

PD-ABC-253

ISN 69771

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**AN EVALUATION OF
THE PROGRAM OF EDUCATION
FOR PARTICIPATION (PEP)**

**A Report submitted to OEF International
and the**

**United States Agency for
International Development
by**

Robert F. Arnove

**Indiana University
Bloomington, Indiana
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EXECUTIVE SUMMARY

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Grant Objectives

The Program of Education for Participation (PEP) was initiated in the spring of 1986 with the goal of developing in program participants "functional knowledge and skills which will enable them, working collectively, to understand and use democratic processes effectively." Among the outcomes envisioned were individuals taking concerted action to improve their life circumstances by a) making claims on public resources and services and b) engaging in local and national political life. Closely related to the goal of strengthening democratic processes is the use of innovative nonformal educational methods. Participatory education is at the heart of OEF International activities in developing countries. According to the grant document, "Central America/Training for Citizen Participation," participatory education "provides new tools so that people can actually solve their own problems."

Assessment and Description of Program Activities

At mid-point in the grant, the program is very much on-track in three countries: Costa Rica, Guatemala, and Honduras. In each country, a highly qualified team is in place and programmatic involvements are well suited to the national contexts.

Although Costa Rica is the oldest of the PEP country projects, dating back to May of 1986, it was not until the spring of 1987 that the program's various activities cohered and a clear sense of direction emerged. Between May and October 1987, several projects were initiated that involved organizations expressly committed to community development and civic action at the municipal, regional, and national levels. These projects--CODECE (Committee for the Defense of the Hills of Escazu), the Health and Production Project of Guacimo, FINCA (a fund that provides small loans to start community savings and production cooperatives), and ASONAGAF (the National Association of Women's Associative Groups) are very much in line with the objectives of the OEF proposal. They represent opportunities for PEP/Costa Rica to provide training in program planning, organizational development, and community mobilization that could make a significant improvement in the quality of life of a substantial number of individuals and communities.

The Honduras/PEP office was established in June of 1987. Since August the country team has begun systematic training activity with grassroots groups in at least six impoverished communities of Tegucigalpa, established links with municipal and educational institutions involved in community development, and explored opportunities for cooperative undertakings with nongovernmental organizations that operate at the national level in education, health, and community organizing.

The Guatemala/PEP team has been in place only since September of 1987. As the September 14, 1987 memorandum from Marge Schuler and Marcy Fink of OEF International to Roma Knee of USAID points up: ". . . given the newness of the civilian government and the legacy of the military's response to community education and organizing, we felt there were prospects for the project to develop in interesting ways, given the right staff and links with other organizations." In my judgment, OEF International has selected the right staff and the country team is moving cautiously ahead with several promising projects that accord with the overall framework and thrust of PEP in the region. These projects join men and women together in collective efforts to raise economic standards and improve community life. Above all, the projects involve the creation of viable and democratic grassroots organizations that will effectively meet the needs of neglected and dispossessed communities.

In all three countries, PEP staff regularly have used innovative and participatory educational approaches in their various workshops and seminars. The methods used by PEP facilitator/promoters include socio-dramas, simulation games, puppetry, drawing, writing of poetry, and small- and large-group discussion. Participant evaluations of these training activities invariably refer to gains in self-confidence

and ability to articulate concerns and problems, enhancement of skills to organize meetings and plan activities, and heightening of awareness that the problems they face must be addressed through collective action and democratic means.

Role of the Regional Team

Credit for the consistency of project objectives and activities within and across countries must be given to the Regional Team that was formed in May of 1987. The team, consisting of Marge Schuler, Lidieth Madden, and Marcy Fink, has played a key role in shaping a coherent focus for programmatic involvements, in selecting outstanding country leaders, and in providing country team members with the advice and support to design program strategies that are appropriate for the differing national contexts. Following a meeting of the three country teams in Guatemala (November 30-December 2), the Regional Team drew-up a list of ten priority areas for action in the three Central American countries for the coming year.

Recommendations

It is likely that many of my recommendations will coincide with and reinforce those of the PEP regional team. I have grouped my recommendations into those for a) the PEP Regional Team, b) the PEP country teams, and c) USAID.

Regional Team.

My recommendation for the Regional Team is simply that it continue along its present lines. In particular, I support:

- Workshops for the different country teams, individually and together, on the philosophy of participatory or popular education. Especially recommended are training sessions, such as those planned for Costa Rica in April, on how to probe significant social issues more deeply and elucidate their multiple facets.
- Opportunities for country staffs to visit nonformal and popular education projects in the three countries as well as neighboring Mexico.
- The acquisition of more complete and up-to-date resource libraries, in Spanish, on nonformal and popular education and on community development and social change in Latin America as well as other developing regions.

- The planning of a regional meeting at the end of 1988 of Latin American, and possibly North American, scholars, policy makers, and project leaders involved in nonformal and popular education to examine leading issues in this field.
- The organizing of a session at an international professional meeting in education to analyze the philosophy, workings, and outcomes of the PEP grant with educationists from other countries who are engaged in similar projects. One possibility would be the 1989 meeting of the Comparative and International Education Society.
- The sharing of monthly and tri-monthly reports among all the country offices rather than primarily with the regional office in San Jose, Costa Rica.

Country Teams, General Recommendations.

The following recommendations are applicable to all the country teams, although not to the same extent:

- Within the general framework of the PEP grant, more specific criteria need to be elaborated concerning the characteristics of organizations and communities with which the teams will work. (Honduras has done this with regard to its involvements with communities in the hills surrounding Tegucigalpa.)
- Specific criteria further need to be elaborated concerning conditions and duration of PEP subsidization of transportation, lodging, and meals for program participants.
- Time needs to be regularly set aside in the very hectic schedules of the staff to systematically assess project outcomes and reflect on the general direction of programmatic involvements.
- Greater attention needs to be given to the appropriateness of commonly used educational materials and methods for illiterate or tenuously literate program participants. In some cases, new materials and methods will have to be developed.
- Program participants gradually should be given greater responsibility for planning activities and designing and conducting workshops and meetings.

- In some projects, PEP staff and participants need to discuss arrangements for child care.

Recommendations for PEP/Costa Rica.

The following recommendations pertain to the phase-out of past involvements, and changes in staffing and levels of support for existing projects or those under consideration for future involvement.

- **Radio Cultural of Turrialba:** While PEP should proceed with its planned phase-out, continued support should be given on a limited basis to continue training several of the program participants as "popular correspondents" who send occasional reports to the radio station on topics relevant to improving the status of women and strengthening community civic action. The station also represents a resource and a training center for other projects, such as CODECE, that have a mass media component as part of their mobilizing activities.
- **FINCA:** Another member of the country team should be assigned to the project. The potential scope of FINCA, and the great challenges presented by the wide network of community banks, are likely to require the input of more than one PEP staff, plus the 4 local promoters.
- **ASONAGAF:** PEP should be ready to provide timely inputs, as requested by the organization to help constitute and strengthen the regional association, as well as bolster the national federation.
- **Rio Frio:** Because of the difficulties that have beset the project--personal conflicts both intra-group and inter-community, as well as the great distances between the various towns being served--more than the part-time efforts of one staff member is required. Positive developments found in the project, such as the collaborative efforts by PEP and OEF/WIB (Women in Business) to offer several training workshops, should be built-upon. If present problems persist, however, the project should be phased-out over the coming months.
- **Community Health Committees:** This is a prospective PEP involvement that makes sense. The project offers PEP the prospect of contributing timely and valuable input with a small number of people who potentially could train many more in knowledge and skills related to health.

Recommendations for PEP/Honduras.

There are two basic recommendations for the country team:

- In order to multiply the impact of its educational activities, the country team needs to join forces with a national federation, such as FEHCOVIL (the Honduran Federation of Housing Cooperatives), that reaches a number of semi-urban and rural communities. The team is exploring such collaborative arrangements and, it is hoped, agreements will be reached with suitable national level organizations. Plans to extend PEP activities to two or more communities on the outskirts of Tegucigalpa and employ additional staff also are worthy of support.
- In addition to extending its coverage, the country team needs to intensify its contact with existing community organization and to probe the issues it is examining with various groups at greater length and in greater depth.

Recommendations for PEP/Guatemala.

The following recommendations encourage development of several prospective projects, and make suggestions for improving educational activities with indigenous populations and achieving greater balance in staffing arrangements.

