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EVALUATION REPORT

PROJECT 931-1054

NATIONAL RURAL TRAINING SYSTEM

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Mission of Ecuador

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EXECUTIVE SUMMARY

The project (S&T/ED 931-1054) is an attempt to find the appropriate framework to "institutionalize" nonformal education, i.e., identify, improve, channel and legitimize education for the rural poor which is relevant to their life, work and aspirations and in which they play an active role--teaching as well as learning, deciding as well as responding. While there exists an accumulated experience in the development of appropriate nonformal educational methods and techniques, there is not yet a corresponding national level institutional model. In fact, the record to date has been one of an apparent contradiction between nonformal education and institutionalization.

In Ecuador (a similar project is also being implemented in Lesotho), the project is closely tied to the Integrated Rural Development strategy of the current government, a strategy which is being heavily supported by AID and which is particularly suited to the multisectoral, multi-institutional nature of the proposed "service agency" model as a means to "institutionalize" nonformal education through the formation of a national network of public and private institutions engaged

in peasant training/nonformal education and using methods and techniques tested in several other AID projects, including the landmark project carried out in Ecuador from 1972-76.

This first summative evaluation reviewed the state of the project with regard to both AID and GOE inputs, project outputs and overall institutional development, with special attention to problems surrounding the utilization of a credit fund for the support of training activities/institutions and selected development-oriented outcomes.

Technical assistance in project design was provided by S&T/ED and the project should be seen as part of an Integrated Rural Development grant-loan package to support rural development in Ecuador. Because a civilian government was re-established in the country only in 1979, many of the institutions and programs which AID is supporting, including the national DRI subsystem and INCCA (National Campesino Training Institute) which is the implementing agency for this project, were still in formative stages when this project agreement was signed. An important corollary to this situation was the insistence on AID's part that INCCA be duly established within the Ministry of Agriculture and Livestock, that a multi-institutional multi-sectoral advisory body be created for the project, and that guidelines for administering the attached credit fund be

defined prior to disbursement of funds. While the grant agreement was signed in August 1980, the first two conditions were not taken to be fulfilled until September of 1981. Project disbursement began in October and additional time was allowed for the fulfillment of the third condition. There is still not a satisfactory arrangement for the use of this fund.

To date only about 20 percent of the $2.5 million financial contribution ($2 million for technical assistance, vehicles and general program development and $.5 million for the credit fund) has been used, mostly due to delays in project initiation, and the lack of institutional consolidation and field support activities by INCCA. Four special technical assistants, one project coordinator and five field coordinators are being provided; five vehicles have been received, although four of them only arrived in the last 15 days.

There have been serious problems with the GOE counterpart contribution--$.925 million: $500,000 in staff salaries, $250,000 in office infrastructure and equipment, $100,000 in training supplies and $75,000 in per diem and transportation. While the global amount provided to date appears appropriate, the reality is that the GOE contribution goes to the entire operation of INCCA, without specifying direct support for the project, and recently the MAG has refused to pay per diem and

transportation costs. The contribution in materials production has fallen far short of expectations because new MAG printing equipment has only recently been installed and staff are just now being trained to use it. The low level of GOE input can be read to mean that in practice INCCA operations are virtually limited to the DRI areas to which the project is directed or that project funds are in effect sustaining INCCA as an institution.

A more serious problem has been that, in spite of explicit AID concerns regarding institutional stability and flexibility, INCCA had until the time of this evaluation remained dependent upon the Division of Peasant Development (within the MAG), a situation which greatly hindered its ability to develop and almost paralyzed its ability to operate in the field. Until two months ago, INCCA operated under an acting director who enjoyed neither the freedom nor the job security to develop the institution according to project objectives. The project, a special program of INCCA, likewise had a very stunted implementation. Perhaps in an effort to compensate for INCCA's slow development, perhaps out of its own zealousness, SEDRI (the national DRI office) has at times played a heavy and unwelcome role in determining INCCA activities. SEDRI pressure seems to be receding at present, hopefully in recognition of INCCA's more promising current situation.

In spite of its commitment to develop a dynamic and innovative program of peasant training and to provide the institutional conditions and staff necessary to do so, most of the INCCA staff were assigned there by the DDC without regard to special criteria and one of the consequences of the institutional weakness of INCCA to date has been a lack of on the job training for its own staff, something which technical assistants supported by project funds are expected to offer. However, their time has been largely taken up with putting out institutional fires.

A consequence of INCCA's own weak development has been its inability to develop productive relationships with other public and private institutions engaged in peasant training, i.e., to begin to implement the network for which the project was designed. Some steps have been taken in this direction, but solid progress has been sidetracked by INCCA's inhouse problems and by the unsuccessful execution of a contract with another Ecuadorian agency for the purpose of inventorying existing resources for peasant training.

While the general DRI approach appears to be gaining a firm foothold in rural development work, and while INCCA field personnel are making a definite contribution to that process, the demands on them are excessive and the support from INCCA

Quito is entirely too limited. A great deal of time in INCCA Quito has been spent developing a conceptual framework for peasant training and diffusing this methodology at the field level. While the written document expressing this methodology is attractive and useful at the professional level, it requires further development before it can be used effectively in the field.

Despite the weaknesses in project implementation to date, with the appointment of a new director, the change in INCCA's institutional status (out from under the DDC), the installation of MAG printing equipment, the arrival of AID-purchased vehicles and the resolution of some of the most pressing personnel problems (all within the last two months and most within the last two weeks), there seems to be a strong probability that the project will, after all and barring sharp changes in current rural development policies, make significant progress towards achieving stated objectives.

The most significant recommendations made by the evaluation team include the need to reassert and clarify the bases of the project among representatives of AID/W, AID/Ecuador, MAG, INCCA and SEDRI, and to develop a corresponding reprogramming of activities and expenses for a project life which should probably be extended for 18 months beyond the scheduled termination date of May 1984.

PROJECT DATA SHEET

Title:	National Rural Training System (NRTS)		
Date of Project Grant Agreement:	August 27, 1980		
Date of First Disbursement:	October 28, 1931		
Completion Date:	May 30, 1984		
Funding:	AID/Ecuador	$ 2.5	millions
	GOE	$ .925	million
	Total	$ 3.425	millions
Executing Agency	National Training Campesino Institute (INCCA)		

Objectives:

A. To support the implementation and institutionalization of a National Rural Training System (SNCR). The purpose of the

SNCR is to rationalize and optimize the use of resources available to different government and private institutions involved in rural training. Accordingly, this Project will develop and implement pilot rural training activities in order to build the institutional capability of the National Executing Agency.

B. To strengthen the mechanisms for collaboration among institutions that are involved in research, education, and extension in the rural sector, in order to improve the administration and delivery of services in accordance with the communities' expressed needs.

C. To ensure that the rural training activities to be undertaken, both within the Integrated Rural Development Projects, respond to the principle of popular participacion that the Government has proposed.

D. To expedite and facilitate the delivery of technical assistance services to the communities, by the different agencies involved in the Integrated and Sectorial Rural Development Projects.

Beneficiaries

This project will basically be limited to projects in Integrated Rural Development areas. It could also contemplate a broader coverage, provided that any given project falls mainly within an IRD project area.

Training Areas

In accordance with the expressed needs of the communities, but will include:

- Social/Organizational Training
- Agricultural and Livestock Training
- Managerial Training
- Basic Training

Process and Methodology

- Inventory of resources in rural development.
- Technical cooperation for public sector as well as for private sector programs.
- Assistance to programs that are specifically requested by the target population.
- Methodology will be derived from the investigation principle and will promote the broader participation of project beneficiaries.

LIST OF KEY ACRONYMS

AID/W	Agency for International Development-Washington Office.
AID/E	USAID/Ecuador Mission.
BNF	Banco Nacional de Fomento National Development Bank
CENCOTAP	Centro Nacional de Comunicación Técnico Agropecuario National Agricultural Technical Communication Center
CESA	Central Ecuatoriana de Servicios Agrícolas Ecuadorean Agricultural Services Center
DDC	División de Desarrollo Campesino Division of Campesino Development
GOE	Government of Ecuador
ICE	Instituto de Cooperativas Ecuatorianas Ecuadorean Cooperatives Institute
IEOS	Instituto Ecuatoriano de Obras Sanitarias Ecuadorean Sanitation Institute
IERAC	Instituto Ecuatoriano de Reforma Agraria y Colonización Ecuadorean Agrarian Reform Institute
INCCA	Instituto Nacional de Capacitación Campesina National Campesino Training Institute
INEDES	Instituto Ecuatoriano para el Desarrollo Social Ecuadorean Social Development Institute
INERHI	Instituto Ecuatoriano de Recursos Hidráulicos Ecuadorean Water Resources Institute
INIAP	Instituto Nacional de Investigaciones Agropecuarias National Agricultural Research Institute.
IRD	Integrated Rural Development
MAG	Ministerio de Agricultura y Ganadería Ministry of Agriculture and Livestock
MINED	Ministerio de Educación Ministry of Education
MSP	Ministerio de Salud Pública Ministry of Public Health
RTF	Rural Training Fund
SEDRI	Secretaría de Desarrollo Rural Integral Integrated Rural Development Secretariat
SNCR/SNCC	Sistema Nacional de Capacitación Rural National Rural Training System
S&T/ED	Bureau of Science & Education, AID/Washington.

EVALUATION REPORT

NATIONAL RURAL TRAINING SYSTEM

Introduction

This evaluation report is the result of a short period of observation and analysis of the progress reached by Project AID/GOE 936-1054 "National Rural Training System".

The external evaluation team, Leonel Valdivia and Christine Krueger was recruited by the Office of Education of AID Washington (S&T/ED) and contracted by the AID Mission to Ecuador. At the suggestion of the Institute for Campesino training, the executing agency of the project, Martha Paredes was incorporated into the team as the national counterpart.

The scope of work prepared by AID/W and AID/E can be summarized in the following points:

1. Review of project progress in relation to its objectives including AID and GOE inputs and the outputs of INCCA at the central and field levels.

2. Analysis of the Institutional Development of INCCA and its intra and interinstitutional relationships.

3. Assessment of the mechanisms for the administration and utilization of the Rural Training Fund.

4. Analysis of the INCCA model in term of its applicability to other developing countries.

This report presents a detailed discussion of the first three points. With regards to number four, the evaluation team decided that it would be premature to suggest INCCA as a model as it is still at a take-off stage in institutional development and its programmatic. The team believes that INCCA is developing an innovative approach to rural training that could well serve as a model in the near future.

The methodology of the evaluation consisted of interviews with several officials in the public and private sectors related to INCCA, individual discussions with practically each INCCA staff member, and individual and group discussions with INCCA department chiefs. The team also visited two Integrated Rural Development (IRD) project areas where INCCA is working, both in the Sierra Region. Unfortunately due to a three day long general strike it was not possible to visit the project areas

of the Coast. During the field visits the team interviewed the project staff, participated in community activities, and talked to several leaders and community members.

Although it was not possible to become familiar with all of INCCA's actions and activities, nor was it possible to obtain in-depth knowledge desired on various points, we believe that the coverage achieved has permitted an accurate report.

SECTION I

PROJECT INPUTS AND INCCA OUTPUTS

This section reviews the progress achieved to date in the implementation of Project 931-1054, National Rural Training System (NRTS) since its approval in Agusut 1980 through March 1983. This period is analyzed from three perspectives.

A. AID Inputs

B. GOE Inputs

C. The Outputs of INCCA

1. The Inputs of the Agency for International Development (AID)

The contribution of the Government of the United States to rural development in Ecuador dates back to the agricultural research projects of the 1940s. The inputs of the U.S. Government have reached an all-time high level with the installation of the present Constitutional Goverment of Ecuador in 1979. Under the Rural Development category alone the AID inputs are:

In Grants	US$ 11.6 millions
In soft loans	US$ 29.3 millions
TOTAL	US$ 32.9 millions

This figure reflects only a portion of AID total support to Ecuadorean rural development. In its annual report for 1982, the Integrated Rural development Secretariat (SEDRI) recognizes the extent of AID support:

> "During 1982 the following agreements have been asigned with AID: Loan 518-T-038 for the Quimiag-Penipe, Salcedo and Jipijapa projects; Grant Agreement 518-0012 for support of the DRI program; the Loan Agreement AID-513-U-040 and Grant Agreement 518-0015 for the Development of the Integrated Rural Health Service System managed by the Ministry of Health and IEOS; Rural Technology Agreement managed by CONACYT and INIAP; the Grant Agreement AID-936-1054 for the National Rural Training System managed by SEDRI and INCCA; the Credit Agreement AID-518-W-039 and Grant Agreement AID-518-0029 for the development of Alternative Sources of Energy managed through the National Energy Institute (INE)."

It is within this context of AID support to rural development that we see Project 931-1054, National Rural Training System (NRTS), the subject of this evaluation. Closely linked to this project is the Integrated Rural

Development Project (518-0012 and 513-T-038), which provides grant and loan funds for the operation of the integrated rural development program, including institutional support to the SEDRI and three IRD project areas in Salcedo, Quimiag-Penipe and Jipijapa.

The AID Mission to Ecuador played a key role in the formulation and development of the integrated rural development program. In effect AID approved funds for IRD project areas before the legal establishment of SEDRI and IRD projects. By making their establishment a precondition for disbursement of funds it gave a final impulse for the take-off of the program. AID funds were supplied in a package of three projects which were negotiated in parallel; SEDRI and NRTS being already mentioned along with the third, the Rural Technology Transfer System Project (RTTS). While two of these projects support research, rural infrastructure, investment and production, credit, commercialization, and other interventions, Project 931-1054 supports the establishment of the National Rural Training System (NRTS) within the National Institute of Campesino Training (INCCA).

Both AID/Washington and AID/Ecuador assign a crucial role to INCCA. AID/Washington sees INCCA as a possibility for

implementing its concept of a "service agency" which coordinates and provides technical assistance to the various rural non-formal education programs. This leads the Office of Education of AID/Washington (S&T/ED) to fund INCCA in Ecuador (and a similar project in Lesotho, South Africa).

In turn AID/Ecuador sees INCCA as an indispensable complement of the IRD program. At first sight it would seem as if AID/W and AID/E views of INCCA are different, however, in a further analysis it is evident that the two views can be complementary. In concrete terms, Ecuador provides an appropriate context for implementation of the "service agency" concept of rural nonformal education. This context exists because of previous experience in rural nonformal education (supported by AID) in Ecuador, the existence of a variety of non-formal education agencies and resources, and the emergence of an integrated program of rural development that requires a strong rural training component.

AID/W and AID/E have provided INCCA with both financial and technical inputs for the design, initiation and consolidation of INCCA. This included asistance in the formulation of the various documents, preparation of the

grant agreement, and funding approval in August 1980. After the agreement was signed and funds approved, a delay of more than one year occurred before the first disbursement of funds in October 1981. This was a period of intense negotiations on the location of INCCA within the Ecuadorian governmental structure, the appointment of a director and assignment of personnel, preparing a work plan and budget, and purchasing vehicles and equipment. In addition there were considerable delays in the installation of SEDRI, the signing of an agreement between SEDRI and MAG, and in initiation of the IRD projects. AID played a catalytic role in attaining these institutional arrangements through discussions at various levels within the GOE.

