rural women and families

Not achieved 1 2 3 4 5 Fully achieved

1.4 The development of effective strategies for solving institutional problems.

Not achieved 1 2 3 4 5 Fully achieved

2. How would you rate the presentation and organization of the themes?

Poor 1 2 3 4 5 Excellent

3. How would you rate the comments made on the major themes that were presented?

Not useful 1 2 3 4 5 Useful

4. How would you rate the amount and quality of participation

4.1 In the work groups

Low 1 2 3 4 5 High

4.2 In the plenary sessions

Low 1 2 3 4 5 High

5. How would you rate the amount of time spent for:

5.1 Presentation of themes in groups

Insufficient 1 2 3 4 5 Satisfactory

5.2 Group discussion

Insufficient 1 2 3 4 5 Satisfactory

5.3 Presentation of documents on institutional problems

Insufficient 1 2 3 4 5 Satisfactory

5.4 Discussion of documents that were presented  
Insufficient 1 2 3 4 5 Satisfactory

5.5 Presentation of group reports in the plenary sessions  
Insufficient 1 2 3 4 5 Satisfactory

5.6 Discussion of themes in the plenary session  
Insufficient 1 2 3 4 5 Satisfactory

6. How would you rate the results and products of the group work?

7. How would you rate the results and products of the plenaries?

8. Please indicate to what degree you are satisfied with the following:

- |                           |                  |   |   |   |   |   |                   |
|---------------------------|------------------|---|---|---|---|---|-------------------|
| 8.1 Group work            | Not satisfactory | 1 | 2 | 3 | 4 | 5 | Very satisfactory |
| 8.2 Discussion in plenary | Not satisfactory | 1 | 2 | 3 | 4 | 5 | Very satisfactory |
| 8.3 Social activities     | Not satisfactory | 1 | 2 | 3 | 4 | 5 | Very satisfactory |
| 8.4 Material distributed  | Not satisfactory | 1 | 2 | 3 | 4 | 5 | Very satisfactory |
| 8.5 Analytic matrices     | Not satisfactory | 1 | 2 | 3 | 4 | 5 | Very satisfactory |
| 8.6 Accomodation in ICAES | Not satisfactory | 1 | 2 | 3 | 4 | 5 | Very satisfactory |

9. What were the most outstanding features of the workshop in your opinion?

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10. How can future workshop be improved?

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I. BARBADOS. A SYNOPSIS OF THE UNITED NATIONS FUND FOR POPULATION  
ACTIVITIES PROJECT "FAMILY LIFE EDUCATION IN TWO DIMENSIONS"

INTRODUCTION:

The United Nations Fund for Population Activities Project in Barbados is a Family Life Education programme in "Two Dimensions". 'Dimension One' is information and education. Its goal is to highlight the importance of Family Life Education by intensifying concentration on the mass media - radio, television and press; augmenting poster displays with larger exhibitions; producing special purpose visual material and instituting the lecture/film discussion programme format especially for young audience.

'Dimension Two' is youth, the major target of the programme. This is maintained through and islandwide youth contact and motivation programme covering activities such as seminars, summer camps and television programmes. Other target groups are parent-teacher associations, students, industrial workers, V.D patients and pre and post natal women.

In 1977 a new component integrating community development with family life education was added. With an islandwide base, rural women form an important target of the programme.

Principal Activities of the Programme

The project's major activities with specific emphasis on rural and lower socio-economic women are lectures/films/discussions, seminars/ workshops and income generating classes. Lectures stressing the importance, components and requirements of good family life are designed to motivate, educate and create awareness building and consciousness among the population. Seminars and workshops have similar aims with the added objective of providing the forum for the population and especially women to identify and initiate solutions for family life oriented problems. Participation, usually through parent-teacher associations and church groups, is good.

Classes constitute the major thrust of the U.N.F.P.A. Family Life Education Project's involvement with rural and lower socio-economic women. Its importance is underlined by the philosophy that Family Life Education creates a greater impact when integrated with community development and income generating projects. Recognizing that Family Life Education seeks to assist the individual in family planning, control population and ultimately upgrade the quality of life in the society, it is imperative that economic activities form an integral part of such a programme. These classes which are conducted in association with the Youth and Community Development Division seek to inculcate skills which will create employment or supplement the family's income. They include home economics courses such as cake-icing, baking and dress making and craft workshops in basketry, crochet, stuffed toys and shellwork.

Planning difficulties are small as a result of the size of the project. However, two major ones related to classes can be identified. These are the acquisition of tutors and finance. The former is chosen on the rationale

that qualified persons from within the community should be given priority so as to enable skilled persons to hold employment and secondly to permit participants to identify with such persons. This is not always possible since either qualified personnel are in full time employment or are reluctant to teach due to the limited remuneration available. In addition to ensure mass participation, the cost of materials are usually met or subsidized by the project.

Difficulties related to lectures and workshops are associated with the perception of the status of the lower socio-economic woman and the utilization of her spare time. In most cases because of family and work commitments coupled with low self-achievement, motivation supported by personal contact or a strong community promotional campaign is crucial to participation.

Finance influences only the length and number of these courses each year.

Concerning the evaluation of the programme, to date no formal evaluation has taken place. However short questionnaires and informal feedback techniques are used to gain participants' reaction to the courses. Follow-up is informal and has presented some difficulty since participants depending on their competence and expertise are often lured into employment either through personal means or in the tourist industry. Regarding the educational content of the programme, it must be acknowledged that effective measurement tools are not easily devised for the evaluation of participants' attitudes. However since the inception of the project most women have displayed positive attitudes towards Family Life Education as evidenced by their desire to acquire gainful employment and limit their families.

#### Institutional obstacles that most hinder the project programme involving women and the rural family

The major institutional obstacle has been that of training. The major constraint is that recipients lack the techniques and skills needed for the effective marketing of their products. Individuals therefore have to undertake this through a personal or "middleman" basis which results in loss of working time and revenue.

Generally, however support from fellow workers, directors, supervisors and collaborating institutions is good as evidenced by the complementary nature of the work of the government Skills Training Programme and the Industrial Development Corporation.

#### Existing National Policies in Barbados which support Women

When mention is made of the national policies which support programmes involved with the woman it is useful to refer to the year 1975 the beginning of the United Nations Decade for Women and note what effect this landmark had on the lives of Barbadian Women.

The general objective of the United Nations Decade for Women is to upgrade the status of women worldwide. To implement its policy the Government of Barbados in 1976 appointed a National Commission whose specific terms of

reference were to enquire into and report upon the status of women in Barbados. The report was accepted by Government as the basis on which national action for the total integration of women in Barbados would be formulated. In 1976 the Government also established a Department of Women's Affairs which served as the Secretariat of the National Commission. The Department's functions include:

- monitoring the implementation of the Recommendations of the Report of the National Commission on the Status of Women;
- advising the Ministry of Community Services on matters related to the issue of Women in Development in Barbados;
- researching problems experienced by women and disseminating information on women's affairs;
- co-ordinating its activities with other agencies;
- promoting income generation for women.

An Advisory Council has recently been established to advise the Department of Women's Affairs and assist the Department in drawing up a list of priority areas for our women.

Unemployment in Barbados is higher among women than among men. In an effort to promote income-generation for women, The Department of Women's Affairs initiated a training programme for women where skills are imparted for economic remuneration. Women are trained in preserving local fruit, utilizing solar energy. The majority of the participants who take part in the vocational training courses organized by the Youth and Community Development Division are women. Many of the women taking part in the abovementioned projects have been using the money gained as a source of income. Youngsters trained in the Skills Training Programme of the Ministry of Labour and Social Security are readily absorbed in the labour market. Courses include carpentry, horticulture, plumbing, electrical installation, motor mechanics and needlecraft. With this programme there is no barrier in pursuing courses on the grounds of sex, yet on the whole women have to be encouraged to enter non-traditional areas.

The Government of Barbados has for a long time recognised the need to maximise the skills and potential of women in the economically active sectors of the society. In recognition also of the strain this involvement places on family life, day care centres throughout the island have been expanded in some of the 15 centres. These centres with trained staff provide care and early childhood stimulation for the children of working mothers. The demand for Day Care Service for young children increases as more and more women enter the labour force. Government has planned to expand more services as and when finances permit.

Family Planning is an essential component in upgrading the quality of life for man, woman and child. The Barbados Family Planning Association (B.F.P.A) is a voluntary organization some 26 years old which receives a large subvention from Government. Despite an increasing number of women in the fertile age groups, the fertility rate has declined and the number of

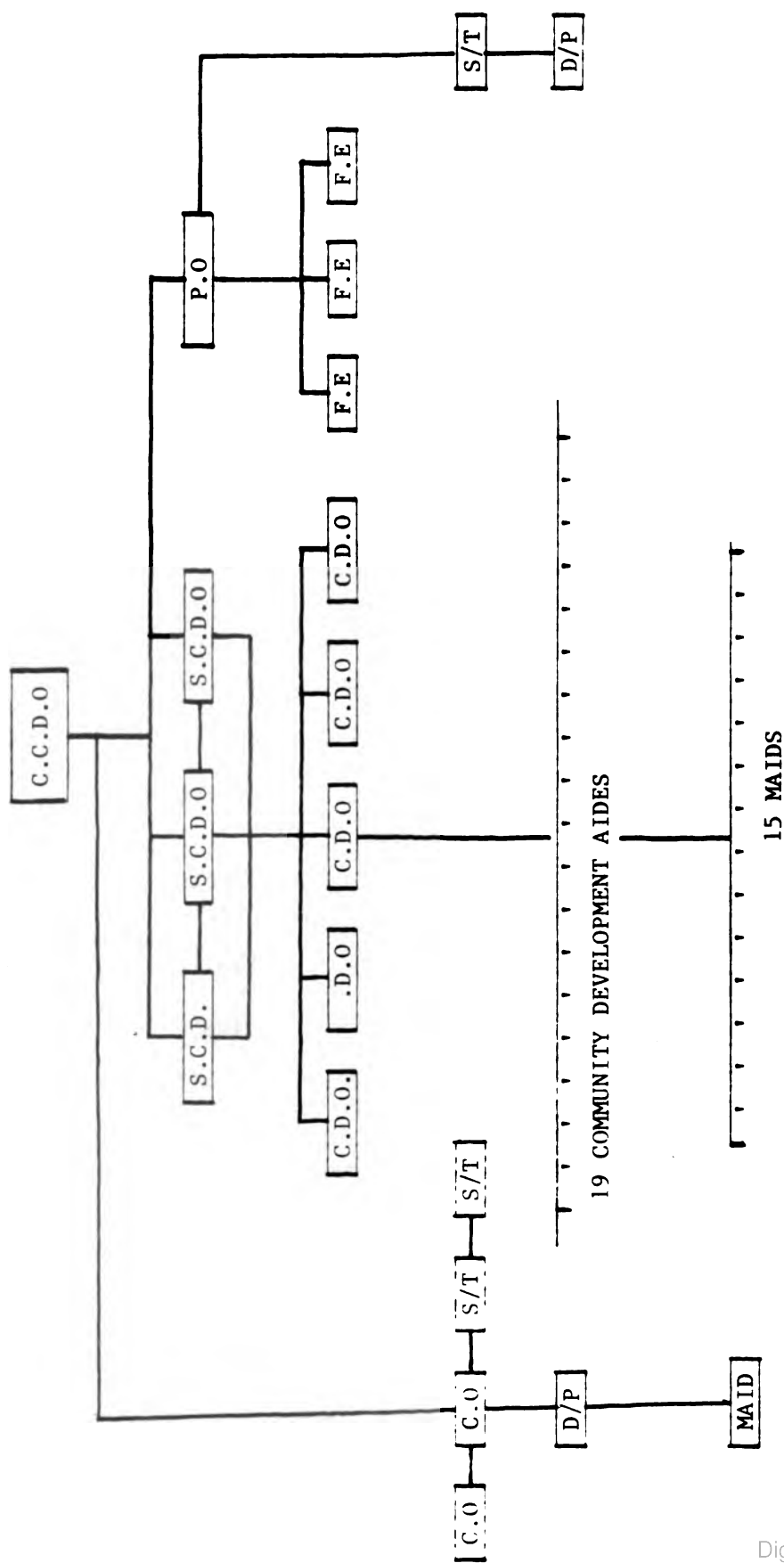
births have steadily decreased year by year owing to the efforts of this organization. The Family Planning Association pursues an active information and education programme. One of the major components is the outreach to women in industry which is a continuing programme of motivation. The B.F.P.A. has attracted international funding for a sterilization project which was initiated in 1979. The existing service sterilises between 1.0 and 1.5% of the fertile women in any one year.

It is impossible to examine the National policies relating to women in Barbados without referring to five significant pieces of Legislation enacted since 1975 which affect women. These are -

- 1) The Succession Act 1975 and Amendments 1979
- 2) The Employment of Women (Maternity Leave Act 1976)
- 3) The Employment Miscellaneous Provisions Act 1977
- 4) The New Marriage Act 1979
- 5) The Status of Children Reform Act 1979
- 6) The Domicile Reform Act 1979

The Government of Barbados is committed to the total integration of women in every aspect of national development. Over the years and particularly within the past five years the status of the Barbadian woman has been upgraded. Because of the highly developed communication facilities it is not easy to apply the rigid delineations of urban and rural in Barbados and hence programmes filter through to all sectors of the Society. The Government of Barbados is committed to the total integration of women in every aspect of national development and is continuing its positive thrust for women who constitute 52% of the population.

ORGANIZATIONAL CHART  
YOUTH AND COMMUNITY DEVELOPMENT DEPARTMENT



CODE: C.C.D.O. - Chief Community Development Officer  
 P.O. - Project Officer  
 S.C.D.O.- Senior Community Development Officer  
 C.D.O. - Community Development Officer

C.O. - Clerical Officer  
 S/T - Stenographer/Typist  
 D/P - Driver/Projectionist  
 M - Maid.

## II. BOLIVIA. IICA GUELPH WORKSHOP

### PROJECT ANALYSIS: NOTES FOR DISCUSSION

1. Specify the principal activities of the program you are involved with concerning the rural woman. Emphasize those activities you consider to be essential but present difficulties in their execution.

The major actions for rural women in the Program are: Outreach, organization, and training of the rural family, especially women, to give them more active participation in the rural development process.

#### 1.1 Principal aspects of the project/program (examples in parentheses)

The major aspects of the Program content currently include the following:

- Outreach
- Organization
- Training
- Food and nutrition
- Health and hygiene
- Child care and development
- Family relations
- Marketing of agricultural products
- Handicrafts and small industry
- Sewing and dressmaking
- Weaving
- Raising domestic animals (rabbits, poultry, etc.)
- Raising family gardens

#### 1.2 Difficulties in planning the principal aspects

Planning difficulties are caused by a lack of information. Field personnel have not had the opportunity to be trained in planning.

#### 1.3 Difficulties in implementation of methodology

The Program does not have the economic resources it needs for implementing certain methods.

#### 1.4 Difficulties in evaluating the programs

Difficulties have also been encountered in evaluation, as no plan has been prepared with clearly defined objectives and goals, and therefore it is impossible to judge how well plans are being fulfilled.

#### 1.5 Difficulties in research: insufficient access to relevant research, lack of training in services for field technicians

Little research has been done that could provide a basis for preparing specific, consistent programs. There is a need for more complete training and education for field agents in service.

2. Present an organizational chart of the public agency in which your program for women and the rural family is located.

An organizational chart is attached

3. Note the institutional obstacles that most hinder the project/program involving women and the rural family

Certain institutional obstacles are hindering the development of programs and projects for rural women. The most significant is that they do not have the hierarchical level they need and are often transferred from one institution to another. There is a shortage of trained personnel for running these activities, and the programs do not have their own transportation for moving personnel to the different regions of the country quickly. Economic resources are also inadequate. The Rural Women's Program always receives fewer budget allocations than any other program.

### 3.1 Personnel

The national personnel system is not used in any public institution

#### 3.1.1 Hiring

Personnel selection is empirical

#### 3.1.2 Promotion

Personnel promotion, like personnel selection, is empirical

### 3.2 Training

Training is very sporadic

#### 3.2.1 In-service personnel

In-service personnel training is rarely offered, and no training at all has been given for over two years.

#### 3.2.2 Recipients

Program beneficiaries receive insufficient training for their need and for dealing with real problems.

### 3.3 Training

The program does not have its own transportation equipment, and this makes it difficult to move personnel quickly to the different regions of the country. It is always necessary to wait for personnel from other programs who can provide room in their vehicles.

### 3.4 Administration and bureaucratic limitations

Certain improvements have been made in terms of administration and bureaucracy, which make it possible to optimize the use of available resources.

### 3.5 Budget and finance

Very few financial resources are being allocated to programs for women and rural families. However, in recent years, agricultural development projects have been receiving more support, and this is translated into greater benefits for the rural areas.

### 3.6 Adequate technical inputs - Technological inputs

3.6.1 There is still much to be done in the rural areas of Bolivia for improving the quality of family life and social well-being. Incomes are low, nutrition is poor, and health and education conditions are bad. Population working conditions are poor. The level and quality of available personnel are low. Housing is limited and of poor quality, etc.

3.6.2 Marketing of agricultural products in the rural areas of Bolivia involves considerable participation by rural women, but intermediaries continue to be very strong. Women also take part in production, but technology has not improved markedly.

## 4. Difficulties in the field

### 4.1 Economic resources

Farm families have very few economic resources, and they truly work miracles, stretch these few resources to cover their most pressing basic needs.

### 4.2 Infrastructure

In general, infrastructure is inadequate. Housing is poor, and in many cases, communities have no schools, health posts, roads or other means of communication, and are therefore very isolated.

### 4.3 Time

Time is fully occupied with farm chores or caring for animals, and some work is done in buying and selling. All this is in addition to daily activities of food preparation for the family, cleaning and caring for the home, washing clothes, mending, and caring for the health of the family members. Women engage in multiple activities.

### 4.4 Interest and motivation

Farm families must be motivated to increase their interest in trying to improve their standard of living, because they appear resigned to continue their present way of life, which is not always the best.

### 4.5 Knowledge and skills

They have a rudimentary knowledge of certain areas, and must be helped to improve them. In some cases, they are skilled in handicrafts,



but they do not have enough raw materials. In other cases, there is no market for their products, and they have little knowledge of marketing.

#### 4.6 Social organization

In the rural areas, the most permanent organization is the Union. Other types of organizations are temporary and short-term. For example, a Committee may be organized for a certain task. When the work is completed, the organization is dissolved.

5. List the existing national policies which support programs involved with the woman and rural family

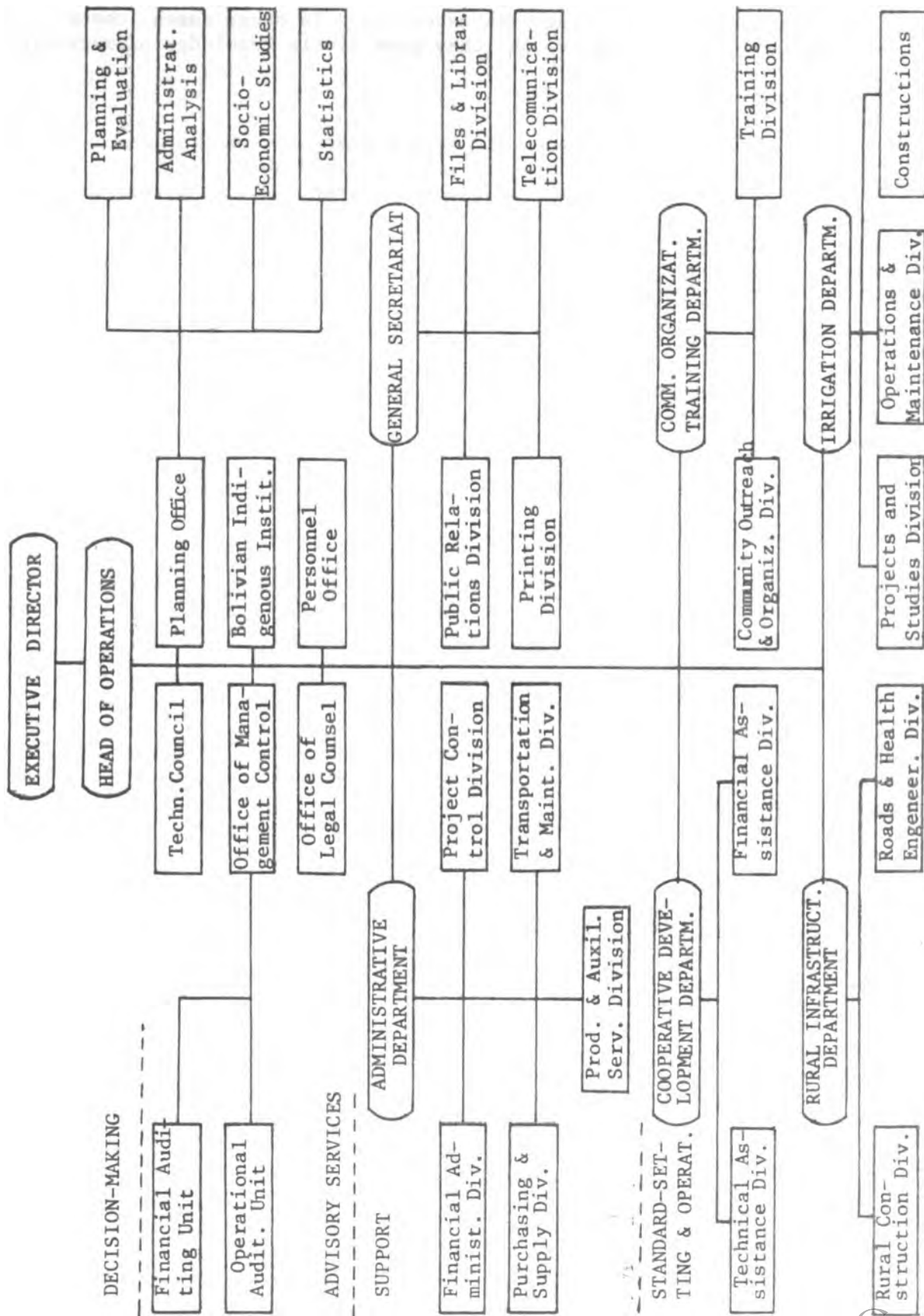
Several national/government policies have been issued to support work with women. They do not specifically target rural women, however, and therefore the resulting programs are most active with women in the cities, provinces or poor neighborhoods. Action is very limited in the rural area itself.

6. Note the policies that you think are lacking

The following policies are needed:

- To strengthen organizations in charge of the generation and transfer of technology, and responsible for outreach and farmer training
- To support the implementation of agricultural development projects by zone, and by development area, in order to have an impact that will improve the standard of living of the rural population.
- To contribute to farmer organization, both for production and for marketing and supply
- To support projects on agroindustry and handicrafts
- To increase the number of personnel engaged in activities for the participation of farm women in rural development, based on agricultural and agroindustry production
- To guide international cooperation for rural development and the participation of women.

ORGANIZATIONAL CHART  
OF C. D. - BOLIVIA



III. BRAZIL. SECRETARIAT OF AGRICULTURE OF THE STATE OF PERNAMBUCO  
TECHNICAL ASSISTANCE AND RURAL EXTENSION AGENCY OF THE STATE  
OF PERNAMBUCO - EMATER-PE

ANALYSIS OF WORK PERFORMED IN THE AREA OF SOCIAL WELFARE  
(Points for discussion)

1. MAIN ACTIONS TARGETING RURAL FAMILIES AND WOMEN

Social welfare actions are basically educational in nature, and aim at three aspects of rural family life; community, family and individual.

Community-oriented educational action focuses on organized and associated efforts, and deals primarily with:

- water supply
- introduction of a cassava flour mill
- creation of school vegetable gardens
- road construction or repair
- installation of pharmacies or first-aid stations.

Family-oriented educational activities focus on upgrading the production unit, and deal primarily with:

- Food production for home consumption and for the marketing of surplus;
- Sanitation and family housing;
- Introduction of biodigesters for energy and fertilizers production;
- Water supply.

Individual-oriented educational actions emphasize training the rural labor force for employment, taking at least the following aspects into consideration:

- Personnel identification records.
- Improving the skills of craftsmen, masons, farmers, embroideresses, caccinators, tractors drivers, plumbers, etc.
- Upgrading the skills of lay midwives.

1.1 Main features of the program content

Community-oriented actions do not have specific technical content, since the community groups organize to deal with a variety of problems that may exist, and thus participate in organized and associative action. (For example, cooperative processing of cassava harvests in order to guarantee better market prices).

On the other hand, broad technical content is available for guiding efforts with the families or for upgrading individual working skills (example: vegetable production, nutritional needs, civic duties, environmental hygiene, food preservation, etc.).

## 1.2 Principal obstacles in planning

It is difficult to plan community-oriented educational action when it is based on solving immediate problems, rather than existing conditions. This occurs because existing conditions form part of a dynamic, frequently changing process, and the solution of community problems is not always the direct responsibility of the Agency.

Planning is much less difficult for actions carried out with families or individuals, and usually have to do with solving problems not incumbent on the agency, like, the existence of lines of credit for specific purposes of family production, lack of land, lack of water, etc.

Educational efforts dealing with employment do not cause any planning problems, as they are planned in accordance with the real needs of the beneficiaries.

## 1.3 Problems in the methodology of implementation

Almost all technology is passed on to the families through training, which is provided through courses, meetings, demonstrations, special days, radio programs, etc. A major obstacle is the lack of resources for implementing more dynamic methods like excursions, the promotion of open marketing fairs, field days, etc., and the scant interest of other agencies in working with the families to discuss and solve problems in their areas of concern.