- The projects in Canoas, Quixayá, San Miguelito, and San Antonio appear to be well suited to the PEP grant. Formal agreements should be reached with the appropriate organizations in these communities.
- If PEP/Guatemala is interested in becoming involved in income-generating projects, it should consider working with institutions such as FINCA that provide small grants and are amenable to cooperation with PEP to provide training in organizational skills and outreach activities.
- The appropriateness of Spanish-language materials and use of Spanish as a medium of discussion in training sessions with non-Spanish speaking populations should be evaluated, with the goal of conducting educational activities in Quiche on a more regular basis. Use of Spanish especially tends to exclude women, who are not as conversant in the language as are the men. Additional bilingual staff may need to be employed.
- Greater balance in assignment of leadership responsibility among members of the country team is called for, as the country coordinator tends to

assume a disproportionate share of instructional activity and facilitation of discussion, while other staff play mostly the role of group animators.

Recommendations for USAID.

USAID should consider the PEP grant as a model for civic education in the region of Latin America. In essence, it is a popular education program as it does not involve indoctrination. Popular education involves out-of-school teaching and learning that emerges from the daily concerns of people and enables individuals and communities to more effectively address their most pressing problems on their own. Because popular education is an open-ended process that does not involve an imposition of ideas or external agenda on communities, such programs frequently require two or more years before they begin to have an impact. The PEP grant is appropriately for three years. With the exception of the initial one-year exploratory period in Costa Rica, the different country projects did not crystallize until May of 1987. Now that the country teams are in place and the projects are beginning to show results, I make two recommendations:

- USAID should consider extending the grant beyond the spring of 1989.
- USAID should consider support for similar type popular education programs in the region.

PEP is not only a model for civic education but for regional grants that join various country efforts together into a consistent whole. The PEP grant demonstrates that systematic interaction of country teams leads to more coherent programs, to mutual learning and reinforcement of technical assistance activities, and to efficient utilization of limited resources. Such approaches merit USAID's attention.

Conclusions

At mid-point in the program, this evaluation finds ample evidence for continued USAID support for PEP. The various projects accord with the objectives of education within and for participation, of training and organizing activities that promise to improve the status of low-income and disadvantaged populations and open opportunities for civic action within the most difficult of contexts. What is most central to the present and future success of the program is that the present PEP country teams consist of highly experienced and committed individuals who can, with necessary support, put into practice the ideals set forth by the grant.

INTRODUCTION

Purpose of the Evaluation

The following evaluation of the Program of Education for Participation (PEP) is based on a nine-day visit to Costa Rica, Guatemala, and Honduras, November 19-28, 1987. During this time, I had the opportunity to interview at length members of the country teams; visit projects in the field; meet with a number of project participants in their communities and homes; attend an all-day workshop (in Honduras), a community discussion and planning session (in Guatemala); attend a meeting of a project subcommittee (in Costa Rica); and gather reports prepared by the different PEP offices. The program is extraordinarily well documented. The documentation both facilitated the writing of this evaluation and contributed to its great length.

The report endeavors to interweave interviews, observations, and office documents into a narrative of the program's activities. It is divided into sections by country, starting with the first country selected for programmatic involvement, Costa Rica, and ending with the most recent, Guatemala. Each country section sets out to describe the country team and its objectives, the context within which PEP engagements and transactions take place, the strengths and limitations of the various projects, possible future directions for PEP, and recommendations. I have attempted

- * The documentation consists of field notes and community surveys; fortnightly and monthly country reports; minutes and "diaries" of planning and training sessions; evaluations of workshops, including poems and drawings by participants; position papers and analyses of the national contexts; consultant reports; and a set of useful summaries by each PEP country team for a regional meeting held in Guatemala November 30-December 2, 1987. In addition, Marge Schuler and Marcy Fink of OEF International have prepared excellent periodical overviews of the progress of the program.

to convey to the reader the nature of PEP activities and the impact of projects on individuals and communities. The country descriptions are followed by a discussion of the nature of popular education for social change and conclusions.

In gathering field data for the report, I was guided by two requests from the PEP regional team of OEF International. The first was that I try to determine the consistency of program objectives within and across countries. In line with this request, I decided to focus on what I consider to be a core objective articulated in the September 1985 "Proposal for a Cooperative Agreement between OEF International and the Bureau for Latin America and the Caribbean, United States Agency for International Development", namely:

. . . the program will develop in the participants . . . functional knowledge and skills which will enable them, working collectively, to understand and use democratic processes effectively to promote their objectives. Democratic citizen participation is defined by OEF as an aggregate of knowledge and skills used by citizens to act collectively to promote or defend shared interests (p.4).

Integrally related to this goal are the educational methods utilized by PEP staff. As the document "Central America/ Training for Citizen Participation" states:

OEF has carefully designed and implemented a fundamental approach to working with Third World women, one which embraces participatory education and training methodologies to develop organizational capabilities. . . . In order to provide new tools so that people can actively solve their own problems, innovative, nonformal education techniques are essential (p.8).

The second request of OEF International was that I examine not only education in participation, but participation for what? and with what outcomes? The ensuing country descriptions and analyses examine these questions.

COSTA RICA

Although Costa Rica is the oldest of the PEP country projects, dating back to May of 1986, it was not until the spring of 1987 that the program's various activities cohered and a clear sense of direction emerged. For most of the first year, the greatest part of the staff's time and energy was devoted to the development of one project. At its height, the 4-S Clubs, as that project was known, involved four of the PEP/Costa Rica staff in training and organizing activities with over a dozen representatives of 7 communities in and around the city of Turrialba. The project, which began in November of 1986 and was scheduled for termination in December of 1987, is viewed as a learning experience for the PEP team. Another closely related project in the same region--Radio Cultural of Turrialba--trained 5-10 women from the 4-S Clubs in program production and twice daily broadcast 2 to 6 minute programs on topics of concern to members of the clubs, their communities, and women in general. This project, which started in the spring of 1987 is also being phased-out, although certain components of the project most likely will be retained. Both projects are considered by PEP/Costa Rica and OEF/International staff as being inadequately conceptualized with regard to their prospects for organizational development, community outreach, and civic action. At the same time, the positive outcomes of these projects are recognized and the potential to build upon these experiences is very much on the minds of PEP team members.

In May of 1987, Marge Schuler, Marcy Fink, and Lidieth Madden came together to form the Regional Team. Over the coming months, the team played a key role in shaping a coherent focus for the activities of the Costa Rican PEP staff. They also selected program coordinators and provided orientation for the Honduran and Guatemalan teams that ensured a greater consistency of programmatic thrusts across and within countries.

Between May and October 1987, several projects were initiated in Costa Rica that involved organizations expressly committed to community development and civic action at the municipal, regional, and national levels. These projects--CODECE (Committee for the Defense of the Hills of Escazu), the Health and Production Project of Guacimo, FINCA (a fund that provides small loans to start community savings and production cooperatives), ASONAGAF (the National Association of Women's Associative Groups), and two other projects, Rio Frio of the Institute for Agrarian Development and Community Health Promotors of the Ministry of Health, are very much in line with the objectives of the OEF proposal. They represent opportunities for PEP/Costa Rica to provide training in program planning, organizational development, and community mobilization that could make a significant improvement in the quality of life of a substantial number of individuals and communities.

The leadership of the country team also has solidified. Lidieth Madden, who became Regional Director in August 1986, assumed leadership of the country team in July of 1987. Although she inherited a staff selected by her predecessors, she has been able to achieve considerable group solidarity; her effectiveness is due in part to a democratic style that is appreciated by a spirited and highly professional group of individuals. The core staff, which has been with the project for over a year, consists of Marta Picado, who worked with 4-S Clubs and is now responsible for the Health and Production Project; Ligia Cerda, initially with 4-S Clubs and more recently with ASONAGAF; and Sandra Lopez, of the 4-S Clubs and Radio Cultural Turrialba. All three have academic training in social work. In the fall of 1987 one full-time person was added to the staff--Ivania Ayales, with a background in psychology, is responsible for the FINCA project. Moreover, three half-time consultants have been employed since July 1986. They are Carmen Carro, a sociologist, who serves as a consultant to Radio Cultural Turrialba; Paulina Chaverri, an historian who works with CODECE; and Marco Palma, an actor/artist, who assists with the Health and Production Project. Lidieth Madden, a social psychologist with considerable experience in organizational work related to women and development, has been intimately involved with various phases of all projects and was a frequent visitor to the 4-S Clubs base group meetings. Finally, Cecilia Mora, the office clerical, is very much a member of the PEP/Costa Rica team.