AID/Ecuador had sent eleven implementation letters as of this report. Most of these letters have dealt with MAG's fulfillment of the Conditions Precedent to disbursement of funds stipulated in the Project Agreement. Through these letters one can see that AID repeatedly allowed considerable extensions in time for the fulfillment of these conditions. According to the grant Agreement, the deadline for fulfilling the conditions precedent was 120 days (4 months). In reality, fulfilling

all of the conditions required 14 months. From the process of initial negotiations to project initiation between AID and the executing agency, two problems still remain. The first is that in Implementation Letter No. 3 AID accepted as fulfilled, condition 4.2C on the formation of an Advisory Council for Rural Training. Although it was constituted on paper, this council has never functioned in reality. At the date of this evaluation, the advisory council does not exist.

The second problem is related to establishment of the Rural Training Fund (RTF). After a year's extension an agreement was made between MAG, SEDRI, the National Development Bank (BNF), and a private agency (CESA), for use of the fund. AID expressed its concern about the lack of INCCA involvement in administration of the RTF. (As yet, there is no satisfactory answer to this concern even though AID, in Implementation Letter No. 10 accepted the conditions referring to this fund as fulfilled.) The issue of the RTF is dealt with in a greater detail in section III of this report.

AID/Washington support included not only project financing, but also technical assistance also had an active involvement in formulation and initiation of the

Project funds come from the AID/W Office of Education (S&T/ED), through a pilot program for the systematization of nonformal education. Technical assistance was provided by the S&T/ED NFE officer through four visits to Ecuador and through letters and telephone calls. INCCA staff recognize the importance of the assistance received from the Washington project officer, who had extensive previous experience in NFE in Ecuador in the 1970's. There is no evidence of involvement from the LAC Bureau or other officers in AID/W in the documentation available to the evaluation team.

The challenge remains, as mentioned earlier, to reconcile the concepts and expectations with regards to this project among AID/W, AID/E and INCCA itself. There is still a considerable gap between the "service agency" concept of S&T/ED and the reality of INCCA as an instrument of rural development in Ecuador. This theme is treated from various perspectives in subsequent sections of this report. The evaluation team believes that the various expectations can be reconciled but that it will require a basic clarification and constant dialogue which includes an active information interchange between the parties involved. Only in this way will appropriate monitoring of

the project which satisfies the various agencies without ignoring the principal beneficiaries of the project: the poorest campesinos in the country. From our observations it would appear that as the project evolves, INCCA will more and more take the shape of the "service agency" for rural non-formal education in Ecuador.

Regarding financial disbursements for the project by AID, these suffered the delays previously mentioned. The first advance of AID funds took place in October 28, 1981, for an amount in sucres equivalent to a little over 74,000 dollars. A considerable lapse of time occurred between the first and second disbursement which was made in June 1982 for an amount in sucres equivalent to almost 97,000 dollars.

This lapse indicates a slowness on the part of INCCA to spend funds, resulting from their initiation and institutional structuring problems. Beginning with the third advance in November 1982, disbursements and utilizations of the funds have slowly normalized as INCCA officials acquired experience in fund control and in AID regulations.

At the time of this evaluation INCCA has used about $440,000 which represents one-fifth of the total funds budgeted by AID and only one year and two months remain in the life of the project. This is primarily due to delays in getting the project started. In actuality, the active life of the project has only been one year and three months. Also the constant devaluation of the sucre with respect to the dollar has meant a slower consumption of dollars as most payments are made in local currency. Therefore, it will be necessary to make determinations about: (1) extension of the project and (2) acceleration of program activities, particularly at field level. These subjects are treated in the Recommendations section.

2. <u>The Government of Ecuador (GOE) Inputs</u>

The Grant Agreement between AID and the GOE of August 1980 establishes that, "(a) The National Executing Agency (NEA) agrees to provide or cause to be provided for the Project all funds, in addition to the Grant, and all other resources required to carry out the Project effectively and in a timely manner. (b) The resources provided by the NEA for the Project will be not less than the equivalent of US$ 925,000 including costs borne on an "in-kind" basis".

The GOE counterpart budget includes the following items:

Personnel	$ 500,000
Equipment, offices, infrastructure	$ 250,000
Training Supplies	$ 100,000
Per diem, transportation	$ 75,000
TOTAL	$ 925,000

Financial Resources

The Director of Finances of MAG informed the evaluation team that INCCA has received and utilized through the Division of Campesino Development the following amounts:

Year 1981	6.30 million sucres
Year 1982	7.99 million sucres
TOTAL	14.29 million sucres

The calculation of this amount in dollars depends on the rate of exchange used. If AID accepts the official rate of 33 sucres to the dollar which was in effect until March 1983, the GOE contribution up to December 1982 would be 433,000 dollars. The budget for 1983 according to the Director of Finances is 8.28 million sucres, which at the

official rate of 42 sucres per dollar, would be equivalent to 197,000 dollars. These figures would show that the GOE has already contributed over 50% of the amount committed in the Grant Agreement at this writing. AID and the GOE need to reach an agreement on the exchange rate to be used in calculating counterpart contributions to the project. AID uses the "free" exchange rate for its disbursements which currently fluctuates around 80 sucres to the dollar. If this rate is used to calculate the GOE counterpart, it will range between 25 and 30% of the agreed contribution. This latter estimate appears to be a more realistic estimate in view of the exchange situation and the purchasing power of local currency.

Perhaps the most critical observation about GOE counterpart is that although the aforementioned amounts are of the proper order of magnitude for the GOE contribution to the NRTS project, in reality they represent support to INCCA. Therefore, to calculate the real GOE contribution to the project, the amounts applied to other activities must be discounted.

The Ecuadorean General Accounting Office conducted an audit of INCCA in December 1982, but has not yet presented its final report which is dependent upon the appointment of a

new office head. In the interim, INCCA has requested that the person who conducted the audit prepare a summary of the principal findings to that they may begin to take necessary actions.

Personnel

The main GOE contribution to INCCA is for staff salaries. At the time of the evaluation INCCA has 34 staff members at Quito headquarters. Of these 29 are paid by MAG and 5 have been contracted using project funds. Five field workers at the project areas are also paid with project funds. Of the 29 employees paid by MAG, 21 were MAG employees who were assigned to INCCA when it was created as a section within MAG's Campesino Training Division (DDC).

The following (Article normative decree) of August 1980 relates to the assignment of personnel to INCCA.

> "Art. 4o. The Director General of Campesino Development is authorized to proceed with reassignment of Ministry of Agriculture and Livestock personnel whose actual work involves training in accordance with the specific requirements of the Institute."

Therefore, not all of these INCCA employees should be considered as the GOE counterpart stipulated in the Project Agreement. This point will need clarification to the satisfaction of all parties involved in the agreement. It is necessary to remember that the agreement is directed at the establishment of the NRTS and stipulate that it should maintain a relatively small staff. More concretely, the Project Agreement establishes a foreseeable staff in the NRTS central office of eleven: seven technicians and four support. In as much as INCCA has 34 personnel in the central office, it is necessary to define which of these can be considered as counterpart personnel of the GOE in accordance with the Project Agreement.

In this section we are interested only in raising the problem of GOE inputs. In the section which refers to INCCA's institutional development we will refer to a point even more critical which is the effects of the assignment of MAG personnel. The issue which we raise is whether INCCA inherited useful resources from MAG or in reality, an unnecessary institutional burden.

It is generally agreed in Ecuador that MAG is overloaded with staff, who earn low salaries e.g. a University level Social Promoter earns 9,500 sucres

(200 dollars) a month). To analyze the GOE counterpart to the project one has to consider the administrative problems caused by the inheritance of a high number of underpaid personnel, who in many instances have to work other jobs to supplement their income. The administrative problem becomes more acute when a few staff members receive salaries several times higher because they are paid with project funds which affect interpersonal relationships.

Equipment, offices, infrastructure

In the Project Agreement MAG is committed to provide $250,000 worth of equipment, office space and infrastructure to the NRTS. It is difficult to assess the degree of fulfillment of this commitment. Once again we face the problem of distinguishing between what is a contribution to INCCA in general as a part of MAG and what is counterpart for the project.

We can get an idea of the extent of the contribution if we look at the resources that MAG has given INCCA. INCCA occupies four offices, shares a conference room with the Division of Campesino Development, and has a warehouse.

Plans are underway to move the Communication Department to the sixth flor (INCCA presently occupies space on the seventh floor). Accompanying this changes will be to move the warehouse into the space vacated by the Communications Department, thus permitting the installation of the mimeograph, heretofore idle for lack of space. The current warehouse will become the INCCA Director's office and his former office will then become the office of the RTS Coordinator an the principal project advisor.

There is an evident congestion of people in the offices of the Programming and Research Departments where 15 staff members work in the same office. Obviously this is not conducive to concentrated and distraction-free work.

There is a serious shortage of telephone lines. INCCA has only two lines for outside calls. This is certainly far from enough considering the number of professionals and for an agency that requires constant communication with other agencies and with the field. Much time is wasted waiting for communications with the field. The staff's feeling of frustration is evident. It is imperative that INCCA be given additional telephone facilities.

Basic office furniture (desks and chairs) seems to be available and of good quality, nevertheless the office

congestion limits its use. There is an evident shortage of filing and shelving furniture. This will be increasingly required as INCCA produces and acquires books, documents materials, etc. There is also an evident need for a photocopier for INCCA's exclusive use.

Materials and Training Supplies

One important contribution expected from MAG was the printing of educational and informational materials. MAG has a printing and audio-visual workshop which was supposed to produce most of INCCA's materials. However, INCCA staff informed the team that long delays in delivery forced them to resort to commercial printers.

In an interview with the Undersecretary of MAG, the evaluation team was informed that the MAG had recently acquired a full line of modern printing and A-V equipment that was to be placed at INCCA's disposal on a priority basis. The exact words of the Undersecretary were "80% of the operational capacity of these is dedicated to INCCA". In view of previous experiences the Director of INCCA should request a memorandum from the Underscretary to the Agrarian Technical Communications Center (CENCOTAP) stipulating the priority to be given to INCCA.

The evaluation team visited the workshops of CENCOTAP in the basement of the MAG building, and ascertained that they have modern printing equipment capable of producing any type of publication required. CENCOTAP has 15 staff including editors, printers, artists, photgraphers, and assistants. CENCOTAP staff feel they are underutilized, and expressed willingness to undertake INCCA work. They also need training on the newly-installed equipment. This has been contracted from a private firm and is scheduled to begin in April.

It is evident that CENCOTAP could supply the printing needs of INCCA. For this, a formal cooperation agreement is required, as well as maintaining good communicaions between both parties. As mentioned earlier, support for this is present at the highest MAG levels, lacking only a formal agreement, which INCCA should take the lead in achieving.

Transport and Per diem

According to the Grant Agreement, transport and per diem costs were to be covered from the GOE counterpart contribution and $75,000 was assigned for this purpose.

However, the DDC had available for use by all its department, including INCCA, only six vehicles during the first year of the project. INCCA's problem in obtaining the use of vehicles was only solved with the arrival of the project-financed vehicles in February and March 1983. In our interview with the Undersecretary of MAG the evaluation team was informed that "...the Ministry would provide two new jeeps to the INCCA's central office and one vehicle for each of the IRD areas where INCCA is working". If INCCA can achieve this, their transportation needs will be covered.

Per diem payment was not a problem during the first eight months of the project, except for administrative delays within the DDC. After that, however, MAG began to limit these payments until it virtually stopped them during the past few months.

After a three-month hiatus INCCA approached AID to find a mechanism which would permit using project funds to pay for per diem and other travel-related expenses even though the Project Agreement clearly stipulates that these type of expenses are the responsibility of the GOE.

The solution arrived at with regard to the use of project funds is contained in AID/E memorandum RDD-83-116 dated March 7, 1983, which states that:

> "Discussions involving USAID/Ecuador, INCCA, and AID/Washington Project Manager, Dr. J. Hoxeng, resulted in a further agreement that per diem and other travel-related expenses also would be eligible for project financing, but only when these costs were incurred by INCCA personnel working directly on project activities within the Integrated Rural Development (IRD)".

We feel it is necessary to observe that this solution, although practical in terms of the NRTS Project, can not be considered definitive for the transportation and per diem expenses of INCCA. This brings us to the problem treated in other sections of this report, that is to determine how many of the 34 staff of INCCA's central office can be considered personnel "working directly in project activities". The Administrative-Financial chief in INCCA needs to focus on this to insure that authorized expenses are really incurred in project-related activities.

This acquires even more importance now that INCCA is assuming responsibilities beyond those in the Project Agreement. Examples of these include Community Development Project (PDC's), technical training for MAG staff, and administrative responsibility for MAG training centers. It implies the necessity for close financial monitoring as well as program monitoring of INCCA's development on the part of AID.

3. INCCA Outputs

In this section INCCA's outputs in the development of the RTS are considered.

The achievements of INCCA are analysed in the following order:

3.1 The Conceptual Framework

3.2 National Inventory of Institutional Resources for Peasant Training

3.3 INCCA's Achievements at the Central and Field (UEP) Levels.

We should begin by noting that the information available is very limited for non-formal education programs developed

outside the Ministry of Education. The exact number is unknown as are the non-formal educational concepts, methods, programs, didactic materials used, etc. Equally unknown is the coverage which these peasant training programs have achieved, therefore impeding systematic planning and direction to areas of most need.

To date non-formal education programs have been sponsored by national and international private and religious entities which have been directed at immediate learning needs such as literacy, crafts, etc., but these do not constitute an organized body which provides integrated peasant training in a systematic manner. Principally they are time-limited actions after which the sponsoring agency disappears along with the peasant organizations and activities or actions for which the given course was undertaken.

Conceptual Framework

The conceptual framework is a methodological tool for integrated rural development activities carried out at the level of the Implementation Units under the coordination of the INCCA trainer. As a written document, it consists of three parts:

The first part is an analysis of the type of education traditionally offered to peasants in Ecuador and the kind which should be offered according to the position and identity of peasants, their educational opportunities and needs. It establishes that a new focus will be used in the training activities to be undertaken by INCCA. The second part identifies the conceptual elements which serve as the bases for proposing INCCA's new training model. In effect, it uses the basic concepts of nonformal education to develop a notion of peasant training wherein education is closely related to work and that unity determines the goals and objectives of the training. This educational paradigm takes its inspiration from educational systems which tend to be open and these principles infuse the entire INCCA model for peasant training.

The third section gives the methodological guidelines of the training, the central notion of which is the generative action which must without fail be incorporated into this new approach to peasant training. The generative action should be chosen according to criteria which demonstrate its promise as an influential element in peasant life.

The Implementation Units give priority to peasant training of peasant groups under the supposition that participatory training is an indispensable element if peasant organization is

to become strong enough to generate and control its own development.

This peasant training model aspires to be integrated, i.e., to incorporate different features or elements into a coherent unit. According to the conceptual framework, it strives for a dynamic relationship between peasant and trainer in the context of activities carried out in development projects. It tends to generate in both a process of mutual learning simultaneous with the completion of the specific objectives of each. The methodology begins with the peasant as the subject of the training and goes on to describe an approach which agrees with the peasant world and offers a coherent means of inserting the training actions of both peasant and technicians/trainers within a learning community.

Training organized around a generative action is organized with a Training Unit. In the conceptual framework, the Training Unit is defined as "a group of significant and related learning experiences organized around the solution to a particular problem posed within the generative action and oriented to some of the aspects included in that action." Such learning experiences can include various events, e.g., discussion, study, work or audiovisual and print media.

Comments

The concept of "generative action" is the nucleus of a Conceptual Framework guarantees integration of training and production. This overcomes the traditional separation between these two processes which has often resulted in alienation among trainers, technicians and educators. Some examples illustrate the concepts contained in this document. The one that refers to the "cattle herd" explains the concept of "generative action". A simplified version should contain more examples taken directly from each UEP.