## 1.4 Problems of evaluation

Evaluation measures merely illustrate quantitative results which do not indicate whether or not improvements have taken place in the quality of life of the beneficiaries of action.

## 1.5 Problems of research

An enormous amount of field research is conducted on a variety of different concerns, but once the data have been studied and interpreted, they are rarely sent back to the field. Thus, neither the target population of the study, nor the technical staff working with them, usually has access to the results of these studies. Recently, IICA studied the role of women in economic production and community development. The results of the study served as the basis for developing a training project for agency field agents working with the program on rural women and families.

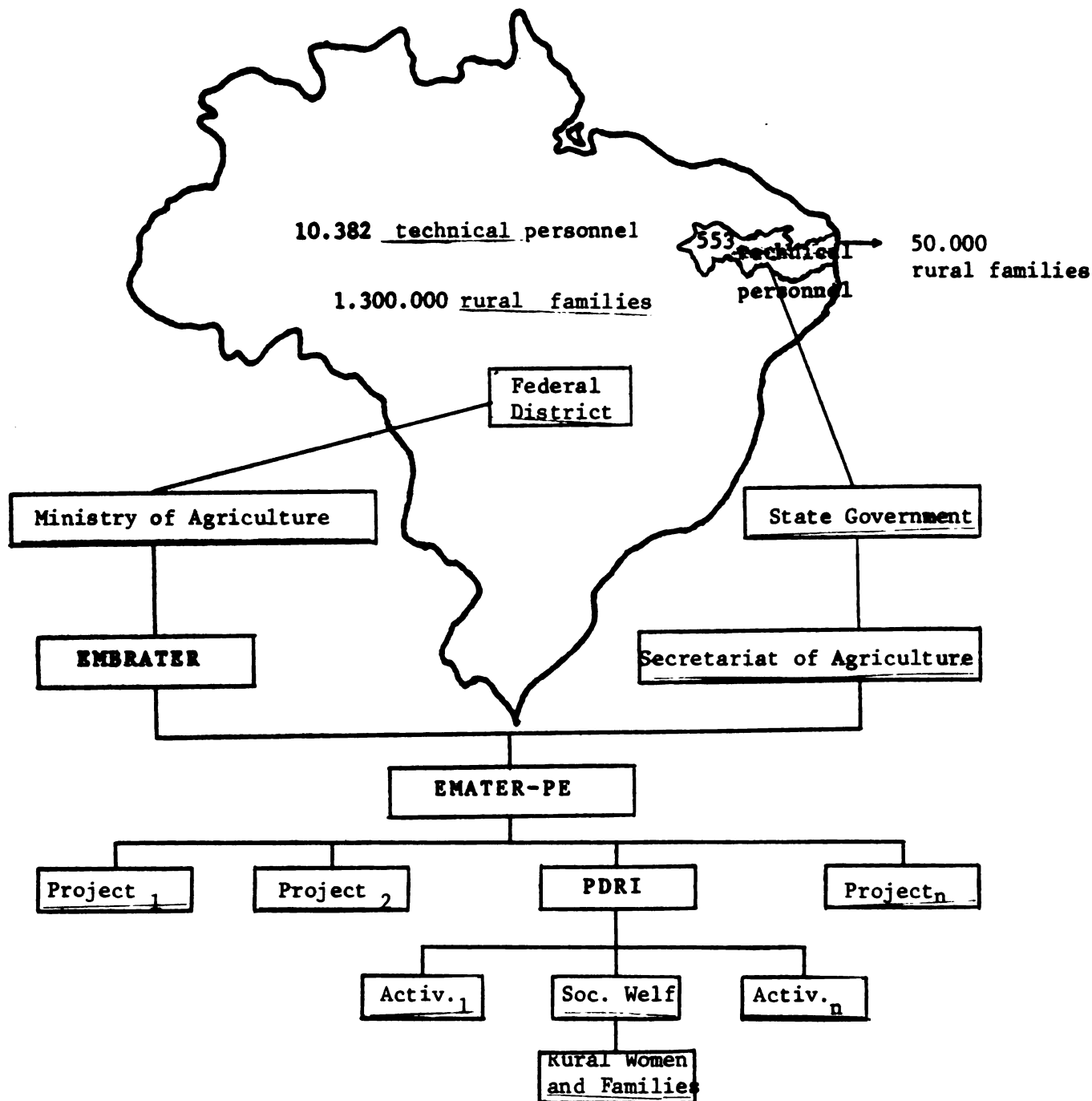
## 2. ORGANIZATIONAL CHART OF THE GOVERNMENTAL LINE OF AUTHORITY FOR SOCIAL WELFARE PROJECTS.

The Agency is directly responsible to the government at two levels: national and state.

The national level issues general guidelines, policies for action, allocation financial resources and provides technical coordination.

Basically, administrative coordination, in addition to state guidelines and policies, and financial resources to a smaller degree.

DIAGRAM OF GOVERNMENTAL LINE OF AUTHORITY



### 3. INSTITUTIONAL OBSTACLES TO THE DEVELOPMENT OF EFFORTS TARGETING RURAL WOMEN AND FAMILIES.

#### 3.1 The personnel system

- Selection (and hiring) is controlled entirely by the State Government, and priority lies with technical personnel specialized in economic matters.
- Promotion. A system has been designed for promoting field agents to higher positions, but it is not yet in full use. It is based on criteria that identify the technical and personal skills of the agent to be promoted, whenever a higher-ranking position becomes available.

#### 3.2 Training

- For personnel in service: At this time, continuous long-distance training is provided with IICA's support, through a modular system which enables technical personnel essentially to train themselves, on the basis of their immediate needs. Other training provided is not systematic and depends entirely on resources allocated specifically for this purpose.
- For Beneficiaries: The focus of the program is to provide training to the target population, through the transfer of technology. Since technological research is not available as a basis for social work, educational efforts focus on the environment and real conditions of families. The greatest obstacle to this work is the lack of an adequate evaluation system for improving the orientation of the annual programming of the process.

#### 3.3 Equipment and Transportation

The teams of field agents travel to areas where the families live, following a monthly schedule. The meetings (groups and families with field agents) take place at central points and deal with shared concerns. The agents usually use materials or visual aids in their demonstrations. This include films and serialized albums, which are available to the agent and are readily obtained or produced at the Agency itself.

#### 3.4 Administrative and bureacratic matters

The Social Welfare Administration is responsible only for the technical aspects of the work. The administrative aspects come under an Administrative Coordinating Office, which has the same hierarchical rank as the Operational Coordinating Office. The Social Welfare Administration is responsible to the latter, which deals with bureaucratic matters.

### 3.5 Budget and Financial Aspect

Financial resources are not specifically earmarked for the actions. The Social action is integrated into economic actions, and these, as a whole, constitute the projects. In other words, the Agency's current planning system does not structure specific activities; rather, it structures the projects as a whole.

### 3.6 Appropriate Technological Inputs

- On the quality of family life and social welfare. Very little technology is available for this aspect of the work. Attempts have been made to use appropriate technology, but without conducting research on the results. Examples: drip irrigation; smokeless wood-burning stoves with ovens, the use of sorghum in human nutrition, etc.
- On marketing and production. Much appropriate technology exists in the area of production both for agricultural work and for home crafts and industrialization. However, almost none exists for the area of marketing.

### 3.7 Bases of Research

Research generally seeks to identify social infrastructure, like mortality rates, birth rates, housing conditions, employment, leisure, associative forms, access to land, etc.

### 3.8 Support from colleagues and Directors

The program receives the full support and good will of its employees, including the directors of the Agency.

### 3.9 Support from cooperating institutions

Institutions cooperate with and support the projects to the degree that it will help them achieve results in their own programs. Coordination between entities is still incomplete, and this sometimes causes a duplication of actions in the field.

## 4. DIFFICULTIES FACED BY RURAL FAMILIES

### 4.1 Economic resources

The population targeted by these social actions face some major problems which can be said to characterize their situation:

- low access to land;
- lack of capital or poor skills for using existing credit sources;
- the use of minimum and traditional technology;
- most unskilled laborers

#### 4.2 Infrastructure

- Low sanitation standards; most of the small-scale farms have no potable water;
- Insufficient and irregular distribution of medical or para-medical services, and of health personnel;
- paved roads connect municipal centers to the State capital, and permanent or temporary dirt roads connect municipal centers to rural communities
- some cooperatives exist for retailing inputs, and others provide production credit. These services generally do not meet the needs of the target population, or are inaccessible to them.

#### 4.3 Time

Family labor power consists of the men (adults and youth), women and children. The men work on their farms (although they do not always own the land), and are hired to work on the farms of large-scale landowners. Youth and children contribute their time to their families, and sometimes go to school. The women divide their work between domestic and agricultural chores.

#### 4.4 Motivation and interest

In general, rural families are motivated and interested in any efforts that can lead to an improvement in the quality of their lives. They are receptive and active, and never put up personal obstacles.

#### 4.5 Social organization

Formal social organizations operating in the rural areas are: labor unions, cooperatives, and associations. Small-scale farmers do not always have access to these, or do not play an active role. Informal social organizations in these areas include mothers' clubs, youths clubs, school cooperatives and grass-roots groups, where members have a very active participation.

### 5. NATIONAL POLICIES TO SUPPORT WORK WITH RURAL FAMILIES

#### 5.1 Ministry of Health

- Program to take health and sanitation actions into the rural areas;
- health education in the rural environment;
- Health Nutritional Program (INAN)
- Food Production and Nutrition Program in Low-Income Rural Areas (INAN).

#### 5.2 Ministry of the Interior

- Irrigation Project for Dry Areas



### 5.3 Ministry of Agriculture

- Minimum Price guarantee for Production
- Anticipated Purchase of Production (CAP)
- Seed Production and Distribution
- Integrated Rural Development Projects

### 5.4 Ministries of Planning / Finance

- Establishment of special lines of credit for small-scale farmers.

### 5.5 Ministry of Education

- Rural Education Centers
- Brazilian Literacy Movement

## 6. POLICIES STILL NEEDED

More clearly defined and dynamic policies are needed for developing social work in the rural environment. Currently, limited proposals for unilateral action are vaguely inserted into the clearly defined economic policies and guidelines.

IV. COLOMBIA. IICA-GUELPH WORKSHOP

PROJECT ANALYSIS: NOTES FOR DISCUSSION

1.

Support is not provided for research work. Some empirical studies were done in an effort to determine health and nutrition conditions (nutritional diagnosis) in some regions, for use in designing family guidance actions. The research, when authorized must be carried out with insufficient personnel and limited time, because of the lack of resources available for this type of effort.

Evaluations conducted on the different programs have emphasized quantitative more than qualitative aspects, and are limited to presenting figures on the number of families that received services, items distributed, and credits granted. No evaluations have measured the impact achieved of the problems which must be overcome to achieve established goals.

2. Administrative Location of Women's Programs (Attached)

3. Institutional Problems Hindering the Development of Women's Programs/Projects

3.1. Personnel System

The Institute is notorious for its lack of interest in placing qualified staff in community organization work. This situation has worsened in recent times as political considerations are given more weight in all positions. Selection systems no longer emphasize people's skills and competence, giving more importance to recommendations and political ties.

3.2 Training

The training received by field work personnel follows no pattern, and is limited to providing some people with the opportunity to attend training courses by other entities (SENA, IICA). Frequently, new staff are sent to their working areas without receiving any type of orientation, although others do receive some kind of training in the work they are to perform.

3.3 Equipment and Transportation

Travelling conditions have deteriorated greatly, and every day it is more difficult for field professionals to get appropriate transportation for travelling to their working areas, especially if these are remote and hard to get to. It is important, however, to emphasize the dedication of some employees who tackle a myriad of obstacles, to reach the most remote places with terrible transportation services.

3.4 Administrative and Bureaucratic Aspects

In order to be able to make use of resources earmarked for specific programs, it is necessary to get the approval of many offices. Approval may depend on how the officers happen to feel about the region. As a result,

time is wasted and sometimes resources are used for purposes other than those they were allocated for.

### 3.5 Budget and other financial aspects

This is one of the most critical aspects of INCORA's different programs. The Institute is losing government support steadily, which translates into fewer budgetary resources. Currently, the situation is so severe that it can almost be said that the Institute only has enough to get by. This affects the employees' travel, the granting of credit, and all the other services for which the Institution was created.

### 3.6 Appropriate Technological Inputs

#### 3.6.1 Quality of family life and social well-being

The quality of rural family life is determined by the specific conditions under which the family and community may make efficient use of resources to satisfy basic subsistence (caloric intake, housing, clothing, health, etc.) and cultural needs required for the harmonious development of the individual. The assessment of the quality of rural family life will depend on how the conditions that improve the well-being of rural inhabitants can be achieved.

#### 3.6.2 Marketing/production

The production generated by rural families and agricultural businesses is the basis of their income, activity and standard of living. The marketing of these products is a complementary activity, and both inputs require institutional assistance through agricultural and commercial institutions. This assistance is needed for both the modern and the traditional sectors.

Despite recent policies to modernize agriculture in the country, and the measures taken to improve the conditions of small-scale farmers, neither the progress desired, nor the rational use of the land resources has been achieved. Thus, agriculturally useful lands remain fallow and the gap between small-scale agriculture and commercial agriculture grows day by day, since small-scale farmers supply the food markets, and most of their products are perishable.

Market conditions benefit only the large-scale farmers because of their association into large groups which allows them to exert market influence in terms of prices, technology, transportation and processing. The situation of small-scale farmers is very different: they are isolated in their market dealings, have very low volumes and no negotiating power. Others have to sell their products at the prices offered by market intermediaries who travel to their parcels. Neither do they have access to any information that will help guide them in their transactions, and their incomes suffer as a consequence.

### 3.7 Research Bases

There are no research bases for programs and projects that target rural women and families. The programs and projects are based on conditions implied in empirical data, sometimes from studies carried out by other entities.

### 3.8 Support from Colleagues

The colleagues enjoy excellent working relations and good cooperation. Since they represent different disciplines, their information do retails and their input contributes significantly to the efficient progress of different efforts.

### 3.9 Support from Directors and Supervisors

Support is variable, because if directors do not agree with proposals or initiatives, they provide no cooperation. In addition, no support whatsoever exists for field research efforts, which should provide the basis for any policy that seeks to generate benefits for rural families.

### 3.10 Support from collaborating institutions

This support sometimes comes about when the entities have common goals, and when certain budgetary or program ties exist between directors. Nevertheless, it often occurs that two institutions are doing the same kind of work but not sharing their information. Thus, their experiences cannot be used as a basis for further efforts. This type of jealousy also occurs inside the institution itself, between departments.

## 4. Problems encountered by Campesino Families in the Field

### 4.1 Economic Resources

In the countryside, income is concentrated in the hands of the few who own the land resources, have access to capital resources and are organized for production and marketing. Small-scale farmers are generally more disperse, generate very little income, and produce for subsistence. Agricultural laborers do not receive the same benefits as their urban counterparts, since they are usually hired only for sowing and harvest. Official statistics show that in 1971, some 1,806,900 persons received average incomes below 2,555.00 pesos, which is equivalent to US\$46.00. Women's input is therefore essential for improving family incomes. Despite their domestic responsibilities, in many zones women help the men in their agricultural work, although the men usually receive the wages, and decide how to spend them. Other situations are even more grievous: many women are the heads of their households, and must fulfill their roles as mothers, in addition to providing for the physical and economic sustenance of their children.

### 4.2 Infrastructure

Not all the rural zones have adequate roads, health centers, schools, marketing centers, potable water and energy. The most remote areas usually

have a total lack of many of these services and conditions.

#### 4.3 Time

Rural families do not have much free time available to them. Domestic chores are often performed under difficult conditions (washing in the rivers, cooking, collecting firewood, etc.), which absorbs a great deal of time. Programs targeting rural women must take this factor into consideration.

#### 4.4 Motivation and Interest

The rural population is always interested in the help and support provided to them, especially in training and orientation programs dealing with production.

#### 4.5 Know-how and Skills

Campesino families have always used agricultural and livestock practices passed from one generation to another. Until very recently, these practices were not taken into consideration by national technical specialists drawing up technological packages. They are now being studied, and on this basis, specific inputs are being programmed and adjusted. Women also have special techniques they use for crafts work, and for preparing the items they use daily in the home.

#### 4.6 Social Organizations

The traditional isolation of the campesinos makes it difficult for them to organize into pressure groups. This is often due to natural conditions, poor means of communication, and their timidity, which is a result of the fact that they have little contact with other people and groups. Timidity is most marked in women, who usually do not dare to make individual decisions on matters of production, such as receiving credit.

Some entities have encouraged the formation of working groups, where training is provided on housekeeping chores, sewing, crafts, food presentation and civic skills. This aims to equip them to make themselves heard in administrative and monitoring agencies.

In 1968, the government provided great support to campesino organizations, and encouraged greater participation on their part in matters of public interest. More recently, however, there has been a notable decline in this support.

### 5. National Policies Supporting Work with Rural Women and Families

The National Integration Plan (PIN), a program of the present government, includes the Food and Nutrition Plan (PAN) and the Integrated Rural Development Program (DRI), which encompass the policies aimed at the rural sector. They target rural families living in marginal production areas, and who comprise the poorest 30 percent of the Colombian population, receiving less than

\$1,500 pesos per month (US\$27.20). Some programs cover both rural and urban groups. The actions in rural areas encourage the planting of subsistence gardens, and are tied to nutritional education and environmental health. Program orientation is the responsibility of the nutrition workshops, which are comprised of representatives from government entities. Their objective is to prepare instruments and materials and to train the employees that will implement them.

The Government Ministry has a department which works at the national level to involve women in community development through seminars and courses. It prepares women community leaders to participate efficiently in public organizations. These seminars are offered throughout the country, and to date have been attended by 923 women.

In addition, other institutions, like the Coffee Growers' Federation, have specific programs for women. In this case, programs are limited to coffee growing zones.

SENA cooperates with the Government Ministry and the Federation when so requested by these entities, but it does not offer any specific programs.

## 6. Recommended Policies

As a point of departure, the country needs to study the different zones and establish the economic and socio-cultural characteristics that determine the cultural patterns within which women develop. It is necessary to find out which factors, at any given moment, limit the participation of women in community development, and in the productive processes in which they participate, even when their participation goes unnoticed because of sex discrimination affecting their work.

Models must be implemented that reflect regional features, and actions should begin in the most receptive areas. Personnel in charge should receive prior training on all matters related to the community where they will work, in order to prevent personal impressions from creating obstacles and thus causing a rejection.

Different types of actions are needed. The most important are:

### 6.1 Training

At the beginning, all resources and efforts should be channeled into formal and non-formal education programs. This will require the elaboration of instruments on the participation of women in civic, productive and social activities at the national level, adapted to regional characteristics. Education should not be limited to homemaking practices, but should be part of an aggressive program that facilitates the implementation of programs to incorporate women into the productive process and into political decision-making

### 6.2 Planning

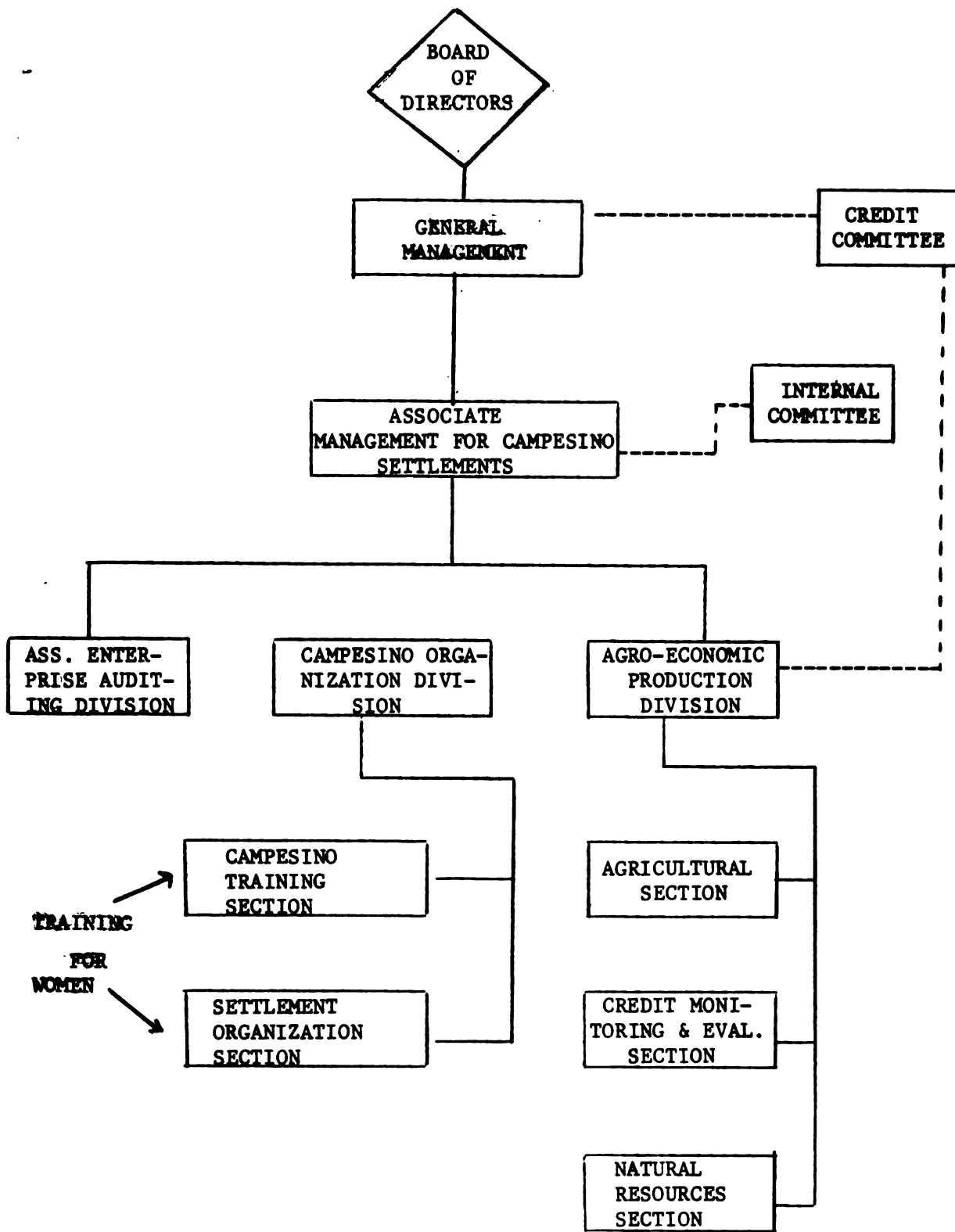
Planning organizations should pay special attention to the design, implementation and evaluation of the participation of women in development.

An effort should be made to generate the interest of persons in charge of designing policies, so that resources are allocated for activities of special interest to women.

### 6.3 Evaluation and Control

Programs working with women should have a central agency responsible for implementation, control and regular evaluation. It should also be responsible for making any adaptations considered necessary.

If the final goal of all government efforts should be to achieve community well-being, the participation of women must be increased in order to achieve quick, meaningful results. This is because in many zones, men make all the decisions, both economic and cultural. These decisions are not always in the best interest of the family and community. In addition, when for any reason women become the head of their household, they often are unequipped to handle all their responsibilities and to overcome the main problems involved in raising their families. A permanent information service is also necessary, that will provide women with facts about their legal rights, production information, nutritional and health education, etc.



ADMINISTRATIVE LOCATION OF WOMEN'S PROGRAMS



## V. COSTA RICA. PROJECT ANALYSIS

### "THE WOMEN'S PROGRAM AT ITCO"

#### 1. Main program actions

##### 1.1 Description

The Program seeks to integrate rural women into the social and productive processes of ITCO's projects, at the following three levels:

- Family
- Social and organizational
- Productive and enterprise

The actions target both organized and unorganized groups of women tied to associative community farming enterprises but they do not exclude other modes of production. Its main objectives are to integrate women into the above-mentioned levels, by organizing productive groups that fit in with the production plans of the established enterprises, or are associated with these specifically as women's enterprises.

##### 1.2 Planning difficulties

Because the Women's Enterprises Section was established only recently, it has not yet been placed in the framework of the Institute's overall plan. Although concrete actions are carried out in the agricultural enterprises, they are not governed by Institute guidelines. An effort has been made, however, to model program actions after the form and implementation of other ITCO programs aiming to train and organize the beneficiaries of the agrarian organization programs.

##### 1.3 Methodological difficulties

Some methodological criteria were established on the basis of a women's training and motivation project implemented by the Women's Enterprises Section with the logistical and financial support of the I.L.O. The project worked to train and promote enterprises that would encourage comprehensive improvements among their campesino women members. The outreach workers, however, must develop their own techniques due to the lack of defined and approved criteria.

##### 1.4 Evaluation difficulties

No evaluation processes exist to provide feedback from the personnel or beneficiaries, or to allow for the appropriate application of corrective measures to program implementation. Recently, the ILO has been providing support towards a systematic evaluation of the projects.

## 1.5 Research difficulties

The section has only a limited bibliography on the subject. A library is being organized to systematically compile pertinent materials. The above-mentioned ILO project provided the basis for the Section to carry out diagnosis on the socioeconomic situation, attitudes and labor interests of women in Guanacaste, which is available at the Women's Enterprises Section.

## 2. Organizational Chart (see Appendix 1)

### 3. Institutional obstacles

#### 3.1 Personnel

##### 3.1.1 Selection

Six outreach workers are active in the projects throughout the country, and one works at the central offices. Four have pursued studies on social outreach, and two have received degrees in the area. Great efforts are being made to increase the number of these positions.