A roughly sketched map of Costa Rica is attached to this report; it indicates where different PEP projects are located. My introductory comments provided a brief overview of PEP activities and staff for the period May 1986-November 1987. In the following pages, I will provide more detailed descriptions of what the various projects entail; strengths and limitations of PEP involvement will be reviewed; and,

where appropriate, recommendations for the future will be made. As PEP/Costa Rica has a longer history and more developed projects than the other countries, I will use section headings for the different PEP organizational engagements.

4-S Clubs of Turrialba

As noted earlier, the 4-S Clubs engaged the lion's share of PEP energy for the period May 1986-May 1987. The project is viewed as having passed through two distinct phases: the first beginning in December 1986 with the initial training sessions for 22 women representatives from 10 homemaker clubs, and the second in May 1987, with a reduced group of 13 representatives from 7 clubs. During the first phase, four PEP team members met periodically (33 times between January and April) with the group of representatives and concentrated their efforts on the preparation of these women as "promoters" (or individuals who would promote/facilitate organizational and community development; in the somewhat dated literature on diffusion of innovations, promoters used to be called "change agents" or community developers). In the second phase, 2 PEP team members met once every two weeks with the core group of promoters and greater attention was given to working directly with the club members in their weekly meetings. During this phase, group discussion focused on the decoding of the everyday existence of these women--their daily round of activities--and analyzing women's roles in the household, the community, and society at large. The specific goal of various group exercises was to contribute to raising the level of consciousness of approximately 140 women in the 7 clubs, 6 located in small towns and 1 in downtown Turrialba. Their consciousness was to be raised concerning the value of their work, and the rights to which they were entitled. In conjunction with changes in perceptions of themselves and their position in society, the project aimed to equip the women and their associations with the abilities and orientations to transform unjust structures, among them program planning and implementation skills and cooperative work styles.

Very creative methods were employed by the PEP trainers to stimulate club members to break out of their isolation and subordination, to be more sophisticated in their analysis of common social predicaments, and to take concerted action. One device was simply to use a clock, and have the club members list hour by hour their activities, those of the men in the households, and what their communities provided to women to assist them in their work. Another effective--as well as artistic--device was a collective tapestry embroidered by each homemakers club. The embroidery

or "community mural" (*mural de la comunidad*) depicted changes in their communities overtime, and how the role of women had also changed. The process of creating the murals led to a questioning of the utility of women learning traditional crafts, which had been one of the reasons why the women joined the 4-S Clubs. The questioning pointed out two different aspects of these crafts--that they tended to maintain women in their households in traditional homemaker roles, but that they also were art forms and authentic expressions of popular culture.

A review of minutes of the training sessions (more diaries, or *diarios*, as the club members called them) reveals a rich variety of participatory methods used by the PEP facilitators and the 4-S promoters: sociodramas, puppetry, drawings, poems, small- and large-group discussions. Also noteworthy is that these diaries, were prepared by the promoters themselves. Significant themes were examined and individual members displayed clear insight into women's problems as a manifestation of social ills. The project involved an expansion of horizons as visits were made to other communities and projects, including an excursion to the Health and Production Project in August for Mother's Day; assistance was proffered to a neighboring community that suffered a flood; and PEP facilitators shared materials and insights from visits to women and development projects in other countries--including a manual developed by a women's group in Peru that covered topics such as wife battering. The diaries provide unmistakable evidence that a number of the promoters were making connections between individual problems and general social problems, and that the series of modules developed by the staff to impart organizational skills and participatory techniques, as well as foster democratic attitudes, was having an impact.

Despite the care that was invested in selecting the region and the 4-S Clubs as a project, and the attention given to materials and methods, the project did not fulfill initial expectations of country team and OEF International. Although the clubs were selected because of their affiliation with the Division of Social Promotion of the Ministry of Agriculture the necessary support and cooperation from the Ministry did not materialize. Moreover, although a substantial number of women in the 4-S Clubs were identified in an exploratory survey as being involved in community organizations, the individuals selected for intensive training as promoters in some cases were not the most activist members or natural group leaders, as some clubs selected their future promoters by raffle (because this seemed to be a democratic procedure?).

PEP has criticized itself for concentrating too much attention initially on the 13 or so promoters and not enough on the club members who totalled some 140 (7 clubs

x approximately 20 members each). But even if all 140 were actively engaged in club meetings and had changed perceptions of themselves and their role in society, the expenditure of over three-quarters of project development funds on the 4-S Clubs would be difficult to justify. Ultimately, the project was viewed by the PEP Regional Team as deviating from the original grant, because the women involved in the 4-S Clubs were "not joined around a particular community problem or concern (see September 14, 1987 Memorandum from Margaret Schuler and Marcy Fink to Roma Knee of AID). This is a valid criticism.

There doubtless will be many positive spinoffs, mostly at the individual level--but again the 4-S Clubs may have been the wrong groups to have selected for a pilot project. Women joined the clubs in great part out of a desire for sociability or interest in learning a particular homemaker's skill or craft. This pattern is found in many other projects and relates to the latent functions as well as unanticipated outcomes of activities that offer women, and others confined to their households and barrios, an opportunity to experience a broader range of social contacts and improve their lives.

In the final months of the project attempts were made to link members of the 4-S Club to another organization with which PEP was working, and involved an effort to harness the power of mass media to multiply experiences and to effect social change. The next section describes the results of these efforts with Radio Cultural of the town and region of Turrialba.

Radio Cultural Turrialba

In the spring of 1987, Radio Cultural, a nonprofit station (financed by the royal family of Lichtenstein), offered its facilities and expertise to PEP staff and participants in 4-S Clubs to produce a daily program on topics of community interest. As noted in the September 14, 1987 Memorandum from OEF International to Roma Knee/AID, the "local station found the opportunity to create a community-run show very appealing." For its part, PEP/Costa Rica perceived the radio program as a means of achieving one of its earlier general missions--to use the mass communications to reach a larger audience with socially relevant messages that place women's issues on the public agenda. The program provided a mechanism for connecting up individuals and communities, making linkages between 4-S Club members and other organizations, and opening the mass media to greater local input on significant topics. These expectations justified PEP paying a monthly rental fee for use of facilities and radio time, and the employment of two part-time consultants with expertise in radio.

The prospects appeared to be favorable. Radio Cultural has the potential to reach over 40,000 people in the cantons of Turrialba and Jimenez. A survey conducted by PEP consultant Carmen Carro (by means of a sample of 1,000 school children in 5 districts of the region) found that 77 percent of the respondents listened to the station, and that 64 percent of this group listened to the show, "*Hablemos*" ("Let's Talk"). The program was broadcast daily, Monday through Friday, at the peak times of 8:00 AM and 4:30 PM.

To recapitulate two phases the project passed through: between April and mid-June 1987, PEP helped identify a handful of 4-S Club members who wished to participate in the training/production project and hired the services of a consultant to assist with adapting the content of their programmatic activities to the "language of radio." Radio Cultural, in turn, assumed primary responsibility for the production of two-minute motivational spots on themes related to the project. On June 12, with the input of three 4-S Club participants, the project began to produce 5-6 minute themes. The very first two programs broadcast on June 15 and 18 respectively examined the themes of child nutrition and family attitudes toward working women. On July 21, and subsequent Fridays between 9AM and 1PM, the radio station staff and PEP consultants initiated a round of systematic weekly discussion of themes and taping sessions of programs; every three weeks workshops were held to provide more intensive training in script writing, speaking, and production techniques. The training and production team consisted of a recording technician (1/4 time), PEP consultant Carmen Carro (1/2 time), PEP facilitator/trainer Sandra Lopez, and a producer (1/2 time). The producer was to serve as a liaison between the station and community groups; unfortunately, shortly after being hired, the person left the project. The position was not subsequently filled, because the board of directors of the radio station assumed erroneously that a person being trained in the project eventually would take over this responsibility.