The concept of generative action gives way to the idea that to determine a development project's generative power it is necessary for each UEP training coordinator to be a part of the rural development planning team at the local, regional and national levels. Thus enabling him to define what type of training actions are required for each project.

The criteria for selecting generative actions can be interpreted in different ways by the same team of trainers. Before a decision is reached, discussion on each criterion should take place.

A glossary of terms used in the criteria list from which the trainer must choose, as well as a glossary of values assigned to each criterion in order to set a standards measure on each UEP, should be prepared.

The diagram showing the interrelation of the effects of the generating action (page 70) is very didactical but defining various components is necessary in order to avoid different interpretations. On page 71, the training plan also requires defintiion of terms such as specific objectives and events. It is necessary to define the procedure to be followed in order to program a generating action. The various phases are mentioned, but there is no explanation as to how to go about them. Training events have been divided into three categories: discussion, study and work. The definition of each of these three categories is important.

The document lacks a further and more comprehensible explanation of techniques since the material to be used will depend on the techniques selected if the learning process is to be successfully achieved.

Evaluation is not perceived as a continuous process throughout the program. Emphasis is placed on the quantity rather than on the quality of the evaluation, although it is through evaluation that INCCA explains its action. Evaluation is interpreted as a summary to be prepared after each generative action has taken place.

Orientation and recommendations on events, media techniques and specific material to be used in carrying out concrete training action are missing. These have been outlined only in general terms.

Reading comprehension becomes sometimes difficult throughout the text especially if one considers the fact that it is directed to an heterogeneous group of technicians who have no previous background in social sciences. This may lead them to distort or misintrpret the message which this document is intended to convey. A simplified version written in a more didactical, easier way, containing several examples brought out from each UEP environment would be more beneficial to the technical personnel.

The document is of great conceptual value. We feel that it should be disseminated in its preliminary version and be used as a basis for discussion among institutions, in particular among those organizations in charge of rural training.

3.2 National Inventory of Institutional Resources for Rural Training.

The main objectives in the establishment of a "service agency" in Nonformal Education according to the document "semi-systematic approach of Nonformal Education" ("Planteamiento Semi-sistematico de la Educacion no-formal") (S&T/ED, 1980) include:

1. The identification and categorization of nonformal education activities.

2. Assistance offered to those who put into practice programs devoted to improve the quality of education through technical assistance.

3. Necessary resources made available to enable them to work in those areas where people ask for their assistance.

Grant Agreement 931-1054, states on the establishment of SNCR within INCCA, that its objective is "to rationalize and optimize the use of available resources in various state and private institutions devoted to rural training" and, also, "to strengthen and improve collaboration mechanisms among

institutions in charge of research, diffusion and training activities in order to improve the administrative and service delivery systems".

As the starting point of an eventual coordination and technical assistance activity in rural nonformal education, INCCA had to assume the job of preparing a National Inventory of Institutional Resources for nonformal rural training.

In order to prepare this inventory the services of INEDES - Ecuadorian Institute for Social Development, a private research agency were hired. The result was a document entitled "National Inventory of Institutional Resources for Rural Nonformal Training" issued in December 1982 at a cost of 798,000 sucres. A brief description of its contents and comments follows:

A considerable part of the report has been devoted to the presentation of a long theoretical section. This theoretial approach may contribute for discussions on rural training methodology but we consider this unnecessary because: 1) INCCA already had at that time its own theoretic Ceónceptual Framework; 2) the theory should have, in any case, been developed jointly with INCCA personnel; 3) the contract asked for the preparation of an inventory of concrete resources. The usefulness of this inventory is seriously jeopardized by the

inadequate attention given to the rural training needs which INCCA is in the process of developing. It is a study which relates to academic rather than practical needs of INCCA. Addresses and telephone numbers of training institutions in each Province are missing.

The second part of this document shows more of the scientific concern of INEDES than the desire to prepare a useful invento for INCCA; it presents the research methodology in a very general manner without a clear indication on how INEDES obtained the data.

The third part dealing with the universe of the study is limited to the presentation of tables which including state and private institutions but take no account of institutions of a mixed nature, nor is there a work distinction definition in the use of the terms "charter" and "scope" which seem to be interchangeable. Sometimes an institution is described as both having a regional character and a regional scope (page 54).

The document provides an inventory of training institutions up to 1982 in terms of their location in the provincial capital cities throughout the country but does not show:

1. Geographical location, headquarters' address.
2. Communities covered.
3. Geographical location of programs.
4. Institutions with which work is coordinated.
5. Methodology used.

The fourth part provides a survey form designed to collect in a very general way data on the coverage of the training programs. It does not allow for collection of data on specific communities receiving training and non entitities which provide such service. We also find in this form the definition of the methodologies used (policies, plans, needs, and those in charge of dealing with them), but nothing is said about methodology outlines used by different institutions or when the "theoric/active" or "theroic/practical" methods are applied. As a set definition of terms to be used in research work is nonexistent, the obtention of distorted information for the purpose of this work can easily happen.

It would be interesting to request INEDES to make available the information it has gathered in several institutions (in each department or section of an institution) as well as all background data for its analysis and study by INCCA. This would enable the latter to prepare a more functional

inventory. Chart 2 (page 80) shows that institutions exchange views on coordination, cooperation and integration according to the nature of the institution. But we do not know which are the instututions engaged in these coordination, cooperation and integration efforts. These data could be obtained through background information sources. By the same token, the remaining charts or tables do not show the names of the public or private institutions which conduct training programs nor the nature of the beneficiaries, who, although grouped by age, sex and activity are, nevertheless unknown as there is no complete information to facilitate their tracing (there are no maps either).

If, for example, we want to find out which communities are covered by CESA (a private institution) during the period 1976-198 , we take a look at Chart 1 (page 56) and find out that its headquarters are in Quito (no address), that it is a development instituituion operating at the national level, and carries out four programs. But we do not know what types of programs it develops nor the type of community it serves or specific areas covered. As these data probably falls in the category of that assigned to private institutins and CESA is one of the 59 private institutions in the Pichincha Province, we do not know whether it falls within the 15 institutions devoted to promotion and development or within the 9 engaged in social actvities. In other words, the information becomes

parts and practically disappears immersed in the national data and the same can be said of the number of programs which each one of these institutions implements (pages 76-77).

The superficial handling of data prevents the identification of institutions which have signed agreements with international organizations and the nature of the programs to which aid provided by these organizations is devoted.

Although it is estimated that between 1976 and 1982 "approximately" 400,000 persons were trained, specific data concerning geographical areas, types of projects or programs has not been determined due to the excessively general nature of the data.

From the interviews conducted we assume that most of the personnel of INCCA has not studied this document. As we have stated above, however, the preparation of inventories and maps in rural training is a task that INCCA should carry out as coordinator of SNCR. A detailed analysis by INCCA is suggested not only of the INEDES report but of all background data gathered during the survey in order to prepare a real and functional inventory on rural training in Ecuador.

3.3 Action taken by INCAA at Central and Field (UEP) Level.

A detailed list of materials produced by INCCA in 1982 which seems to correspond to unrelated events which have taken place (see next page) is shown in the Table entitled "Materials Produced by INCCA". There is as yet no sequential order in teching material production and delivery such as:

Community motivation games

Need priority games

Generating action plan games

Games illustrating teaching communities, knowledged acquired and diffusion of INCCA activities, etc.

INCCA's PUBLICATIONS

Title	No. Pages	Directed at:
- Mechanics of Style	14	Short-Course Participants
- Worksheet Control (Community Services)	1	UEP Experts
- Guide to Video Analysis	1	
- Communications Course Ing. Alejandro MacLean--IICA	12	Participants Course
- National Seminars "Cheese-making Project in Rural Ecuador"	3	Seminar Participants
- Workshop Seminar "Design & Elaboration of Community Development Projects" IICA-FAO	9	Seminar Participants
- Chronogram of Activities Guide	7	Seminar Participants
- Questionnaire for the Evaluation of INCCA Development in Ubillus	2	UEP Technicians
- Use of Flannelographs	3	UEP Technicians
- Group Dynamics	20	UEP Technicians
- Record for Training Requirements Analysis	2	UEP Technicians
- National Meeting of Public Campesino Training Institutions	22	Participants
- Chronogram of Activities Form	4	Members of UEP
- Trimeste Activities Report	4	Coordinators of UEP

Title	No. Pages	Directed at:
- Personnel Records Forms	4	INCCA
- Seminar on the Strategy & Action Methodology of the Division of Campesino Development	3	DDC
- Questionnaire for the Evaluation INCCA-sponsored Events	4	UEP Technicians
- Course: "Education and Campesino Training"	16	UEP Technicians
- Training Activities Record Sheet	9	UEPs
- Short course "Communications Mediums" Dr. Baltra	13	
- Communication	8	
- Memoir of the Campesino Organization and Economy Seminar	47	
- Memoir of the First Meeting of Private Campesino Training Institutions	18	
- Report & Evaluation of the First Meeting of Public Campesino Training Institutions	12	
- INCCA's Program, March 1982	24	General public
- Memoirs and Evaluation of the "Inducement to Rural Development" Seminar	41	
- Law Codification (MAG)	24	
- Use of audio-visual series	31	
- Grant Agreement between GOE/AID	19	

Title	No. Pages	Directed at:
- MAG Informative Bulletin	14	
- Reflexive Example of Planning in an INCCA Campesino Training Unit	6	
- Conceptual Framework (final version) INCCA	35	
- INCCA's Promotional Rosters		
- INCCA's Diverse Information Booklet		
- Evaluation of Investigation Design." Martha Paredes	144	INCCA UEPs
- Vocabulary Problems in Farming Technology Transfer Theme: POTATO. Ruth Moya		
- "Administration Training Programs". Daniel Navas INCCA		
- "Advisory on Communications". Dra. Lidia Baltra		
- National Inventory for Nonformal Campesino Training Institutional Resources. INEDES-INCCA		

Some material provide "support" to various field level programs but a "discrepancy" exists between the training as viewed by INCCA and the material it produces which leads as to conclude that it continues to carry its work in a traditional way.

In order to prepare the attached list of materials produced in 1982 we have studied the INCCA files and interviewed the personnel of the Communications Department. Although a Documentation Center exists, this does not include as yet material produced nor publications describing INCCA activities. Nor is there a data bank on UEPs.

Equipment available at INCCA's headquarters includes:

- VHS video recording equipment (monitor and recorder).
- Two photographic cameras.
- One slides projector.
- Eight tape recorders.

Consultancy Services

Consultancy services provided by INCCA show its concern in the matter of adherence to a Conceptual Approach. During 1982 the following consultancy services took place. It has not been possible, however, to comment on most of these.

- Training Program Administration. Daniel Navas. INCCA. (The complete final report on this consultancy service was not made available to the evaluation team.)
- Consultancy services in the area of communications. Lidia Baltra. (Was not studied by the evaluation team).
- National Inventory of Institutional Resources for Nonformal Rural Training. INEDES-INCCA. (Has already been commented on before).

- Research work on universally accepted vocabulary in the areas of potato cultivation, agriculture and cattle technology transfer was made by the Research Department with a view to reaching the rural population who possess background knowledge. Subject: The Potatoe. Ruth Moya. (Has not been carefully studied by the evaluation team and has not been diffused as yet among other departments nor UEPs.
- Evaluation Research Design. Martha Paredes. The evaluation design is intended for UEP utilization so as to incorporate in daily practice new elements and eliminate others. It could also be used to give new orientation to the training action if necessary. It is therefore important to establish a training evolution scheme. The personnel of INCCA is not aware so far of its existence nor is such a scheme being applied by INCCA. (Was not studied by the evaluation team).

Training at INCCA Headquarters

Training provided by INCCA to is personnel at headquarters during 1982 is shown in a table prepared to this effect. It shows a variety of events which have been organized by INCCA, the concern it shows in the area of personnel training, particularly in methodology work which adheres to the Conceptual Approach. This way, teaching commun ties and audiovisual workshops are established.

The above is in contradiction with the attitude shown by the majority of personnel interviewed who feel frustrated as regards training offered by INCCA. This is explained by the fact that

INCCA's personnel expects to receive reinforced specialized training rather than "teachers training". Training to be offered under this project, however, will be geared to providing them with rural training.

We suggest that INCCA train its personnel in the field in a systematic way, by attaching responsibilities to each team through the corresponding UEP.

Action of INCCA in the Field

Seventeen priority areas within the national sub-system of rural development as a whole were identified in the National Development Plan for 1980-1984. (See Annex C and general data on DRI areas in Annex D). Only 14 of the DRI project are being implemented at present under coordination with SEDRI. The Quimiag-Penipe and Salcedo projects are financed in a 55 and 60%, respectively, with AID funds. An INCCA training coordinator paid with funds provided by this project gives permanent supervision to five projects. The remaining personnel is seconded from different institutions partcipating in DRI projects.

In the 1982 SEDRI Report we find data published by this institution on UEPs work goals for 1982 (with INCCA participation) relating to Quimiag Penipe-Puerto Ila-Chone, Quininde-Malimpia, Guamote y Jipijapa). Actual progress made in both set and implemented goals in 1982 under the social sub-project has been included in this report because of its closest relationship to INCCA activities without neglecting the fact that what would be desirable to achieve through overall rural development would be to reunite the social and technical aspects.

The table also reflects the lack of teaching materials such as video publicity, pamphlets, foldable brochures, posters and bulletins. Following is the data we have compiled on training activities, a very difficult task due to the lack of a common data reporting system. This compilation was made possible thanks to the study of field reports.

Implementing Unit - Salcedo Project

This UEP operates since 1981 in the Canton Salcedo, Province of Cotopaxi. It covers 53,900 hectares and a population of 25,000 inhabitants. Sixty per cent of its financing is provided by AID funds. UEP has 21 professionals in secondment from different public institutions such as MBS, IERAC, MSP, INIAP, MAG and INE. The Canton Salcedo has been divided in three sub-areas for purposes of this project: eastern, central and western. One professional is responsible for each of these areas.

Population in the western sub-area is predominantly indian. Its population is larger than that of the two remaining areas. Soil erosion is the main problem in this area. Its main products are potatoes and barley in the lower zones and corn, lima beans and garlic.

In the central sub-area the population is both indian and half-breed. Small plots of land predominate and the main problem it faces is lack of irrigation.

There is a strong temporary migration force and communities have a small, widespread population.

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In the central sub-area the population is both indian and half-breed. Small plots of land predominate and the main problem it faces is lack of irrigation.

There is a strong temporary migration force and communities have a small, widespread population.

The population of the western sub-area is mostly inidian. There is less soil erosion and the main products are potatoes, corn, barley and lima beans. INCCA, through its coordinator, has actively participated in the establishment of a UEP from its beginnings. Fourteen community funds have been established with small funding provided by INCCA to be used in generating activities dealing with guinea pig and cattle breeding, the use of new kinds of seeds, etc. All funds are delivered to the community. The community makes loans to the farmers who, in turn, pays his debts to the community treasurer. A revolving fund is thus established.

Discussions took place at UEP regarding the beginning of consulting services with emphasis in the practical implementation of methodology schemes. These have not been systematized.

One of the most commonly used rural training methods is field observation trips whereby a group of farmers travel to another community to observe the seeding of a new product or the results obtained with a new seed. Sometimes a farmer may, for example, demonstrate the method used in the selection of the seed and how he proceeded to do the seeding.

Training programs are planned on a three month basis. We have prepared a chart on training events on a six month basis (see attached chart).