#### 3.2 Training

##### 3.2.1 For personnel

An effort has been made to enhance staff training in field activities through occasional feedback sessions to evaluate specific activities, and through the workshops and courses offered to campesino women. However, the means are not available for providing more appropriate in-service training for staff.

##### 3.2.2 For beneficiaries

Two national seminars, three regional workshops, and a course on project implementation have been offered, in addition to the concrete action of the outreach workers, which is considered as training.

#### 3.3 Equipment and transportation

No vehicles are available on a full-time basis at the central or regional levels. Most of the time, staff share vehicles, use public transportation, or travel by foot.

#### 3.4 Administration and bureaucracy

The most critical bureaucratic obstacles to the action of Women's Enterprise Section are:

- the lack of definition in regards to its institutional chart;
- the absence of a specific institution;
- insufficient staff,

- lack of financial operating resources (per diem expenses, special expenses), and
- use of personnel by other Departments (regional) for work not pertaining to the Section.

### 3.5 Budget

As mentioned above, the Section does not have its own specific budget within the institution.

The productive projects have received financial support from the Anglo-Costa Rican Bank (loans) and the Catholic Relief Services (donations and a rotating fund).

The financial support for training and organization were generated by the ILO's COS 08/72 Project.

The in-kind support provided by the Technological Institute of Costa Rica has been significant, both for preparing technical studies and for offering specific courses.

### 3.6 Technological inputs

#### 3.6.1 and 3.6.2 Quality of Family Life. Marketing/production.

The projects are in their pre-initial and initial phase, and therefore growth in the family, social or productive areas has not been measured.

### 3.7 Research bases

The studies carried out by the Section have already been mentioned. Following is a list of some of the documents which were used as a basis or have resulted from the action of the Women's Enterprises Section:

- Proceedings from the workshops and seminars
- the diagnosis carried out in Guanacaste
- the evaluation and description of the RBTC Project
- Biography of M.E. Cordero
- (Study by Dr. Fung)

### 3.8, 3.9 and 3.10 Labor and Institutional Support

The Section has received the support of other sectors of the Institution (FEDEAGRO, General Management, Agrarian Management, etc.). It has also been received a relatively open questioning by other sectors.

In addition, financial and logistical institutional support was provided by the ILO, the CRS, FEDEAGRO, ITCR, INA.

### 4. Campesino families (see Appendix 2, Diagnosis)

5. Policies needed

- support to integrated development programs
- adequate funding for small-scale women's enterprises
- training and organization especially designed for campesino women.

VI. CHILE. PROGRAM: FOUNDATIONS FOR RURAL LIVING. CATHOLIC UNIVERSITY.  
PROJECT ANALYSIS. NOTES FOR DISCUSSION

1.

1.1 The Foundations for Rural Living, of the Catholic University of Chile, is a private institution. It is administratively attached to the School of Agronomy of the Catholic University.

Its fundamental objectives are:

- To promote integral development and training in technical, economic and agricultural areas for daughters of small-scale farmers, as future agents of change for the agroeconomic and social development of their families.
- To make direct contributions to the integrated development of approximately eight hundred rural families in cultural, social and agroeconomic areas, as an end in itself, and as a basic mechanism for the development of family and community agriculture.
- To promote and participate in programs for extension and community development among groups of low-income families.

In order to reach these goals, U.C. Foundations for Rural Living (FVR) pursue two lines of action:

- A. Agricultural Schools for Women, to train women as agricultural technicians at the secondary level. The schools were founded in 1954 with the objective of educating young farm women to work in the rural environment.
- B. Community Development Programs, for the purpose of training low-income families to achieve integrated development for themselves and their communities.

The major impact of these programs is to reinforce decision-making in families, and improve their health. Emphasis is placed on production and consumption processes.

Projects: Family Gardens (cultivating the garden and raising small livestock near the home) to raise the nutritional level of the family; Consumer Education (with an emphasis on nutrition); Facilities in the Home for Environmental Health and Hygiene (constructing simple furniture for the home to stimulate creativity and teach health habits); Use of Services (facilitating the use of community resources, expediting bureaucratic requirements, etc.).

1.2 No major problems have been experienced in planning, except for certain limitations in training field personnel in some of these subject areas.

1.3 As for methods of implementation, in general, no problems have been observed in program development. There has been a shortage of certain resources which are indispensable for the families in order for the programs to be more effective (lack of drinking water, little free time in the families, women and other family members working outside the home, land tenure structures, etc.)

1.4 Difficulties have been experienced with program evaluation, but they are being overcome with the assistance of international experts. It is well known that this type of program is difficult to evaluate, both in terms of specific individual and family change, and in attaching economic value to these changes (psychological, educational, sociological). All of this is due to the type of evaluation performed and to the fact that the objectives of the programs cannot be attained over the short term.

1.5 In the area of research for rural development, the country has important information available for use. However, it should be stressed that our FVR program does not make intensive use of existing research, because we really require a basic level of familiarity with the real world in rural areas, before programs can go into effect. No specific research has been conducted on the human resources with whom we work as would be necessary for making needed program adjustments. Our personnel or field agents continually receive in-service training.

## 2. FOUNDATIONS FOR RURAL LIVING

FVR is an institution legally connected with the Catholic University of Chile, and is attached specifically to the School of Agronomy of the University. The institution is affiliated to no governmental organization. However, it does receive legal subsidies for developing the Agricultural Schools for Women and for pursuing its programs.

## 3. INSTITUTIONAL OBSTACLES

### 3.1 Personnel

3.1.1 Hiring: Leadership and supervisory personnel are selected in accordance with their background, qualifications and experience.

Field personnel are trained by women Agricultural Technicians who are graduates of the Foundation's Schools. These Agricultural Technicians are selected on the basis of their work in the School and through personal interviews. Their technical background, personality and moral values are all taken into consideration. One existing drawback is that their effectiveness in the field needs to be tested.

3.1.2 Promotion: There are no hierarchical scales for personal promotion.

### 3.2 Training

3.2.1 Personnel are continuously in training so that their professional growth is guaranteed. One limiting factor is that in some cases, work sites must be neglected so that training events can be attended.

3.2.2 The function of the Development Program is to train low-income families (beneficiaries). Planning mechanisms, strategies and appropriate methods are all available for this purpose. However, certain limitations have recently come to light, as indicated in point 1.3. These include little free time for the families, types of land tenure, etc., as well as an excess of institutions exerting a combined influence on the communities, without coordinating their efforts.

3.3 As the field implementation teams reside in the communities where they work, there are no real problems with transportation. However, the supervisory teams do have difficulties in this area.

3.4 There are no bureaucratic problems in the administration and development of the programs.

3.5 Budgetary difficulties stem from the fact that program financing is obtained through short-term agreements. This often makes it impossible to plan all the phases of the program.

3.10 Total integration has not yet been coordinated among the many institutions that complement and/or reinforce the program's action.

## 4. DIFFICULTIES IN THE FIELD (OF FARM FAMILIES)

4.1 The low-income families for program action are selected in advance.

4.2 Infrastructure problems are related to the absence of necessary services (drinking water). Collective transportation is also inadequate for reaching the communities and the roads are often in poor condition.

4.3 Mention has been made of the time restrictions for families attending meetings and doing the work (especially farm work) involved in program participation. At times, so many institutions have been active in a single community, demanding active participation from the families, that it is difficult for family members, especially women, to find the time needed for all of them (eg. school, training institutions, religious institutions, etc.).

4.4 There is less interest at the lower socioeconomic levels.

In many communities, families are reluctant to participate in newly introduced programs. A lengthy period must elapse before the families

begin little by little, to recognize the benefits available, and grow more interested.

Our problem therefore involved the amount of time required for motivating the families and arousing their interest in participating, but the needed techniques are available.

4.6 Social organization is not a determining factor for the programs. In some areas, community organizations already exist.



## VII. ECUADOR. PROJECT ANALYSIS: NOTES FOR DISCUSSION

### 1. MAJOR ACTIONS FOR RURAL WOMEN

In general, Ecuador has had no public or institutional support for women. Women themselves have not participated in any great numbers or in groups, even in typically female areas of activity through which influence could be exerted on decision-making in the formulation of plans and policies. This is true both for the public sector and for the private sector. Thus, women have no channels through which their concerns could be represented.

The administrative unit that has come the closest to analyzing and directing issues related to the participation of women in national development has been the Ministry of Social Welfare and Community Promotion. It has focused on women's problems in the labor force in the context of economic and legal protection for poor women.

For this purpose, a number of research projects have been conducted on the family in rural and urban areas of the country. Actions have been coordinated for preparing the following projects:

- Community development and social mobilization of areas
- Studies on demographic factors in the status of women
- Planning the technical institute for women's training (not yet in implementation). However, the actions of this office have unfortunately had little impact on the condition of women in the country.

#### 1.1 Major features of project content

Specific action for promoting Ecuadorian campesino women has been in the hands of the Home Improvement Section of the Ministry of Agriculture and Livestock. The Plan of Action for this Office includes:

"...the use of appropriate methods for placing the campesino family on an equal footing in the development process, that will lead to alterations in the structural flaws of the physical and social environment, and to improving the productive skills for which... the participation of women will be the constant concern of Home Improvement actions" (MAG, 1980)

Unfortunately, insufficient literature is available for evaluating the effectiveness of this entity, which is carrying out previously attached to the Ministry of Agriculture in the Home Improvement Project, are said to be "far removed from the facts of life in the country".

#### 1.2 Difficulties in the major areas of planning

The problems being confronted today by rural training are placing serious obstacles in the way of achieving an important dimension in the work of rural development. They are related basically to the structuring of the programs that have been conducted outside of national development plans. This is clear in the lack of planning for education and for other areas of concern to this sector. There is also a lack of democratic education.

National policies simply do not cover integrated rural development, including training as a fundamental component.

### 1.3 Difficulties in methods for implementation

The existing gaps have produced a chaotic situation in which rural training programs have often been used as "filling". Because they have no place in an overall strategy, that frequently fail to move beyond academic debate, and have made no allowances for bonding together the various educational components in common activities to change the current situation.

The methods used have been oriented toward establishing a vertical relationship between educator and student. Students have had little or no participation in the educational process, and their creativity has been totally negated.

Traditional training makes no systematic use of scientific research methods. Individual, social and cultural differences are not always taken into consideration, and no techniques are introduced for generating processes of participation in the development of know-how.

### 1.4 Problems with evaluation

One of the constraints of rural development is the shortage of human and technical resources for planning and implementing rural development and for conducting outreach to prepare the target population. For this reason, the Ministry of Agriculture and the INCCA are implementing a policy to make the most efficient use possible of available human resources, and to work effectively with rural producers, who are the targets of all projects. Follow-up and evaluation are being performed on experiences and actions with technical and professional training of campesinos, and recommendations are being formulated for the executor unit and coordinator of activities, called the National Campesino Training Institute.

### 1.5 Research problems: low access to relevant research, lack of relevant research, lack of in-service training for field agents

The existing working model for campesino training is not based on the principle of Research-Action for promoting the broadest and most concrete participation of beneficiary sectors in every phase. There has been no emphasis on general autonomy in community decisions, or especially in terms of community ties with institutions & persons that could provide technical assistance.

The project field groups have to promote leadership training in every community, and are in charge of developing actions inside the community. They also coordinate offers of outside services to the community. This requires all agencies participating in development projects to adapt their programs to the specific demands of the target population.

## 2. INSTITUTIONAL OBSTACLES

At present, training actions are totally fragmented. Many institutions are carrying out training programs and projects for rural families, but there is little or no coordination among them. This has produced a situation in which every institution implements its own version of training, thus producing contradictions and leading to a significant loss of resources and efficiency.

### 2.1 The personnel system

One of the problems in the programs and projects for rural families is the lack of suitable trainers. There is a serious gap between intermediate professional training and higher education, and the concrete needs of the rural sector, especially those of campesino groups.

The term "suitable trainers" refers not only to professional training and the use of specific technical skills, but also, more fundamentally, to an in-depth knowledge of rural life. It involves a familiarity with popular cultures, and a commitment to take part in the process of making real change.

### 2.2 Training

The trainers must undergo a post-professional training process in which they are provided with basic methodological information and tools for analyzing rural life. On this basis, they will define their own role in the development process.

The few existing training programs for rural families tend to focus on so-called "leader training".

This is supposed to consolidate a vertical power structure, at the peak of which is a middle-class or wealthy campesino population. By increasing its level of know-how, this population will gradually be transformed into an "elite" that stands above campesino organization. Clearly, this implies that the vast majority will be denied access to knowledge. It also presupposes the subordination of organizations to a certain group that is "in the know" obeying their particular interests. All of this, in turn, implies that the trained leaders, by definition, do not represent the interests of majority groups. This further suffocates any willingness to open a dialogue or establish a consensus between the organization and the government institutions.

### 2.3 Equipment and transportation

Native technology is insufficiently developed, or not developed at all. At the same time, poor and unbalanced use is made of communications equipment and media.

Material and human resources in the environment are not well used, and supplementary materials are inadequate. Furthermore, the use of stereotyped

communications media, appropriate for other cultures, has a strong tendency to alienate these users. Little margin is left for them to preserve popular knowledge and put it to work for themselves.

#### 2.4 Administration and bureaucratic features

Mechanisms should be established for inter-institutional cooperation at the national and local levels, between public and private organizations that provide technical assistance services for rural development. These mechanisms would touch on training, in order to prevent the duplication of functions or an overconcentration of services. They would also allow for a participatory definition of the minimum principles of action, and the most appropriate methods for achieving the objectives of rural family development.

#### 2.5 Budget and financial aspects

In order to guarantee that the project will proceed efficiently, a budgetary structure is needed that will meet the financial requirements for developing activities to be implemented. Unfortunately, one of the flaws in the implementation of projects is that they do not have the resources needed for covering all stages.

#### 2.6 Appropriate technological inputs

The so-called "agricultural extension" services have been correctly labelled as overly mechanistic. They must be converted into acultural dialogue for communication between trainers and farmers, in which the campesinos would not feel passive or see their vital culture ignored or invaded. A cultural synthesis must be reached in order to achieve a technology transfer appropriate to the structural conditions of the campesino economy. At the same time, it would be a process of revitalizing the farm culture. This, in turn, would make it possible to develop organizational groundwork.

#### 2.7 Research bases

The bases for research have been designed and implemented in coordination with decision-making organizations and other bodies. Research work will provide support to the development of campesino family training programs. Research conducted to date on the rural family has been based on the determination of areas of action that provide an understanding of training needs, validate training contents, and maximize the efficiency of methodological tools used.

### 3. DIFFICULTIES IN THE FIELD (CAMPESINO FAMILIES)

The existing insecure, precarious forms of landownership, typified in the huasipungo, must be eliminated, along with the smaller holdings of three to five hectares of arable land. These farms make up well over half of the total land used by poor farmers, and they are the foundation of the problems of rural families. Such problems include the lack of infrastructure, the absence of motivation and interest by the central government in paying attention or giving priority to rural needs, and a total ignorance of their

know-how and skills in general. There is no clear-cut policy by the government for organizational and social systems. These difficulties continue to exist in most campesino families in the countries of Latin America and the Caribbean. Fortunately, positive solutions are now beginning to emerge through new organizational systems based on the native social systems of campesinos.

#### 4. EXISTING NATIONAL POLICIES

The country's National Development Plan is viewed as the basic policy for bringing about rural development. The document notes that "rural development is a high-priority area based on general strategies proposed for the country", and one of its objectives is "to practice a special action method and social orientation to benefit small-scale, poor rural producers"

In order to put these statements into action, the Plan articulates several strategies, including:

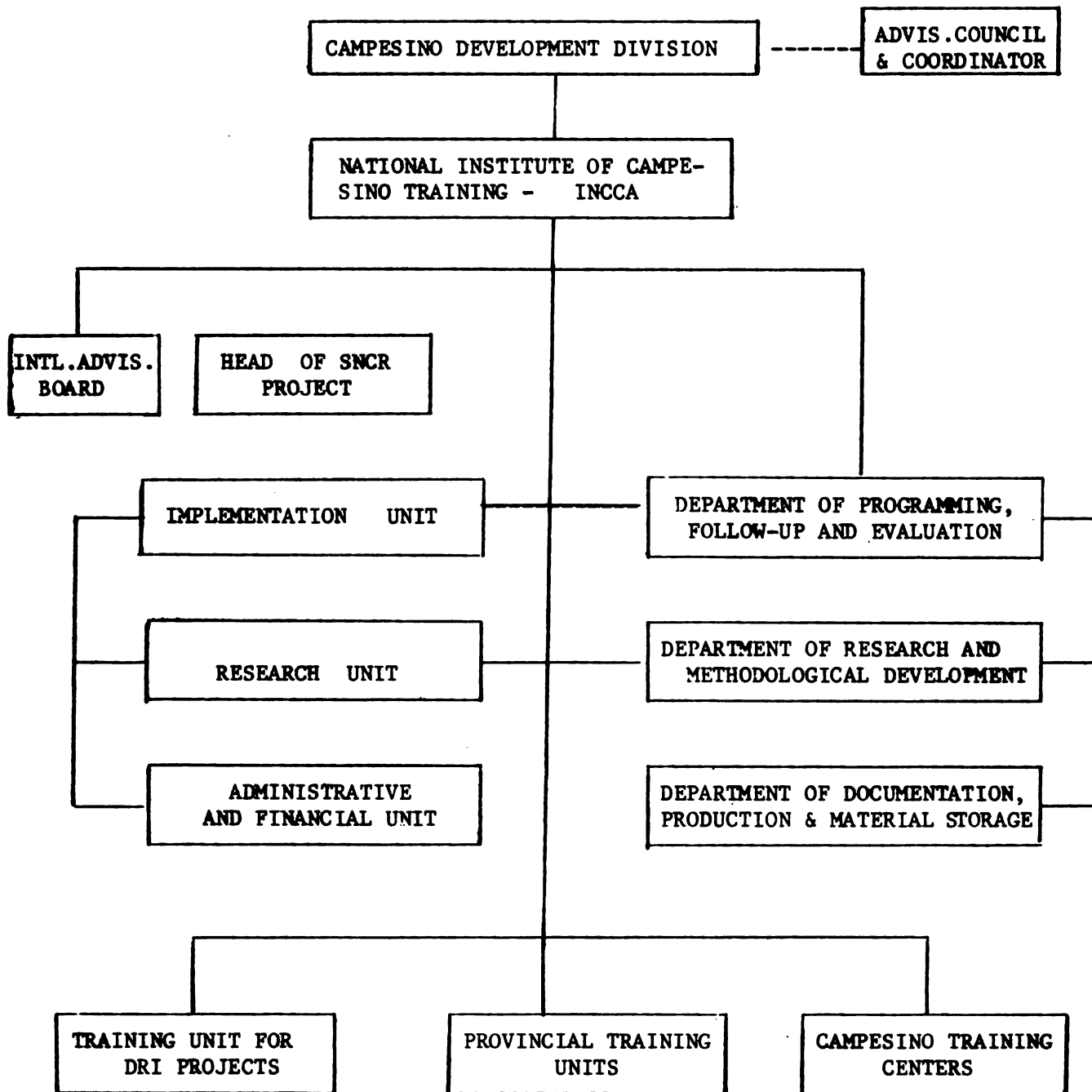
- supporting the government in efficient organization and campesino outreach, on the basis of family organization
- providing campesino organization and outreach, as a foundation of rural development, to ensure support for true community participation
- reorienting relations among the farm population, as the subject of production, the land, as the means of production, and the national community, with the demands and benefits of its own development

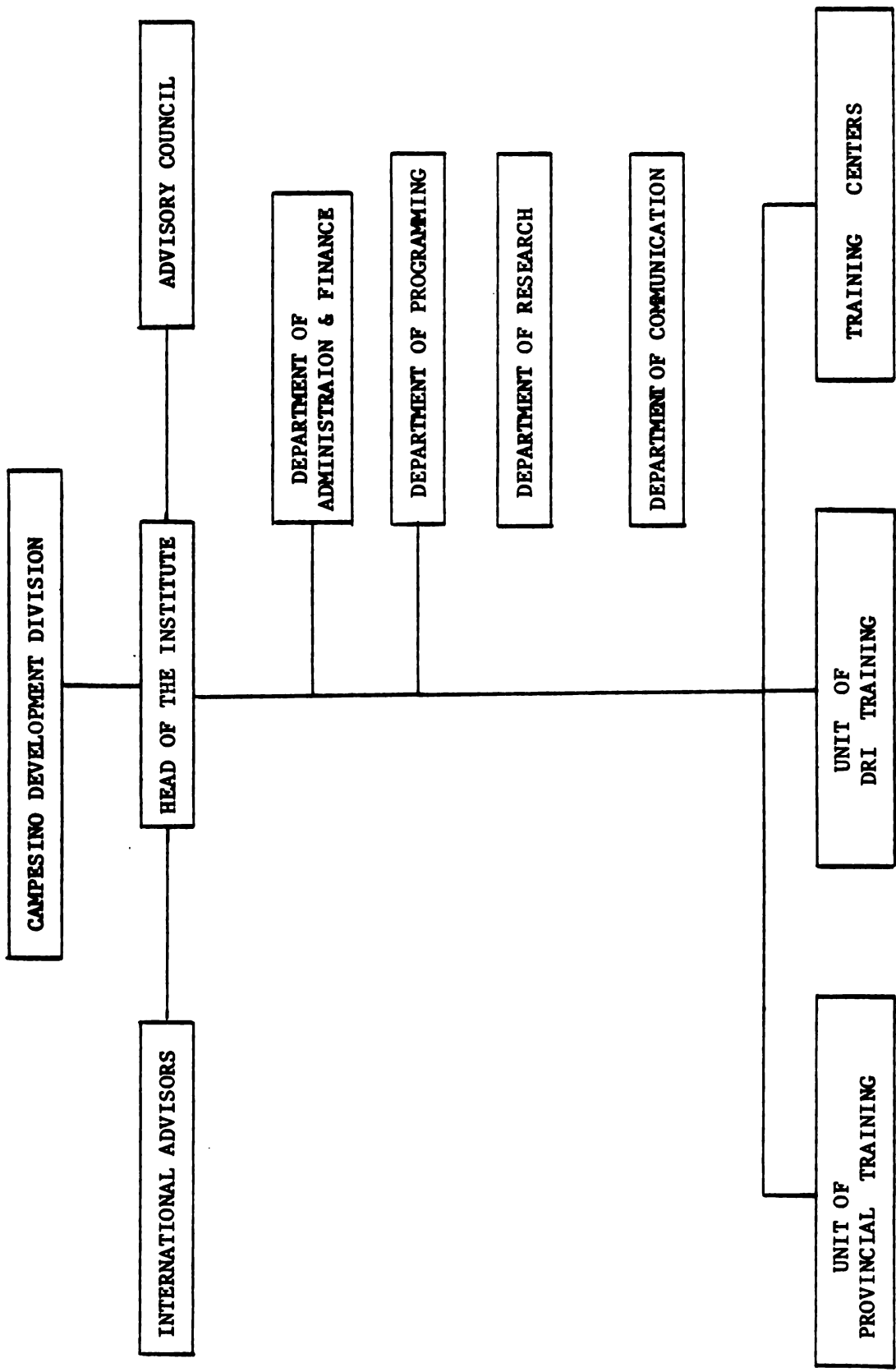
#### 5. POLICY NEEDS

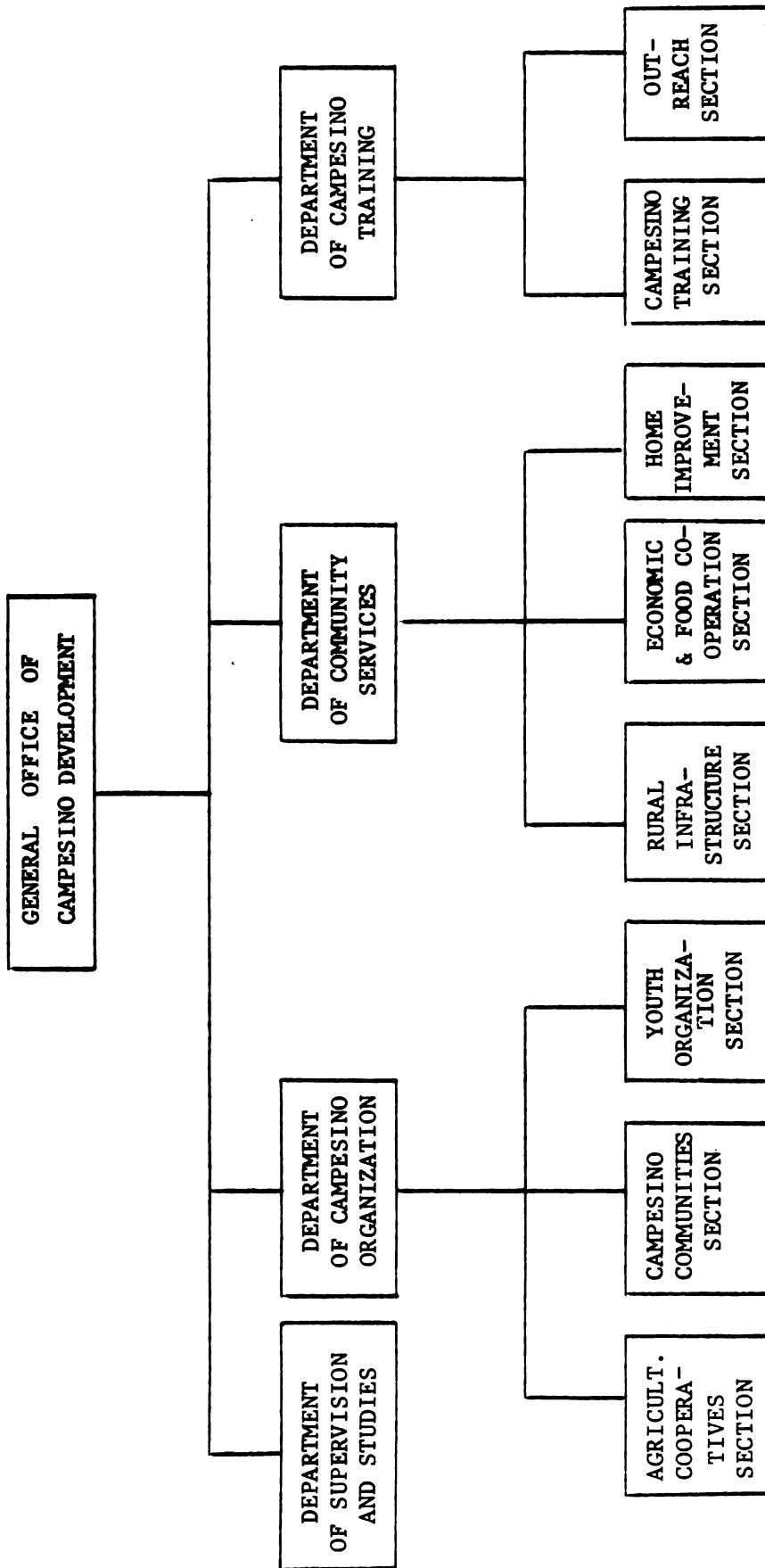
The proposed policies and actions must stem from a closer knowledge of their potential impact. Therefore, we believe it appropriate to suggest certain research areas in which we believe knowledge to be basic and therefore necessary for defining national policies for campesino women and, more generally, for Ecuadorian women.