By the end of the project, 3 or 4 (perhaps as many as 7) women had developed script writing skills and certain recording skills--as well as the confidence and poise to speak on the radio. In the process of developing programs around the thematic areas of legislation, community organization and development, the double burden of women, and women's role in production, the core group of trainees interviewed community members on topics such as alcoholism and the plight of live-in domestic employees, attended meetings of community organizations (such as the committees responsible for rural aqueducts), taped playground songs of children and classroom group recitations that contained gender stereotypes. The thirty or so programs prepared either in part or totally by this group range in quality from mediocre to excellent, from muddled to cogent, from technically poor with a lot of "noise" to ac-

ceptable and without noticeable distractions, from simplistic exhortations to sophisticated examinations of how children's stories, playground games and chants, and school textbooks reinforce the sexual division of labor. A number of programs were left open-ended and solicited community responses; others referred listeners to agencies and laws which could help them.

Although the women feared negative feedback from their audiences, the response, in the form of numerous letters, was very positive and encouraging. A more expected response, which came to the attention of the group, was that some men turned off the radio when subjects pertaining to "*machismo*" were aired.

In time, the group members overcame their fear of speaking into a microphone and of being heard by a large unknown audience, as well as their neighbors. Radio had been "demystified", and an important medium of mass communication had been opened to them.

Nevertheless, by the end of the project, the remaining group of 3-4 individuals felt their skills were inadequate to produce programs on their own, and that without PEP backing and sponsorship different governmental agencies would not consent to be interviewed by them--as they were, in their words, "of humble origins". Minutes of the final group meetings indicate that the women were aware of the nature of the tasks before them and of the potential of their project to contribute to social change. At the same time, they seemed paralyzed by the very knowledge they had gained and the thought of assuming the responsibilities for which they had been preparing. By mid-October, some three to four months into the project key group members largely did not appear to know where the idea of the radio and training program came from (one member did know and said that PEP had the idea that the 4-S people should share with other groups what they had learned); neither did they know much about Radio Cultural--its history, governance structure, financing, or even if the program was of any importance to the station. In the October 16 session which set out to evaluate the project to that point, participants listed on different sets of cards hopes, failure, and accomplishments. There were many hopes and failures listed, but very few accomplishments. As one participant noted, "radio couldn't do much to unite them--unless they were already united." A follow-up meeting on November 13, was organized to review the possibilities of the group of women continuing with the project and what further training might be required. In the light of the various difficulties the women were experiencing, they seriously questioned the future viability of the project. The group, however, did plan to meet on November 27 with the station head to clarify their doubts and learn more about the possibilities of future collaboration. As of that date, when I was in Costa Rica, PEP and Walter Salas of the

station thought the project could continue in the form of the three remaining participants serving as community correspondents, or "popular journalists," feeding information by telephone and mail to the radio station for occasional programs.

It is somewhat ironic that the winding-down of the project came at a time when the directors of Radio Cultural had agreed to assume responsibility for a greater share of the financing of the radio time allocated to programming on topics related to women. The project, despite its stated goal of lasting one year, terminated early. However, as will be noted below, the opportunities opened and the institutional contacts developed by the radio project are likely to be used by other PEP projects.

What reasons can be given for the failure of Radio Cultural to live-up to its promise. Briefly, the reasons can be considered under three general headings: personal/social, technical/organizational and conceptual/structural.

Under the personal/social category, the group of women encountered great difficulty in finding the time and means to meet weekly. Downtown Turrialba was a 90 minute walk for one participant; her community was serviced by public transportation only once a week (the wrong day); and to take a taxi (approximately 200 colones or about US \$3.50) was prohibitively expensive. PEP, which had provided transportation funds for the promoters of the 4-S Club project and for this project as well, had reached a point where it was no longer considered desirable to continue doing so. Other personal problems included the spouse of one participant prohibiting her from gathering information in the community and from different official agencies. There was general resistance on the part of the men to the women spending so much time away from the household and in public roles. (Costa Rica may be portrayed as a very progressive society, but it is fairly traditional concerning women's rights--this is especially the case in rural areas and small towns.)

Under the technical/organizational category--which like the other categories is neither exclusive nor precise--was the inappropriateness of the larger show of which "*Hablemos*" was a part. This program "*Atardecer*" ("The Late Afternoon") was both more traditional in format and content. For example, the overly romantic, sexist, and fatalistic quality of much of the "ranchera" music that was played appears to be incompatible with the messages and themes "*Hablemos*" was attempting to convey.

The thematic content of "*Hablemos*" presents a problem in its own right. Rather than being strictly indigenous, the topics and messages selected for broadcast could be considered as foreign to the region. The content of the program was based ini-

tially on the project staff's own research and reading of Costa Rican society. Community input was sporadic. The team did not regularly conduct interviews or encourage community residents to tape their own activities or public events of significance; members of 4-S Clubs did not, as originally planned, feed information to the program participants or the radio station staff.¹ Most of the programs were not sufficiently open-ended, and mechanisms were not established for listeners to contact the program, other than by letter.

Part of the problem was the production schedule, which tried to produce too many programs for daily transmission. Although it was designated a training-production project, more emphasis seems to have been placed on the production side.

While the above problems can all be considered as stemming from inadequate conceptualization, the last category refers to the failure to continually keep in mind the questions that only became explicit toward the end of the project: Why radio? and for what ends? Even if the unique qualities of radio were to be used expertly by project members, the question remains as to whether radio can do more than exhort, motivate, or disseminate information and knowledge? By itself, radio cannot resolve problems. Only groups that are well organized and have a sense of purpose can put into practice the ideals sought by the project. With regard to Radio Cultural, the evidence suggests that listening was not organized by groups other than PEP/4-S Clubs and that this was not done very effectively with the clubs.

The positive outcomes, as noted earlier, must be found in changes in the individuals who participated in the program: in people like Dona Argentina M., one of the three remaining trainees and 4-S Club promoters who, at the age of 60, is helping to form a women's pro-development group in her neighborhood, and who in one way or another hopes to continue working with the radio station; in people like Dona Esmeralda who proposed working with sixth grade female students to train them to produce radio programs relevant to their interests. The door also has been opened to further use of the facilities and training capacity of Radio Cultural by other groups, such as CODECE and the Health and Education Project, which view it as a resource that can serve their community mobilization efforts and attempts to influence the law of the land and the policies of national political and economic institutions.

CODECE (Committee for the Defense of the Hills of Escazu)

According to the Costa Rican magazine *Aportes* (August, 1987, p.7), it all began when "One day upon opening the taps instead of water, mud came out . . . The next

day mud didn't appear, but it also wasn't water." Construction work in the hills on the southwestern perimeter of San Jose to build a religious shrine and tourist center had caused landslides into the reservoirs supplying the capital and its surrounding cantons. Widescale deforestation, however, had been going on for years. The problems of the cantons adjacent to San Jose were symptomatic of a national problem: between 1950 and 1980 the percentage of national territory accounted for by forests had dropped from 64 percent to 33 percent, and the percentage of land given over to farming and cattle raising had risen from 36 percent to 62 percent (according to a study conducted for the UN/Food and Agricultural Organization by Michael Junkov). By 1981, it is estimated that 680 million tons of soil were being lost to erosion annually. Despite a decree passed in the 1976 national legislature to protect the wooded hills surrounding San Jose, and despite millions of dollars spent by the municipality to clean up its water and \$3 million dollars being spent by the Costa Rican Electricity Institute alone to bolster a vital telecommunications tower that had been sliding down the hill due to erosion, other national and municipal agencies had either been looking the other way or actively assisting private enterprise activities (cattle ranching, logging, tourism) that were posing serious ecological and economic threats to the over 300,000 residents living in the southwestern hills of San Jose.

In the spring of 1986 a committee of concerned residents of Escazu formed to confront the problems that were threatening the lives of the community. The group consisted of professionals, manual laborers, and farmers who saw themselves as having a common purpose. Over the following 18 months, the committee launched an educational campaign, formed an inter-cantonal committee that linked the seven affected communities, supported the formation of intracantonal coordinating committees of various organizations (e.g., farmers' associations and women's groups), and undertook a petition campaign to pressure the national legislature to pass a law extending the area of protected forests by over one-third to include more than 8,000 hectares in the southwestern section of San Jose.

Although PEP/Costa Rica first made contact with CODECE in May 1986, when it was exploring possible projects, it was not until one year later that PEP began to assist the committee. Since May of 1987, PEP team members have helped CODECE complete an educational slide-sound show concerning the ecological problems facing the residents of the area (the show was projected to some 50 groups and over 2,000 people); it has assisted with program planning (the coordinating committee of CODECE, for example, has prepared a work plan for the period 9/16/87 to 3/16/88 that includes objectives, resources, indicators of progress, responsible parties); it helped the groups of concerned individuals in Escazu organize and conduct the first

inter-cantonal meeting that brought over 35 representatives from seven communities together (since the meeting in mid-August the committee has been convening fortnightly and it has helped train the coordinating members in group dynamics methods to make later gatherings, as in November, more participatory).