These data show: 1) the need to improve relation and coordination with INCCA, by trying to establish an official flow of communications; 2) the working method adopted by UEP is time

FORMAL EVENTS OF TRAINING IN SALCEDO'S UEP

(January to June 1982 Semester)

ACTIVITY	DATE	PLACE	N°Participants	RESPONSIBLE	OBSERVATIONS
	16-19/II/83	Tigualó	14 house-wives	Agr.Ramiro Cerda	
	7-11/IX	Llacta hurco	40 " "	Dr.Raúl Román	
	11-14/V	Sacha	30 " "	"	
	26-28/III	Baños	75 Camp.Leaders	Lcdo.René Unda	
	21-23/V	Píllaro	70 " " Oriental Subarea	"	
	25-27/V	Píllaro	70 Camp Leaders Central Subarea	"	
	9-10/IV	Salcedo	20 Experts	Luis Yandun	
	16-20/III	Sacha	40	Dr. Raúl Román	
	27/V	Llacta hurco	40 Campesinos	"	
	18-22/ V	Aguamasa	40	"	
	28/IV-I/V	Llacta hurco	36	"	
	12/VI	All Project Area	40 farmers 10 Experts	Executive Unit Chairman	
	13/IV	Llacta hurco Sacha	80 campesinos	Edmundo Carlosama	
	16-17/IV	Pisque Project	40 campesinos	René Unda	
	14/VI	Hcda.Pachamama	30 people	Raúl Román René Unda	
	1-4/VI	Collanes	50 campesinos	Cosme Salinas & René Unda	

consuming in relation to training practices to such an extent that personnel complain of lack of time for follow-up or for proceeding to systematize the training practices.

Comments;

We do not have a training events register. The data obtained is therefore incomplete as reports only reach June 1982. UEP personnel working jointly with the rural population identify the needs, analyze them and set priorities in order to define the "generating actions" which will help to solve a given problem. The training task becomes effective through promotion action and services and education oriented towards timely community problem solving.

The active presence of INCCA through its training coordinator can be immediately detected. The same can be said of the support given to the generating action "community guinea pig nursery", to the various courses given on the subject and to the observation field trips.

The work of UEP is entirely oriented towards the field. Only one activity was organized with the participation of professionals from various institutions.

Training in this UEP gives orientation and guidance to officials of UEP as a whole if we take into account the fact that all project action is a potentially generating action and that all UEP officials are at the same time technicians and trainers/teachers. An "Improvement Program for Home Guinea Pig Breeding" has been started in the UEP at Salcedo, following the starting, implementation and follow-up steps as defined in the conceptual approach. This is

considered as the priority generating action of the project. INCCA has participated in the preparation of the Annual Operations Plan for national financing. This plan is being followed in priority areas and comprises 45 marginal communities. Although training activities are available on a general basis they are are sometimes geared to specific training areas such as agricultrue, forestry, cattle raising, soil conservation, water supply, construction, bridges, irrigation ditches, and health. Few activities have been carried out in the areas of soil conservation, water supplies, construction, bridges, irrigation ditches and health. INCCA gives its technical and financial support to all training activities. It owns specific teaching material for this purpose such as a radio commercial on the DRI-Salcado project, and posters on the improvement of guinea pig breeding. These, however, cannot cover all the communities.

Regarding the Salcedo UEP training activities, we believe that due to a varied heavy workload which has to be taken care of simultaneously in various communities, the training coordinator cannot cover them adequately.

Implementing Unit, Guamote Project

The UEP located in the Guamote Canton, Province of Chimborazo, has three "parroquias": Guamote, Cebadas and Palmira. It has 100,594 hectares and is located at an altitude of between 2,800 and 4,400 meters. It covers 25,000 people. 22,000 are widely spread out in more than 100 communities. The land is topographically irregular and less than 40% of its area is fit for agricultural purposes.

Sometimes a given farmer may own 20 hectares but in many cases part of this area because of strong winds, rain and inadequate soil utilization becomes desertic.

Agriculture is the main source of work (followed by handicrafts and trade). Plots are worked as sources of daily food which consists of barley, potatoes, lima beans and, on a lower scale, corn, oca (oxalis), quinoa and "melloco" (a kind of tuber).

Temporary migration is large. The index of illiteracy reaches 60% and the population is half-breed with indian predominance. The health problem is accute. There is only one hospital in Guamote and two health centers in the "parroquias'

The main communications system in the area communities is the radio which is considered a reinforcing element in all project training activities. The most listened to radios in the area are "guamote", Voz de la Asociacion", "Escuelas Radiofonicas Populares del Ecuador" and "Central". UEP requests the support of INCCA to be able to use this communications means permanently.

UEP has operated since 1981 but it is still going through the feasibility studies phase for obtaining national and international financing (55% of this financing is provided by AID). UEP is staffed by 12 officials from different institutions: MSP, IERAC, MAGIEOS, CESA, INCCA. The international organization which gives technical support to the project is FAO. "Accion Integral Guamote" also forms part of UEP.

TRAINING EVENTS IN 1982

GUAMOTE - UEP

ACTIVITY	DATE	PLACE	Nº PARTICIPANTS	RESPONSIBLE	OBSERVATIONS
	12-16/IV/82	Guamote	UEP-GUAMOTE's Personnel	SEDRI-INCCA	Clear vision of the Training and its Methology
	VI/82	Guamote			
	III/82	Various Communities		Carlos Salcedo	
	III/82		15	Carlos Salcedo	
	III/82	Quimiag		UEP-Carlos Salcedo Participation	It is not clear the short courses' objetive
	V/82	Ambato		SEDRI-INCCA	
	IX/82	Rancho Ronald Puerto Ila	Training Coordinators	SEDRI-INCCA	
	12-13/XI/82	Guaslán	UEP	INCCA-SEDRI	
	IV/82	Guaslán	60	Carlos Salcedo-Supported by SEDRI-INCCA-FAO	
	21-22/XI/82	Guaslán	Chapter's Presidents		

ACTIVITY	DATE	PLACE	Nº PARTICIPANTS	RESPONSIBLE	OBSERVATIONS
		10 Comunit.		Carlos Salcedo	
	IV/82	Project Area	UEP Personnel	" "	
	I/82	5 Comunit		" "	
	VI/82	Gramapamba-Guantug			
	VI/82	Guamote	18	" "	
	VII/82	Guantug Atapo Sta. Cruz Galpe Laime		" "	
	X/82	Chismante Larcapungo y Gualipite		UEP-Carlos Salcedo	
	IX/82	Chismante-Telán		UEP-CESA	
Training Communities				UEP	
	VI/82	Guamote		INCCA	

ACTIVITY	DATE	PLACE	Nº PARTICIPANTS	RESPONSIBLE	OBSERVATIONS
	VIII/82	Guamote-UEP			
	6-7-8/VIII/82	Conocoto		SEDRI-INCCA	
	28-29-30/VIII/82	Galte Laime	120 Campesinos		
	23-24-25/VIII	Sanancahuán	40 Campesinos		
	31/VIII/2/IX	Guamote	UEP-INCCA	INCCA-UEP	
	13-18/IX	Guaslán y Guamote		INCCA-PRONACOS	
	18-20/X	Sta. Teresita	All the Community	INCCA-MAG,Rbba.	
	13-18/IX	Gualán		UEP-PRONACOS	

UEP employes 12 staff on a full-time basis to cover the rural organizations. Eight work in the field and four in the administrative area. It must be stressed that in February 1982 all appointments were issued to the communities with new municipal authorities. This is an important step since the local authorities are their only representatives. In this particular case the local authorities have started direct contact between UEP and the home organizations after their reorganization according to community law. The training coordinator presented monthly reports during 1982. These show that INCCA should make available to UEP, in compliance with the latter's various requests, a minimum of training and communications material, namely, a tape recorder and a slides projector.

Because of the fact that the training coordinator is in charge of the preparation of the operations plan and various other administrative duties, his training activities have diminished. The coordinator proposes the need to carry out an effective follow-up of training events in order to go deeper into rural training. The methodology of research/participation has been put into practice by UEP in its training activities and the general assembly convened by the community has become a source of information gathering for the formulation of the Annual Operations Plan.

A pamphlet on potato culture during its seeding period and five radio commercials were developed in August. The training coordinator asked for these material on various occasions from the Communications Department of INCCA. The need to sign an agreement with ERPE for the use of radio commercials has also been stressed.

In relation to the translation of material from Spanish into Quichua, INCCA offered its timely aid. Under the responsibility of the training coordinator and with support from INCCA, A pamphlet on "What has the Jatun Guamote Project Done" was designed and edited. A need for further action by the training coordinator in the rural areas was detected in INCCA/UEP headquarters training activities evaluation report. The fact that research activities carried out by INCCA are not in close connection with the project needs was confirmed.

INCCA's participation at a central level has been requested at SEDRI meetings held to discuss credit for important training requests within the project. UEP also requests clear instructions in relation to fund management by INCCA.

The Annual Operations Plan.

Participation of UEP as a whole in Canton Guamote is useful in that it provides knowledge of the area as a basis for analysis in the preparation of the 1982 Annual Operations Plan (see attached table). Important events such as the reorganization of municipalities allowed direct contact with home organizations for carrying out training activities of interest to the project. The municipality established certain selection and priority criteria for purposes of the Operations Plan. Thirty three marginal communities which will be taken into consideration under this project were thus identified in the following sectors:

Agriculture. - (barley, potatoes)

Three tests on types of barley were done in observation plots with the "Teran", Duchicela" and "Emir" barley types. Two tests of potatoe adjustment to the environment of the "Sta. Catalina" type, as well as of plots where fitosanitary control is performed in connection with the "white potatoe worm" abundantly found in the area were also carried out.

A test in soil conservtion has been done in coordination with PRONACOS.

Livestock. - Attention was given to 485 cattle heads and 1,228 sheep. Fifty four Rambouillet reproduction bulls were delivered for genetic improvement.

Forestry. - In connection with the Forestry District, 164 hectares of trees have been planted in 18 communities.

Infrastructure. - Three community houses were built in Chiamante, Telan, San Francisco de Bishud and Atapo. Finishing work on the community house of Palmira is being pressed.

Construction. - Four community houses have been built in San Jose of Cecel, San Lorenzo of Telan, Pul and Cashuan.

Water Supplies. - Construction work in Galte, Jatun Loma and Visnag has ended in coordination with MAG.

Health. - A health committee has been established in Palmira and Cebadas through an agreement signed with the "Jefatura Provincial de Salud".

<u>Comments</u>:

The training coordinator devotes his time to time-consuming administrative/financial activities which hinders his effectiveness

in the various communities work. The preparation of a project diagnosis and the lack of full familiarity with the area during the initial year have taken considerable time from UEP personnel as a whole.

The teaching material for training activities is scarce or nonexistent in rural communities. Thus, the speedy elaboration of teaching material in each UEP becomes indispensable to motivate the communities and strengthen the teaching task.

Implementing Unit of the Quimiag-Penipe Project

Fifty five per cent of the project needs are financed with AID funds. This unit is located in Quimiag and covers the communities of the "cantones" of Riobamba and Guano, namely 31,500 hectares and 12,410 inhabitants.

UEP personnel (23) was not selected specially for this type of work. It comes from different public institutions: the Ministry of Health, MAG, BNF, the Ministry of Social Welfare, INIAP and various government administrative offices. This personnel shows no team work. Team work is only beginning to emerge. The Chief of Project was changed. The new Chief arrived only 7 weeks ago. The 22 staff members perform a double function: that of technicians and community agents. Field work is programed every Friday. At the end of the week work evaluations are made.

The project started as PIDA 3 years ago in communities which showed greater potential and this criteria prevails to date. Priority was given to communities which showed greater economic potential. The project now covers 20 poorer and less integrated (marginal)

communities. It is believed that communities which received priority before enjoy a good organizational level. They have road access, etc. The Project limits itself to "support" these communities and gives preference instead to map drawing of communities which have only recently acquired land in order to get to know their needs and priorities by means of team work. Work is gaining scope in 20 selected communities (chosen among 40) with INCCA support. The Operations Plan was prepared and reviewed in the annual community assembly held in Quimiag and Penipe with the participation of representatives of all the communities and INCCA officials (see attached Table).

The "Rural Population Committee" (Comite Campesino) is composed of 5 farmer representatives, 3 from Quimiag and 2 from Penipe. They were nominated to work in the project by the assembly. The Committee and UEP reviewed the Annual Operations Plan during a 5-hour session before submitting it to SEDRI.

In terms of teaching material UEP has only one rotating poster holder and a slide projector. Teaching and radio broadcasting materials are required as well as a video-cassette on community work (minga), soil conservation and fruit-growing. INCCA is thus requested to provide as much teaching material as possible. The personnel which used to work before at a technical level asks help now from the training coordinator to achieve community organization. These personnel wish to simulatenously become technicians and teachers/trainers. UEP maintains relations with

public institutions in different areas through the representatives of the "Junta Asesora Provincial" which meets every six months. Training areas covered by this UEP are the following:

Production:

Agricultural. - Technical assistance to main cultures such as corn, potatoes, lima beans.

Livestock. - Technical assistance; cattle adaptation and improvement and breeding of smaller animals (sheep, guinea pigs, etc.); race improvement.

The Intisay cattle is the most important "generating action" of this Project. In this connection, training is given in the areas of animal handling, feeding and disease prevention through vaccination and cleanliness.

Forestry. - Implementation of small community hatcheries; soil conservation and protection. Forestry work is coordination with the Parish priest of Penipe.

Structure:

Agrarian. - Deals with land adjudication and legalization.

Health. - Elementary care with community participation; medical care; community medicine chests.

Infrastructure. - Checking constantly the status of the irrigation channel which must be completed by INERHI. UEP is pressing INERHI to reinstate construction on the Quimiag irrigation channel. The rural population also puts pressure by sending telegrams and UEP presence helps.

Organization. - Communities and municipal authorities act as direct speakers on behalf of UEP in training activities.

Comments

These are all potential generating activities. UEP's emphasis is focused, however, in the Intisay generating action to which INCCA has given enormous support. INCCA orientation on rural development and training methodology are the main points in the work of the technical personnel.

UEP has taken another interesting course of action by adopting team work. In addition, action performed by the training coordinator is very active and requires great effort in order to adequately cover additional administrative duties. We would thus suggest that INCCA increase its personnel to support the coordinator's performance. Taking into consideration the fact that UEP is composed of heterogeneous personnel we recommend that this personnel be permanently trained to consolidate UEP work.

The attached Table prepared with basis on reports prepared by UEP does not show the number of training personnel. We therefore suggest that INCCA design a new Monthly Report easy to fill in and which would include the most important training data.

There is no sufficient teaching material in the communities. Its use should be common to all community training activities. INCCA has played a very important role in the preparation of teaching material. It takes, however, some time to do so. It would therefore be preferable if UEP could try to produce this material at its headquarters.