1. Obtain more in-depth knowledge of the traditional activities of Ecuadorian women
2. The impact of the modernization process on women
3. The participation of women in the power structure
4. Quantification of housework
5. Migration of women
6. Access by women to basic and occasional goods and services
7. Impact of economic policies on the condition of women
8. Scope and impact of the institutional structure that covers actions for the status of women

NATIONAL INSTITUTE OF CAMPESINO TRAINING  
ORGANIZATIONAL STRUCTURE









Viii. HONDURAS. SECRETARIAT OF NATURAL RESOURCES AGRICULTURAL EXTENSION PROGRAM. SECTION FOR TECHNICAL CO-OPERATION WITH RURAL WOMEN AND YOUTH ANALYSIS OF MAJOR ACTIONS FOR RURAL WOMEN

PROJECT ANALYSIS: Notes for discussion

1. Major Actions For Rural Women

The major actions taken by the Section for Assistance to Rural Women and Youth are: Agricultural and Handicraft Production; Social Organization; Basic Nutrition; Home Improvement; and Health and Hygiene.

1.1 Major Features

1.1.1 Social Organization: The Section, as part of the Agricultural Extension Program, directs its attention toward eighty percent of the reformed sector, or the beneficiary families of agrarian reform. Work has been done to promote the organization of 143 groups of women (homemakers) and 72 groups of young men and women. This broadens the number of families reached, as the section has very little stable personnel.

It is hoped that, with an organized system, women can obtain better access to services for credit, technical assistance, and social assistance. They may even become direct beneficiaries of agrarian reform even though women in Honduras are usually bypassed by such benefits. Thus, they will assume the ability to make decisions affecting their own lives.

1.1.2 Basic Nutrition. One of the most serious problems in Honduras is malnutrition. In general terms, it affects 50 percent of the country. However, it is much more acute in the rural areas, where it easily tops 80 percent. Our program is aware of this problem and, together with other public and private institutions, such as SAPLAN, THE NATIONAL CHILDREN'S WELFARE BOARD, SAVE THE CHILDREN, CARE, etc., has been giving the problem top priority in seeking alternative solutions.

The approach of the program is to educate mothers on the consumption of foods rich in vitamins, proteins, minerals and calories, economically and culturally accessible to campesino families.

1.1.3 Agricultural and Handicrafts Production. Two major objectives are pursued: the first is to produce foodstuffs new to the rural areas, and therefore outside the possibilities of these families. This includes vegetable gardens, soy, honey, pork and chicken, and the goal is to improve diets.

The second objective of production is to increase income levels. Per capita income ranges from L. 450.00 and L. 500.00 per year and is generally earned on the direct work of men. Our activities are oriented toward women, helping them learn to generate their own income, and improving their participation in decision-making in the home. These projects include the production of preserves (jams, pickles, jellies) on a small scale, macramé (bags, plant hangers, belts, etc.), clothes production, pottery, vegetable and basic grain production, beekeeping, chicken and pig raising (most of which is consumed in the home, with a small part reserved for local and regional sale).

1.1.4 Health and Hygiene. Although the Ministry of Public Health has a specialized institution, the Program continues to emphasize the area of health, especially for prevention. The major problems are environmental pollution, lack of latrines, little monitoring of pockets of infection, garbage, stagnant water, human and animal feces, poor hygiene in food production, consumption of water with high levels of intestinal parasites, directly through the use of water in preparing foods. The fundamental objective of the section is to educate homemakers and rural youth in these areas, with the hope that this will help curtail problems associated with these undesirable practices. The major target is infant mortality, which is around 12.8 percent, and the problem of malnutrition.

1.1.5 Rural Housing. Construction systems are varied. Families in the groups receiving services generally live in unfinished, poorly constructed houses. Walls are made of mud and wood (bahareques), using handmade wooden measuring sticks. Roofs are of tile, straw, and sometimes zinc. The houses have earthen floors, are poorly ventilated, have no partial divisions and no latrines. The most acute problem is promiscuity, as a result of overcrowding. The lack of hygiene is exacerbated by domestic animals roaming through the house. The objective of the Program is to guide families in improving their housing situation through education, raising their awareness of the importance of dividing the house, cleanliness, construction of latrines, and the construction of wooden or mud barriers to keep animals outside.

## 1.2 Difficulties in Planning

At the national level, several public and private institutions are engaged in identical or similar activities, and no organization is authorized to regulate and guide their endeavors. Naturally, this frequently causes problems, such as duplication of activities, as each institution does its own planning unaware of the working plans of the others. The lack of an effective diagnosis of the specific problems in rural areas, and of women in particular, as well as the absence of any inventory of material and human resources, also prevent any organized work in search of solutions that would

optimize the use of resources in the country. At the operational or field level, this translates into vagueness or ambiguity on the problems that must be solved. With few exceptions, field personnel must use their own initiative in facing problems.

As can be seen, this opens the door to efforts to solve objective problems on subjective foundations. There is frequent, serious controversy inside the institution on which problems are of highest priority, or what approach should be used for solving them.

The working plans of most institutions include only short-term goals, due to the tendency to manage programs like short-term projects.

This situation alone explains why we have no information on prospects for women over the medium and long term. Another persistent difficulty in planning is the multiplicity of often contradictory philosophies about the participation of women in development.

Many institutions unconsciously alienate women and increase their dependency, while others are working for the true liberation of women, trying to establish conditions under which women themselves can be the subjects of their own development. This problem is frequently found in several charitable institutions, both church-affiliated and otherwise, that have no clear idea of the true role of liberation in development, as they are often ignorant of social, economic, cultural and political conditions under which the history of the country has unfolded. Clearly, this produces serious imbalances in the programs that operate with a liberating mentality, as the people with serious physical and biological needs tend to believe more in the institutions that help them placate their immediate hunger.

### 1.3 Difficulties in the methods of implementation

The methods of implementation usually used for working with rural women and youth include interviews, home visits, meetings, public talks, method demonstrations, courses, educational tours and field days. The problem that has been found in developing these techniques is the poor use of methodologies. Those in charge of implementing the activities have no clear program of the activities to be performed during the initial phase or in the follow-up, for working with woman and the rural community.

### 1.4 Difficulties with Evaluation

The Section for Assistance to Rural Women and Youth does not have clearly defined, unified standards for evaluation. Activities have been subject to independent evaluations in the different areas by the regional offices of the Agricultural Extension Program, each of which has its own criteria. However, even the Agricultural Extension Program itself cannot say that the evaluation has been effective, because all it really offers is supervision, based strictly on evaluating the physical aspects (production). Very little attention is given to social or cultural considerations.

## 1.5 Difficulties in Research

Complete information is available on very few rural communities. In the case of villages, the surrounding municipalities and districts also lack accurate information.

In order to produce a complete study, the Section produces a permanent core of information in all the communities in which it works.

In the area of in-service training, no training plan has been produced on research techniques.

## 2. Organizational Chart of the Section

(See Appendix 1)

## 3. Institutional Obstacles that Impede the Development of Programs and Projects for Women

In developing its activities for women, the Section has encountered a number of financial, technical and administrative difficulties that prevent it from attaining desired achievements and objectives.

### 3.1 Terms for personnel selection

#### 3.1.1 Selection

No criteria have been established for selecting personnel to work in the Section, because national supervision has not taken part. The job is in the hands of the regional offices, which do not take this type of selection seriously. Furthermore, there are no truly qualified people in the country.

#### 3.1.2 Outreach

There are no educational centers to promote the training of professionals in social outreach. At present, four secondary schools are training high school graduates in social outreach.

### 3.2 Training

3.2.1 In service personnel. There is no predefined training program. Within the limits of the work, certain very basic training has been given on several activities that will be promoted for orienting women. However, this year has seen serious problems in training new personnel, due to budgetary constraints in the Secretariat of Natural Resources. Therefore, new personnel have been assigned to old personnel, who transfer their own knowledge and experiences. As a result, they have been unable to serve many families.

3.2.2 Beneficiaries. Program beneficiaries have rarely participated in preparing the annual training plan, which is generally produced by the outreach workers. These, in turn, frequently lack necessary training, and plan activities that are not consistent with the interests and needs of the groups or communities.

Women primarily receive social instruction, technical training and managerial and administrative training (the latter is given in very general terms to the groups that manage small projects).

### 3.3 Equipment and Transportation

3.3.1 Equipment. The Section has kitchen and farm equipment for holding demonstrations, but it is inadequate because the personnel has increased.

3.3.2 Transportation. This is a general problem in the section, as the Agricultural Extension program does not have enough vehicles for moving personnel to their zones of activity.

### 3.4 Administration and Bureaucratic Features

Serious problems attend the administrative area, because a large number of personnel work by contract, and their salaries are often delayed. In addition, the personnel working for the Section this year never received normal per diem for meeting food costs.

There are also serious problems in the area of bureaucracy, because the Section has no budget and therefore must requisition materials through the Agricultural Extension Program. The paperwork must be sent in for authorization by a chain of people, and responses are slow in coming.

### 3.5 Budget and Financial Aspects

The Section has so far had no budget for conducting its activities. It is seeking funds to purchase materials and equipment, and to increase projects of broad scope.

The Section has received financial support only in the form of loans from international organizations. Specifically UNICEF has financed projects to be implemented in the border zone, and Path finder is financing two bee-keeping projects.

This year the National Agricultural Development Bank (BANADESA) incorporated women into the credit system, but at an excessively high rate of interest -13 percent. Therefore, women have not entered the program.

Several international organizations have offered financial aid for the Section in the form of loans, but they require the Section to have an association of backers. We hope by next year to have formed such an association so that project development funds will be forthcoming. The Section also hopes to have its own budget by next year.

With all these limitations, the Section for Technical Assistance to Rural Women and Youth has moved essentially into social training activities.

### 3.6 Technological Inputs

3.6.1 Appropriate technology has been applied only sporadically, mostly with the use of the limited economic resources in the community. This small amount of technology has gone into the construction of smokeless cook stoves. The activity has not grown because it is not formally included in operating plans.

### 3.7 Research Bases

No technical research bases have been available. Whatever information does exist is informal, incomplete and temporary.

### 3.8 Support of Working Partners

In developing certain activities with women, the colleagues have provided as much support as they could. Very often there is no support from the (agricultural) extension officer in the zone, who is unaware of, or not interested in, work with women, and sees value only in production projects.

### 3.9 Support by Directors and Supervisors

Most of the regional directors have given too little support to the Section, often viewing it as an appendage of the Extension Program. This may be because the proposed objectives have not been attained in their entirety which, as was stated above, is a result of lack of institutional support.

Supervisors have provided all the cooperation they could, but they too have certain limitations due to inadequate training and budgets.

### 3.10 Support from Cooperating Institutions

No effective support has been received from the institutions involved in rural development, or specifically, from those that work with women. This is because of the lack of joint planning when activities are programmed. Support has been isolated, and Program coordination has been sketchy.

## 4. Difficulties in the Field (for Campesino families)

### 4.1 Economic Resources

The Section works with the low-income people in the rural areas. Thus, we know beforehand that they do not have enough economic resources. Most of these families do not own the means of production, but instead receive a minimal wage for the services they provide (in the case of the men). Their income is enough to meet only part of their subsistence needs.

### 4.2 Infrastructure

In the rural zones where the Section is working, most communities

are accessible in the winter and in the summer. Some, however, can be reached only in the summer, and by access roads rather than by highway.

Most have a complete primary school, although some offer only two or three grade levels. Frequently, all classes are taught by a single teacher. The schools are built of adobe, bahareque and brick, with straw, zinc or asbestos roofing.

Several have CESARs (Rural Health Centers) in locations easily accessible from several user communities.

- very few have community centers
- most have a church, generally Roman Catholic
- very few have running water, instead using open wells (with pumps) and natural streams
- the major communities have bridges for access
- social organizations are available (Parents Association, Community Children's Welfare Board, Agricultural Cooperatives) in some 50 percent of the communities.

#### 4.3 Time

As is well known, the work of women, and especially of farm women, adheres to no schedule. The entire day is filled, with different activities, from the earliest hours of the morning until night, and they frequently help the men with their work. The women have no technology for saving time or for lightening their load. For this reason, if campesino women are to receive technical assistance from the Section, the work must take place in the afternoon, when a bit of time is available.

#### 4.4 Motivation and Interest

The campesino women in the agrarian reform sector have a palpable interest in improving their standard of living through organization. However, in areas unaffected by agrarian reform, the interest varies. Some women are insufficiently aware of the importance of organization, and others find that their husbands do not support them or even accept their incorporation into an organization. Naturally, this is because they are unaware of the objectives and purposes of organization. Promotional efforts have not reached the entire family, and instead appear to remove women from the home, and the husbands do not understand what types of activities will be performed by an organization. Women in organizations have not been given any real guidance in how to manage this tool for implementing economic and social projects.

#### 4.5 Knowledge and Skills

Both men and women have skills and knowledge. Farm women, as social beings, also have skills and knowledge which have not been developed, perhaps because there has been no opportunity to do so.

#### 4.6 Social Organization

Organizations of rural women and youth have not been given objectives

carefully formulated by the outreach workers. As a result, the groups are weak and often break apart because they feel no motivation to attain any proposed objectives, In turn, no objectives can be attained except through strong organization.

## 5. National Development Plan 1979-1981

### The Area of Women

#### Objectives, Policies and Measures

##### Objectives:

- to increase and improve the participation of women, especially in low-income families in the economic process;
- to improve the conditions of employment and the income level of women, thus improving their well-being and that of their families;
- to awaken the awareness of women and the general public of the role of women in society and of the importance of women as a resource for attaining national development objectives.

##### Policies:

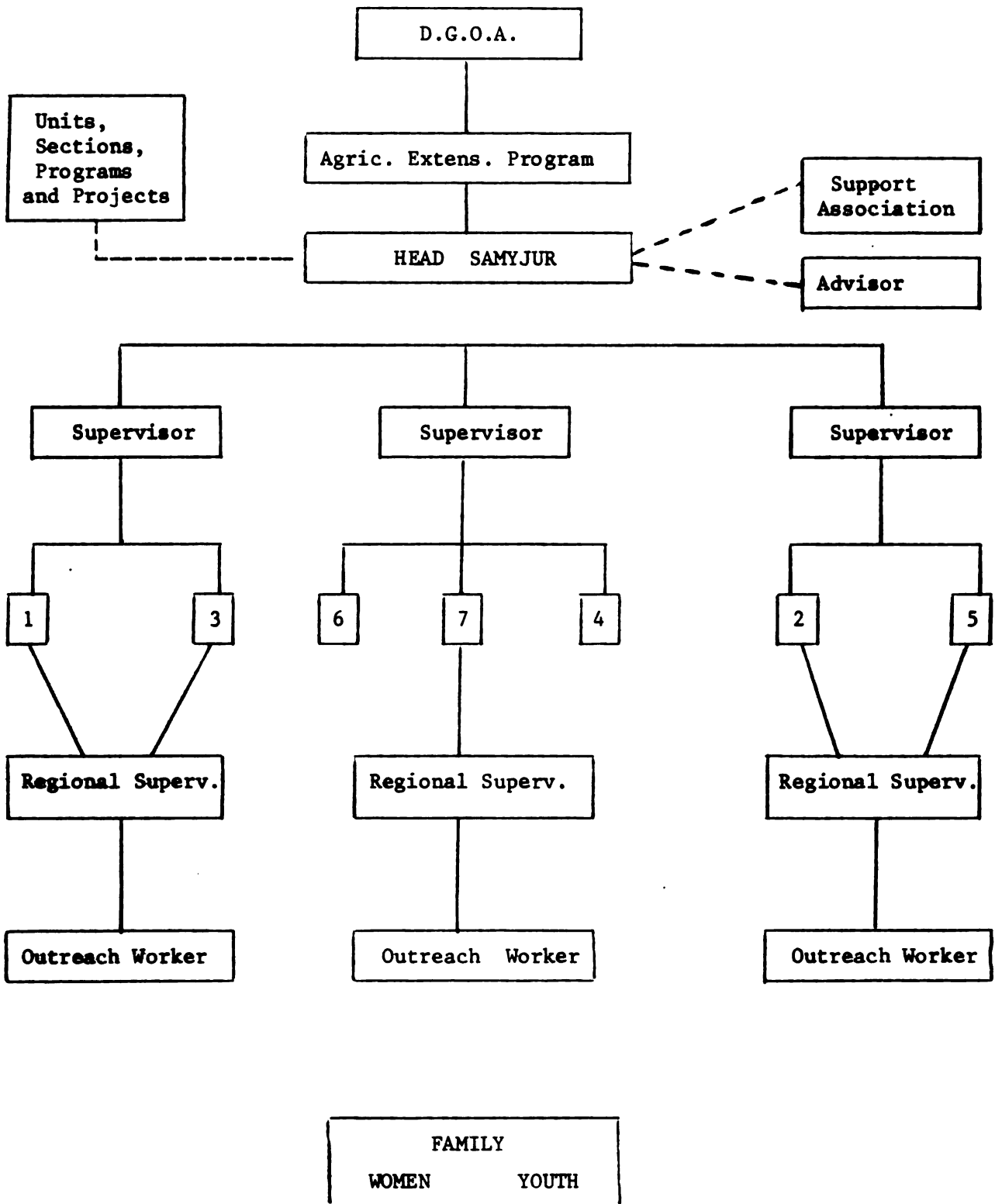
- the planning process for the incorporation of women into development will begin with projects that are consistent with the objectives and strategies for national, regional and local development;
- actions for incorporating women will be directed preferentially toward campesino women, single mothers and young women;
- preference will be given to the incorporation of women into productive activities that mesh with those of men and are compatible with the role of the mother;
- support mechanisms will be identified and established to help make the production of women in the home compatible with market production and to make women's production compatible with men's production, with an eye to maintaining or improving integration and family well-being;
- the participation of women in the decision-making process, through organization, will be the fundamental strategy for orienting action in the area. This will foster the conditions which are essential for integrating women into different types of organizations, especially for production;
- a process of updating legal instruments will begin, for improving the socio-economic status of women and facilitating the equal participation of women in the development process;
- intra- and inter-institutional coordination will be promoted for working with women, in order to prevent duplication of efforts and underuse of resources;
- institutional programs for women will be reoriented in line with the objectives and strategy of the Plan;
- external technical cooperation to support the area of women will be channeled according to the objectives and policies set down in the Plan.

##### Measures:

- to establish a basic program for incorporating women into the productive process through the participation of those institutions that are working with women;



- to design a program for Outreach and Research on the Status of Women, in order to perform and disseminate studies containing reliable information on the socioeconomic role of women, to be fed into national and regional planning;
- to design and implement integrated pilot projects for incorporating women into the regional economic development process, including research, evaluation, organization, training and technical assistance in areas of implementation, credit and marketing;
- to promote the formation of working groups, at the national, regional and local levels, made up of the different institutions participating in the Program for the Incorporation of Women into Development. Efforts would seek to foster their inclusion in systems for planning and coordination at the national, regional and local levels;
- to review and upgrade labor laws that affect the work of women, on the basis of an on-going analysis of the conditions of women as wage-earners;
- to obtain national and international sources of funding for the implementation of activities included in the Plan;
- to promote changes in sectoral programs and projects that will increase the participation of women in these programs;
- to strengthen the Department of Social Outreach of the Technical Secretariat of the Higher Council of Economic Planning, so as to assume the functions of research, planning and coordinating actions related to the incorporation of women



LX. JAMAICA. GOVERNMENT OF JAMAICA/UNICEF/PAHO  
BASIC SERVICES FOR CHILDREN PROJECT

PROJECT ANALYSIS

The Project is located in North Western St. Thomas and South Western Clarendon both deep rural areas of Jamaica. The selection of these areas was based on the fact that although geographically they differ considerably, they were both deprived in Socio-economic terms.

In St. Thomas there is a high percentage of peasant farmers in a hilly geographic location while in Clarendon which is a flat area. The sugar estate is the main source of employment. Both areas rank very low as far as social progress is concerned, because they are underserved in terms of social and physical services.

Essentially this is a four year experiment in Integrated Rural Development in which the efforts of five Ministers of Government are co-ordinated in an attempt to improve the delivery of Basic Services for children in these underserved areas of the Island.

The cooperation of the various agencies coordinated by the Ministry of Youth, Sports and Community Development which has the final responsibility for the project is designed to reduce duplication and foster general improvement in the quality of the services to the community.

To implement the project, a staff consisting of: (a) a project coordinator, (b) two field coordinators, one for each demonstration area, was appointed. It is expected that the regular staff in the other Ministries and agencies will carry out the rest of the task related to the project in their normal work schedules.

It is important to note that no provision is made for the creation of a new beaucratic structure which implies no increase in the cost in the delivery of the services.

Committees

To assist in the planning, implementation and monitoring of the project the following committees have been established.

(a) National Coordinating Committee

Each participating ministry has named a representative who sits on a National Coordinating Committee. Representatives from UNICEF and PAHO and the Project Consultant attend these meetings, but they are not permanent members. The National Planning Agency which has responsibilities for the monitoring and evaluation of the project sends a representative to meetings from time to time. This National Committee meets bi-monthly.

(b) Interministerial Committees (one in each Parish)

Operate at the Parish level. Representatives to these committees are individuals who are responsible for the management and supervision of the programmes of the participating ministries at the Parish level. Meetings of these committees are convened monthly.

The main function of these committees is to interpret the programme objectives and to establish priorities for the implementation process.

(c) Area Development Committees

The Area Development Committees are the "Peoples" Organizations and are made up of voluntary leaders from the target areas. These committees are charged with the responsibility to gather information, publicize, educate and mobilize for participation.

The Project aims at improving the quality of life of the people in these areas through improved Basic Services such as Water Supplies, Day Care Centres and Recreation Facilities, Health Care, etc.

Areas of Responsibilities

1. Ministry of Youth and Community Development is expected to carry out the Community Development Component of the programme through the Social Development Commission. This includes the provision of Community Centres mobilizing communities for popular participation, implementing family Life Education programme and initiating income generation projects. The Day Care programme is expected to contribute positively toward the social, physical and emotional development of the children in the 0-4 age group.
2. Ministry of Health is charged with responsibility of establishing an effective system for the delivery of Primary Health Care (special target group women and children). To this end various types of Health Clinics have been established, Health Education programmes implemented, dental facilities provided and improvement to Water Supply systems carried out.
3. Ministry of Agriculture is responsible for increasing food production through the systematic training of farmers and the establishment of demonstration plots. It is also the responsibility of that Ministry to improve the nutritional standard in various communities through Home Economics training programmes.
4. Ministry of Education: - through its early Childhood education programme is responsible for improving the standard of early childhood education through the upgrading of the skills of basic school teachers, parent education programmes and the establishment of two resource centres, one in each demonstration area.
5. Ministry of Local Government in conjunction with Ministry of Health is involved with the latrine sanitation and water supply programmes.

The Women's Bureau, the Council for the Handicapped and the Literacy programme play a supporting role to all the other Ministries.

### Funding

The programme is funded by the Jamaica Government, UNICEF which offers equipment, training grants, supplies and consultancy services, and PAHO/WHO which supply technical assistance.

### Project Implementation, St. Thomas

#### A. Ministry of Youth and Community Development

Social Development Commission was to provide three (3) Community Centres to house Home Economic and economic projects. Two have been completed, the other is near completion. One is fully operational while the other is in the process of being equipped.

Training is given to young men and women in structured four-day classes at the Trinityville Centre. Embroidery is being taught to 35 women at the Cedar Valley Centre while a group of 45 women is engaged in a similar project in Woburn Lawn.

Twenty-six (26) women have been trained in family life education (in two groups) Two (2) members of staff and two community leaders have received the four-months course in Principle and Practice of Social Work in order to operate more effectively.

The Institute of Cultural Affairs presently operates a Human Resource Development Programme at Woburn Lawn. They are in the process of getting the villages around Woburn Lawn interested. Eight (8) of the communities have already participated in community Forums in which eight hundred people (800) have been involved.