I had an opportunity to witness the role that PEP staff have played in assisting with program planning at the meeting of the ecological committee of Escazu on November 26, 1987. In the meeting, Paulina Chaverri and Lidieth Madden of PEP assisted in several ways. They acquainted the group with educational resources available to them. They also helped clarify what uses would be made of these resources. For example, when the prospect arose of using the facilities of Radio Cultural Turrialba to produce a 15 minute program for broadcast on national radio, Paulina and Lidieth raised the question: Do you want simply to produce a program? or do you want to acquire the skills to continue producing programs on your own? Similarly, the group discussed how PEP staff and contacts could assist with acquiring video-production skills so that they could produce educational and promotional videotapes. Other issues examined in the meeting included the educational and mobilizational value of activities, such as CODECE organizing an artistic competition and environmental fair, and producing a children's coloring book, T-shirts, decals, etc.

In CODECE, PEP has found an organization that has a number of strengths that the groups with which it worked earlier lacked. CODECE brings together people, communities, and institutions around a multi-dimensional issue that affects the quality of their communities and the livelihoods of large sectors of the society. The efforts of CODECE include collective action to influence municipal policies and the agendas of national ministries and institutes concerned with the environment, health, and agriculture.

As a cross-class movement it has brought together individuals from different occupational categories who previously had little to do with one another: as a cross-sectoral movement it has joined different communities and different associations within the affected cantons. It is also cross-institutional in that it has brought together concerned individuals from different higher education institutions, and governmental and private institutions working to protect the environment.

The issue is multidimensional, because as CODECE consistently points out in its educational activities, ecological problems are integrally related to economic and social policies. For example, policies of financial institutions give priority to making loans to large cattle ranchers and commercial agricultural enterprises that produce for export, while the 70 percent of the people who derive their livelihood from small-

scale farming are squeezed out of the credit markets. In addition, the issue is affected by the policies of municipal and national governments concerning the provision of services to powerful vested interests. The civic action that ensues from these concerns involves petition campaigns to enforce existing legislation and to pass additional laws to guarantee the preservation of natural resources. Beyond this, CODECE is planning appropriate technology and employment generating projects.

The impact of the project may be seen in the following vignette: The canton of Acosta, the first to organize a committee around the issue of the defense of the surrounding hills, is, despite its proximity to central San Jose, an isolated place. The bridge connecting it to the city was effectively destroyed by a truck accident, and the municipal and national authorities responsible for building a new bridge have refused to commit themselves to doing so; this means that for months the residents of the canton have had to walk 3 to 4 hours to get into the city. The residents, until recently, have not joined forces to protest this situation. However, the situation is changing. When a member of the Acosta ecological committee requested a meeting for the group with the cantonal governing council, one of the council's members refused to meet with the group and also accused the group of being manipulated by the canton of Escazu--for, after all, wasn't the committee organized around the defense of the hills of *Escazu*? The individual, who until that time had never confronted public officials, returned to tell the CODECE group: "They think we're stupid. We'll show them how stupid we are. Next time we're going to confront the municipality--but not alone--but with various members of the intercantonal group!"

This incident points up both the opportunities and challenges facing CODECE. The committee has started to form a coalition of national ecology and public interest groups and has various professionals offering their expertise. Furthermore, the national media have given it coverage, and more specialized publications, such as *Ecologia* have given CODECE their support. But CODECE, in addition to pressuring a host of national institutions (The Ministries of Agriculture, Health, Labor, Aqueducts and Sewage, and Government, as well as the Social Security Institute) to change their policies, is also confronting formidable economic interests. Education and exhortation is unlikely to sway landowners and cattle ranchers to take into account the public interest. The strength of CODECE and related groups is going to be a factor in how much social change can be effected; in the meantime PEP's assistance has and does contribute to the effectiveness of their efforts.

Health and Production Project of Guacimo

Another project that grew out of the organizing efforts of people to make claims on national entities and gain their fair share of national resources is that of Health and Production. Like CODECE it links several issues, and joins men and women in efforts to improve their livelihoods in a neglected region of the country.

Since the mid-1970s, *minifundia* farmers and rural workers on the Atlantic Coast region of Costa Rica have been involved in a broad social movement aimed at access to land, credit, and stable commodity prices that guarantee a decent living. In the zone of Guacimo, an association of small agricultural producers has formed that is dedicated to improving the livelihood of farmers and increasing opportunities for participating in the formulation of public policies that affect the region. Beyond the struggle for production and prices, the association is concerned with the preservation and promotion of indigenous forms of artistic expression that provide a sense of identity to inhabitants of the Atlantic Coast region. Another component of this rural movement for popular democracy on the Atlantic Coast is the improvement of the status and situation of women.

With this last goal in mind, the association formed in 1987 a women's committee to focus on health and production. The association has employed several community animators (promoters) to work with women *and* men in the cultivation of medicinal plants, both as a means of inexpensively curing common illnesses and as a source of additional income. At the moment, some 87 women in nine communities are systematizing the folk knowledge they already possess on the curative properties of plants which are common to the zone; production for the market is a more distant goal. The health component of the project includes a promotional campaign to boil water and use of local produce to achieve a more healthful diet. Also under consideration by local groups is an appropriate technology project that would commence with inexpensive deep-well pumps to help alleviate the drudgery of securing safe water in an area that lacks the most basic public utilities and public services.

Since May of 1987, PEP has been assisting the project. Marta Picado has been working with the promoters from the small farmers' association, training some 26 "*capacitadores*" in nine (originally 13) communities. They in turn serve as trainers/promoters in their own locales as well as neighboring areas. The training sessions for these *capacitadores* have broached a number of topics, including women's rights and the rights of small land owners. These themes are found in a

bulletin which the *capacitadores* themselves have produced. Another activity in which PEP is involved consists of the formation of a coordinating committee of the various community promoters to facilitate their collective efforts.

Another aspect of Ms. Picado's work is the assistance in program planning and organizational development she provides to the leaders of the farmer's association. A second consultant, Marco Palma, an individual with extensive experience in theatre and popular education, also works with association leaders and base groups in combining artistic expression with broader social concerns. Toward this end, a series of cultural-educational events have been staged as part of local school assemblies held for Parents' Day. The use of video equipment also has been contemplated by the PEP staff as a means of capturing the history of the project and the various communities involved: a principal theme will be women's struggles.

Among the limitations or possible pitfalls of the project is the danger that the farmers' movement, which until now has been dominated by men, will attempt to use the women's group for its own ends--that is, women's issues will be subordinate to the push for prices or credit. To date this does not seem to have happened, as the male leadership appears to be well aware that the "women's problematic" is inextricably tied to a "social problematic". The ever present constraint derives from national government policies that for some time have favored large land owners and industrialists. The farming population of the region has decreased by approximately one-half over the past twenty-five years, and it is these people who are fleeing to the outskirts of cities such as San Jose (and the other capitals of Central America).

FINCA

One project that aims to provide the funds for people to develop their own economic enterprises and make their communities viable is FINCA. FINCA, which was started in Costa Rica in 1958 with funding from a US-based foundation, provides small loans of towards the formation of community savings and production cooperatives. FINCA also has provided technical training in areas such as health, but it has not tended to emphasize civic/organizational support.

As of November 1987, 90 different groups had formed around the loans; the "community banks," as they are known, involve some 15- 30 people on the average. According to the explanation given to me by PEP staff, the banks are at different stages of development: communities which were solvent and paying back their loans are classified as being in a "green" condition; those in the initial stages of

forming a coordinating committee and endeavoring to acquire corporate status, and not being in debt, are designated as being in a "yellow" condition; and red may refer to an insolvent or disorganized group situation. At the time of my visit, some 25-30 were in a green condition, and 3 were in yellow.

FINCA, which plans to terminate funding activities in Costa Rica by July of 1988, is attempting to strengthen the banks organizationally by building a more collective orientation into their economic activities at the local level, and by creating four regional councils to which the various communities send four representatives each; these regional councils would then form an overarching federation.