FORMAL EVENTS OF TRAINING IN QUIMIAG-PENIPE'S UPE

(1982)

ACTIVITY	DATE	PLACE	Nº PARTICIPANTS	RESPONSIBLE	OBSERVATIONS
	31-VII/82 2-XI/82	Quilluyacu Pachanillay	House-wives	UEP-DRI José Mariño	
	22-VI/82	El Toldo	INGUISAY Association	"	Credit use.
	7-IV/82	Llucud	Community	"	
	19-IV/82	Llucud	House-wives Club	"	
	22-IV/82	S. Miguel	Community	"	
	8-II/82	Llucud		"	
	6-VIII/82	Ganshi	Members of the Organization	"	
	11-III/82	Chañag-S.Miguel	Parents	"	
	2-III/82	Inguisay		INCCA-UEP	
	16-III/82 11-II/82	Puelazo Guntus, Guzo, Puculpala	Community	José Mariño "	
	3-V/82	Puculpala		"	
	4-V/82	Candelaria		"	
	15-19-II/82	Conocoto		ICE-INCCA	

ACTIVITY	DATE	PLACE	NºPARTICIPANTS	RESPONSIBLE	OBSERVATIONS
	25-II/82	Quimiag	UEP-SEDRI-INCCA	SEDRI-INCCA	
	29-30-IV/82	Quimiag	Coordinators	INCCA-SEDRI	
	10-14-V/82	Quimiag	UEP-SEDRI-INCCA	INCCA-SEDRI	
	5-III/82	Ayron	UEP's Personnel	Jose Mariño	
	24-II/82	Llucud		"	
	5-7-V/82	Baños	Subarea Directors Penipe with Campesinos	"	
	4-VI/82	Ambato	UEP	DRI Tungurahua	
	18-19-V/82	GAnshi		José Mariño	
	20-V/82	Chanay-S.Miguel	Community	"	
	21-V-82	Ambato	UEP	SEDRI	
	6-X/82	Quilluyacu	Community	UEP	
	15-X/82	Baños	UPE	José Mariño	
	17-VIII/82	Puelazo	Community	"	
	26-II/82	Ayron-Llucud	Campesinos	"	
	7-XII/82	Project Area	SEDRI Chariman	"	
	23-VIII/82	Shumiral	UEP-UROCAL	UROCAL	
	27-29-X/82	Guaslan	UEP-INIAP	UEP-INIAP	
	29-XI/82	Pachanillay	Community	José Mariño	
	14-18-XII/82	Guaslán	UEP	"	
	4-III/82	Bayushig		UEP	
Short courses:	12-14-IV/82	Puelazo	Community	José Mariño	
	17-19-III/82	Ganshi		"	
	29-IV/82	Chañay	Community	"	

ACTIVITY	DATE	PLACE	Nº PARTICIPANTS	RESPONSIBLE	OBSERVATIONS
	9-10-II/82	Quimiag	UEP-IICA		
	22-24-III/82	Inguisay	Community		

ACTIVITY	DATE	PLACE	Nº PARTICIPANTS	RESPONSIBLE	OBSERVATIONS
	26-IV/82	Llucud	Community	José Mariño	
	3-13-VIII/82	Llucud	House-wives	"	
	7-18-VI/82	Paculpala	"	"	
	12-VII/82	Panchanillay	Community	"	
	15-VII/82	Bayushig	Community	"	
Campesinos Meetings	29-31-III/82	Guaslán	Quimiag's Leaders	"	
	19-20-VIII/82	Baños	56 Campesinos	"	

Demonstration plots are an excellent instrument for technical demonstations by technical personnel. Sometimes, however, there is a risk of loss of a farmer's crops if the experiment fails. Radio broadcasting seems to be the most important supporting training action. It would thus be desirable to have more radio programs in order to reinforce UEP activities.

Implementing Unit of the Project Quininde-Malimpia-Nueva Jerusalem

The implementing unit is located in Quininde, Province of Esmeraldas. It covers approximately 96,000 hectares, 40% of which are fit for forestry purposes and the remaining for livestock and agriculture activities. There are 28,000 inhabitants. Livestock development in the area is a very important economic activity. Thirty five per cent of this project's financing comes from the World Bank (BIRF).

UEP is composed of 15 staff members in secondment from various institutions such as MAG, MBS, INIAP, the Ministry of Health, IERAC, MEC, ICE. There is also a training coordinator from INCCA. Teaching material has been prepared with INCCA support consisting of posters on the pig breeding workshop which have helped to motivate and reinforce other workshops organized in this area.

Comments

The community of UROCA has started a trading system. Training of UEP personnel by INCCA must continue in order to select a priority generating action. The unavailability of a report giving data such as training activities conducted, number of participants,

TRAINING EVENTS IN THE EXECUTIVE UNIT PROJECTS QUININDE MALIMPIA-NUEVA JERUSALEM 1982

ACTIVITY	DATE	PLACE	NºPARTICIPANTS	RESPONSIBLE	OBSERVATIONS
Short courses:	14-15-X	Renovación	32 farmers	INIAP-INCCA	
	19-XI	5 de Agosto	60	INCCA	
	11-V	"		UEP	
	15-16-VI	Quinidé		INCCA-UEP	
	9-XI	3 de Enero			
	19-20-IV	Canadé		UEP	
	8-X	Canadé		INCCA-UEP	
	6-IV	Project Area		SEDRI-UEP	
	13-II	Malimpia	Habitants	Vidal-Mesias	
	3-4-XI	Naranjal de los Cayapas		UEP	
	24-III	Los Arenales		Vidal-Mesias	
		Renovación		UEP-JNF	
	12-13-IV	Nuev.Jerusalen	UEP	INCCA	
	Quito		INCCA		
	28-III	Malimpia	Habitants		
	1-VI	Coop.Quishpe	Parents	UEP	
		Rancho Ronald		INCCA	
	11-13-X	Guaslán		INCCA	
	20-24-IV	UEP	UEP	INCCA-SEDRI	
	5-1	5 de Agosto	School Students	Vidal-Mesias	
	3-VIII	5 de Agosto		UEP	
	12-VIII	Rancho Ronald		UEP	
	4-VIII	Renovación			
	1-VI	Malimpia			
	13-14-IX	Cumbanchira S.Domingo		UEP	
	9-VI	Los Arenales		UEP	
	24-27-XI	INIAP	28	INCCA-SEDRI	

ACTIVITY	DATE	PLACE	N°PARTICIPANTS	RESPONSIBLE	OBSERVATIONS
	7-X	La Unión	UEP	INCCA	
	5-VI	Renovación		UEP-Vidal Mesías	

implementing agents, meeting objectives, achievements accomplished. etc. is a serious limiting factor. A chart showing UEP training activities has been prepared for their easier visualization (see attached chart).

The 1982 report is very short which makes it difficult to fully appreciate the role of training. We stress the need to prepare a sample chart with all the required data (see attached chart).

Information on the use of teaching material is very scarce. The need to increase its preparation at UEP with INCCA support is being raised.

It would be important to implement a follow-up system on training activities in the form of a big wall chart in UEP in order to identify training action and thus facilitate the planning and systematization of the activities to be conducted.

Both in the areas of methodological orientation and conceptualization of rural training, INCCA's participation is outstanding not only through the work of its coordinator but also in the organization of activities and (learning) communities.

Implementing Unit - Projects Puerto Ila-Chone

The implementing unit is located in El Carmen, Manabi Province. The Project covers all communities in the "cantones" Santo Domingo Chone, Quevedo and El Carmen, namely an area of 176,000 hectares and 50,000 inhabitants. 35% of its financing comes from BIRF funds.

UEP is composed of 15 technicians seconded from their respective institutions: MAG, MBS, INIAP, Ministry of Health, IERAC, MEC, ICE.

It has an INCCA training coordinator whose orientation work in the

training area is of great importance to UEP. Personnel situation has been unstable. Five staff members have been changed recently. The existing report in INCCA files is above all an eonomic report which has made if difficult for us to prepare a chart showing the training activities conducted by UEP. A national strike (paro) prevented AID Evaluation Mission to travel to Puerto Ila and Quininde as planned.

The priority generating action determined by UEP (after global community analysis) is in the area of corn culture at a community level in San Vicente del Nila which is located in the southwestern area of canton' Santo Domingo de los Colorados, at Km. 37 in the Quevedo highway. The community consists of farmers and day laborers working a communal plot of 10 to 17 hectares. They intend to work jointly in order to obtain collective income.

Under this project, 12 hectares will be sown with hard corn as from December 1982. Practical knowledge will be imparted throughout the culture steps and the trading process will start during the harvest period. At the same time other training activities have been started in the areas of nutrition, health education, timely utilization of services from the health sub-center, among others. The establishment of a 1,000 square meters community vegetable garden and the installation of 50 water closets is intended.

The important financial and orientation support provided by INCCA which has made possible the conduct of this project's important generating action must be stressed.

In the area of teaching material needed to reinforce the training activities the publication of the following is required: 1) posters on health education, 2) a pamphlet on the results obtained by the community activity and on trading problems.

A list of materials has been requested from INCCA in order to carry out priority generating action. These are: radio programs, video publicity, diffusion bulletins, posters, and rotating poster holders.

Implementing Unit - Jipijapa Project

The UEP is located in Jipijapa, Manabi Province and covers 177,000 hectares and 85,568 inhabitants.

It consists of 7 staff members seconded from public institutions and an INCCA training coordinator.

The project is being studied for diagnosis. Financing through various national and international organizations is being anticipated for its initial steps.

The project is in the step of area inspection: population to be covered, priority need identification, rural organization aspects, etc. which will permit an adequate diagnosis.

The report, presented very partially, gives only a glimpse of the training activities which take place. It does not give complete information as to where these activities take place, who the participants are, subjects treated, etc. INCCA files have no information that would allow us to comment on the training action conducted by this UEP.

PART II

INCCA'S INSTITUTIONAL DEVELOPMENT

Appendix A presents some of the historical data which help create the context for the project. Although it is quite incomplete, it leads to the observation that three different histories converge in the project, viz,

- The Ecuadorian experience in rural development which until the 1930's did not even include the bare bones of an extension service.

- The Ecuadorian experience in the area of rural extension and peasant training has only shown some signs of vigor in the last twenty years, but even so maintains itself at a great distance from the peasant world.

- The AID experience in nonformal education, which in spite of some rather impressive breakthroughs in education for development grass roots sytle, has as yet been unable to find the means to expand improve and legitimize nonformal education as a viable alternative (socially, economically and politically) for people without access to formal education. Of particular note is the failure to have institutionalized a highly successful rural nonformal education program within the Ministry of Education in Ecuador in the mid-1970's.

It is important to recognize these convergent backgrounds because even though the project is governed by an explicit written agreement, it is also true that different parties interpret that document according to their own background and goals.

For example, this particular project - to create a National Network for Rural Training - is closely tied to the development of the newly created National Institute for Peasant Training and the National Subsystem for Integrated Rural Development. Further, although the SNCR project agreement was signed in August 1980, project implementation had to wait until INCCA was able to meet certain institutional requirements, some of which were further tied to the SEDRI and which together postponed the first disbursement under the project until October 1981. Even then, some of the legalities regarding the specific field sites for the SNCR project were not defined until mid 1982.

1. A Look at the SNCR

The new approach to the institutionalization of the nonformal education experiment in Ecuador today is based on the experience of organizations and groups which although they consider themselves to

be educational. They have discovered that trying to implement the formal education system in rural areas means not being able to educate effectively. An incipient type of alternative system sometimes emerges as newapproaches employ similar techniques and materials and a common language towards common goals. What such a process requires is that states and governments recognize its legitimacy, allow its autonomy and respond to its requests for technical and financial assistance to enable expansion into new areas (thematic as well as geographical). In other words, the state should provide support mechanisms so that nonformal education can take advantage of its own strong points and try to remedy its weak points without losing its basic nature. ("A Semi-Systematic Framework for Nonformal Education," James Hoxeng, S & T/Ed, August 1980.)

It is this vision of nonformal education in which the SNCR project is based. It is specifically one in which those who carry out nonformal education are assisted to improve their own styles and outreach without losing independence, to develop their inititiaves, and to take responsibility for their own activites and for the implementation of flexible study programs geared to peasant realities.

It is a model which is <u>not</u> interested in creating a new institution, but rather in 1) helping institutions which work with peasants do so in ways which better respect and respond to them and 2) bringing both public and private (existing) institutions into a network at the service of the rural poor. The SNCR project is precisely an attempt to create inside the state apparatus an organism which is sufficiently flexible to respond to peasant needs by channeling available public and private resources towards peasant training.

The reader should refer to the description of the structure and function of the program envisioned in the project agreement (Appendix B) and to Section E which describes the Functional Guidelines for INCCA in Ecuador. It is clear in the project agreement that INCCA, which is a national level institute responsible for promoting improving and coordinating peasant training in Ecuador, is the agency chosen to implement the SNCR project in areas which are specifically chosen as integrated rural development sites.

It is also apparent that the institutional location and operationality of INCCA (within the Ministry of Agriculture and Livestock) was one of the special concerns of AID in developing the agreement. The concern was precisely that INCCA would have sufficient flexibility within the MAG to manage a flexible SNCR in turn. As a specialized program within INCCA, the SNCR was envisioned as having three levels of operation:

1. a directorate assisted by both a permanent national multi-institutional advisory council and a specialized advisory council which would function for the life of the project.
2. a central level composed of about a dozen technical and support personnel divided in three different units dedicated to back stopping.
3. the field level staff designated by the SNCR in each DRI project.

At the central and the DRI levels, personnel included in the SCNR were to be selected in consultation with AID as the financing agency. Although the basic structure of the central level SNCR (within INCCA) might vary from that proposed in the project agreement, it should nevertheless preserve characteristics which would allow it to maintain independence, efficiency, and agility in its relationships with other public and private institututions with them in its reponse to needs at the DRI field level.

With this background, comparing the current organizational scheme of the SNCR-INCCA (Figure 2) with that which was proposed (Figure 1), helps illustrate a situation which was also verified in this evaluation of project progress to date.

1. Although the SCNR is acknowledged as the implementing agency for the project, it is structurally located under the Peasant Development Division (of the MAG), a factor which has greatly limited its agility and capacity for institutional development and response to the needs of the DRI projects.
2. To date there is no evidence of differentiation between the SNCR and INCCA.
3. The national multi-institutional advisory council does not exist, either at the level of the project or of the SNCR. Because of the failure to differentitae the project from INCCA as a whole, the special technical assistants provided by the project have been pulled into serving INCCA as a whole rather than implementing the project.
4. There is really no central level SNCR. Or, if it is argued that the entire INCCA acts as the central level SNCR, then it must also be recognized that the central level is some three times larger than what the project agreement anticipated, i.e. some 35 instead of 11 technical and support staff.
5. There are five training coordinators, one in each of the DRI projects (of which 14 are operating under the national DRI system) with which the SNCR has a permanent relationship.
6. Central level personnel with the excetpion of the four technical assistants paid with project funds were appointed by the directors of the Peasant Devalpment Division, chosen mostly from staff already working in that division or elsewhere in the MAG and without establishing special criteria for their selection. Moreover, they were appointed prior to the appointment of a director for the SNCR, i.e., the entity specifically charged with project implementation.

7. The current institutional structure is so far neither sufficienly independent, efficient or agile. Neither have firm relationships with other public and private institutions been established which are capable of responding adequately to the needs at DRI field level. It can even be argued that training efforts have been decreased in non-DRI areas.

A more analytical discussion of the above observations follows. Rather than attempting to discuss each point separately, the discussion is built around three general themes: the functionality of INCCA, the coordination betweenINCCA and other public and private institutions engaged in peasant training in Ecuador, and institutional development within the DRI projects related to INCCA.

2. The Functionality of INCCA

The failure to distinguish in practice between what should be the SNCR (the project) and the whole of INCCA, the consequent slowdown of project implementation and the limitations on the national peasant training program has already been recognized in this report.

It should be elaborated here that even though the SNCR was intended to be an innovative and dynamic institution, in 1980 (the first year of its existence and the year immediately prior to the beginning of the project) it functioned in traditional style. This was the perception of individuals interviewed and was confirmed by reviewing the lists of loosely organized training activities carried out then. The institute was created with a generous budget to support a new program, but failed to use it with the result that the following year - just as the project was beginning - funds were cut to less than a third of what they had been in 1980. With such a cutback, INCCA had to depend largely on project funds which meant working in conjunction with SEDRI while trying to build itself up under negative conditions.