In addition to all this the S.D.C. was involved in the mobilization of the community to participate in the programme in the initial stage.

#### Day Care

Originally, this service was offered through a centre based programme, but due to economic problems on the part of parents (high level of unemployment) the great distance between the centre and village to be served and the unreliable means of transportation, the programme was taken into the village to the people and modified to take care of their existing need.

As seen from above, unemployment is one of the greatest problem which hampers the full participation in the programme, so the following was done:

1. More than one hundred families are being benefitted by their participation in the economic projects of chicken and rabbit rearing as well as by the use of these for the family pot.

2. Nineteen mothers have completed a course in garment construction
3. Thirty-two women were taught the skill of hand embroidery  
They are now producing for market.
4. Approximately 68 families from 6 villages embarked on a vegetable garden project and reaped over 230 lbs. of tomatoes, carrots and calaloo.
5. 350 parents attended 16 sessions in the making of soft toys and cookery, the former being aid to early stimulation; while the latter was for aid in cookery skills.
6. Approximately 300 families attended 50 parent education sessions on nutrition early stimulation for the growth and development for children.

The Ministry of Health, Agriculture, S.D.C. gave valuable support in the above.

7. A clinic for malnourished children was established at Trinityville Health Centre.

#### B. Ministry of Health

To improve maternal and Child Health Care Services, Community Health Aids were placed in ten villages and all vacancies for Midwives and Staff Nurse filled.

Clinic services were established in 6 communities while outreach clinics are at New Castle and Somerset.

There has been a increase of 15% in M.C.H. Clinics.

Cedar Valley	has a Type 1 Clinic
Seaforth	Type 2 Clinic
Trinityville	Type 3 Clinic

**Sanitation:** There has been improvement in the sanitary facilities in five Primary Schools and three Basic Schools.

The pit latrine project is moving very slow. Improvement to minor supply has been carried out, but the major supply for Trinityville has not been done.

Malnutrition has been identified in two areas - Font Hill and Seaforth. Attempts have been made to get an economic programme in place since it is felt that the problem may arise from economic causes.

Dental Clinics have been established at Seaforth and Trinityville Schools. Ministry of Education, Local Government, Agriculture and S.D.C. are involved in the implementation of the above.

C. Home Economics Training at Trinityville Centre and training at Richmond Vale and Cedar Valley. People have been trained in baking buns, cakes, etc. Food preservation as economic project.

Kitchen gardens have been established in several homes and weekly and monthly training sessions held for over 200 farmers.

Quarterly field days and Education Tours have been held. Twenty Home Economics Leaders have been trained.

This Ministry plays a vital role in the implementation of Basic Services outside of the programmes it initiates.

**D. Ministry of Education - Early Childhood Education**

- (a) Five schools were upgraded through community assistance.
- (b) Sponsoring bodies attended seminar in which they were informed of their role rights and responsibilities.
- (c) 6 Parent Education Seminars have been held at village level.
- (d) Fortnightly Seminars are held to upgrade teachers skills.

**Problems**

1. Need for more public education regarding the Basic Services Project in order to get more community involvement.
2. Budgetary constrains within the Ministries and Agencies.
3. Poor attitude on the part of some participants and some Ministry Staff.
4. Party Politics delays some programmes
5. Low priority on part of most participating Ministries.
6. Overworked staff resent having to do more work
7. Lack of proper ground work before some programmes were initiated
8. Time lag between plans and implementation
9. Lack of proper communication.
10. Difficulty in obtaining reports.

Summer Workshop was held for 50 children with the aim of introducing them to Primary School.

Children were taken on education tours and Health personnel visited their schools.

The quality of Basic School education has show marked improvement.

**Handicapped**

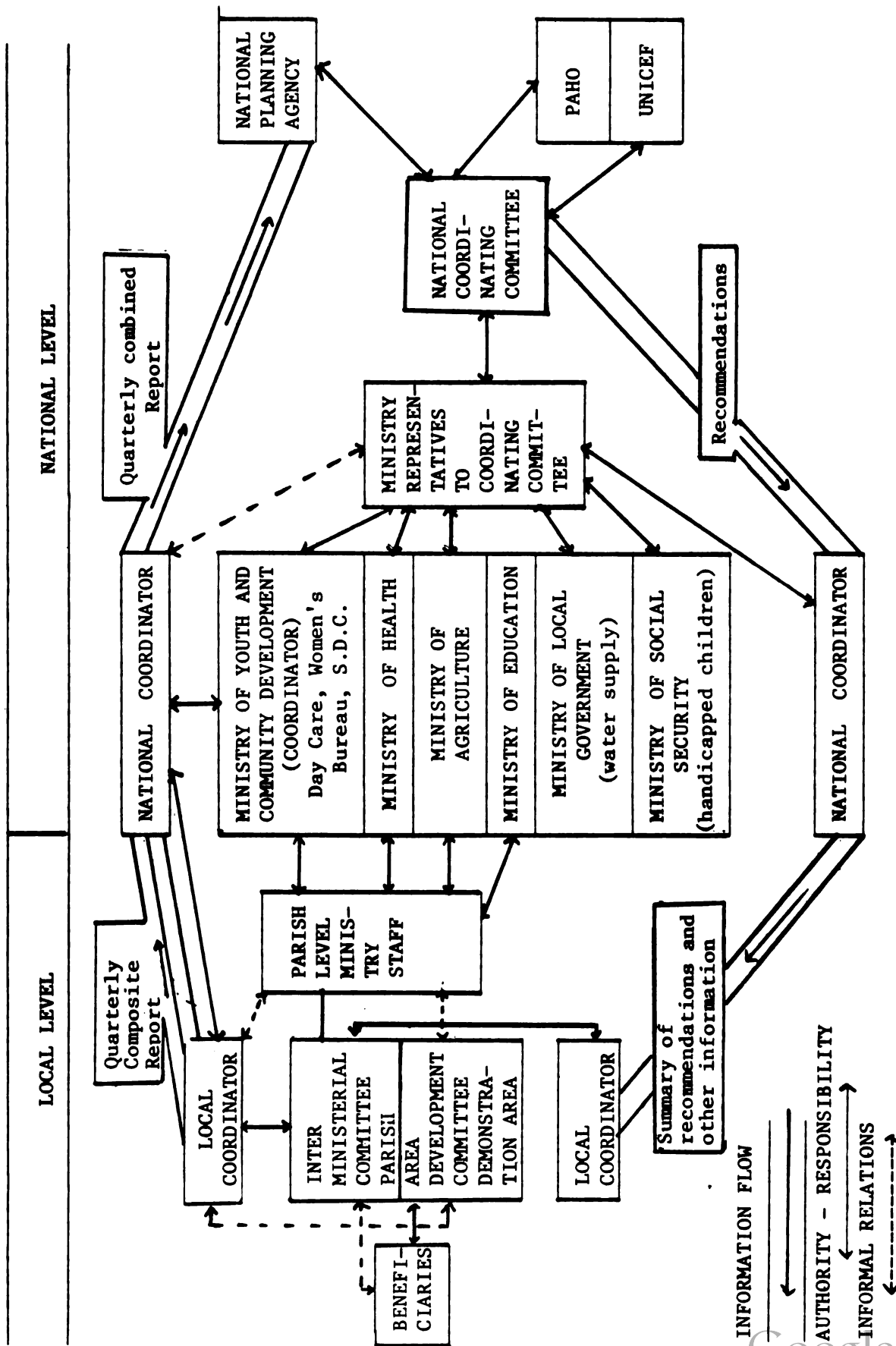
Although this programme has not been implemented it has been supportive of the Basic School and Day Care programme.

## RECOMMENDATIONS

1. There should be an agreed policy with regards to the co-ordinated approach to the delivery of Basic Services for Children and an operational plan with supporting budget within each Ministry.
2. Each local participating Ministry should have a staff member with specific responsibility for the Basic Services programme within that particular Ministry.
3. The Basic Services Programme must be given more attention within the Participating Ministries.
4. Communication between Communities and Ministries should be improved.
5. A Jeep should be made available to St. Thomas demonstration area to be used in the rugged terrain.



PROJECT MONITORING CHART



X. MEXICO. ECODEVELOPMENT OF COFFEE-GROWING ZONES IN MEXICO:  
THE ROLE OF WOMEN AND THE FAMILY.

This paper will cover two areas; the development project and coffee cultivation in Mexico; and the farm families, quality of life and role of women.

Coffee is one of the country's five most important farm products. It is the top agricultural export and the second largest general export, after petroleum. Mexico provides five percent of the total coffee traded on the international market and occupies seventh to eighth place among the major coffee exporters.

Approximately two million people are involved in coffee production. These include 97,000 producers, over 350,000 temporary wage-earners, and their families. Coffee is grown in the humid tropics of the country, and 98% of Mexican beans come from 372 municipalities covering eight states: Chiapas, Veracruz, Oaxaca, Puebla, Hidalgo, San Luis Potosi, Guerrero and Nayarit. Coffee is planted under shade in Mexico, and three different systems are used. The so-called modern system consists of extensive plantations under non-productive shade tress of the genus inga (known as jinicuil). Another system is the so-called traditional system, which used both productive and non-productive shade, but which does not include industrial inputs or machinery. The third is the rustic system, which combines coffee crops with other products on up to five agricultural levels, closely imitating the natural ecosystem of mixed tropical high-altitude flora.

Mexican coffee cultivation practices three coexisting systems for coffee production and one for financing (see Table 1). These systems have an organizational inter-relationship that cuts across different markets for land, labor, coffee beans, inputs, etc. (see Table 2), such that one system is dominant and soon imposes its economic conditions on the others. The traditional system, will eventually be dominated, but the rustic system is totally depressed and conditioned by the other two. Approximately 84% of total producers possess 35% of the land and generate 31% of Mexican coffee. These are the producers that use the rustic system and combine their coffee crops with fruit trees, timber trees and various edible grasses. In addition, they plant corn and beans for their own consumption (see Table 3).

Another 14% own 33.1% of the land and produce 29.1% of the coffee. These are the traditional producers, who usually combine fruit trees with coffee shade. They own medium-sized farms and use certain non-industrial inputs, such as natural fertilizers or coffee offal for enriching the land. The third group includes 2% of the producers, owning 32% of the land and producing 40% of the beans (Table 3). They plant coffee under non-productive shade and use industrial inputs.

Coffee is planted in the mountainous zones of Mexico, on steep hillsides. The rustic system is more effective than either of the others (which use flat lands) in conserving and improving the environment. Obviously, access is poor. Mountain-grown coffee is therefore processed manually (parchment and unwashed coffee) and shipped on by animal or carried by humans to the trade and storage centers. Thus, much Mexican coffee is marked with the sweat of

TABLE I  
ORGANIZATION FOR COFFEE PRODUCTION IN MEXICO

ECONOMIC SYSTEMS	PRODUCTIVE FORCES			
	LABOR	LAND	CAPITAL	TECHNICAL
1) Simple mercantile system	<ul style="list-style-type: none"> <li>- Family and collective (seasonal unskilled wage-earners, non-resident).</li> </ul>	<ul style="list-style-type: none"> <li>- Stable access to land. Closed land market. - Communal, public and individually owned land. - Hiatfundas.</li> </ul>	<ul style="list-style-type: none"> <li>- None</li> <li>- Rent on land is combined with surplus which leaves the system through tied user credits and external mechanisms for coffee processing and marketing.</li> </ul>	<ul style="list-style-type: none"> <li>- Rustic system and/or gardens</li> <li>- Primitive dry processing (parchment), family.</li> <li>- Human and animal transportation.</li> </ul>
2) Mercantile agriculture system	<ul style="list-style-type: none"> <li>- Wage-earners, with seasonal emphasis (some provide seasonal labor or work with secondary activities)</li> </ul>	<ul style="list-style-type: none"> <li>- Access to land. Restricted land market (legal and illegal).</li> <li>- Small and medium-sized holdings in public and individual ownership.</li> </ul>	<ul style="list-style-type: none"> <li>- Mercantile</li> <li>- Production for market only, but with dependence on credit for paying higher costs (industrialized inputs and labor). Free access to official credit (UDRC) and tied private, business and bank credit.</li> <li>- Rental on land and appropriation of surplus generate some capital accumulation, but it flows toward the follow-up systems through mechanisms of tied credit, coffee processing and marketing.</li> </ul>	<ul style="list-style-type: none"> <li>- Productive and/or non-productive shade.</li> <li>- Animal and mechanized transportation.</li> <li>- Mechanical dry processing or easy access to wash processing.</li> </ul>
3) Business agriculture system	<ul style="list-style-type: none"> <li>- Wage-earners, with seasonal emphasis, and some traces of servant labor (indentured tenant farmers in Chiapas and in the mountain of Hidalgo and Puebla).</li> </ul>	<ul style="list-style-type: none"> <li>- Open access to land (legal or illegal).</li> <li>- Large holdings.</li> <li>- Individual ownership.</li> </ul>	<ul style="list-style-type: none"> <li>- Business.</li> <li>- Production for market only. Sell-financing and free access to bank credit.</li> <li>- Capital is generated and accumulated.</li> </ul>	<ul style="list-style-type: none"> <li>- Planting system with non-productive shade.</li> <li>- Wash processing.</li> <li>- Mechanized transportation.</li> </ul>
4) Agrindustrial and financial system.	<ul style="list-style-type: none"> <li>- Wage-earning administrative personnel.</li> </ul>	<ul style="list-style-type: none"> <li>- No access to land (no interest).</li> </ul>	<ul style="list-style-type: none"> <li>- Financial, government and private.</li> <li>- Controlled credit, which purchases monopoly</li> <li>- Competition for capital is free and there is a mean profit rate (which is protected).</li> <li>- Land rental and surplus generated by the entire system is accumulated.</li> <li>- Government financial capital reverts partially through social expenditures and investment in infrastructure and technical consultation.</li> </ul>	<ul style="list-style-type: none"> <li>- Wash processing.</li> <li>- Technically advanced storage centers.</li> <li>- Mechanized transportation.</li> </ul>

SOURCE: Direct research. "PROJECT: CEROSES-COMACT AND INMIGRANTE, 1979.

Table 2  
COFFEE MARKETS IN MEXICO

Economic System	M A R K E T S					Marketing Systems
	Labor (seasonal)	Land	Capital (Credit)	Technology	Coffee	
1) Simple Mercantile System	<ul style="list-style-type: none"> <li>- Supply and demand nearly zero</li> <li>- Open (supply)</li> <li>- Regional competition and with Guatemalan pickers.</li> </ul>	<ul style="list-style-type: none"> <li>- None among inter-prices.</li> <li>- No access to land market (legal or illegal) from other systems.</li> </ul>	<ul style="list-style-type: none"> <li>- Restricted and tied</li> <li>- Unrivers credit, of private origin, with required sales.</li> <li>- Cheap government credit requiring affiliation with UZPC and sale.</li> </ul>	<ul style="list-style-type: none"> <li>- None</li> <li>- Some industrial input, tied to official credit and UZPC organization.</li> <li>- Dry family processing, not commercial.</li> </ul>	<ul style="list-style-type: none"> <li>- Required sale.</li> <li>- Sale in unwashed coffee or dry parchment.</li> <li>- Regional numerous monopolies.</li> <li>- Some access to government purchasing centers.</li> <li>- Little impact of official price guarantees.</li> </ul>	<ul style="list-style-type: none"> <li>- Traditional type market system (premercantile).</li> </ul>
2) Mercantile Agriculture System	<ul style="list-style-type: none"> <li>- Supply and demand</li> <li>- Supply: Open</li> <li>- Demand: restricted and competitive among enterprises and with plantations.</li> </ul>	<ul style="list-style-type: none"> <li>- Very restricted (legal on own land; illegal on public and/or communal lands).</li> </ul>	<ul style="list-style-type: none"> <li>- Broad and tied.</li> <li>- Private credit requiring sale.</li> <li>- Government credit requiring affiliation with UZPC and sale.</li> </ul>	<ul style="list-style-type: none"> <li>- Access to industrial inputs and certain mechanization.</li> <li>- Purchase of mechanical depulpers and other machinery for own use.</li> </ul>	<ul style="list-style-type: none"> <li>- Free and required sales.</li> <li>- Sale, drawback or assignment of cherry to wash processors.</li> <li>- Sale in dry parchment</li> <li>- Broad access to government purchasing centers.</li> <li>- Impact of official price guarantees.</li> </ul>	<ul style="list-style-type: none"> <li>- Traditional type market system control.</li> <li>- City market.</li> </ul>
3) Business Agriculture System	<ul style="list-style-type: none"> <li>- Demand.</li> <li>- Competition among each other and with small- and medium-scale owners.</li> </ul>	<ul style="list-style-type: none"> <li>- Open (legal on own land; illegal with such conflict on public and/or communal lands).</li> </ul>	<ul style="list-style-type: none"> <li>- Broad and liberal</li> <li>- Liberal private and bank credit.</li> <li>- Possibility of capital transfer from one sector to another.</li> </ul>	<ul style="list-style-type: none"> <li>- Broad market for industrial inputs and mechanization.</li> <li>- Purchase of wash processors and use and rental of services.</li> </ul>	<ul style="list-style-type: none"> <li>- Free sale.</li> <li>- Sale in old, dry and green washed parchment</li> <li>- Competition for fixing real purchase price.</li> <li>- Political efforts to set official guaranteed price.</li> </ul>	<ul style="list-style-type: none"> <li>- Control of traditional market system and city market.</li> <li>- Access to metropolitan market</li> </ul>
4) Agroindustrial and Financial System	<ul style="list-style-type: none"> <li>- Not applicable.</li> </ul>	<ul style="list-style-type: none"> <li>- No applicable.</li> </ul>	<ul style="list-style-type: none"> <li>- Credit control precluding purchaser monopoly.</li> <li>- Capital competition.</li> <li>- Possibility of capital transfer from one sector to another.</li> </ul>	<ul style="list-style-type: none"> <li>- Control and sell of industrial inputs.</li> <li>- Control and sell machinery for processing.</li> <li>- Rented services of wash processors.</li> <li>- Own storage and purchase centers.</li> </ul>	<ul style="list-style-type: none"> <li>- Competition for purchase between official and private sector.</li> <li>- Purchase of all types.</li> <li>- Set purchase price.</li> <li>- Official sector (guaranteed price), private sector (real price).</li> <li>- Set quality standards and differential prices.</li> </ul>	<ul style="list-style-type: none"> <li>- Control of city market.</li> <li>- Control of national metropolitan marketing sector and of access to international sector.</li> <li>- Competition between government and private sectors for control of market.</li> </ul>

SOURCE: Direct research. PROYECTO: CECODES-CONACTY 8 IMPRECAFE, 1979

TABLE 3  
 SIZE, LAND SURFACE, PRODUCTION AND YIELD CHARACTERISTICS OF COFFEE PRODUCTION  
 (1969/1979)

SIZE	PLANTATIONS		LAND SURFACE			PRODUCTION *			
	Number	%	Total	%	Mean**	Total	%	Mean***	Yield****
0.1 to 1	45,564	44.9	29,268	8.5	0.7	229,676	7.5	5.5	7.8
1.1 to 5	38,878	42.0	106,841	30.9	2.7	931,456	30.2	24.0	8.7
5.1 to 10	7,437	8.0	57,071	16.5	7.7	495,887	16.1	66.7	8.7
10.1 to 20	2,906	3.1	44,229	12.8	15.2	390,339	12.7	134.8	8.8
20.1 to 50	1,408	1.5	46,762	13.5	33.2	419,836	13.6	298.2	9.0
50.1 to 100	308	0.3	22,292	6.4	72.4	202,861	6.6	658.6	9.1
más de 100	204	0.2	39,509	11.4	193.7	408,885	13.3	2,004.3	10.3
TOTAL:	96,705	100.0	345,970	100.0	3.7	3,079,000	100.0	33.2	8.9

\* 60 kg. sacks.

\*\* Mean surface per plantation.

\*\*\* Mean production per plantation.

\*\*\*\* 60 Kg sacks.

SOURCE: Registry of Coffee Producers: INMECAFE, Mexico 1970. Goicochea, 1971.  
 (Data obtained through Farm Census)

the Indians who produced it and carried it to market on their backs. The entire family participates in shipping, harvesting, drying and hulling (Diagram 1).

A contrasting agricultural model focuses its efforts on developing flat irrigated land, using industrial inputs and making intensive use of farm equipment. Already high yields are increased still further with technical and organizational innovations. Side by side with this system, seasonal agriculture occupies fragile mountainous zones with excessive rainfall, dominated by small farms. The most abundant natural resource is labor, using traditional techniques proven effective by centuries of use and an age-old understanding of the environment. This is the situation of many Mexican coffee growers (those using the rustic system or 84% of the total, and many of traditional farms that make up 14%). A new agricultural model must be created for these growers: ecodevelopment.

This new style of development, called ecodevelopment, combines at least three basic ingredients: the population and its needs, the environment, and the conditions inherent in agriculture, in this case, coffee. All this is viewed in the context of the national situation and the orientation selected for national development policies. However, the high-priority consideration for ecodevelopment is always the human population and its needs. In order to satisfy these needs, rational, responsible use must be made of the environment, now and for future generations. Economic development must be made compatible with the interests of the majority of the population and with reasonable, integrated and responsible use of the environment. Finally, ecodevelopment assumes that well-planned economic development does not need to destroy the environment nor, even less, take advantage of human needs.

The problem of coffee cultivation in Mexico can be synthesized as follows: the fifth most important commodity in Mexico, and the second major export occupies 90,000 producers (the entire rustic system and some of the traditional farms) and 350,000 farm laborers living and working under conditions so precarious as to be incompatible with the tremendous wealth being generated and unfathomable in this context. Consideration was therefore given to designing a program of ecodevelopment strategies for the coffee producing zones of the country.

Two years ago, coffee cultivation in Mexico began to sit on a powder keg: the orange coffee rust and the coffee berry borer. Both pests have now reached the Mexican border (it is assumed that rust has already entered the country, although it has not yet spread). Pest-free belts can only slow down the effects, but cannot prevent the introduction of the disease. Naturally as occurs with human disease a population that is well fed and healthy will suffer from the disease, but survive without sustaining great losses; however, a poorly fed unprepared population takes the brunt of the pests and suffers the greatest losses. Modern coffee growers (2% of the producers) may survive without severe damage, but the 84,000 small-scale coffee producers who own under five hectares of land each will sustain serious losses. The damage will be further intensified because of the fact that, although the rustic system is optimum for environmental protection on steep hillsides, it is exceedingly fragile and susceptible to pests and diseases. Thus, the small-scale coffee producers, with very low standards of living and precarious working conditions,

will be seriously threatened, and the effects of an outbreak of rust and the coffee berry borer would be tragic. If no solution is found, hundreds of thousands of indigenous farm families will soon migrate toward the overcrowded cities in the central zone of the country. A rural catastrophe will be compounded with an urban crisis.

For this reason, the ecocodevelopment strategies took on a new urgency and were given high priority. The program was designed with the following objectives:

1. In each region, resources would be identified for use, types of organization could be designed so that standards of living of coffee producers could be improved with the use of ecocodevelopment strategies that allow for rational use of existing resources and that preserve and increase the biotic capital in the zones.
2. This would take place with a new scale of values, placing high priority on improving the standards of living and working conditions of the population, preserving social and cultural values of the affected groups (many of whom are indigenous), and at the same time seeking the active and responsible participation of the population in development tasks.
3. By moving beyond traditional development approaches, it would emphasize key problems that stem from the interaction of the different variables that determine the quality of the human environment: the national, artificial and social context.

All of this implies that the quality of life, as the term is used here, means improving the quality of the human environment. It assumes the presence of a natural environment that must not only be preserved, but even be improved for the benefit of today's inhabitants and future generations. Similarly, there is an artificial environment produced by human action: farm ecosystems, technological structures and human spaces, including living spaces (housing, roadways, transportation, etc.), working spaces (parcels, trade areas, factories, etc.), space for political life (public plazas, government buildings), space for religious life (temples, sacred places, public altars, etc.), space for social relations and spaces for recreation. This environment must be at the service of those who created it and must be easily adapted to the ever changing needs of the coffee growers. Finally, the social environment includes existing formal institutional organizations and any informal groups and associations, both temporary and permanent, that emerge among the coffee growers. These social forms and structures allow for the full development of the individual and the satisfaction of basic needs.

Thus, in this project, the quality of life involves optimizing the quality of the human environment (natural, artificial and social) and maintaining effective relations between individuals and the human environment, and among different individuals throughout the human environment.

4. Another basic objective is to change traditional attitudes toward nature, in order to free the coffee producing zones of practices that are now threatening to make irreversible alterations in the future ecological balance.
5. The last objective is to seek and find specific solutions to special problems (such as rust and the berry borer) and to the local problems of each coffee producing zone, in the framework of the ecological, social and cultural context of coffee producers, and their present and future needs.

For this purpose, the following variables of the coffee production are included for consideration:

- a) the coffee producer
- b) forms of economic organization (production, distribution, consumption)
- c) forms of social organization (family, government, participation, etc.)
- d) cultural patterns
- e) technology
- f) the natural and artificial environment.

Information was obtained through a census of coffee growing municipalities and a representative sampling of coffee growers. The data covered three levels:

1. Municipal level. The information was compiled at this level because this is the minimum political and administrative organizational unit, and therefore was not only a frame of analysis, but will also be the minimum focus for political and administrative work.
2. Family level. The coffee growers do not exist in a social vacuum. They form part of a minimum solidarity group: the family. In effect, coffee production is not an individual task, but a family undertaking. All members of the family work in the coffee fields and play an economic role. Similarly, any change made in coffee production and in improving the quality of life must be take place inside the family, and not by individuals. The family, more than the individual producer, is our minimum social unit of analysis and action.
3. Organizational level. This includes social groups involved in coffee production: the community land, the comuneros, the UEPC (Economic Unions of Coffee Producers), etc.