In August of 1987, FINCA invited PEP to assist with organizational and communication skills training, and, generally, to help develop cooperative attitudes on the part of the various share holders or individual entrepreneurs. In October, PEP began training activities in two communities in the area surrounding San Isidro de General. Ivannia Ayales, who is responsible for training and facilitation activities in the communities of Las Lagunas de Daniel Flores (sometimes referred to as Lagunillas) and Palmares, visits them for one-half day workshops once every 15 days. Associations had already formed in the two locales: that of Las Lagunas had the acronym BANAFE and had been in existence two years; that of Palmares with the acronym ASCAMI, was but 5 months old in November of 1987. One interesting sociodemographic factor is that within the two communities many families are interconnected, which hypothetically suggests that there are possibilities for strong collective action. Yet as the Vice-President of the BANAFE group noted to me in her home, before the PEP-organized workshops took place, the people of the association knew each other--but not by name and activities. Now they talk to one another and know what they are doing. There also is more participation in the meetings.

These outcomes are precisely what the workshops have attempted to accomplish. The first workshop, of October 16 in Las Lagunas attempted to overcome the fears of the women concerning their ability to speak in public. Various methods, including pantomime, were used to demonstrate that people communicate in many, often unconscious ways, such as through or with gestures. Next to different parts of a flower, participants drew and listed situations in which they were afraid to express themselves, and possible reasons why.

The first workshop in Palmares with ASCAMI (*Asociacion de Campesinos Mixtos*, which brings together men and women) revolved around the group specifying

the types of help it wished to receive from PEP. One group exercise involved the drawing of a tree, and the listing of pressing community problems, their causes, and the consequences of unresolved problems in positions corresponding to the tree's trunk, roots, and branches respectively. A final exercise consisted of preparing brief news dispatches that were supposed to present to outsiders, in telegraphic form, the problems of the community. At the conclusion of the session, the 13 participants expressed an interest in establishing contact with the associates of BANAFE of neighboring Las Lagunas. The willingness of ASCAMI members to learn from the greater experience of the considerably poorer BANAFE members (their community lacks electricity and aqueducts) is a noteworthy development.

Interviews with three ASCAMI associates in their homes on November 26, brought out the benefits that were derived from the PEP workshops. Dona Marcela B., who had some high school education, believed that she had learned to express herself better in a group. She also indicated, as have so many others, that the workshops and seminars organized by PEP offer an opportunity to escape from the household and enjoy herself with others. Don Rafa noted a particularly touching episode that occurred in a workshop on communication: he wished to address the group on what it was like to be crippled, and in the process of doing so, not only gained self-confidence, but helped dispel a number of stereotypes concerning what he could do with a slightly mangled arm. Until that point, some thought he was less a person than they were. Rafa and his wife Dona Ana R. both attend the meetings and, gradually, other men are asking to accompany their spouses to the meetings. The two groupings, BANAFE and ASCAMI, have a total of 28 women and 4 men. The sessions, designed to develop communication skills, have resulted, according to Rafa and Ana, in men and women treating each other more as equals and attempting to work together in common enterprises. One joint effort planned by ASCAMI is the raising and selling of either goats or pigs; until then, individuals had set up their own family enterprises--for example, purchasing hens in order to sell eggs, or buying seeds to grow beans for sale at the local market.

A common problem of the community banks is the failure of individual and group enterprises. Another is that the associates are responsible for the unpaid loans of individuals who do not honor their commitments. Although this has not been a problem in Las Lagunas and Palmares, the two associations may wish to discuss--possibly role play--how they would cope with such a situation.

Economic characteristics of the zone do suggest that there are serious problems facing some of the communities. Las Lagunas, for example, sits astride the pineap-

ple plantation of a transnational corporation that may attempt to buy up much of the land from which the community derives its livelihood.

As mentioned earlier, traditional attitudes concerning the role of women in the household are deeply entrenched. From my discussion with several associates of the banks, the level of awareness of women's issues is quite low, and the level of political consciousness as well as the desire to engage in civic action is very rudimentary. Yet, members of these associations are discussing the need to resolve community problems by petitioning for basic utilities (as in Las Lagunas) or doing something about the infestation of mosquitoes and flies that plague their town (Las Palmares).

In discussing the strengths and weaknesses of PEP involvement with FINCA it is useful to put the project into comparative perspective. In comparison with the other projects, FINCA has the unique strength of providing economic resources to participants. Potentially, the project has even greater coverage than the rest as it has affiliates in some 90 communities throughout the country. Unlike CODECE and the Health and Production Project, FINCA is not based in a collective movement that has a long-term strategy of making claims for resources and services or opening opportunities for greater citizenship participation in political processes. In some respects, FINCA shares aspects of PEP involvement with the 4-S Clubs, in that many of the activities undertaken concentrate on changes at what the literature in popular education calls the socio-psychological level: changes in self-perceptions, in concepts of self and relations to others, in attitudes that prevent individuals from being self-actualizing and taking action that may eventually change social structures. The broader framework, however, is there in the loose federation of community banks and in present efforts to strengthen regional groupings by developing, through the PEP training seasons, the skills of the community representations to the four councils. Plans are also underway to prepare 4 *promotores campesinos* to extend the training activities of the single PEP staff member working in the project. If PEP/Costa Rica decides to give greater attention to FINCA, it should seriously consider assigning another staff member to work with the project. The potential scope of FINCA, and the great challenges presented by the project, are likely to require the input of more than one team member, plus four *promotores campesinos*.

Other projects competing for PEP involvement include ASONAGAF Rio Frio, and Community Health Promoters.

Others Commitments

ASONAGAF The National Federation of Associated Women's Groups (*Asociación Nacional de Grupos Asociativos Femeninos*) brings together some 400 local women's groups; the GAFs are largely micro-economic enterprises, but, as a brochure prepared with the assistance of PEP points out, they may also be comprised of civic minded and educational associations. The stated purpose of ASONAGAF is to improve the socioeconomic status of women involved in small enterprises by overcoming their isolation and coordinating resources. This goal of ASONAGAF accords with that of other PEP projects and, moreover, the association offers the potential to enhance the political and economic clout of a substantial number of women's groups by strengthening their national federation and the regional organizations which are beginning to form.

In May of 1987, PEP was invited to participate in the planning of the constitutive assembly of the national federation. Since then, the organization's board of directors has requested the assistance of PEP in elaborating a workplan, defining priorities, and preparing a regional assembly at the end of September for the women's groups clustered in the area of Chorotega. Participant evaluations of the national and regional assemblies reveal that the group discussion methods used by PEP were effective in developing a sense of group cohesiveness and purpose, of promoting cross-community communication and sharing of information, and clarifying the nature of leadership and membership responsibilities and rights; for its part, PEP staff thought that some of its participatory methods did not work as well with the large groups (more than 50 people).

Overall, it is generally agreed that PEP provided "timely" (puntual in Spanish) assistance to a significant national association at critical points in its organizing efforts. Despite these successful collaborative efforts, plans for PEP to assist with the formation of other regional assemblies have not materialized. The project is presently "on hold". One reason is that another technical assistance agency which provides office space and some financial support for ASONAGAF has not been overtly responsive to further collaboration with PEP; the agency, COF (Centro de Orientación Familiar), according to team members, tends to be more traditional and directive in its educational activities than PEP. For its part, PEP, although receptive to future requests from ASONAGAF, has not actively sought future involvements with the association. In the meantime, PEP/Costa Rica is contemplating whether to continue its initial support for a project in Rio Frio and whether to reach an agreement

with the Ministry of Health to help train extension agents who are attempting to form community health councils.

Rio Frio. PEP was first contacted by people involved in the Rio Frio project in September 1987. The project links an association of small agricultural producers (Asociacion de Pequeños Productores de Rio Frio) in four communities, the Institute of Agrarian Development (IDA, Instituto de Desarrollo Agrario), and the Latin American Foundation for the Development of Productive Projects (Fundación Latinoamericana para el Desarrollo de Proyectos Productivos). The Latin American Foundation provides material support to the farmers' association, while the IDA has trained two material community leaders as promoters. Plans call for the formation of a regional council to coordinate the activities of the 4 community associations in the area of Rio Frio.

PEP was invited to assist with efforts to strengthen the individual organizations and their council. Since September, Marta Picado, in addition to her responsibilities with the Health and Production Project, has provided training to a total of 22 people every 15 days; because of the great distances between communities and transportation difficulties, two groups have been formed to facilitate attendance at the workshops.