The confusion of the project with the newly created institute makes it especially necessary for this evaluation to take into account INCCA's own organizational difficulties. The major ones have been:

1) Until recently, INCCA had not had a permanent director. From the time the project agreement was signed (August 1980) until just before the first disbursement (October 1981) INCCA was managed by the head of the DDC who also had three other departments within his division. During that same period, SEDRI which was to work closely in the DRI program was still being formed. But even after SEDRI became operational and a director was appointed for INCCA, problems persisted at this level. The director appointed in September 1981 was given a four month contract which was later extended to a year. He actually filled the position for thirteen months, but in addition to the indefinteness of his appointement, he

was also "on loan" from his position as director of the Ecuatorian Cooperative Institute (ICE) which continued to distract his time and energy from INCCA responsibilities.

Problems in ICE plus the inability to work independently in INCCA prompted the director to return to ICE in December 1982. Two persons from INCCA acted as directors for the following few weeks until finally in January 1983, the present director was hired with an apparently stable appointment.

2. Since INCCA depended on the DDC it was directly limited in its ability to attend to field projects because of DDC lack of vehicles. It has six to serve four different departments. Likewise (as discussed above in the section on GOE logisticalsupport for the project) the MAG was unable to provide the project with printing services, one of the factors behind the almost total lack of teaching materials available at field level. In addition, INCCA's institutional flexibility, a condition upon which AID had insisted in the project agreement, was greatly weakened by its dependence on the DDC.

3. Most of the those interviewed in INCCA indicated that

a) There is still a lack of agreement about methods and style of work. Some attributed this to the lack of full participation and growth opportunities inside INCCA itself. Others blame the initial failure to recruit dynamic and capable individuals to staff INCCA. Almost all agree that bureaucratic conditions (especially DDC control and lack of vision and resources) have undermined the functionality which might have been achieved and created a negative or at least fragmented and difficult organizational climate in INCCA.

b) There is a lack of efficient and effective coordination across departments in INCCA between a small "elite" (special project personnel and department heads) and the rest of the INCCA staff, between INCCA headquarters and field projects.

A few extra words about INCCA staff and personnel relations are in order.

Most of INCCA's staff was transferred without proper attention to what should have been recruitment criteria given the principles and challenges identified for the new institute. An attempt was made by the DDC to offer better salaries to INCCA staff as an incentive, but a ministry level decision was made to the contrary. If these circumstances were unsatisfactory for the formation of INCCA, they were more so with respect to personnel for the project, for which AID should have participated at least in setting recruitment criteria if not in actual recruitment. This "faulty" recruitment plus the lack of clear task definition and appropriate on the job

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training produced a climate of uncertainty which in turn produced a small elite among staff with special functions and compatible viewpoints within INCCA.

The idea of creating a special program and specialized personnel with INCCA may well have created such an elite, but it should have been an elite which was so identified for its exceptional skills and dedication to the formation of the SNCR and which was positively regarded for its benefits to the other staff in the institute. What cannot be justfied and is completely contradictory to SNCR-INCCA methodology is an elite which is closed, exclusive and without clear justification.

Interviews with staff in the various department which make up INCCA showed that the majority feel isolated from the "life" of the institute in spite of their interest in it. Several of them indicated that neither their personal functions nor those of their respective departments were clearly defined and that they often felt underemployed, especially with regard tofieldwork. They recognized that the latter was largely due to the lack of vehicles and per diem monies and that these problems were being overcome. Nevertheless, they indicated the urgency of analyzing and defining individual and departmental tasks.

Such an organizational analysis had been begun by the special technical assistants provided by the project (one long term and one short term). However, their work was sidetracked by other matters. What was accomplished has largely remained unimplemented due to the instability and lack of autonomy of the institute.

The Department of Administration and Finance has especially serious problems due to lack of job guidelines and poor interpersonal relations. About five months ago an economist was contracted (with project monies) to take over the office. Since then some progress has been made in preparing forms to use for administrative and financial relations between INCCA Quito and the field projects. This should be tested in a meeting planned with field staff in April.

Steps are also being taken to resolve personal problems, something which depends on ministry level management decisions, and it appears that decisive actions will be taken soon.

The Programming Department reported that until this year, programming for INCCA was handed to them "ready made" by SEDRI. Only this year do they have the power to do their own programming. Even so, the level of effectiveness which might be expected is low due to the weakness of relationships between INCCA-Quito and the field and with other public and private institutions.

The Communications Department has functioned (or semi-functioned) without a head because it has reportedly not been possible to find a qualified person within the Ministry. During 1982, there were two or three acting directors, including one of the project-supported technical assistants. Even so, the Communications Department remains poorly oriented and somewhat negative relationships have developed among the personnel. These, however, seem to be largely circumstantial and likely to be overcome once a good director is found, something which is a top priority for the new director.

During 1982, the Research Department included a technical assistant of exceptionally high quality who was well-regarded for his contribution to the department. However, he chose to resign for personal reasons. Recently, he was replaced with a new technical assistant who appears to enjoy the appreciation of other department members. Research progress has been slowed greatly by the lack of means to get to field sites. Four themes have been selected for the reseach program on the basis of two criteria - commonality across serveral field sites and elements which would appear to ensure their feasibility and successful completion.

Conversation with departmental staff revealed that they have already planned a more intensive field level program and they are aware of the need to carry it out in conjuction with staff from the Communications Department. However, the feasibility of this depends greatly on improvements in the latter department, something which will hopefully occur in the near future.

Two particular comments should be made regarding this department. One, careful consideration should be given to the selection of research on the basis of themes which can be carried out quickly and translated rapidly into learning materials, both because these are urgently needed at field level and because INCCA-Quito must begin soon to demonstrate its ability to turn out concrete, useful products. Second, the breadth and urgency of the research needed in order for training to become truly integral makes it necessary for INCCA to seek out other institutions or individuals which already have or can quickly produce some of the specific research needed for field level training activities.

Finally although the Research Department appears to be the most functional to date, it is still lacking in internal cohesion and optimal use of personnel.

3. Coordination between INCCA and Public and Private Institutions

This section deals with SNCR's nature as an inter-institutional net. Figure 1 shows that SNCR should have an Advisory Council represented by various institutions such as the National Development Council, the Ministries of Agriculture and Livestock, Education,

National Welfare and Health, the National Institute of Hidraulic Resources and Agrarian Reform and Colonization, as well as by two representatives from private institutions. One of the existing conditions recognized prior to the establishment of this project was evidence that such Council existed. Once this fact was established an agreement was signed between MAG and SEDRI (see attached chronological data dated August 1981). Although in fact SEDRI is integrated by a larger number of institutions than that stated in the agreement, its connection to the SNCR project is only at a MAG/SEDRI level and does not therefore participate directly in INCCA or SNCR activities whose goal is precisely that of implementing an institutional net in the area of rural training in DRI pilot projects supported by INCCA.

In its 1982 report DESRI states that:

1. 71 inter-institutional agreements have been signed clearly defining project governmental participation by specialized organizations (SEDRI report, page 30).

2. The formulation of a "Conceptual Framework" is an achievement. This gives orientation to the Rural Training process, which based in the systematic experience gathered in the country allows UEP and its participating agencies to refer to one common, pragmatic factor in the conduction of their activities. (Op.Cit., page 51).

3. The preparation, discussion and implementation of a new training concept has permitted the use of non-traditional mechanisms to develop training in DRI projects. New methods have thus been permanently established for this purpose in training development. In this context, for instance, a group of activities has been assigned to each technician to be applied to both his own work and to collective teaching activities directed to all other technicians of the Implementing Unit. This on-the-job training is called "Learning Community". It is intended to transform each Implementing Unit and all its technicians into a nucleau of constant discussion, reflection and learning. A monthly meeting has also been established with the participation of all Implementing Unit technicians in a desire to achieve learning systematization and orientation. (op.Cit., page 66).

The above helps to demonstrate what we had observed, namely that inter-institutional coordination is elementary and INCCA's general orientation is fully recognized. We believe, nevertheless, that INCCA lacks in actual mult-isectoral participation and it does not, therefore, directly contribute to SNCR formation.

Going back in the history of INCCA, it is useful to recognize the fact that prior to the promulgation of the "Livestock Promotion Law" by which INCCA was established, representatives of various institutions (among them the Ministry of Education, The National Institute of Social Training, the Ecuadorian Development Foundation, the Institute of Ecuadorian Unions, the Ecuadorian Headquarters for Livestock Services and the Motivation and Advisory Ecuadorian Center) met to contribute to design what later became INCCA. They continued to meet after promulgation of the law but the establishment of a multi-institutional Advisory council never came to life neither in INCCA nor in SNCR.

The nature of SNCR activities asks for close constant collaboration with other public and private training institutions in the country. Although it is SNCR Headquarters' responsibility to strengthen other institutions, it will be these other institutions' responsibility to proceed to implement exhaustive and extensive field work.

As a first step towards establishing relations with other institutions in the creation of SNCR, INCCA organized in 1982 two meetings, one oriented to public institutions and another to private institutions in charge of training in the country. The intention was to create SNCR "in order to support its implementation and institutionalization to rationalize and optimize use of resources made available to institutions" (Report and Evaluation of the First Meeting of Public Institutions in Charge of Training in the Country: Introduction). Although 20 public and 27 private institutions or programs participated in these meetings and corresponding reports show that both public and private sectors favored the creation of SNCR with INCCA support, no serious follow-up exists between them and INCCA. The latter believes that it is still in no position to do so.

At this point it is important to note the attitude of other key institutions in the challenge of implementing SNCR. Both among public institutions, and, in a lesser degree, among private institutions the so common organizational territorialism prevails. Other institutions would be willing to collarborate with SNCR but would not accept imposition of INCCA as regards working ways or conditions. In addition, private institutions believe that state organizations, policies and methods come and go with changes in government and authorities. They thus fear that too much dependence on a state organization would place them under the ups and downs of state bureaucracy.

What aroused interest among private organizations was the thought that the creation of SNCR would imply that INCCA would distribute financial and material resources among them. INCCA however did not accept this. Two principles come to mind in this respect. First, experience has shown the need to include in the project an Assistance Fund for Rural Training to provide financial and material

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resources to those beneficiaries who are ready to engage themselves in development activities. This could also be applied to institutions who have limited resources and whose financial inclusion is contemplated under this project. Offering this type of training to other institutions would motivate them to join efforts with SNCR-INCCA. Reciprocity would have to be respected. For existing institutions to build a coherent and lasting net, it is expected that all parties concerned benefit from tangible exchanges. It is not realistic to believe that these institutions will joint their common efforts to help rural populations and development alone.

Another initial step towards the establishment of SNCR was the "Resources Inventory for Rural Development", namely, an inventory of overall institutions and programs of importance to the country at a national level. (Further consideration is given to this matter in another section of this report.)

It is important to stress here that only limited and superficial identification of existing resources was achieved in this inventory. This has jeopardized progress in the creation of SNCR. It is also worth stating that in the preparation of this inventory the investigating institutions faced resistance on the part of various institutions who were reluctant to give information, especially of a financial nature, and showed skepticism as to INCCA's future.

Finally, a few observations should be included in connection with some specific institutions such as the Ministry of Education (ME) and the Ecuadorian Headquarters of Agricultural Services (CESA). There is no evidence of collaboration between INCCA and ME. This collaboration is supposed to exist in relation to the Ministry of Education's programs in the area of non-formal education. Up to now, the need to integrate technical and social training is being respected. But negligence exists in the attention given to the integration of basic training (reading and writing and mathematics teaching) with technical and social training. Unfortunately, in the rural training inventory of institutions and programs, those dealing with the teaching of reading and writing were eliminated.

In our desire to find out if the Ministry of Education had similar programs to those of INCCA, we talked to a member of the Department of Rural Development located in the INACAPED building (National Institute of Pedagogical Training). We were informed by this person that the department conducts activities in Los Rios, Guayas and Chimborazo and has teaching material in the areas of community development, rural organization, nutrition, the teaching of reading and writing and soil erosion. It is also developing teaching guides on sowing, harvesting, nutrition and home labor. According to this source of information, the department would be very willing to collaborate with INCCA but until now they did not know it existed.

Secondly, the presence of CESA in various activities that have come to our attention has greatly impressed us. CESA is a private catholic organization which was founded in 1967 by the Ecuadorian Headquarters of Class Organizations the Ecuadorian Institute of Social Development (INEDES), and what is known now as the National Federation of Rural Organizations (FENOC). CESA has a staff of 19 in Quito and 80 in the field. The latter collaborate with public and private institutions (national and international) and also with some DRI. CESA uses a methodology similar to that of INCCA and has extensive experience in the area of loan granting to poor farmers. The Head of SEDRI, the Minister and the Deputy Minister of MAG, some officials of INCCA and UEP have been involved in CESA's activities. CESA is undoubtedly one of the institutions that best represent the present orientation and implementation policy in rural training and development in that country.

The strengthening of formal relations between SNCR-INCCA and CESA is important. SNCR-INCCA can learn a greate deal from CESA and could also support and enlarge CESA's activities. We also believe that in the present circumstances it is important to achieve a SNCR-INCCA-CESA relationship which does not interfere in the strengthening of the recently created SNCR-INCCA. It is worth citing CESA as follows:

> "In connection with support services, we are looking for co-financing and co-implementation mechanisms with state entities as a first step. Full state financing and implementation can be then achieved in a near future. CESA as a matter of principle cannot nor does by any means intend to take over activities which are the lawful responsibility of the public (Testimony of a Commitment, CESA, 1982: 13).