Of all these levels, we will concentrate here on the family. A family is defined as a group of relatives living together, in a related economy. They recognize one of their members as the head or representative and have a socially accepted way of identifying kinship. The family has a structure and a function.

The structure is based on the group of relatives living together, on their way of identifying kinship (and, consequently, of tracing patterns of



power and affection inside the family and deciding on inheritance of goods and authority), and on the status and roles ascribed to each member.

It is also based on the orientation of the family, such as for procreation or for education. The family can be defined in terms of the combinations and relationships of members. It may be nuclear or extended, and patrilineal, matrilineal, bilateral or avuncular. The age and presence of the key family members defines families at the stage of reproduction, production, and out of reproduction. Families may also be complete or incomplete, depending on whether or not all the key posts are occupied, or one is vacant. Finally, a family can be organized or disorganized, depending whether or not the key members carry out the roles assigned to them.

For the most part, coffee producing families are nuclear, patrilineal, young (in other words, of reproductive age), organized and complete (68%). Nevertheless, extended families can also be found (12%) and, incomplete families are common (20%) among both the nuclear and the extended groupings.

The function of the family includes both social function and relationship functions. It may be a unit of production, a unit of consumption and a unit of indoctrination and acculturation. The coffee growing family is a unit of indoctrination and acculturation, given its limited access to schooling. It is also a consumption unit. Above all, however, it is a production unit and runs its land like a family enterprise.

Another important consideration is family organization. It is analyzed according to basic status in the family, and the roles assigned to each member for family functions and structures. It also includes stereotyping and the kind and degree of prestige and punishment that uphold the structure. There are three basic status strata: father, mother and children. Each one corresponds to a role, such that through the confluence of the three, the family performs its functions. The role of women in the Mexican coffee growing family is diverse and difficult. She is the woman-mother and must take charge of running the household, providing water, caring for the family garden, taking charge of domestic animals (for consumption and sale, but not work animals), collecting edible plants for feeding the family, supplying home fuels (firewood and branches), making, washing and mending clothes, caring for smaller children, training daughters in household tasks, completing any expected handicrafts (depending on the ethnic group), taking part in cleaning, tuning, and picking coffee, carrying the product to processing areas, handling it during drying, doing the heavy work of morteadado, and finally carrying the coffee to markets. The workday is exhausting and ranges from twelve to sixteen hours in length. All of this must be done in addition to the role of woman-wife, and pregnancies every two years. Thus, it is not surprising these women have grown old by the age of forty.

The woman-daughter must help her mother in the heavy work from a very early age, and must take care of younger siblings as a mother substitute as soon as she is able to carry them (beginning at seven or eight years of age). This heavy job frequently causes permanent deformities in the children but prepares them to follow in the footsteps of their mothers.

The status of women in dependent farm economies such as that of the coffee producers in Mexico is clearly established inside the family. Women organize domestic work and provide a reference point for the farm work, which is coordinated by the husband or father of the family. In the home, the woman manages domestic production and sustains the family labor force by coordinating health and nutrition.

Thus, in order to change coffee production, it is essential to focus on the family and, consequently, on the center of the family: the woman-mother. In addition, the philosophy of ecodevelopment dictates that desired changes must not only be accepted, but also orchestrated from inside the group and with the participation of its key members. One of these is the woman-wife.

The other important ingredient is the family of the farm laborer, or coffee picker. These are usually landless campesinos or owners of small coffee lands who hire themselves out for seasonal coffee work. During the harvest, they work as pickers and are paid by the piece. This system provides a minimum wage per job, or per predetermined quantity of cherries harvested. However, if they cut a job and a half or two jobs, they are paid two minimum wages. Thus, the pickers usually take their families with them, and when the father is hired, the entire family works in order to collect up to two jobs and thus earn two minimum wages. These workers move from the coffee harvest to the sugar cane harvest, to the tobacco harvest, or to any other tropical crop. The woman is the reference point of these families, and development work must be done with her.

Family-level ecodevelopment plans must consider the following:

1. Because of the way labor is organized, with coffee production as a family enterprise, it is essential not to separate woman's work for productive processes from woman's work in the home. Family tasks are not isolated from non-family tasks. Rather, it is all viewed as the woman's overall obligation to the family. Isolated production increases may well serve only to increase the overload on women, making their lives harder without substantially improving either their standard of living or that of their families.

If coffee production takes place within a capitalist system, the system must be transplanted in coffee producing lands, and the work must be given a price. This will serve first, to help campesinos become aware of production costs and thus demand fair prices for their products; and second, it will compensate each member for his or her contributions, even if this is later reinvested in the family. If women have direct access to resources and goods, the home is always directly benefited, in terms of nutrition, health and education for the children.

For this reason, coffee production would be reorganized on the basis of the UEPC's, cooperatives, comuneros, or some comparable system, with the women playing an effective role. The remaining strategies serve this purpose.

2. Volunteer outreach workers will be trained in the organization and participation of women, so that they can promote the participation of women in the new productive organizations. These outreach workers will thus become improvers of the rural home and organizers of gardens and other domestic forms of production.
  
3. Through the reorganization of production and the training of social outreach workers, the program will seek to mobilize campesino women for change. Women must become the driving force in their own development, following the paths they themselves discover or choose to open. It should be recalled that traditional populations have a tremendous potential for innovation, which must not be wasted. To the contrary, we must find a way to make this potential blossom and give fruit.

The proposed work will be done together with the campaign to control coffee rust, which is being targeted to begin in the next few months. The program can and must be further refined through an exchange of opinions with other groups that have programs working with farm women. Above all, changes will have to be made as the program begins to operate at a mass level in the field.

Finally, because 35% to 40% of the coffee growers are indigenous, the program must consider the principles of bilingual and bicultural education and outreach among these groups, but always in the framework of ecocodevelopment with an impact on women.

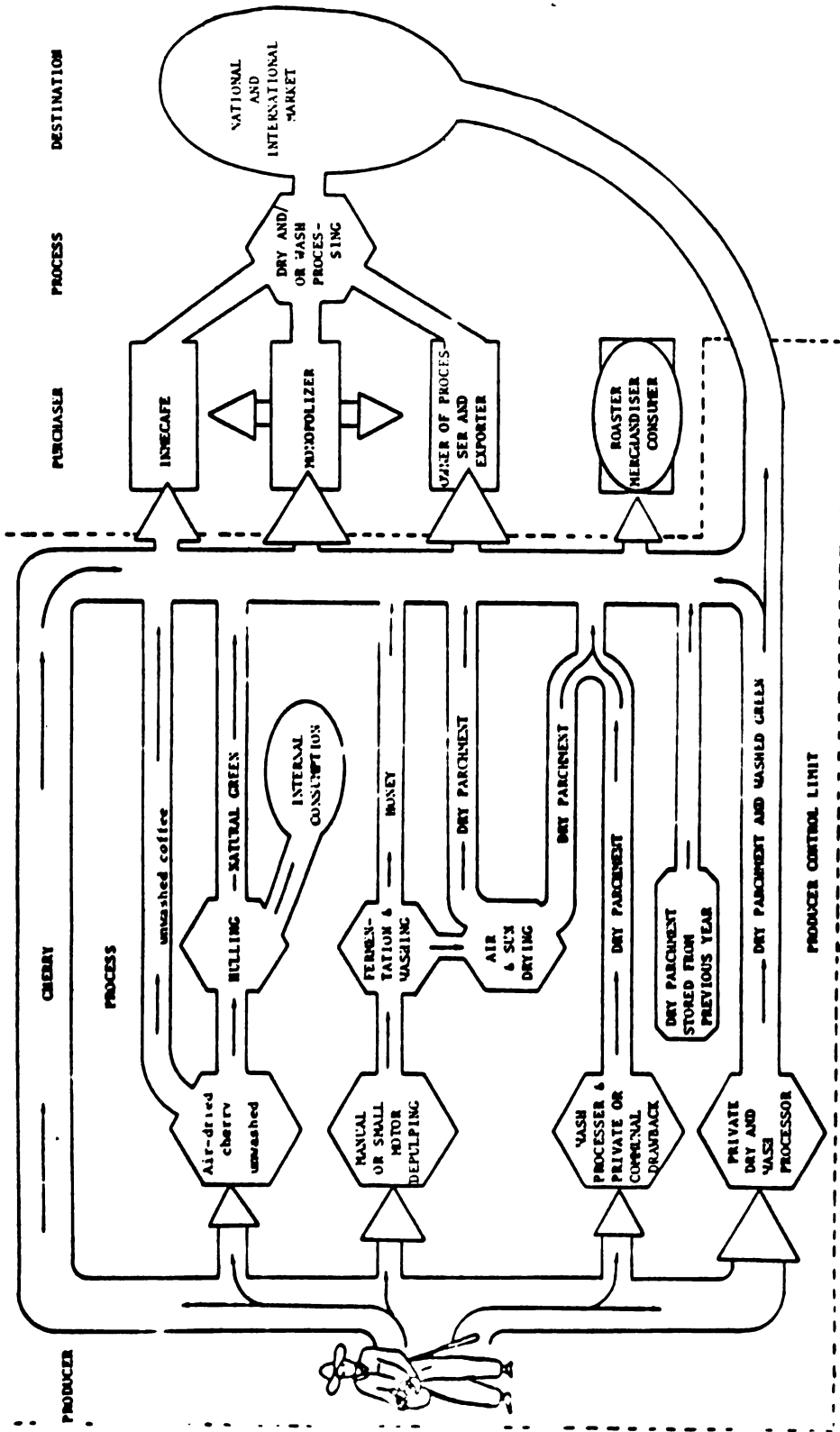


DIAGRAM 1 COFFEE PROCESSING AND MARKETING

**XI. NICARAGUA. MINISTRY OF AGRICULTURAL DEVELOPMENT AND AGRARIAN REFORM  
DEPARTMENT OF SOCIAL PROGRAMS**

**COMMUNITY EDUCATION PROGRAMS FOR RURAL SOCIAL DEVELOPMENT**

The training programs are set up by the Department of SOCIAL PROGRAMS of the MINISTRY OF AGRICULTURAL DEVELOPMENT AND AGRARIAN REFORM (MIDINRA). They target rural outreach workers in health and nutrition, and the major objective is to provide field personnel with theoretical and practical technical training. Ultimately, the communities should be able to use their own resources for developing activities to improve the conditions in which they live. Our field of action focuses on agricultural workers on COMMUNITY OWNED PROPERTY (APP) and their families, with an emphasis on protecting vulnerable groups. These include pregnant women, nursing mothers and children under six years of age. Special preference is given to children between one and two years of age.

Our programs are developed on the basis of community health education. They include primary medical attention for cure and prevention, as well as nutrition education leading to the development of food assistance programs.

In order to implement the programs, MIDINRA coordinates with the ASSOCIATION OF FIELD WORKERS (ATC), a well-developed grassroots organization in the rural area. This Association works together with the community in a General Assembly, where Outreach Workers are selected. These Workers are directly responsible for the implementation of the programs. They later specialize in one of the two working areas (Health and Nutrition). This division of tasks is respected in the refresher courses given at regular intervals to the Outreach Workers following the initial general course. The trained workers serve as multiplier agents who transmit their know-how to the population. Thus, groups of activists are organized, either in their working centers or in the community. They are the real implementors of the practical tasks that turn education to concrete purposes. The general and refresher courses are scheduled in a joint effort with the regional-level medical and paramedical personnel of the Ministry of Health (MINSA). Those assigned to this task are the persons or institutions responsible for giving the courses, depending on the topic under study.

The plan of activities and the supervision and follow-up of the outreach workers are performed through medical personnel of the MINSA Health Office. It covers social workers in the MIDINRA Enterprises and National Program Coordinators.

At present, we are making efforts to include the unions or Grassroots Organizations in supervising these actions. As much as possible, we would also like to involve them in all phases of the programs; in this way, we could plan high-priority social programs on the basis of real needs and community resources.

These groups of Outreach Workers constitute the implementational basis of the first rural area structural level of social programs promoted by government organizations. They are charged with raising the standard of living of the working population.

The rural Outreach Workers perform the following tasks in their two working areas:

#### A. HEALTH

In the area of health, the rural Outreach Workers are trained in:

- a) the managing of medicine chests
- b) giving first aid
- c) promoting and organizing activities for environmental health and hygiene
- d) supervising, monitoring and ensuring compliance with regulations on job hygiene and occupational safety in their working centers
- e) giving pre-natal and post-natal care of mothers and children, as well as nutritional attention for the mother-child group
- f) referring serious cases to the nearest health center or post
- g) giving educational health talks
- h) taking part in the immunization campaigns and preventive actions organized by MINSA
- i) promoting the active participation of the population in community health workdays, sponsored by MINSA

#### B. NUTRITION

In the area of nutrition, the rural Outreach Workers will be trained for:

- a) giving educational talks on nutrition and diet
- b) designing balanced, low-cost family diets using the basic food groups
- c) selecting, from among locally available foods, those of greatest nutritional value, and promoting their use
- d) conducting a census of the population, and identifying vulnerable groups
- e) promoting nursing as a practical and rational means of preventing infant malnutrition
- f) organizing, coordinating and developing food assistance activities
- g) promoting, organizing and developing community vegetable gardens
- h) evaluating or performing anthropometric measurements (weight, height and brachial perimeter) of the nutritional state of the infant population (0-6 years)
- i) referring malnourished children (from third degree to the maximum stage of second degree) to the nearest hospital

Food assistance is given through a food supplement turned over to one member of the family (usually the mother), and through production of vegetables. When harvested, this produce is distributed among the participants in accordance with family composition, and is taken home for consumption.

**FOOD SUPPLEMENTS:** This food assistance program is allied to nutritional and health education. The food supplement is made up of corn, powdered milk and oil. It is distributed biweekly, together with educational talks and food demonstrations. The requirement for entering the program is an active desire to attend the talks, take part in the demonstrations, and spread news about the importance of the program in general health. In exchange for the food, the community pays a token price that is translated into solutions to problem areas to improve the development of the program: transportation for Outreach

workers who must leave the community to buy food for the demonstrations or to do other program work; construction of storage systems for foods used in the supplement; etc. Our project does not overlook the area of nutritional evaluation. For three-month periods, we take the body weight and measurements of children participating in the program. It should be noted that the direction of the food supplement program in Nicaragua is in the hands of the MINISTRY OF HEALTH (MINSA), with funding from the WORLD FOOD PROGRAM (WFP). The program covers a total of sixty thousand persons, including pregnant women, nursing mothers and pre-school children. Of this total funding, approximately fifty percent is used for the rural population.

VEGETABLE PRODUCTION: This is a voluntary program. Initially, it provides subsidies for all farm inputs. The crops are harvested for internal consumption and, in some cases, for market.

The money received from marketing the produce becomes working capital for subsequent plantings. We have tested three working systems for the sub-projects:

- 1) Workers from the COMMUNITY OWNED PROPERTY (APP), who work the land in their spare time. The land is given by the government, and the labor is voluntary.
- 2) The management of the COMMUNITY OWNED PROPERTY (APP) cultivates the land using wage labor. Produce is sold at cost (as wages) to the workers.
- 3) The community cultivates the garden on common land. Most of the work is done by women and children.

Of the three tested systems, the most rewarding has been the third one. The difficulty lies in the fact that the garden requires flat land with a source of water. These conditions are not always available in small-scale farm communities.

The Health and Nutrition Rural Outreach Workers support each other in performing their tasks. Specifically, they coordinate the following actions:

- a) educational talks for the community;
- b) conducting the census and identifying vulnerable groups
- c) distributing and monitoring food assistance
- d) sponsoring immunization field days and environmental health
- e) organizing community participation in community health days, together with Grassroots Organizations.

In essence, the activities described above constitute our programs for Community Education for Rural Social Development. We have certain problems in transmitting know-how, as occurs in all practical experiments, especially when the work depends on personnel with little or no schooling and, to a certain extent, without a clear knowledge of the technical know-how necessary. This is offset in part by the active enthusiasm that characterizes our Outreach Workers. However, these problems definitely have an impact on program development. To these factors should be added the broad scope of activities being developed by social workers from MIDINRA, who coordinate programs at the regional level.

By 1980, we had planned the programs to begin simultaneously in all seventeen departments which MIDINRA had set up for decentralizing the country. We soon realized that this programming was too ambitious for our resources. We therefore decided to begin working region by region (MIDINRA now has eight regional delegations). We have progressed and have consolidated our initial actions.

The methodological problems in achieving community participation during all practical phases of the programs have been overcome by reinforcing grass-roots organizations (ATC, CDS, AMNLAE, UNAG), each representing a different sector.

At present, we are engaged in developing evaluation methods with which to measure the real impact of our work:

- Degree of community participation
- Positive responses to concerns of the population
- Positive change in the food and health habits of the population
- Overcoming cultural barriers in the population
- Adoption of tasks implemented
- Changes in nutritional and health conditions

In the area of research, we lack the necessary equipment for moving into activities with a broader scope. In order to maintain and expand the anthropometric evaluation, we are now testing new measuring techniques (with colored ribbons that were adapted for the Colombian population), for the purpose of evaluating the significance of brachial perimeter on weight and size.

Some of the methods we use for evaluating programs are: decline in rural infant mortality rates; achievements in terms of community service facilities; lower levels of infant malnutrition; the application of know-how acquired, tested through home visits; regular meetings with Outreach Workers; the progress of the educational program for the community; audiovisual aids prepared for the educational programs; records and controls of activities held; and discussion of problems that come up.

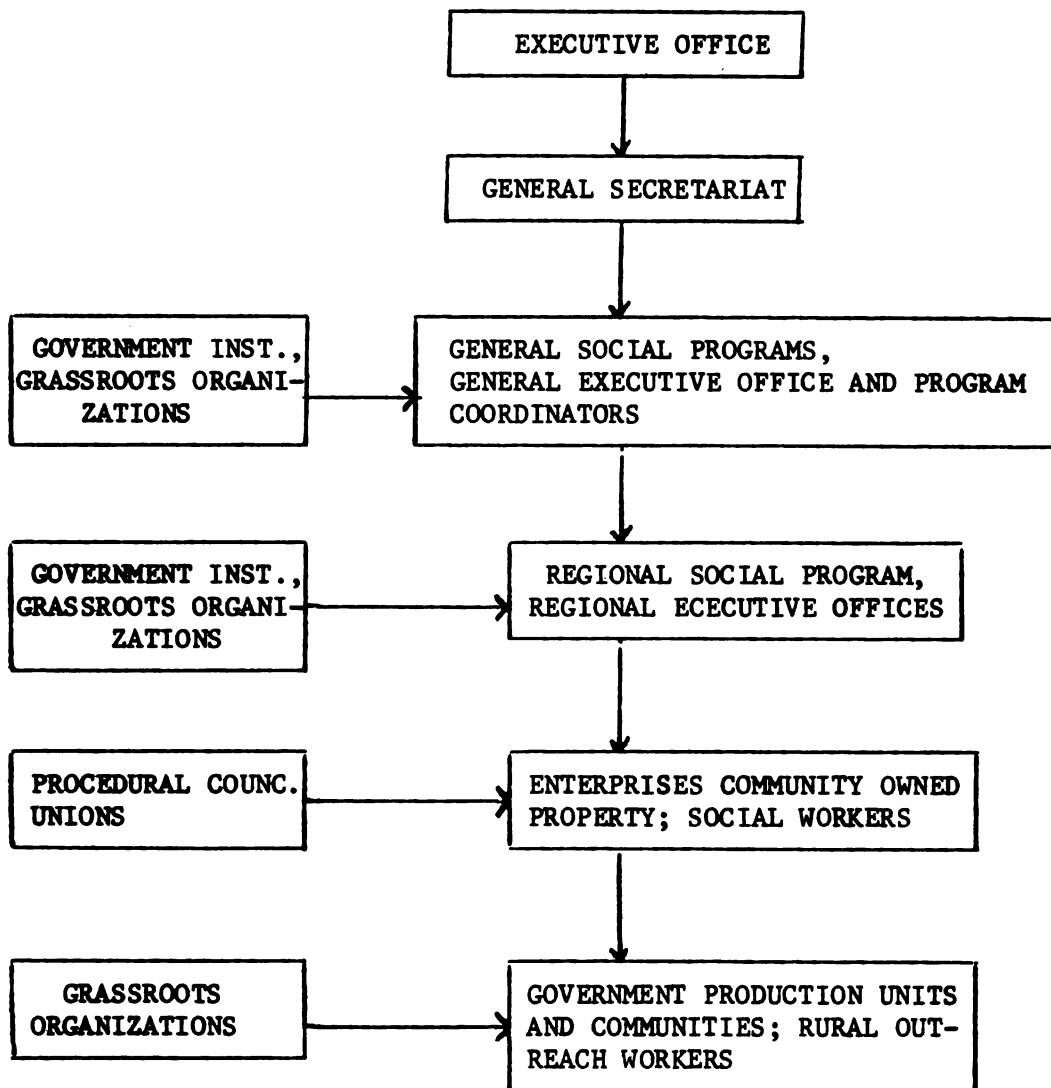
#### AUDIOVISUAL AIDS:

1. Tasks performed by Health Outreach Workers
2. Tasks performed by Nutrition Outreach Workers
3. Tasks coordinated
4. Organizational chart
5. Regions with gardens
6. Regions with food supplement
7. Health and Nutrition Outreach Workers in the Regions
8. Medicine chests in the Regions



ORGANIZATIONAL CHART FOR MIDINRA PROGRAMS

MIDINRA



XII. PANAMA. ANALYSIS OF THE WOMEN'S ORGANIZATIONS PROGRAM  
IN PANAMA. NOTES FOR DISCUSSION

1. Women's Organization Program in Panama. General Observations

The Women's Organization Program for the rural area in Panama unfolds within, and is implemented by the Ministry of Agricultural Development, whose goal, by Law, is to "promote and evaluate the economic, social and political upgrading of rural inhabitants and communities, and their participation in national life. To define and implement the policy, plans and programs of the sector".

Without going into background information, we can say that the program presently seeks to:

- Incorporate women and their families into the economic, social, cultural and political development of the rural environment.
- Contribute to strengthening the economic and social aspects of Associative Campesino Organizations.

On this basis, the program serves women's organizations that originated prior to 1968, in an effort to reorient their work and encourage the active and enlightened participation of women in productive processes. In addition, it seeks to equip women to adopt a decisive role together with men and youth for raising the quality of life of their families and the rural community in general. Technical and economic support for productive activities are channeled through the organization, and a number of different training actions are carried out for facilitating and improving domestic chores.

Although efforts made to date have been insufficient, they have aimed at incorporating women and youth into existing economic and social processes. Examples of this are the Women's Committees, whose productive activities complement those of the Settlements.

For this reason, the National Office for Social Development adopted a policy indicating that although different strategies are defined for work with women and youth, they should be based on the instruments and basic training materials used with the campesino organizations in general.

It is important to note that the organizational foundation of the program has encouraged associative forms of production among women. We consider this as progress, since it encourages the integration and strengthening of the campesino organizations, and will make it possible to take greater advantage of the changes that have been made in Panama's agrarian structure.

At present, 28 organizations are served at the national level, involving a total of 450 women.

1.1 Main actions targeting women. The Women's Organizations Program operates through the following subprograms:

- Agricultural Production Subprogram
  - . Rice Project

- . Corn and Beans Project
- . Vegetable Project
- . Beekeeping Project
- . Poultry Project, etc.
- Non-agricultural Production Subprogram
  - . Sewing workshops
  - . Agroindustrial activities
  - . Fruits and vegetable preservation
  - . Meat processing
  - . Crafts
- Social and Cultural Activities Subprogram
  - . Home management for improving:
    - Nutrition - Health- Housing - Clothing - Working Conditions - Administration
    - Mother-child health and care
  - . Community Involvement, for obtaining, creating or improving public services:
    - potable water, electricity, roads, Child and Family Guidance Centers, etc.

#### 1.1.1 Main elements of Program/project content

- Courses and demonstrations on pertinent agricultural activities.
- Courses on sewing, furniture making, plaster work, crafts, etc. (making use of community resources).
- Discussions and group dynamics on the participation of women in their communities and in the country's development; human relations; child care and attention; women's care and hygiene, etc.

#### 1.2 Main obstacles to implementation

##### 1.2.1 Planning problems

Absence of real, operational and scientific planning. Planning tools are not handled effectively, and the information and elements needed for planning productive activities are not available

##### 1.2.2 Problems of methodologies for implementation

Although program implementation should be a dynamic process, enriched by the specific conditions of each group and region, in some cases we face a certain type of "anarchy" caused by the particular interpretation given or adopted by staff (within the limits of their skills) working at the base level.

##### 1.2.3 Evaluation problems

No information and evaluation system exists which would make it possible to evaluate the program with objective criteria at different points of its development, and for its different components.

### 1.2.5 Research problems

No relevant studies exist on the situation of rural women. Although statistical information abounds at the national level, and several studies on women's participation do exist, no single complete study exists that makes a complete analysis of the conditions and perspectives of the participation of rural women. Such a study could be used to orient concrete policies by the government in regards to women, in line with the development alternatives of the current process of National Liberation.

## 2. Organizational Charts

2.1 Ministry of Agricultural Development (attached)

2.2 National Office for Social Development (attached)

## 3. Institutional obstacles to the Women's Organization Program

All the institutional obstacles mentioned in the guidelines for this paper (3.1 through 3.10) affect the development of the Women's Organization Program in Panama. Of these, the following have the most impact on our work:

### 3.1 Personnel System

No personnel selection system exists for the institution as a whole, or for the program in particular. At the national level, the program is run by a professional social worker, who has a particular inclination and interest in working with women. At the regional level, the program is also staffed by women who have middle-level education in different areas (high school graduates, certified teachers, etc.).