Despite an exploratory survey that indicated that there were several serious problems--that the project had been losing membership because of bad administration, abuse of power, and poor interpersonal relations--PEP decided to see what success it could have with the farmer's association. There were several potential strengths: like FINCA, the project had funding and support from other agencies (both governmental and nongovernmental); it was an economic enterprise that involved men and women; there were several members that indicated strong leadership potential, and, with effective input from PEP, it was possible that stronger local and regional organizations would emerge. The project also offered the prospect of PEP collaborating with the Costa Rican Institute of Technology (Instituto Tecnológico de Costa Rica) in San Carlos in the production of a popular education manual that contained a directory of resource people and agencies that assist women in development projects. More recently, PEP and OEF/WIB (Women in Business) have agreed to conduct four training workshops related to the administration of economic enterprises and other thrusts of the project that would draw on the unique strengths of each organization.

However, latent problems have erupted and seriously limit the effectiveness of PEP efforts in Rio Frio. A reading of Ms. Picado's field reports reveal a consistent

pattern of members not attending and meetings not being held because of personal conflicts both intra-group and inter-community. Transportation and communication problems also have had their toll: for example, a meeting of October 29, 1987, in one community, in which the group was supposed to engage in a self-diagnosis did not take place because the members chose not to wait for Ms. Picado who arrived late. Earlier in another town, there had been so much conflict in a meeting that had been designed to evaluate the project (with IDA functionaries) that the session extended beyond the allotted time.

For these reasons, I believe it would be prudent for PEP/Costa Rica to consider limiting or phasing-out activities with the project. Energies of the PEP might better be directed to consolidating existing efforts. In the meantime, Ms. Picado who was overextended recently has been relieved of her responsibilities by Ms. Ayales. The one project that might merit PEP involvement at this time is that of the Ministry of Health.

Community Health Committees. The Ministry of Health has established a community health project. In the project, the ministry's health workers (primarily nurses and auxiliary nurses) will train local organizers who will assist community-based committees in identifying common problems and helping with a program of integral (both preventative and curative) health. Currently, the ministry is conducting a pilot effort in two communities. PEP would train the health promoters of the ministry in methods to reach and effectively assist with the community organizations and their promoters. The project offers PEP the prospect of contributing timely and valuable input with a small number of people who potentially could train many more in knowledge and skills related to health. For these reasons, I find the project attractive. PEP might consider redeploying Ligia Cerda or Sandra Lopez, whose involvements with 4-S Clubs Radio Cultural are ending.

Final Considerations and Reflections

PEP/Costa Rica has undertaken several ambitious projects over the past 20 months. The team has reached a point in its evolution where it is able to take stock of where it has been--of its successes and failures-- and where it is going. In a final session with seven members of the team, I queried the group as to the consistency of its ob-

jectives across the various projects in which they have engaged. The consensus was that there was consistency. Coherence was found in their commitment to reaching the most disadvantaged populations of the society with necessary skills and knowledge, in focusing on the preparation of promoters (trainer/facilitators) who could assist others, in working at both the membership and leadership levels to develop organizational skills and outreach activities, in bringing men and women together to resolve common problems. Coherence derived from the overall thrust of their activities which were designed to support social change efforts in different fields--with change being a dynamic and flexible process.

My own assessment is that PEP/Costa Rica, over the past eight months, has put together a balanced program, with a mix of projects and institutions that includes education, institutional development, civic action, and income generation. All promise to improve the life chances of not only the participants, but their families and communities. In the document the PEP/Costa Rica prepared for the November 2- December 1987, in Guatemala, the country team estimates that it has directly benefitted approximately 560 individuals, and another 6,700 indirectly (see Attachment V). I would place the potential number of indirect beneficiaries as much greater. Projects such as CODECE and Health and Production, as well as others, stand to benefit their entire communities, regions, and the entire society. But that promise may not be fulfilled because it also depends on social structural and political factors as well as the efforts of the individuals and entities which PEP is attempting to bolster.

Although Costa Rica enjoys a widespread reputation as a progressive society and democratic polity, and the latitude for the expression of dissent is certainly much greater than in Honduras and Guatemala (this is evident even in the language of the different country team reports), the government on occasion is viewed as either unfriendly or possibly repressive by activists of grassroots movements; its economic policies, a key consideration, have not favored the working class and small-scale farmers. Although they are not as destitute as the poorest of the poor communities in other Central American countries, large areas of the country are nonetheless impoverished. Socially and culturally, much of the society is very conservative, especially with regard to women's rights. These projects, therefore, require enormous patience on the part of external funding agencies. In a number of projects PEP team members have demonstrated much patience and sensitivity to local tradition, but at times they think they are not accomplishing as much as they should and this leads to feelings of frustration.

One final consideration is that at times the pace of PEP/Costa Rica office activity is frenetic. The country team members frequently work 12 hour days and more, 6 or 7 days a week. They need to arrange, within their weekly and monthly schedules, more opportunities to pause, stand back and assess what they are doing; and they need to have even more exchanges with other Latin American programs working in popular education. All these comments apply to the other country teams as well.

Exchanges have been organized by OEF International in the past and the Regional Team is planning several seminars and conferences on the project and popular education. To these efforts, I can only say more

To conclude the section on Costa Rica, OEF has put together an extraordinarily talented team of highly dedicated and professional individuals. Their understanding of the theory and methods of popular education and social change, as applied to the Costa Rican context, is admirable. They show great insight into the nature of the problems they are facing. At times the group is too hard on itself, dwelling overmuch on the shortcomings of their involvements, when they should be taking pride in their accomplishments.

HONDURAS

The Honduras/PEP team has been in place only since June of 1987. The country coordinator, Narda Melendez was appointed in mid-June, and over the following two months, three trainer-facilitators (Adriana Espinal, Aminta Navarro, and Rosa Aminta Ferrufino), an office administrator (Carmen M. de Lopez), and an office assistant (Telma Puerto) were employed to complete the staff.

The academic backgrounds (law and social work) and the field experiences of the team members (in agencies such as Save the Children, and a cooperative federation of palm oil peasant producers on the Atlantic Coast, HONDURPALM) have given a particular bent to PEP activities and institutional involvements within the overall framework of the regional project. Their stated goal is to train committed people with a broader vision of social change and to contribute to the strengthening of democratic organizations--individuals and institutions which can continue to resolve their own problems, once the PEP project has come to an end.

In the November 1987 document prepared by PEP/Honduras for the meeting of country teams in Guatemala the first week of December, the staff discussed its views of the nature of participation and development. They locate development at the community level as determined by local groups; their notion of participation centers on communities defining and structuring their needs and becoming involved in solving them. According to the document, "Participation represents a means to transform society." At the same time they realize that "the success of their work depends not only on the definition and clarification of concepts--but also on the social and political context in which they operate."

The Honduran context, although not characterized by a recent history of mass violence, repression, and social upheaval on the scale of Guatemala (see later dis-

cussion) is nevertheless a difficult one. Community groups are cautious, if not reluctant, to use terms like democracy in public. There have been selective kidnapping, disappearances, and assassinations of labor leaders and peasant organizers. Over the past five years Honduras has undergone a marked military build-up, with large areas surrounding air bases such as Palmerola, and the territory adjacent to Nicaragua being largely off limits to civilian populations or prospective community development work. This a time when the militarization of the country and increasing levels of conflict have disrupted existing community life and created conditions that cry out for self-help organizations.

On the positive side, the Azcona Government, after initially refusing to participate in the Central American peace pact signed August 7, in Guatemala, announced on October 21, that it was going to comply with the Esquipulas II plan. On the same day, President Azcona declared an amnesty in favor of political detainees. In mid-October, the Honduran armed forces held a symposium on the value of human rights. Whether such activities are cosmetic or not remains to be seen.

A test case of the government's commitment to a democratic opening is the case brought to the Inter-American Human Rights Court (based in San Jose, Costa Rica) against the Government of Honduras by human rights activists who claim that a pattern of gross human rights violations (abductions, clandestine jails, torture, and murder) existed in Honduras during 1981-82. A final judgment by the court is expected in January-February of this year.

This national context has conditioned the project in several substantial ways--both with regard to limitations and opportunities. US government involvement in the financing and construction of the military-up build in the country have made it extremely difficult for PEP/Honduras to establish formal institutional linkages with peasant federations and other liberal groups who would prefer not to associate with a project receiving funding from an agency of the US government.

PEP, notwithstanding this sensitive situation, has developed working relations with grassroots groups operating in six neighborhoods (barrios or colonias) in the hills surrounding Tegucigalpa, and has established workshops not only for community members and leaders, but social workers of the Municipality of Tegucigalpa and social work students of the National Autonomous University.