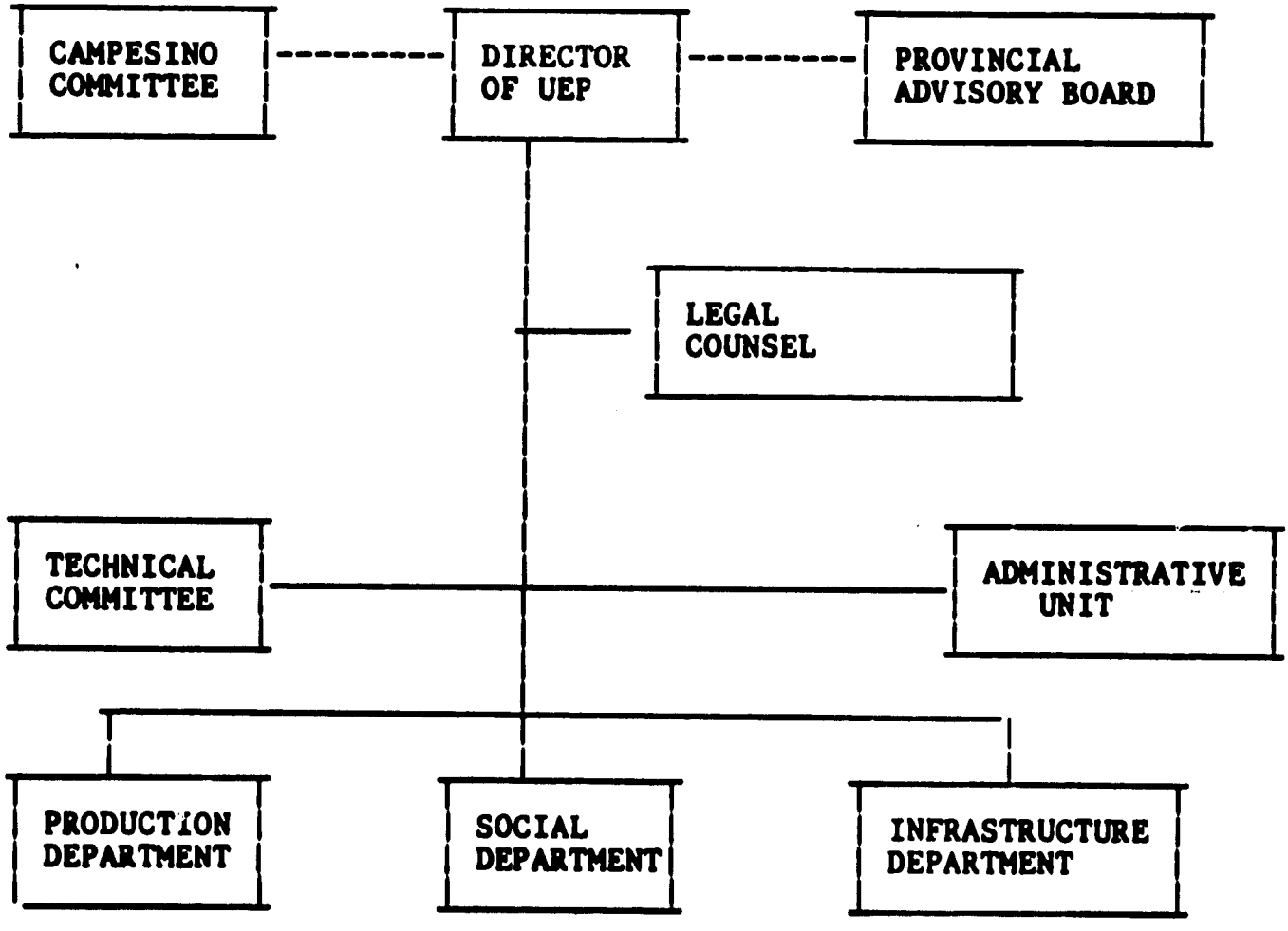
In this respect what we worry about, and so does CESA, is that the latter's status may prevent SNCR-INCCA's development. This tendency is demonstrated in two concrete examples. The first, in respect to the administration of the project assistance fund for which an agreement was signed between SECRI, MAG and CESA without INCCA participation. The second, SEDRI gave responsibility to CESA for the development of research on "The Present Rural Situation". In both cases participation of INCCA was not intended to replace that of CESA but the inclusion of INCCA as a formal participant would have helped to strengthen SNCR-INCCA's status and establish the desired relations among SNCR, INCCA and CESA.

4. Institutional Development at UEPs Level

Figure 3 shows the institutional development at the UEP level in DRI areas.

FIGURE 3

FUNCTIONAL ORGANIGRAM OF THE PROJECT IMPLEMENTING UNITS (UEPs)



Due to the national strike that took place during the week in which visits to five projects with permanent INCCA personnel was planned, we were able to visit only 2 UEPs: Quimiag-Penipe and Salcedo both in the Central Sierra area and both financed with additional AID funds within other agreements.

We have verified that both in UEP and at headquarters the selection of personnel was not based on a special criteria but was made by the corresponding authorities of the various institutions involved. In some cases, by inviting the available personnel to join UEP/DRI, and auto-selection tool place. Among the staff we found personnel with 20 years of experience in the area and staff who had just started their professional careers. Since UEP was created only a year ago all its staff has just started the DRI system and there seem to be very few staff changes. It was noted that in both UEPs former Heads had been changed by SERI due to inadequate performance.

It was also noted that in both UEPs the training coordinator acts as the key person since he is responsible for the methodology training of the remaining technical personnel essential in this system. Despite the fact that the training coordinator was absent from Quimiag we found various examples which showed the training support that he gives to his colleagues. In both sites, a clear activity programming and positive collaboration among personnel of the various institutions were evident.

The training coordinator of each UEP (specially hired by INCCA and paid with project funds) handles a special project account for training purposes. The amount of this account depends on the various requests made by the coordinators and is renewed according to programmed needs. This gives prove already of administrative/ financial decentralization or, rather, of the level of strength acquired by this UEP.

In relation to the training activities we make the following comments under the subject of institutional development (see Section I, 3.3 for a more detailed description of the work performed by UEPs).

1.- After the initial consultancy services organized by INCCA headquarters there has been little follow-up due to various factors, mainly the work devoted to consolidation work at headquarters and the lack of transportation facilities to reach the field.

2.- Despite of the above, the annual SEDRI report and discussions held with UEP show that UEPs are in the process of identifying generating activities with the participation of rural communities and that technical teams meet regularly in learning communities.

3.- Training coordinators have a work overload. They have not had adequate support from headquarters (especially in the follow-up, research and teaching material areas).

4.- Training methodology thus is not being integrated throughout technical activities. Although these are not carried out "vertically", they still remain eminently technical. There was no evidence of basic training and very minor evidence of social and organizational training.

In addition it seems that social training is frequently given as a background training on technical activities rather than simultaneously and even less by itself. Shortage of learning equipment and material both in knowledge systematization and applied research results in an obstacle in training integration, methodologically speaking.

5.- There was not a single women in the team of UEP Salcedo despite the fact that intensive work is carried out with women due to the strong migration of men. This work is particularly carried out in the area of community guinea pig nursery implementation.

6.- In its 1982 report SEDRI states in relation to UEP's consolidation that "priority action to take place in 1983 should be oriented towards constant and systematic training of UEP technicians" (page 68), thus recognizing the importance of what remains to be done to enable these technicians to act as real trainers/teachers among colleagues and farmers.

Having visited only 2 UEPs for a very short period we cannot submit but a general analysis. We believe that attitudes and styles of field personnel have basically changed from "verticalism" to "horizontalism" and the need to integrate various types of training is recognized. INCCA's work has contributed in this respect but it seems that up to now the change is due more to the rural integral development policy itself than to INCCA's work. Moreover, due to the lack of equipment and support material and the extensive and varied activities to which the training coordinator attends, it is not realistic to believe that without special efforts and increased help training integration at the UEP level will be achieved as desired in the short span of life in this project.

SECTION III

THE RURAL TRAINING FUND

The availability of a fund to support non-formal education programs and for trainees to put into practice what they have learned from the educational program constitutes a fundamental component of the "service agency" concept that S&T/ED have been putting forward during the past few years. Thus, this component was also included in the project as it was expected that INCCA would become that service agency.

The Grant Agreement refers to the Rural Training Fund as follows: "The NEA covenants that the RT Assistance Fund Account, into which AID's contribution will be deposited, will be maintained separate and distinct from any other accounts which the NEA may now or in the future control, and will be used only, except as the Parties may otherwise agree in writing, for the purpose of providing loan or grant assistance to organizations or communities for non-formal education programs, in accordance with criteria contained in Annex 1 of this Agreement and that submitted in accordance with Section 4.3."

The project Description Section defines two purposes for the fund:

1. To support the expansion and adaptation of programs oriented to attend emerging needs, and

2. for loans to campesions in economically productive investment, if no other sources of financing are available.

And suggest as a possible distribution:

$ 100,000	-	Loans to campesions
$ 300,000	-	Expansion and adaptation of programs for public entities and for personnel training
$ 100,000	-	Expansion and adaptation of programs for public entities and for personnel training

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The current situation of the RTF is confusing and clearly different to what was envisaged in the Grant Agreement. The Ministry of Agriculture, without prior agreement with INCCA staff, entered into an agreement with the Secretarial for Integrated Rural Development (SEDRI), the National Development Band (BNF) and the Ecuadorean Centre for Agrarian Services (CESA) for the utilization of the RTF. AID pointed out its concern about INCCA's absence from the agreement and recieved what we considered an unsatisfactory reply. It is our opinion that the mechanism proposed in the MAG-SEDRI-BNF-CESA agreement does not fulfill the objective for this fund in the Grant Agreement let alone in the original concept of the service agency.

It would be unrealistic to expect a repeal of this agreement. However, INCCA will need to negotiate with the agencies involved so that this fund is used for the purpose it was intended to achieve. As CESA has considerable experience with rural cerdit it would be useful for INCCA to work with and learn from their experience.

CURRENT STATUS

The foregoing sections analyse the project evolution to the present. Many of the problems have been overcome and new challenges and responsibilities are emerging. What follows is a list of recent events that may constitute a turning point in the life of the project:

1. Since January 1983 the present, INCCA has a new Director who has considerable experience in non-formal education including the previous AID-funded NFE project in Ecuador.

2. At the time of the evaluation, the Minister agreed to remove INCCA from the Division of Campesion Development thus giving it autonomy of action. It is expected that this independence will allow INCCA more flexibility and dynamism in the implementation of the project.

3. The same day that the Ministerial agreement was signed, four vehicles arrived for the project after a long delay at customs clearance. This will considerably reduce INCCA's transport problems.

4. Also MAG has now completed the installation of the printing workshop for which INCCA will be allowed priority use.

5. It is to be expected that during 1983, INCCA will accelerate the project implementation activities as it now enjoys the status and autonomy as well as resources to carry out its program.

CONCLUSIONS

1. INCCA has been slow in the implementation of the project. However, this is not an unusual situation as the necessary conditions for the creation of a new institution takes longer than can be foreseen during the planning stage. During its initial period, INCCA had to face a reduction in resources from MAG, shortage of qualified and adequately paid staff, and limited autonomy of action. Fortunately these problems have been identified and there is a willingness to overcome them.

2. There is still an evident gap between the "service agency" concept and the reality of INCCA. Nevertheless, it is quite possible that as the NRTS becomes consolidated, INCCA will envolve toward that concept.

3. The Rural Training Advisory Committee is yet to be formed. While SEDRI does provide INCCA with an opportunity for multi-sectorial contact, it does not fully make up for the lack of an adivsory body.

4. To date INCCA has only been able to use 20% of the project funds. This was originally due to delays in starting project implementation and it is now accentuated by the devaluation of the Sucre. The positive outcome of this situation is that it presents INCCA with a golden opportunity to strengthen and infuse dynamism to the NRTS while having the resources to do it.

5. As yet there is no agreement over the mechanism for calculating the counterpart contribution of the GOE. In order to define the extent of the contribution it would be necessary to agree on the type of dollar-sucre exchange rate. Likewise, it would be necessary to define the proportion of MAG inputs to INCCA that can be accepted as counterpart contribution to the project.

6. The infrastructure provided by MAG to INCCA is insufficient for its activities and the number of staff members. INCCA requires more office space, telephone and photocopying facilities.

7. The Centre for Technical Agrarain Communication (CENCOTAP) has the installed capacity for printing and audio-visual production to respond to INCCA's needs but it would be necessary to formalize a contract with them.

8. INCCA is having difficulties in obtaining funds for transport and per diem from AMG although these costs were included in the Grant Agreement as a counterpart contribution. At present the only source of funds for this purpose is the AID grant.

9. The change in INCCA's status within the Ministry implies a new set of responsibilities such as technical training of MAG personnel and administration of MAG training centers. INCCA will need to plan its work carefully so as not to spread its resources too widely and thus diminish their effectiveness.

10. The Conceptual Framework has now been published and is being widely distributed. However, the text is difficult to understand by staff and field workers without a social sciences background.

11. The mechanism proposed for the use of the RTF were defined with no consultation with INCCA. This is an abnormal situation as INCCA is the executing agency for the project and is therefore responsible for the managements of all funds including those for RTF. Besides the proposed use of the Fund varies considerably from its original purpose.

RECOMMENDATIONS

Based on the analysis of project evaluation, its present status and keeping in mind the project expectations of the various agencies involved we make the following recommendations:

1. That officials from MAG, SEDRI, INCCA, AID/W and AID/E review the present situation and agree in the establishment of conceptualization, structure and operation basis for SNCR within INCCA according to the spirit of the agreement signed.

2. That MAG take into account INCCA's various responsibilities at the national level and provide it with a larger budget in order to prevent INCCA from cutting its practical activities or from assigning the resources destined to implementation project to other responsibilities unrelated to the project.

3. That real estimated and systematic reporting be prepared on GDE counterpart contribution. It will also be necessary to define the rate of exchange (dollar/sucre) which will be used in the above estimate so as to know the actual contribution and what remains to be given.

4. That in the context of the new status, INCCA present as soon as possible a short and long-term program of activities showing how it expects to achieve SNCR implementation throughout the project.

5. That INCCA negotiate with SEDRI and other related institutions the use of the Assistance Fund for rural training in order to achieve a steady situation and that agreement be reached on the utilization of these financial resources as proposed in the project design.

6. That an 18-month minimum extension of the project termination date be considered. Delay in starting implementation and its present promising status justify this extension. Besides, available budget makes this extension possible.

7. Constant communication among project administrators in AID/W, AID/E and INCCA on project development follow-up must be maintained to assure that the expectations of all parties considered are fully achieved to everyone's satisfaction.

8. That INCCA make efforts to organize a multi-institutional Advisory Council composed of able rural training public and private institutions in the country. Among other, MINED, ICE, CESA and similar institutions should be represented.

9. That, through specialized advisory or timely consultancy services, analysis of functions and necessary personnel be given priority in order to define as clearly as possible which functions correspond to which departments and individuals and to assist in their implementation with the SNCR project.

10. That INCCA functions assigned to its Head and to the SNCR Project Coordinator be defined in order to achieve adequate delegation of responsibilities and project activities supervision. This is particularly important at the present stage since change in status of INCCA's Head will probably involve new responsibilities at the directive level of MAG.

11. That a Head of the Communcations Department be hired with agreement funds. This should be a highly professionally qualified person with extensive knowledge of the rural sector and experience in materials production and use of adequate rural communications means. This professional should also help speed up the utilization of the CENCOTAP workshop already offered to INCCA.

12. That MAG provide INCCA with a greater infrastructure in regard to office space, office separations, adequate lighting, telephone services and photocopying facilities.

13. That INCCA personnel be increased in UEPs (if not in all at least in some of them) or that personnel be assigned to UEPs for periods not shorter that 2 months in order to achieve the necessary research and systematization knowledge, prepare the necessary programming and produce or obtain the communications and learning materials required for the various generating activities in agricultural and livestock, social and infrastructural sub-projects. A special effort should be made in this respect so that training be given in a genuinely global and integral way. The selection of research and material production subjects for its early use is also important in order to provide field technicans with

concrete assistance and thus show technicians, other organizations and the rural population that INCCA is able to offer significant support.

14. That public and private institutions working in DRI areas be identified and analysis of resources and requirements in rural training be jointly analysed.

15. That agreements be signed between INCCA and relevant institutions on the respective participation and contribution by each party within general SDRI project programming to achieve SNCR consolidation. It is possible, for instance, that various institutions may already count with material designs useful in rural training or that necessary investigation has already been made leading to designing such materials, but that they lack financial resources to proceed to their elaboration. INCCA could offer them these services at a low cost or could provide able personnel to help them systematize their knowledge as a first step in material design and production.

16. That INCCA technical personnel make a conscientious analysis not only of the INEDES report but of all the background information gathered during the survey in order to prepare a genuinely functional inventory on rural training in the country, including map designing to allow INCCA to play the role of SNCR coordinator.

17. That a simplified version of the Conceptual Approach be prepared in order to facilitate academic comprehension by INCCA trainers/teachers and personnel.

18. That mass media, specially radio broadcasting, be widely utilized to reinforce rural training activities and projects in general. An important element cound be the "Escuelas Radiofonicas Populares" who broadcast programs in Quichau and Spanish.

19. That a document format be designed for the UEPs Monthly Activities Report, giving in addition to Date, Place and Activity, specific information regarding staff responsible for each activity, its beneficiaries and number. The inclusion of "observations" where a description of the activity carried out would be made would also be desirable. The present heterogeneous reporting format would thus be avoided.