The basic criteria is that workers be women, with an interest in the program. The program director at the national level is also in charge of promoting and orienting the work with regional personnel, and of selecting together with the regional office, the head of that component.

### 3.2 Training

Personnel attend seminars which provide them additional information on the program and its management. They provide orientation for working with women, and also discuss and analyze current work taking place at the national level in this field. All this is part of a general orientation.

A training program must be developed through which the experience of other countries in this same area can be channeled, in order to ensure broader training of the personnel. This will help personnel at both the national and regional levels provide better responses to the groups, and will contribute to strengthening the program, once the expectations of the higher authorities on work with rural women are clearly defined.

3.3 Existing bureaucratic mechanisms involve a series of formalities that hinder the development of previously planned activities and action. A review of the Organizational Charts of MIDA and of the National Office for

Social Development reveals the position of the program within the institutions, and provides a clue to this problem, as a result of the bureaucratic steps involved.

### 3.4 Budgetary and Financial Aspects

The main factor preventing the expansion of the program is financial: no national funding exists for the productive projects of women's organizations. Some of these groups have obtained the support of the Campesino Organizations (Settlements and Agrarian Boards), and in other cases, funds for materials, equipment and inputs have been provided by UNICEF. The program is presently awaiting the approval of funding from the United Nations Fund for the Decade of Women, and from other institutions.

Budgetary resources for the program are minimal. This has a decided impact on materials, equipment and transportation.

#### 4. We have not experienced any serious difficulties in our work with women and their families

- Women's organizations seek to raise the socioeconomic levels of campesino families through the development of productive projects and other activities. In general the lowest income families are the priority target of our work.
- Activities take place, according to their nature, at the community school, the community hall or the organization. Agricultural or livestock activities are carried out on land loaned by the campesino organizations, or with the permission of the Agrarian Reform Office.
- Under our guidance, the women organize themselves to carry out the different tasks of the production projects.

Attention is given to other areas of program interest through arrangements made by the staff person, adjusted to the time available to group members.

- Following the outreach work, concrete activities are programmed, organized and implemented to reflect the needs felt by the women, which contributes to maintain their interest and cooperation.

5. National policies encouraging and supporting work with the rural families are included in the Three-year Agricultural Development Plan for 1978-1980, which was designed by MIDA. Its seven basic objectives are:

- a) To achieve a sustained increase in agricultural production
- b) To improve the distribution of the benefits of the agricultural development process in order to raise the absolute and relative standards of living of the rural population.
- c) To raise employment levels, and the productivity of the agricultural sector.
- d) To achieve a better socioeconomic balance among regions, in order to reduce urban-rural migration.

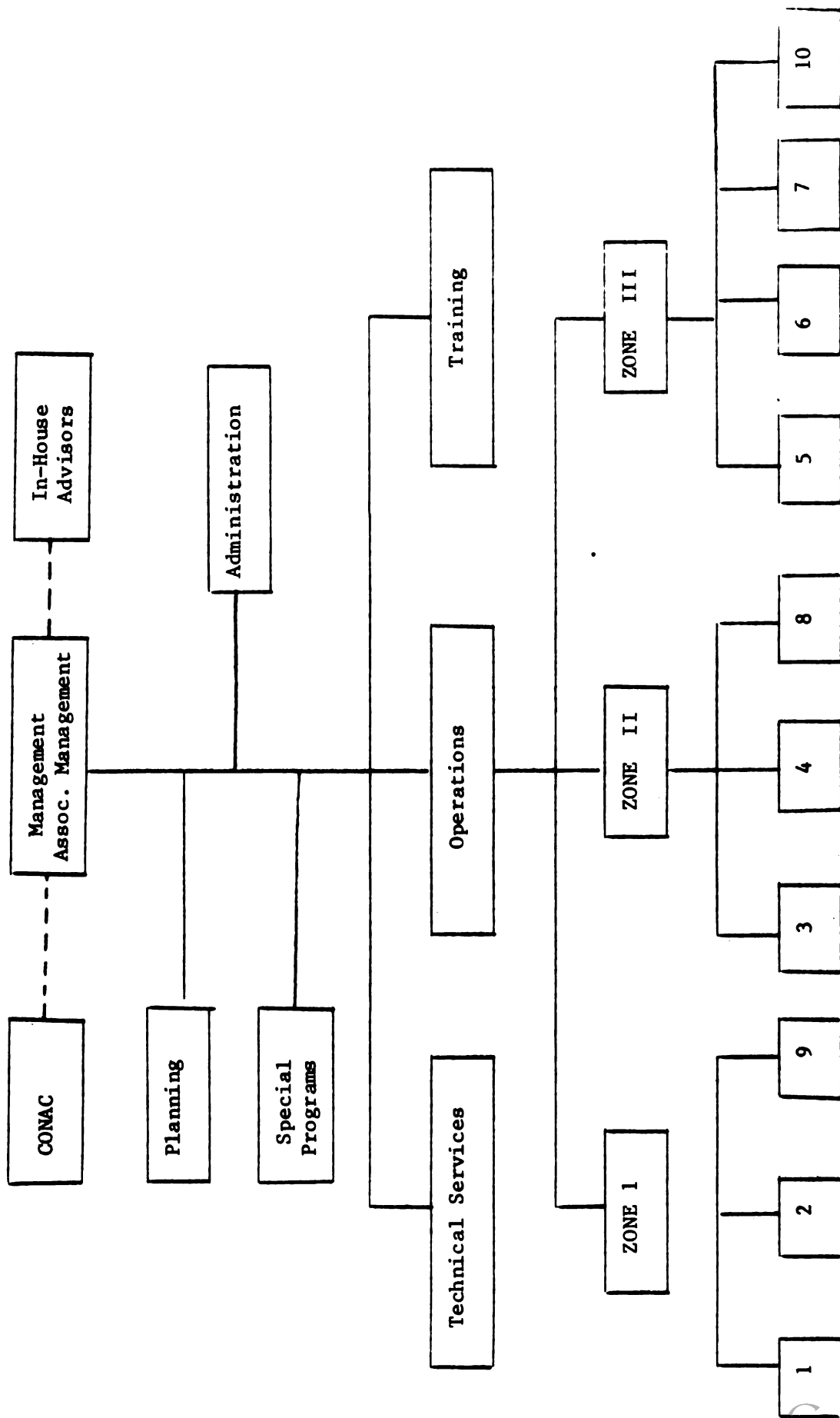
- e) To generate a more significant contribution by the agricultural sector to the funding of national development.
  - f) To upgrade the rehabilitation and conservation of renewable natural resources of the agricultural sector.
  - g) To restructure agricultural landownership and the productive organizations, to make them compatible with existing conditions and the environment of each region (1).
6. We feel that a policy should be adopted to give legal standing to women's organizations in the agricultural sector, in order to give them access to criteria and benefits afforded to campesino organizations as a whole (make them eligible to receive land, credit, inputs, etc.).

A Family Institute must be created in Panama, which will promote and regulate an entire network of services and benefits that contribute to the well-being of the Panamanian family as a whole, and which provides direct benefits to working women, especially those in the lower income brackets.

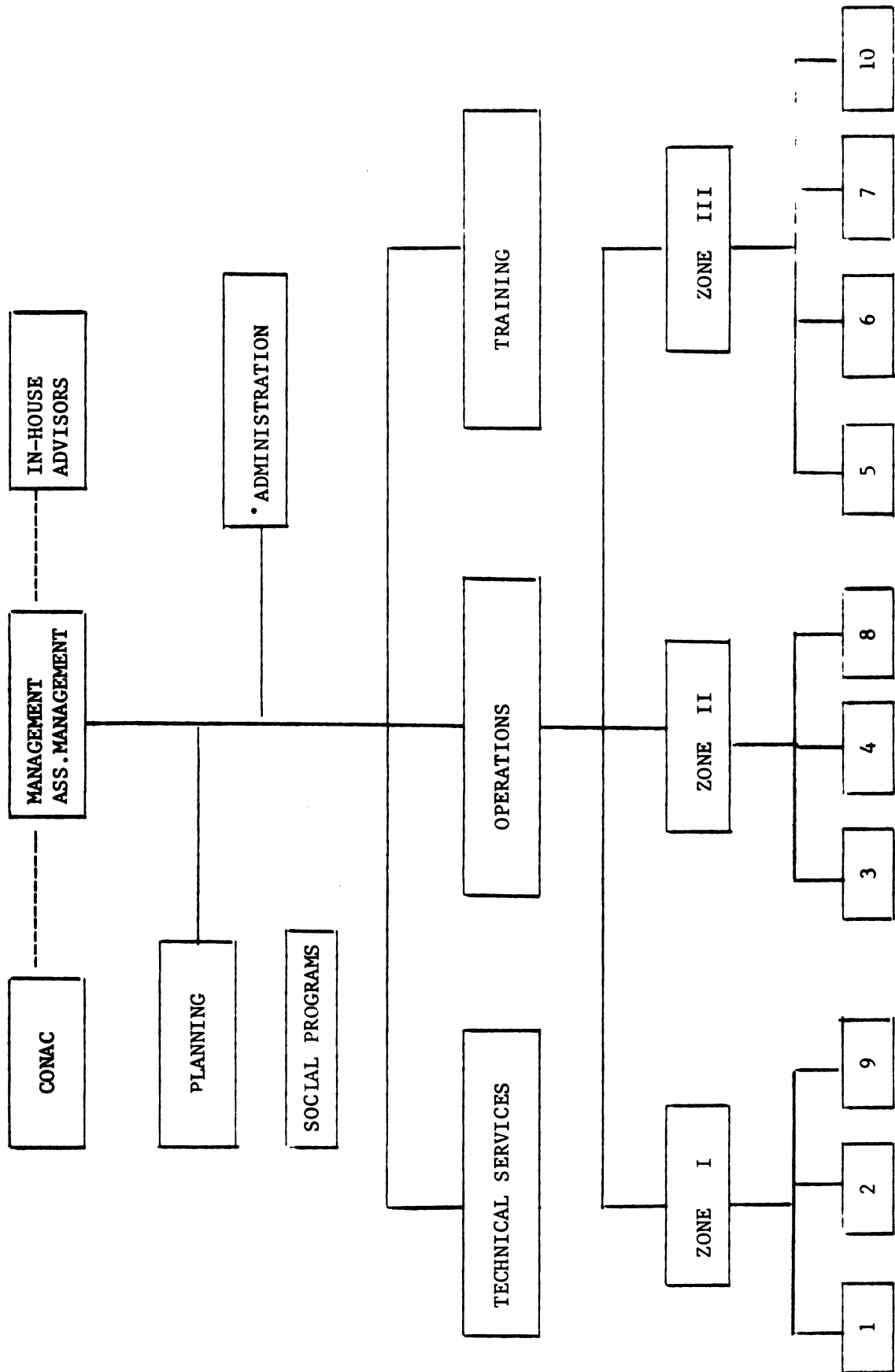
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(1) Three-year Agricultural Development Plan. 1978-80. National Sectoral Planning Office - MIDA.

NATIONAL OFFICE FOR SOCIAL DEVELOPMENT

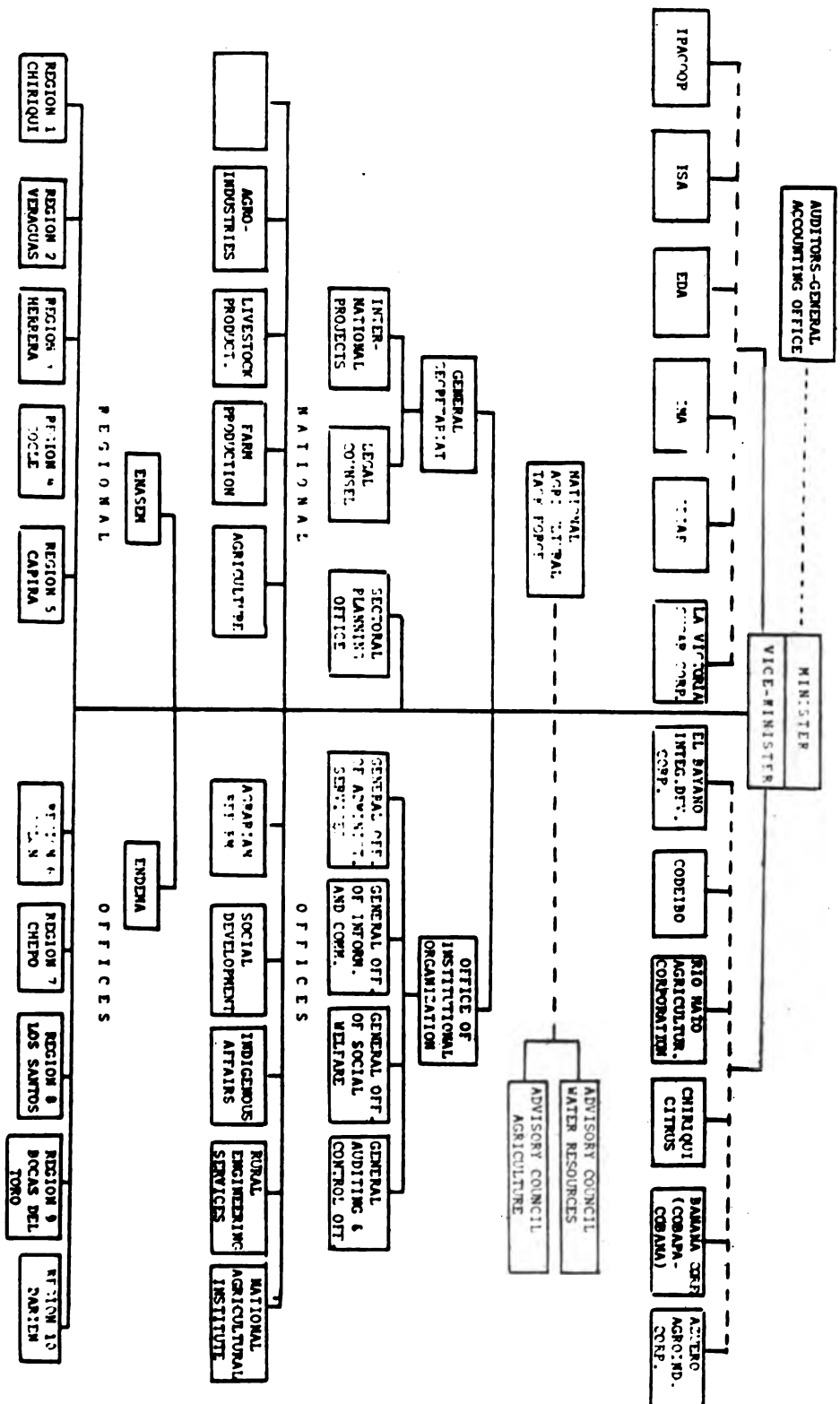


NATIONAL OFFICE FOR SOCIAL DEVELOPMENT





MINISTRY OF AGRICULTURAL DEVELOPMENT



- 1/ Decentralized agencies with administrative staff coordinate to sectoral plans and policies
- 2/ Executive organs for NIDA and the sector advisory and consultative organs
- 3/ General Secretariat and support offices with regulatory authority and development functions for the rest of NIDA
- 4/ National technical, regulatory and advisory services for regional offices
- 5/ Regional Operational Offices that...

XIII. PARAGUAY. PROJECT ANALYSIS. ITEMS FOR DISCUSSION

1. Main actions of the Agricultural Livestock Extension Service -SEAG- that target women.

- Project: Nutrition and food preparation, implemented through the following sub-projects:

- Home gardens.
- Poultry raising.
- Hog raising.
- Dairy cattle.

Difficulties:

- a. Home educators have not received sufficient technical training for carrying out these projects effectively, since they lack basic technical skills, and their economic limitations make intensive training impossible.
- b. Economic limitations make it impossible to introduce improved breeds of the above mentioned animals.
- c. Rural homes have inadequate infrastructure, especially in the kitchens.

- Project: Home improvement, through the following subprojects:

- The home and its dependencies.
- Building raised stoves with ovens.
- Building simple equipment and furniture.
- The home and its surrounding area: fruit crops, shade trees and gardens.
- Crafts and cloth painting (for interior decorating).

Difficulties:

- a. Economic and time limitations make specialized training of home educators difficult.
- b. The lower income families do not have sufficient funds for purchasing materials.

- Projects: Health, hygiene and first aid. These are coordinated with the Ministry of Public Health and Social Welfare. Home educators working in this area also lack the basic training required for these projects.

1.1. Main planning difficulties: Inadequate training on the fundamental concepts of planning - case studies (diagnoses) - how to conduct them correctly.

- Difficulties in obtaining primary data: surveys, spot checks.
- Difficulties in obtaining secondary information: statistics, census.

1.2. Difficulties in methodologies for implementation:

The methods currently in use, should be updated with modern methods for disseminating information.

1.3. Evaluation difficulties:

- More scientific information is needed on "evaluations".
- Evaluations designed in accordance with the projects and their duration.
- System for compiling and tabulating data.
- Using evaluation findings.

1.4. Research problems:

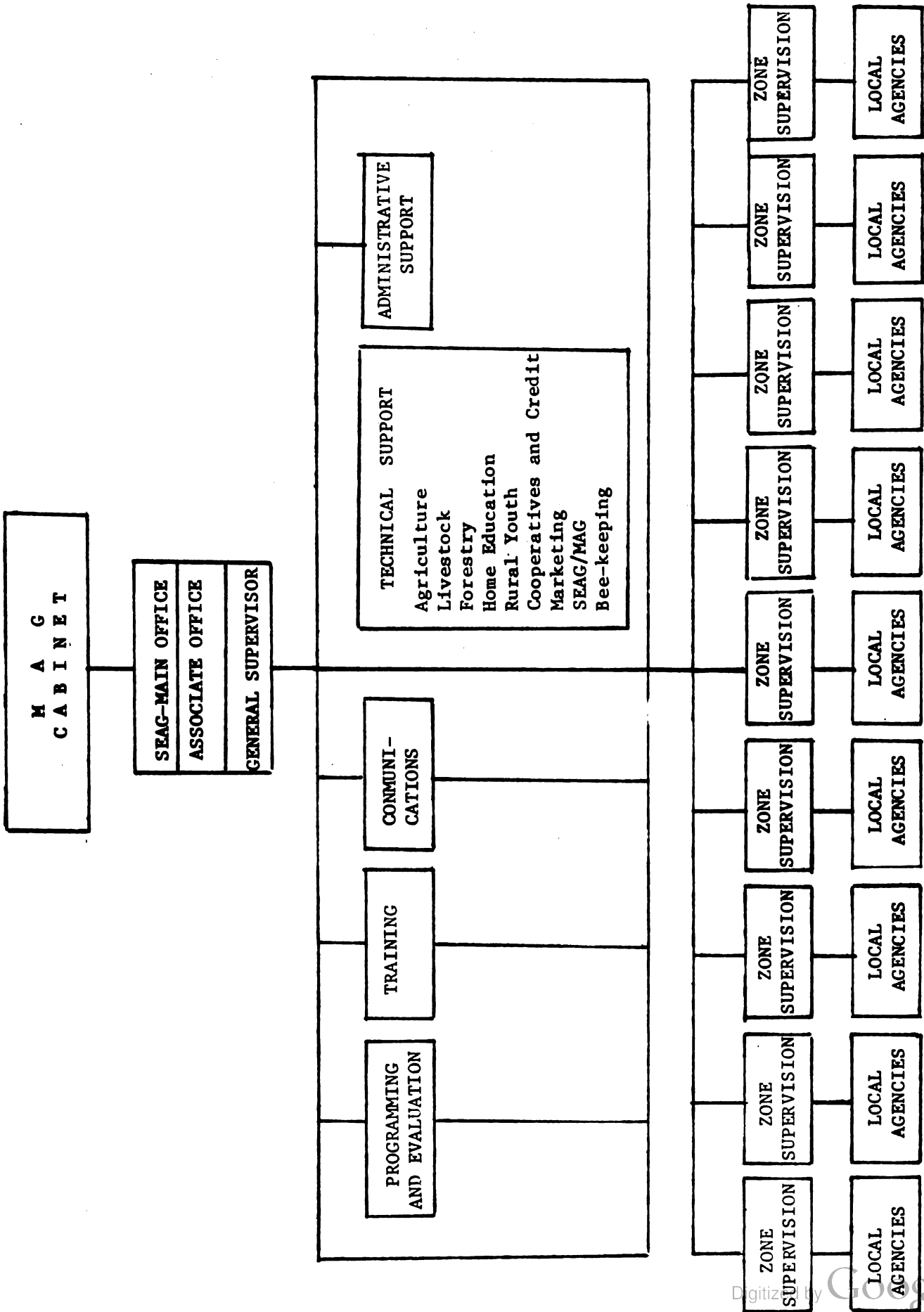
- Lack of relevant and trust worthy information on women's activities.
- Home outreach workers need training in this area.

2. The Agricultural Livestock Extension Service, SEAG, is a technical-educational unit under the responsibility of the Ministry of Agriculture and Livestock.

The organizational chart of the Ministry is as follows: (see in the next page).

Brief description of the organizational chart: The SEAG has three operating levels in its organization. These are:

- a. Central Office: with the units of Direction, Programming and Evaluation, Communications, Training, Technical Support and Administrative Support.
- b. Zone Offices: SEAG's area of influence is divided into 13 supervised zones, and the zone offices are responsible for orienting, following up on and monitoring the activities of the local offices.



- c. **Local Offices:** these include the district agencies in charge of transferring technological innovations to the farmers and their families. SEAG currently has 106 Local Offices in operation throughout the country as follows: Eastern Region, 104; Western Region, 2.

Fifty of these agencies have home educators working with the wives and daughters of farmers.

3. Describe the institutional obstacles that most hinder the development of programs (projects) targeting women and the rural family:

3.1. Personnel system:

3.1.1. Selection:

The system to test aptitudes and screen functionaries needs thorough well-defined improvements.

3.2. Training:

3.2.1. Staff:

The main obstacle to the smooth operation of assistance to rural women is the fact that no specific training system exists for preparing home educators. This occurs, to a certain degree, through short-term, in-service training.

3.2.2. Beneficiaries:

The women depend almost entirely on the men to make any decisions.

3.3. Equipment and transportation:

In the field, at the agency level, necessary transportation is not always available, and when it is, it is not always sufficiently coordinated to provide the best service (at the level of the local agencies).

3.4. Administrative and bureaucratic aspects:

No problems.

3.5. Budgetary and financial aspects:

No problems.

3.6. Appropriate technological inputs:

Despite the efforts made to provide necessary inputs, it is not always possible to do so in the amount and at the time required.

3.6.1. At times, the expected quality of life cannot be achieved, because of the difficulties described earlier, which become influential in achieving goals.

3.6.2. Marketing/production:

Efforts are made to provide the inputs necessary for production, including.

- Information.
- Seeds.
- Animal breeding yards; however, these are not sufficient, because the need is greater than SEAG's possibilities.

Marketing: The farmers tend to operate individually, which makes it difficult to improve the marketing of their products.

3.7. Research bases:

Better defined means and programs are needed.

3.8. Support from colleagues:

Given the tendency to overestimate "men's" programs, an approach exists to better coordinate efforts between colleagues. This is generated at the directive levels, and is slowly taking shape. It involves an entire process of change, which is resulting in an increased understanding of the women's programs.

3.9. Support from directors and supervisors:

The higher echelons give their full support but middle-level management lacks sufficient understanding of the women's programs.

3.10. Support from cooperating institutions:

The Research Department has no specializations targeting women, and thus, offers no support whatsoever.

4. Describe problems in the field (of campesino families):

4.1. Economic resources:

No real thought is given to managing resources, planning for future needs, or for the adequate use of farm products.

4.2. Infrastructure:

Most rural homes do not have the facilities required for the normal development of the family.

4.3. Time:

Poor use of time.

4.4. Motivation and interest:

Lately, rural populations have expressed greater interest in changing habits and attitudes to help improve their quality of life. This indicates sufficient motivation, which, however, must be appropriately channeled.

4.5. Knowledge and skills:

Little knowledge on up-to-date technologies for production, marketing and the management of family resources.

4.6. Social organization:

Rural women participate very little in social organizations, and more in religious activities.

5. Describe existing policies at the national level that support work with rural women and families:

Actions through government programs support work with women. They need better defined strategies, and a better coordination of inter-institutional efforts.

6. Indicate the policies you consider lacking:

Projects that generate the participation of women in socioeconomic activities, and that have a practical, well-defined approach.

XIV. DOMINICAN REPUBLIC. PROGRAM FOR CAMPESINO WOMEN:  
SECRETARIAT OF STATE FOR AGRICULTURE (SEA)  
Notes for Discussion

INTRODUCTION

The Ministry of Agriculture of the Dominican Republic is aware of women as a sector. It is implementing projects for improving the quality of life of rural women.

These projects are run by the Department of Rural Organization, through the section fo Campesino Women and by the Department of Agricultural Extension and Training, under the Assistant Director for Training. Both Departments are part of the Under Secretariat for Agricultural Research, Extension and Training.

In 1978, the actions that had been taken in the agricultural sector were reviewed, in an effort to unify the line of action of all projects with an impact on the rural areas. This institutional analysis led to the establishment of the Department of Rural Organization, charged with designing, programming and implementing plans to support and reinforce farmer organizations. Another structure of the new Department is a section entitled "Campesino Women". The term "Home Improver" for grassroots personnel was replaced with "Agents of Development" for Campesino Women.