20. That types of activities be divided into categories: "meeting", "course", "workshop", "observation trips", "lectures", "learning community", "interviews", "discussion", etc. A glossary could be prepared explaining each type of activity and its scope. This glossary, written in a simple, easy manner, could be distributed to all UEP members for use in their Monthly Reports.

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APPENDIX A

CHRONOLOGICAL BACKGROUND AND PROJECT CONTEXT

Circ. 1938	With international technicians from foreign universities (USA, France, Chile) the Central University graduates increased to approximately 50 the number of agricultrual personnel in all the Provinces of the country (MAG-AID). Working methods were limited and inadequate. They consisted only of visits to farmers to assist them in plague and disease control, fruit prunning, and fertilizer advisory services. Fitosanitary campaigns were conducted and fruit plants provided. No valid effort was made to teach the farmer and his family how to proceed with problem-analysis and decision-making. (MAG-AID Diagnosis, 1979, page 103.)
1945-1954	Extension work did not provide coordination between diffusion of agricultural/livestock techniques and credit provided by BNF, and gave technical assistance on a personal basis and assisted in the conduction of fitosanitary campaigns in the Provices of Guayas, Pichincha and Azuay (op.cit.).
1954	Interamerican Cooperative Agricultural Production Service. Extension agencies were organized. In order to provide efficient services, field agents were trained in work methodology, communications, sociology, psychology, programming, etc. which allowed them to reach the rural population and promote attitude changes so as to enable them to take initiatives and accept responsibilities in the solution of theirs' and community problems. In addition, programs conducted with rural youth and housewives were established in 1956.
1968	All programs were concentrated in one Extension Directorate under the Ministry of Agriculture and it was decided that staff in the central departments act as specialized advisers of field personnel. Due to frequent Ministry re-structuring, this new system was of short duration.
1954-1972	The Andean Mission was in charge of development community programs in the "Sierra" (op.cit.).
1972	Op.cit. The Andean Mission and the Agricultural Extension Service merged and formed the Rural Development Directorate under the new structure of the Ministry of Agriculture and Livestock.

Circa 1978 The following public institutions are basically in charge of extension work in Ecuador:

MAG-- Zonal and General Directorates; National Programs on animal health, banana, coffee, cocoa, rice, central rice processors, cotton and oil products.

IERAC-- Ecuadorian Institute of Agrarian Reform and Colonization.

INERHI-- Ecuadorian Institute of Hidraulic Resources.

CREA-- Economic Reconversion Center of Azuay, Canar and Morona Santiago.

CRM-- Manabi Rehabilitation Center.

PREDESUR-- Ecuadorian Sub-commission for the Development of the Hidrographic basins of Puyango-Tumbez and Catamayo-Chira.

CEDEGE-- Studies Commission for the Development of the Guayas River Basin.

1979 <u>Livestock Promotion and Development Law</u>

Art. 62 Rural training will be considered a basic component in all socio-economic development plans, programs and projects in the country.

Art. 63 To implement the above, the National Rural Training Institute is created under the Ministry of Agriculture and Livestock.

Art. 64 The Ministry of Agriculture and Livestock will include in its annual budget funds to finance the National Rural Training Institute.

1979 The democratic government issued the National Development Plan for 1980-1984 where outlines for integral rural development and rural training are included.

13-08 1980 Ministerial Agreement on the Structuring and Functions of of INCCA (See Annex).

29-10 1980 The Integral Rural Development Sub-System is created with the view to "carrying out integral rural development in the areas of formulation, implementation, agreement, follow-up and evaluation of policies, programs and projects" (SEDRI Report.)

1972-1976 AID conducts Non-Formal Education Programs in Chimborazo, Tungurahau, Cotopaxi and Manabi. It is considered successful at the field level not only for its useful proven methodology but also for the close relation it shows between basic education and community-development. In trying to institutionalize the non-formal education program within the Ministry of Education, however, its non-formal nature changes and its effectiveness is lost.

1976-1979 AID/W Education Office continues to place emphasis in rural non-formal education by incorporating it in other countries' integral development programs. However, it has not been able yet to overcome the fact that Non-Formal Education does not receive adequate state support and is regarded as an inferior kind of education with no official value. On the other hand, full adoption of such education programs by the state organizations results in its total stagnation.

It has been thought that a possible solution to the problem of non-formal education institutionalization through increased support and prestige could be achieved through the coordination of the existing multiple services and public programs. In this regard, support could be provided at the central level in the area of "services agencies".

1980 The "services agencies" concept is deviced by AID/W and funding to experiment this concept in two or three places in the world as approved. The first country chosen is Lesotho. A few months later Ecuador becomes the second choice. This country's selection seems to be most favorable since AID makes serious attempts in the area of Non-Formal Education. Moreover, some of the people engaged in the new project played important roles in the former project.

1982 <u>Functional Organic Regulations</u>
Chapter IV, Art. 8, e.
The National Rural Training Institute will operate as part of the Rural Development Division composed of the Director's Office and the Departments of Programming, Follow-up and Education, Methodology Development and Research, Documentation and Educational Material Production, Provincial Training Units and Rural Training Centers.

27.08 Agreement of Non-Reimbursable Funds between the Governments of Ecuador and the United States of America for the National Rural Training System.

Purpose: To institutionalize the "National Rural Training System" (SNCR), which will effectively reinforce Rural Non-Formal Education Programs developed by public and private institutions and the communities themselves.

Article 4 of the Agreement (numeral 2) states the following regarding Reimbursement Preliminary Conditions:

a) Evidence that the National Rural Training Institute has been established within Ecuadorian state structure with the necessary authority and personnel to implement this Project and with competence to administer its budget.

b) Evidence that the National Rural Training Institute is fully incorporated within the institutional governmental structure to operate under integral rural development policies and to assist projects which can be financed under AID funding in this area.

c) Evidence that the Rural Training Advisory Council appropriately represented by the pertinent Ecuadorian institutions has been established to give advisory services to the INCCA official designated as Chief of the present program.

02/1981 Letter of Understanding SEDRI-MAG-IICA to implement DRI Quimiag-Penipe and Salcedo.

02/1981 AID accepts that condition stated in 4.2(a) has been put into practice and requests that to comply with 4.2(b) INCCA present evidence to AID of an agreement between the former and SEDRI stating that the National Rural Training System will be integrated in DRI activities, specifically those of the Quimiag-Penipe, Salcedo and Jipijapa projects, including both functions and specific responsibilities.

08/1981 Inter-institutional Cooperation Agreement between the Ministry of Agriculture and Livestock and the Rural Integral Development National Secretariat whose Annex I specifies among other things:

-- the establishment of a Permanent Committee composed by the Director of the Nationa Institute of Rural Training and the Director of the Rural Development Division, the Ministry of Agriculture and Livestock, the Project Director and the Organization, Training Social Communications Director, and the National Integral Development Secretariat.

-- that the National Rural Training Institute prepare an initial work program devoted to adequately use the resources assigned to the country under the Agreement on Non-Reimbursable Funds signed between AID and the Ecuadorian Government for the training of technical personnel responsible for the implementation of Rural Development Projects and its beneficiaries.

-- that the National Rural Training Institute and the Project Implementing Units be responsible for the programming and implementation of its training activities.

09/1981 Executive Decree issues SEDRI's Functional Organic Regulations geared to rationalize the coordination activities assigned to that institution and put into operation, at the same time, the work of SEDRI.

09/1981 The Rural Development Division Directorate informs of the appointment of Lcdo. Gil Santillan Garcia as Head of the National Rural Training Institute and submits copy of the MAG-SEDRI Agreement signed in Aguust.

Aid recognizes that preliminary condition 4.2(b) has been complied with and extends the date to 31 October 1981 for achievement of what is specified under 4.2(c) requesting the written composition of the Advisory Council for consideration review and approval by the AID Mission in Ecuador.

03/1982 Executive Decree establishes the Functional Organic Regulations governing UEPs.

04/1982 Financial flow from SEDRI directed to UEPs starts with some delay due to processing of the budget allocation.

05/1982 Agreement between SEDRI and MAG for the participation of specific actions in project Puerto Ila-Chone.

05/1982 Agreement SECRI-MAG to fulfill specific actions in connection with the Salcedo project.

06/1982 Cooperation agreement SECRI-MAG for the implementation of specific actions in connection with the Quininde-Malimpia-Neuva Jerusalem project.

10/1982 Executive Decree starts the operation of the National Fund for Rural Integral Development (FONADRI) whose purpose is to rationalize and expedite funds destined to DRI project financing.

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APPENDIX B

SUGGESTIONS CONTAINED IN THE PROGRAM AGREEMENT REGARDING THE FORMATION OF A NATIONAL PEASANT TRAINING SYSTEM

In order to guarantee the efficiency of the operation of the Project, an institutional structure having the following fundamental characteristics is required.

1. Sufficient independence and autonomy in the administration and decision-making of the SNCR;

2. Limited and efficient staff; and

3. Capability to mobilize resources already existing in the various public and private institutions and to channel them in accordance with the requirements on Integrated Rural Development Projects.

4. Capability to mobilize resources already existing in the various public and private institutions and to channel them in accordance with the requirements of Integrated Rural Development Projects.

An institutional structure with these characteristics would be protected against undesired and unnecessary growth, would have sufficient authority to implement the project. It would also maximize the use of existing resources and would achieve a reasonable level of interinstitutional coordination and collaboration. In keeping with the above criteria, the Project proposes the creation of the following institutional structure for its administration and implementation.

- A Management Unit, including the Chief of this Project, who will be in charge of its overall administration and implementation. He/she will report to the Executive Director of the Implementing Institution responsible for the execution of the Project; and an Advisory Council, composed of representatives from all Public Institutions that have rural training units, plus two representatives elected by private institutions, who are involved in rural training. This Council will be in charge of making policies for the project, approving work plans, controlling the administration and evaluation of the actions taken by the Projects, and in general will fulfill an advisory role.

- A Central Operational Unit, composed of Research, Implementation and Administration/Financial offices. It will be in charge of project operations in the areas of its jurisdiction.

- A Field Operations Unit in each IRD project area formed by a group of technicians from the various institutions that have action responsibilities in the project and where training is involved. The coordination of such technicians will be the responsibility of the Chief of the IRD project. Each IRD Project will have in its staff professionals appointed by the SNCR. They will be in charge of the execution of the Project at the local level.

- Long-term Foreign Technical assistance, which will provide the criteria and methodological elements for smooth execution and administration of the Project. It will act in close collaboration with the Advisory Council and with the Chief of the Project, and it will also assist the local groups in the development of training activities.

There will be a supporting structure that is external to the SNCR. It will be composed of resources of the training units of the various public and private entities involved in integrated rural development, as well as by the target communities themselves.

Personnel to work directly under the Implementing Agency will be contracted in consultation with USAID/E.

In contracting field personnel at the local project level, prior consultation with USAID/E will only be required for those technicians that are directly within and under the SNCR: other fieed personnel working IRD projects will be appointed by the public institutions that participate in such projects.

In order to complement the above description, it is necessary to briefly describe the functions of the Research, Implementation, and Administrative/Financial Offices, within the Central Operational Unit of the Implementing Agency:

- Implementation Office: To coordinate training activities, at the level of professionals responsible for training, as well as at the community level; and to provide materials for training.

- Research Office: To conduct applied research in the areas of methods, materials, systems for the delivery of services, etc.; to perform summary and formative evaluations; to provide internal information for the Project, by maintaining a Documentation Center on data generated, and to prepare publications on the activities of the SNCR.

- Administrative Financial Office: It will support the activities of the SNCR at the central and regional levels, by providing materials and services; it will administer the present operation funds as well as the funds for communities and other organizations eligible for assistance, in accordance with the guidelines established in the corresponding Agreement.

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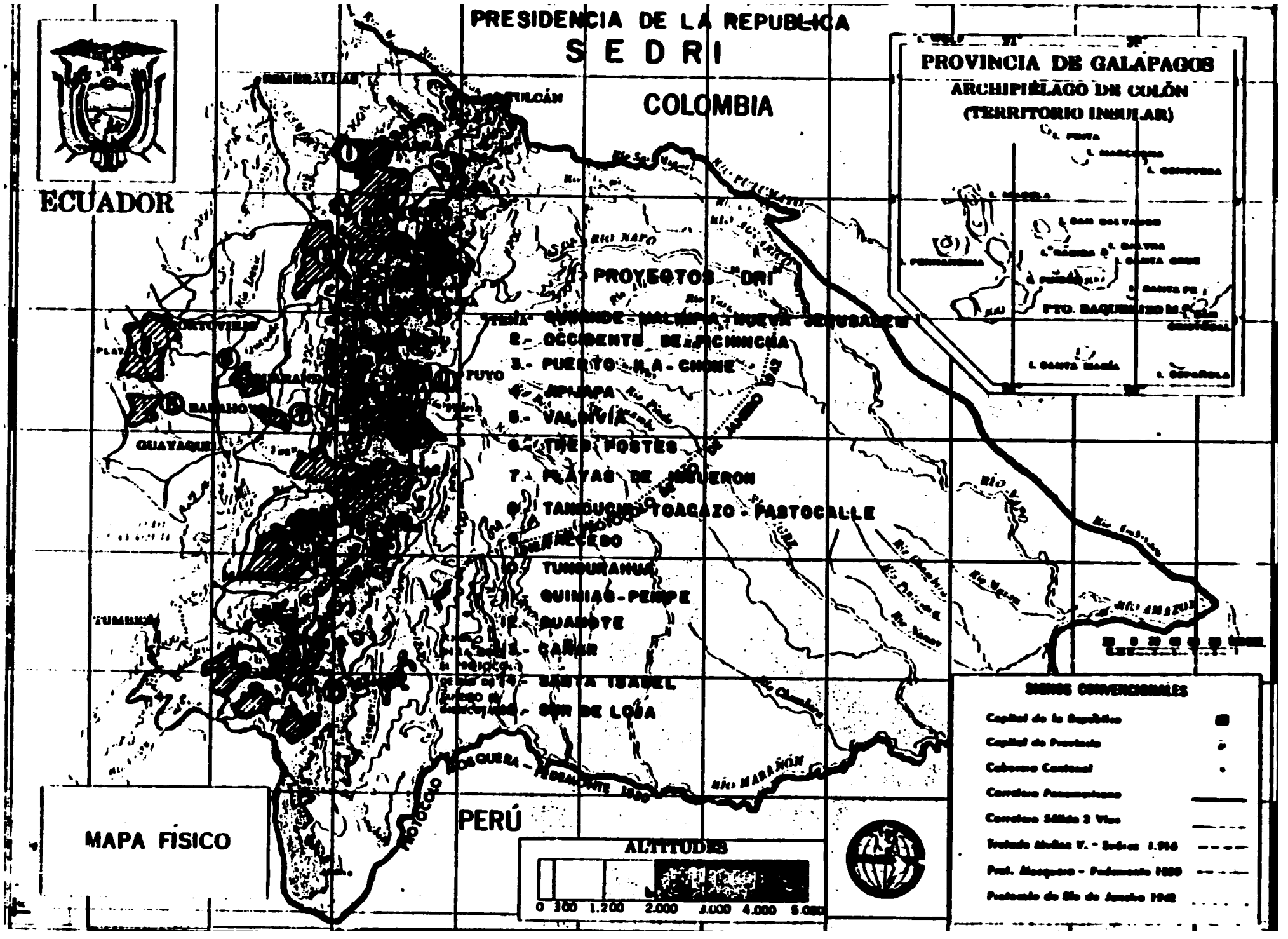
ANEXO C