Similarly, reflecting the concern that Latin American Ministers of Agriculture expressed in the General Meeting of IICA, the decision was made to conduct research on methods of working with farm women. This led to the design, programming and implementation of the Rural Women's Training Project for Production and Marketing (CAMPROMER), conducted by the Department of Agricultural Extension and Training, in joint action with IICA and the SEA (1), with AID funding.

Other public and private institutions in the Dominican Republic are also operating programs for women: the Community Development Office (ODC) works through the subprogram for Family Education; the Dominican Agrarian Institute (IAD) works through Centers located in the settlements; Women in Development Inc. (MUDE) runs a handicrafts store and grants credit.

PROJECT ANALYSIS

Below is a more specific outline of the fundamental features of the working methods used by the two sections of the SEA.

1. PROGRAM FOR CAMPESINO WOMEN

The objective of the Section for Campesino Women is to integrate women into the productive process by promoting and reinforcing associations. Its

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(1) SEA: Secretariat of State for Agriculture.



activities are oriented toward:

- a) promoting and supporting groups, guiding them for self-management;
- b) incorporating women into production for market;

In broad terms, the Section for Campesino Women works with groups, associations and/or federations of women. Most of the members are wives of campesino farmers. It implements agricultural projects (poultry, gardening, goat raising, etc.) or projects for primary agroindustry (production of wine, preserves, etc).

Services that serve basic secondary needs (education, health, nutrition, housing, etc.) are coordinated with institutions or organizations specialized in these areas. These are both public and private, and include the Secretariat of Education; the Secretariat of Public Health; Dominican CARITAS; the Social Service of the Church, CONANI; the General Office of Price Control; the Co-operatives Institute; the Family Well-Being Institute (PROFAMILIA); the Community Development Office (ODC); and the United Nations Food and Agriculture Organization (FAO).

The working methods require farm women to participate actively in production, through a process of consciousness raising and self-management. The work focuses on three broad areas: organization, the educational program, and project writing.

In the area of organization, the working policies of the section are taken directly to the associations by the development agents, who regularly report on their activities to the regional director. The director, in turn, consolidates the reports and prepares a working plan to be turned over to the Section Leader at the national level. In other words, the process runs from the grass-roots up to the Department Office. The reverse flow also takes place.

The educational programs allow farmer organizations to conduct a more in-depth analysis and survey of their actual situation. For this purpose, training activities are held with associations, and cover subjects such as family living; how to organize an association; how to write a charter; accounting; project administration; human relations in the association; women and the community; handicrafts; marketing; poultry raising, beekeeping, and goat raising, etc.

For project writing, a promotional meeting is held with the officers of the campesino women's association in the regional zones and sub-zones. Meetings are then held with the Section Leader for campesino women, to discuss the program and consider methods of developing it.

Finally, a calendar of activities is prepared, according to the needs of the associations. Research is conducted on available resources through the institutions that will develop the program.

The basis of most problems affecting the normal development of the activities with campesino women is the shortage of economic resources for the work.

The precarious economic situation produces a number of constraints, such as:

- The personnel available is minimal by comparison with the work load in the Agricultural Regions. The Section for Campesino Women works with approximately 450 womens' association through seven regional directors and forty development agents.
- Transportation is poor. Neither the national director, the regional directors, nor the developments agents, have vehicles for the work.
- Training activities are minimal, both for beneficiaries and for technical personnel.
- Personnel have not been trained for their role.
- No relevant research has been done on the situation of campesino women, and no diagnosis is available of the communities where the work is to be done; for this reason, no evaluation system has been implemented.

## 2. RURAL WOMEN'S TRAINING PROJECT FOR PRODUCTION AND MARKETING (CAMPROMER)

This is a research project for generating training methods to help women in the rural areas play their role as productive agents more effectively.

In practice, efforts are being made to maximize the effective integration of women into agricultural production activities, with an eye to increasing food production in the families. Work is currently being done with vegetable, fruit, poultry and rabbit production.

Project operation involves the action of three groups:

- Campesino women and communities as subjects of their own improvement efforts and as agents of the Project's initiatives, actions and output. Community participation in decision-making is a basic element for the continuity of actions.
- The technical field group made up of employees of the Secretariat of Agriculture, at the regional level, in charge of training, motivation and advisory assistance for the project beneficiaries.
- The national technical group, made up of representatives of the Secretariat of Agriculture, responsible for coordinating the institutional services and designing and managing the research component of the project.

In working for these different groups, the Inter-American Institute for Cooperation on Agriculture - IICA, has given technical consultation with economic support from the Agency for International Development - AID, throughout the period.

This experiment will cover all the different stages of the planning process, from initial identification of the problem situation, through measuring and evaluating results.

Thus, training and communication are the key tools of action and change used by the Project.

The food deficit per family was calculated with data from the diagnosis for the purpose of gearing planned activities to meet this need. Training uses different teaching and communication techniques: courses, demonstrations, talks, tours, forum-cassettes, radio spots.

The working methods applied to date are subject to reformulation, but the basic positive elements include:

- a) The preparation of a diagnosis. The first phase lasts approximately five months and includes a complete process of consultation with the community on problems identified and on possible solutions to the problems affecting the agricultural areas, and specifically production.
- b) The participation of the community, and especially of women, in determining the actions to be taken.
- c) The implementation of actions programmed, coordinated and defined in advance on the basis of detected needs.
- d) The definition of evaluative tools for providing follow-up on the implementation of actions.
- e) The use of women leaders, in our case "liaison women" as an innovation for expanding the coverage of the Project and guaranteeing that it will last.
- f) The use of different teaching methods, in accordance with the nature of the activity and, consequently, with the objective being pursued consistently through the programs.

Nevertheless, after a year of project implementation, difficulties have arisen in the following areas:

- a) There were difficulties in managing these tools and completing all the phases, as they were not foreseen or considered in detail at the time the research was theoretically conceived.
- b) The actions that the Secretariat of State for Agriculture can take in nutrition were not clearly defined.
- c) In selecting appropriate personnel for conducting the research, no clear criteria were established in advance for this purpose.
- d) There were no clearly defined criteria for the selection of faculty responsible for training personnel in service.
- e) Resource management for equipment and transportation is centralized, which limits the ability to implement actions.

The direct work with campesino women has shown their great interest in obtaining know-how through training. However, the shortage of economic resources and infrastructure is a severe constraint on the development of

actions, as work is being done with women and families in isolated, poverty-stricken areas. Thus, it is necessary to have a credit plan for women, in order to promote and support the planned activities.

It should also be noted that membership in an association is not a requirement for working in the Project. Rather, women are trained to self-manage this type of organization in the future.

Certain support policies are needed for developing and fostering programs for rural women. These include:

- a) A training policy for campesino women
- b) Incentive measures that place the agents of development on an equal footing with other agricultural professionals.
- c) A credit policy by which governmental financial programs and institutions would view women as creditworthy.

APPENDIX

Other institutions and organizations active in the Dominican Republic have programs for women. These include:

1. The community Development Office (ODC). ODC actions for promoting and developing the incorporation of women into this process are based on organizing women at the national level into grassroots groups that we call Mothers' Centers. Their objective is to have women participating in activities that will improve their standard of living and that of their families, through an educational program.

In 1979, the Mothers' Centers program was restructured. Since that time, it has been called the Sub-Program for Family Education for Rural Development, and it has a project for Voluntary Outreach Workers at the National Level.

2. The Dominican Agrarian Institute (IAD). The basic objective of the Womens' Programs is to train women for improving their role as homemakers and to help improve their standard of living and that of their families. Dressmaking Centers have been set up in 23 different settlements. They began as home education schools and have been in operation for around six years.
3. Women in Development Inc. (MUDE). Mude was established in 1975 in order to integrate women actively into the economic and social development process.

When organized groups of women demonstrate the ability and potential to become self-managed enterprises, they are considered creditworthy. MUDE also cooperates with the sale of products made by women's groups through a handicrafts store.

XV. TRINIDAD & TOBAGO. FAMILY LIFE EDUCATION AT VALSAYN TEACHERS COLLEGE

PROJECT ANALYSIS

In our Ministry of Education and Culture, Family Life Education lies under the umbrellas of Health Education, Home Economics Education and the Social Studies Program.

It provides a broadening of knowledge and experience and is planned as an enrichment exercise for students, not an examinable subject. A complementary elective course of studies (also non-examinable) in this subject area is also provided for one year.

Valsayn Teachers College has an enrollment of just under six hundred students, eighty percent of whom are females. Of this number, more than seventy-five percent come from rural areas, in rural areas or maintain constant contact with their rural parents, grandparents and other close relatives and acquaintances.

The College itself stands in a rural village, Spring Village, at the foot of the Northern Range and just within the green savanna and sugar-cane fields of the Caroni plain. Rural women are very much in evidence. They surround the institution and many find some form of employment within its compound.

Family Life Education - How we interpret the term

Whilma Donald, Assistant Director of Health Education, defines it thus as she lectures the Health Education Class at V.T.C:

"When we speak of Family Life Education we refer to a type of education which prepares an individual for life - firstly as a member of a family and secondly as a member of the larger community within the society. If the purpose of education is to enable the pupil to acquire all-round development, thus preparing him to become a useful and stable citizen of society and of the world, then we would be well reminded of the meaning of Health as outlined by the World Health Organisation. It embraces the physical, mental and social well-being of the individual and does not merely refer to the absence of deformity, disease or infirmity.

In the Family Life Education Program we concentrate on the social well-being of the individual in order to achieve the general aim of education. Sex education is only a part, significant though it is, or the broader subject of Family Life Education, and the need for this program has been recognized for many years. The following reasons have been advanced:

- (1) We have a society of youth. Between 60-65% of our population consists of persons under 25 years of age.
- (2) We are experiencing rapid (2) social and economic changes. These affect the values, attitudes and behaviour patterns of our people.

- (3) There is a marked increase in permissiveness in our society. Negative and undesirable attitudes to sex and reproduction are clearly seen.
- (4) 41% of the cases of Gonorrhoea and Syphilis at our clinics are young people.
- (5) The rate of abortion practice is high among young girls and the number of teenage pregnancies rose significantly during the past decade.
- (6) More than half the babies born out of wedlock are born to teenage mothers.

Mrs. Donald believes that the Family Life Education Program can help the individual understand himself, to be aware of the roles and responsibility of each member of the family unit and the community at large, to understand others, to promote respect for oneself and for others, to improve interpersonal relationships, to acquire a vocabulary in order to improve communication between partners and generations, to foster positive and desirable attitudes towards human development and sexuality, to promote stability in family relations, to consider planning as an important aspect of family living, and to provide the individual with an education which will enable him to serve as a useful member of a family in particular and of the society in general.

This is the challenge which was accepted by the teachers at Valsayn. They pledged to live and to teach in a manner which will direct the youth of the nation along the road of full citizenship in our young country.

The following information reflects the program as carried out by the Ministry of Health and Environment.

#### Principal Aspects of the Program

The Population program of the Ministry of Health and Environment has an on-going Education Program on Family Life.

The Health Education Officer of that program goes around with a film unit and a team of two operators to all rural organizations involving women and youths.

Groups Include: Village Councils, Parent-Teachers Association, Community Councils, Religious groups, Youth groups, Sports groups, Cultural groups, Service Clubs, Women's groups, Political groups, etc.

These are usually visited on evenings from 5-8p.m. In some cases in factories and other industrial areas, programs are held during lunch hour or the last hour before the work program is terminated.

Programs are also held for school children at Primary, Secondary, and Technical levels. These are held during the normal school time.

#### Topics Covered:

Growth and development at puberty  
Menstruation

Human Reproduction  
Contraception  
Preparation for marriage  
Drug or substance abuse  
Venereal Disease  
Parent/Child relationships and Child Care  
Mental Health  
Conflicts in marriage  
First Aid - and many others at the request of the group.

Groups are always expected to select the topic/s needed.

### Methodology

A series of educational sessions are held. Usually the method is lecture/discussion or lecture/films/discussion.

### Program Operation

The group requesting the program decides on the place and time. Officers and members are responsible for preparing the locale, inviting their group, and at times neighbouring groups to attend the sessions.

If help is needed for publicity the Population Program vehicle is used. A loudspeaker is installed and the crew goes around to publicize the educational session. In most areas there is electricity. However, in very rural parts where there is none, the mobile unit has a generator which is used to provide light as well as current for the projector.

### Problems

With one Educator for the entire country it is impossible to satisfy the needs of the people. The Health Education División of the same Ministry has an Educator working in every county (8). At times help is requested from these officers and they usually cooperate.

### Attitudes

Misconceptions and misinformation in the higher levels of administration, e.g. program planners, tend to hinder progress.

### Time

The distance to and from the rural district varies from 24 km to 112 km. Sessions at remote areas must therefore begin at about 4 p.m. and end at 6:30 p.m. in order that officer could get to his/her home by 9 p.m. It is difficult to get rural women out of their homes before 6:30-7 p.m. after they have prepared and served supper for the family.

### Evaluation and/or Assessment

It is not easy to assess or follow-up the sessions in order to determine attitudinal changes, behavioural changes, etc. on account of limited staff and the distances referred to earlier. The following methods have been used:



Short Term - Number of groups and/or individuals contacted during a given period and reactions noted.

Long Term - Visible change of patterns over a period.

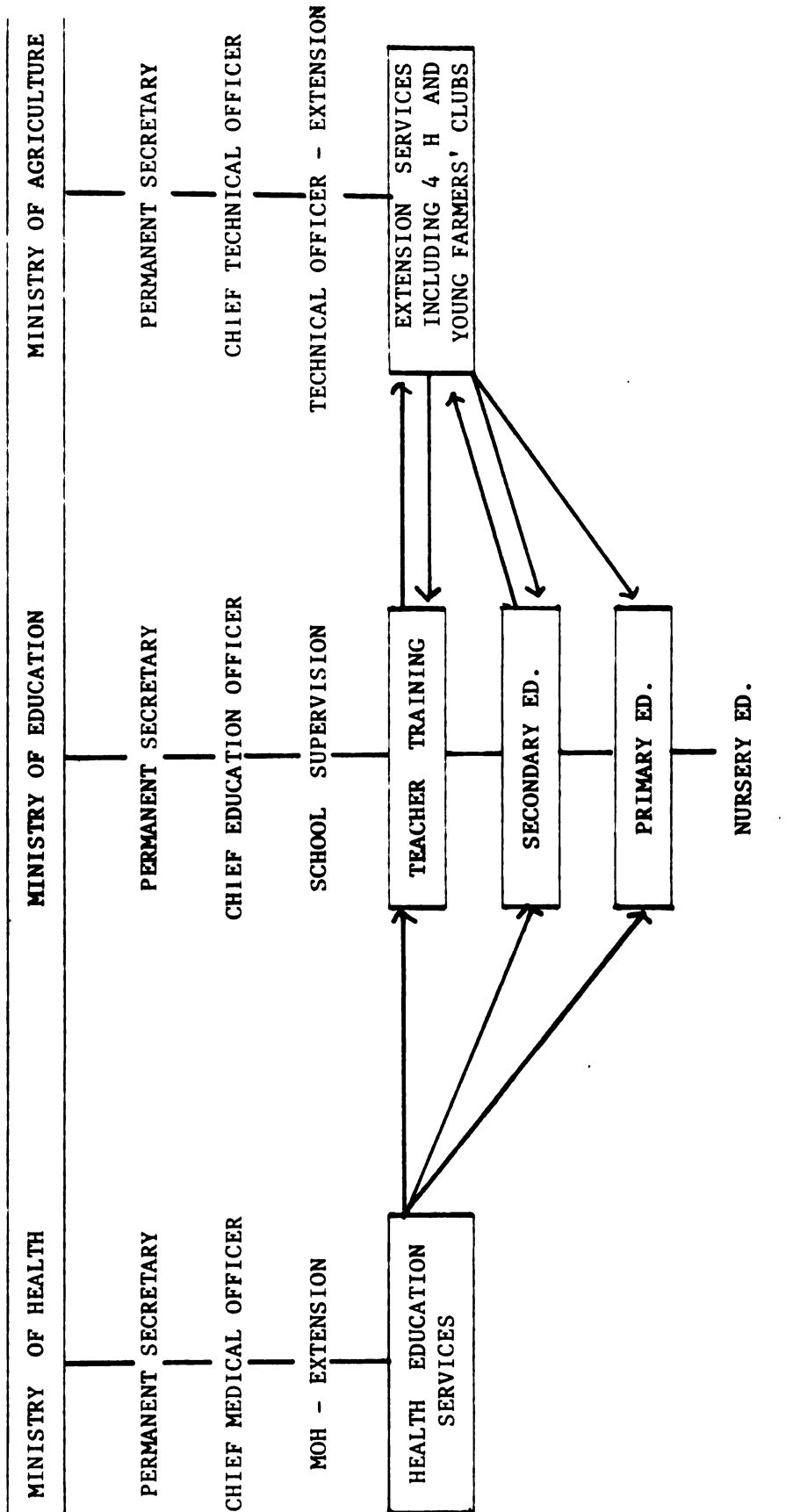
Needs - The program is without a sociologist on its staff -therefore little or no research and documentation is done. The Educator depends on the people to determine what programs should be implemented. This could provide a certain bias and may not cater to people at the grassroots level.

Risk - There is no security for an officer who leaves these rural areas late at night to return home. If one is alone and problems such as injury, burglary or vehicular accidents are encountered, no protection is offered.

#### Institutional Obstacles

1. Staff - inadequate
2. Promotion - Limited
3. Training - satisfactory
4. Service - good, considering the limited staff
5. Recipients - always anxious and willing to accept
6. Equipment - good, and service is also good
7. Administration - good at program level
8. Research - poor (great need for this)
9. Budget and Finance - fairly good - Often the money is allocated but the administrator procrastinates. He is so slow in spending so that money may be returned to be allocated in the ensuing year.
10. Generally speaking there is support from supervisors and collaborating institutions.

ORGANIZATIONAL CHART



XVI. VENEZUELA. MINISTRY OF AGRICULTURE AND ANIMAL HUSBANDRY  
SOCIAL DEVELOPMENT PROGRAM

The Social Development Program is a response to the socioeconomic problems of rural families in the country. It concentrates its technical and educational activities on women and young people through the Subprograms for Family Education and Rural Youth.

It runs projects on food and nutrition, health and housing, household administration, family planning, gardening, literacy, associated production units, youth production enterprises, recreation, culture and sports, and renewable natural resources. Through these projects it helps improve the quality of life in the rural areas. In this way, it hopes to detain the exodus of rural families toward the urban centers.

The program has the following objectives:

- To work through coordinated, ongoing and inter-institutional actions, for making integrated improvements in the quality of life in the rural sector.
- To enable families in the rural sector to integrate themselves effectively into the development process in the country.
- To generate opportunities for paid employment through units and enterprises for agricultural and handicraft production.
- To train rural families in using the services of institutions active in the sector, as a function of their own economic and social development, and that of the community.

The actions of the Program are oriented through two Sub-programs: Family Education and Rural Youth.

1. Sub-program for Family Education

The chief function of this Sub-program is to train women to participate actively in the agricultural and handicraft productive process, without neglecting responsibilities for their families and their communities. This activity is conducted through homemaker organizations. This year, 329 such organizations are active, with a total membership of 16,223.

2. Sub-program for Rural Youth

The objective of this sub-program is to give youth a strong grounding in agricultural activities, as a way of ensuring that they will stay in the rural sector. This will create a new generation to replace today's producers in the future. The work is done through 5-V Rural Youth Organizations. At present, 336 such organizations are in operation, with a total active membership of 17,276.

These Sub-programshave provided technical assistance to 26,703 families in 371 rural communities. The work has been done by 362 technical personnel working for 152 agricultural development agencies. Families have received guidance and training in food and nutrition. The communities were targeted by 620 clean-up campaigns. Orientation was given in the use of Family Planning and Family Education Centers, in the area of food consumption and food value (see Table 20).

The inclusion of the Plan for Gardens and Supplementary Farm Plots increased production by 117% over the previous year, and this made it possible to develop 10,361 production projects with an investment of 6,838,892.00 bolivares, and a total value of 7,288,392.00 bolivares. As a result, the Plan has become a resource for obtaining credit, providing families with fresh foods and meeting local food demands.

The Program has been giving special attention to rural youth. They are offered alternatives by which to incorporate themselves effectively into the Agrarian Reform process in the future. For this purpose, a policy has been designed to provide young people from eight to thirteen years of age with eminently educational activities in agriculture, in coordination with the Ministry of Education and through the Farm Schools. At present, three pilot areas are being used in the states of Lara, Trujillo and Falcon. In addition, these young people have been receiving services from the School Core for Integrated Development (NERDI). Collective work projects have been undertaken with young people from thirteen to twenty-one years of age, to satisfy their aspirations and needs. Important pilot experiments have been conducted with beef enterprises in Los Rosos, in the State of Bolivar, and a pineapple enterprise in El Potrero, in the State of Lara.

Special activities conducted this year include the Youth Camps. Of particular note are the San Carlos Camp in the State of Cojedes, established to celebrate the twentieth anniversary of Agrarian Reform and Rural Youth, and the Pampanito Camp in the State of Trujillo. These camps are a form for the exchange of farming expertise, and those present were able to observe the achievements of a year of work.

In view of the importance of sports activities, a special budgetary fund was set up with which to organize competition in baseball, volleyball, native ball games, and athletics in general. These activities were increased at the community, state, regional and national levels.

Because such activities aroused considerable interest in the communities, informal education has been complemented with directed recreation. A total of 365 sports events were held, with the participation of 12,881 young people.

The Social Development Program provides inter-institutional coordination, in order to integrate its activities with official agencies and civil associations. Accordingly, it combined efforts with CORDIPLAN to prepare the Sixth National Plan for Rural Communities. It worked with INAGRO for in-service personnel training and client training for the Program. It worked with the National Agrarian Institute and the Ministry of Education in the National Program for Rural Literacy. It combined efforts with the Agricultural Marketing Agency in channelling production from the homemakers enterprises to the market. It worked with the National Nutrition Institute in providing milk

products, providing service in school dining rooms, and giving training in food education for families and in-service personnel. It worked with the National Sports Institute in providing sports materials, awarding prizes, and organizing state and national sports events. It worked with the Ministry of the Environment and Renewable Natural Resources in promoting activities for the first and second Conservation Field Days. It coordinated efforts with the Women's Auxiliary of the Ministry of Agriculture and Animal Husbandry, in activities for promoting the Program and supporting and motivating rural young people and homemakers.

It is important to note that the Program, in response to commitments assumed by the Office, is working jointly with the state governments to develop activities stemming from the coordinated programs and community development efforts.

TABLE 29  
SOCIAL DEVELOPMENT PROGRAM  
NUMBER OF FAMILIES AND ORGANIZATIONS SERVED  
BY THE PROGRAM IN RURAL AREAS, AND ACTIVITIES IN WHICH IT  
WAS PARTICIPATED

Federal Entities	Technical Personnel	Communi- cations	Families served	S-V Organi- zations	Members	Home- makers Organiz.	Members	Devo- Meth.	Visits	Talks	Meetings	Training Courses	Sports events	LITERACY Courses	Liter. Liter.
Anzoátegui	15	12	930	12	723	12	930	1,059	9,804	1,017	760	3	264	7	180
Apure	4	5	235	5	60	5	121	130	1,120	180	40	1	---	6	180
Aragua	30	29	2,582	23	1,092	15	664	1,130	810	433	43	25	15	11	450
Barinas	12	12	1,134	12	407	11	269	368	3,778	298	309	3	---	9	270
Bolívar	14	16	1,486	10	317	9	397	1,548	2,391	1,848	1,196	16	11	6	270
Carabobo	24	26	1,604	22	950	26	1,344	2,317	21,418	5,568	3,788	48	---	9	270
Cojedes	12	12	420	12	800	12	700	120	1,200	144	120	2	25	8	225
Falcón	14	8	221	8	392	7	215	438	1,935	516	306	4	7	7	180
Guárico	9	15	400	15	371	15	464	75	1,000	48	200	2	---	10	180
Lara	18	24	1,336	23	957	22	763	314	3,600	351	315	7	22	8	225
Mérida	26	36	1,727	20	745	23	797	1,050	6,695	691	654	54	---	17	450
Miranda	13	20	1,800	15	472	18	601	210	3,308	107	225	5	5	6	225
Monagas	33	30	3,632	43	4,177	44	3,632	239	12,663	253	295	3	---	24	630
Nva. Esparta	4	3	478	3	130	3	120	274	1,147	218	160	2	---	5	135
Portuguesa	23	13	2,000	14	627	22	814	450	18,230	1,150	2,300	18	5	7	360
Sucre	15	11	640	11	330	8	560	180	2,120	135	120	4	---	10	360
Táchira	21	27	1,578	32	1,338	27	1,033	1,694	13,956	905	817	47	---	6	450
Trujillo	36	36	1,448	21	819	14	477	648	2,159	1,334	1,321	10	4	25	450
Yaracuy	25	25	2,535	25	2,164	25	1,946	245	2,145	1,145	272	44	28	29	450
Zulia	14	11	517	10	403	11	376	524	1,659	291	306	27	9	20	435
TOTAL	362	371	26,703	336	17,274	329	16,223	13,013	111,228	16,632	136,27	325	395	230	6,375

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LA CALIDAD DE VIDA DE  
LA FAMILIA RURAL

Autor

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Nombre del solicitante

THE  
QUALITY  
OF  
RURAL  
LIFE

INSTITUTIONAL STRATEGIES IN LATIN AMERICA  
ESTRATEGIAS INSTITUCIONALES EN AMERICA LATINA

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