The country coordinator, a last year law student, believes that Honduras is a country of laws in which it is possible to teach about the law and work within it. Not surprising, the law is one theme consistently running through the various PEP-hosted

workshops and seminars. A closely related theme is the rights of the most vulnerable and discriminated against populations in the society. In line with this focus, the first seminars offered by the country team, September 7-9 in five barrios of the capital, were on the rights of children.

Selection of the neighborhoods and grassroots groups with which PEP would work was based on pre-established criteria. The criteria required that the community group have been organized at least one year, be accessible by public transportation, have identified and implemented a collective project, have at least 10 members, and not be characterized by internal strife. After exploratory visits to 13 urban communities and interviews with 36 heads of organizations, the PEP staff decided to concentrate their efforts on six barrios on the outskirts of Tegucigalpa.

PEP efforts, during the months of July and August, to achieve working relations with rural organizations did not prove as fruitful. The team visited at least seven organizations that were national in scope and involved in community health, income generation, and articulation of the interests of small landowners and rural workers. But none of these organizations, in the judgment of the PEP staff, provided "fertile grounds for participatory education or democratic practice." The organizations were too politicized or too authoritarian in their governance structures. The country team therefore decided to concentrate its initial efforts on the impoverished barrios of the capital.

The six communities and the organizations that were initially selected for PEP training activities are the following:

- the Organization of Women of Colonia 14 de Marzo, with 142 members participating in 8 committees of the Christian Children's Fund involved in health, education, housing, and income-generating activities
- the Women's Organization Promesas del Futuro of the Colonia San Francisco with 250 members participating in 5 committees of the Christian Children's Fund involved in activities similar to those listed above, plus the building of a community center
- the Club de Amas de Casa (homemakers association) of the Colonia Modesta Rodas Acuerdo #2 with 14 members who are involved in a nutrition program for 100 children under the age of 7
- the Club de Amas de Casa of Colonia Brisas del Valle with 25 members also engaged in a nutrition project

- the Organization of Mothers of the Lactario Infantil (a child nutrition program) of the Colonia Roberto Suazo Cordoba serving 94 children, and
- Health Volunteers of the Colonia San Francisco who concentrate on childhood diseases and overall community health

All six are squatter settlements formed in the hills around Tegucigalpa over the past five to ten years. In Spanish they are termed *clandestino*, because they are not legally recognized or are unincorporated with only tenuous claims on municipal utilities and services.

The strategy of the PEP team, in broad terms, is to first contact grassroots women's groups who then introduce PEP notions of participatory democracy and collective action into the General Assembly of the local community's governing bodies. In Honduras, governing bodies that represent community interests are known as *patronatos*.² In some cases, where there is no extant women's group, PEP may assist with the formation of one, as is currently happening in the Colonia Israel Norte.

The various local groups have each selected two members to be trained as community organizer/facilitators, or "promotors" (*promotores*, in Spanish). Similarly, the boards of directors (*juntas directivas*) of each community patronato have agreed to send two or more leaders to attend PEP training workshops. In some cases, those receiving training as promotors are also members of the *patronato's* governing board.

By the end of November, PEP had organized the following seminars and workshops:

- September 26--1st Workshop for Community Leaders attended by 26 representatives of 13 community groups from 5 communities (Colonia Brisas del Valle did not attend), and 8 students of Social Work from the National Autonomous University of Honduras
- October 17--1st Workshop for Promotors attended by 21 representatives of the same 5 communities
- October 31--2nd Workshop for Promotors with 21 people in attendance
- November 7-8 Workshop for 19 promotors of the Department of Social Work of the Municipality of Tegucigalpa

- November 21--2nd Workshop for Leaders with 40 representatives from 6 communities (Colonia Israel Norte leaders attending for the first time), and a social worker from the Municipality of Tegucigalpa

The PEP staff attempt to meet on a weekly basis with the promoters, community leaders, and group members; to ensure regularity in community visits, two teams (of two PEP facilitators) have been assigned responsibility for three communities each. The PEP teams also participate in monthly meetings of the *patronatos* to discuss PEP philosophy and methods, answer concerns of community members, and promote collaborative efforts.

During my three-day visit to Honduras, I had an opportunity to both visit two communities participating in the project and to attend the 2nd Workshop for Leaders. On November 20 I visited the two communities of Roberto Suazo Cordoba and Israel Norte. Like many of the "clandestine" communities in the hills around Tegucigalpa, the recent settlers face a multitude of interconnected problems: lack of public utilities, especially potable water, malnutrition and poor health, high unemployment, inadequate housing, and, to add to the misery, serious erosion of the hills with attendant mud slides and destruction of life and property.

Adriana Espinal and Aminta Navarro accompanied me on a visit to the colonias where we met with Don Fabio H, a man in his late 40s who is a leader of the *patronato*, and Dona Doris U., a mother of 3 in her mid-20s, who is director of the Sociedad de Padres de Familia (i.e., the Parent Teacher Association). In the home of Ms. Doris U we discussed reasons why their organizations decided to affiliate with PEP and what their assessment was of benefits derived to date. The two mentioned that a local church had provided an expert in group dynamics but that the person did not come often and did not train them to be social change agents themselves; moreover, the specialist worked only with community members affiliated with the church. Doris explained her pleasure with the group methods used by PEP: they made meetings enjoyable and participatory. She expressed a desire for further training in human relations skills and more in depth treatment of problems brought up in the workshops. Among the priority problems facing the community, as indicated by Doris U. and Fabio H., were the need to reinforce the hills to avoid landslides, the need for more water pipes and outlets, a desire to buy the land on which the community settled from an absentee owner, a particularly onerous tax levied on the community by the municipal government to cover costs of an access road that also serviced an adjacent rich community that the residents of Roberto Suazo C. did not believe was paying its fair share.

Although Roberto Suazo C. is a very poor settlement, it nevertheless has managed to obtain access to a number of basic utilities (electricity and water, but not sewage). By contrast, Colonia Israel Norte has no public utilities. An army truck occasionally brings water to the residents of the barrio. Water, otherwise, must be obtained in containers from a neighboring community some 15 minutes walk from Israel Norte; the adjacent barrio is also the site of the local primary school. The community has an all male governing body, *patronato*, which until recently opposed the formation of a separate women's association because they claimed it would be divisive. But, according to Dona Melba C., a mother in her mid-20s who has completed primary schooling, the group of women in Israel Norte were aware that in other communities women's groups were addressing pressing concerns--such as limited educational opportunities and lack of water--that men on the *juntas* of the *patronatos* seemed to consider of secondary importance. The women had heard through acquaintances about PEP's organizing activities in one of the communities already involved and, irrespective of Patronato opposition, a group of 4 to 8 women had coalesced in the barrio and was actively seeking the assistance of PEP. Dona Melba had attended all three PEP workshops and was planning to attend the following day. What she found most valuable was the opportunity to discover that other communities shared, in varying degrees, problems similar to those of Israel Norte. Her goal is to use the skills, knowledge, and insights gained in the training sessions to motivate other women in her community, to raise their level of consciousness, and develop their organizational abilities to obtain access to public services.

One week prior to the November 21 PEP workshop, members of the *patronato's* governing body decided to support the formation of the women's groups, Asociacion Femenina hacia el Futuro as a development that would benefit the entire community. Three members of the patronato's leadership attended the workshop along with a delegation of women, including Dona Melba, who immediately tried to sell me a raffle ticket the association was selling to raise funds to purchase benches for their community center.

The 2nd Leadership Workshop had three objectives:

- to promote the establishment of closer relations between the participants and their groups in anticipation of cooperative efforts
- to acquaint the participants with the existence of particular laws that affect their work as community leaders
- to foster closer relationships between community groups and PEP

For each objective, the PEP team had selected appropriate group methods and assigned one staff member to be responsible for related activities. Seating arrangements also were designed to foster inter-group and inter-community contact so that people did not sit next to their immediate associates.

The first group activity--variously known as the Spider's Web, or Ties of Friendship, or Alliance--involved all 41 participants forming a large circle. Several balls of yarn and cord were used as one person would throw the ball to someone across the circle. The persons who received the ball would announce their names, group, and community. The game served to acquaint people with one another, to provide an opportunity for each member to address the group, and also tangibly demonstrated the ways in which individuals and their associations are and can be intertwined.

This activity was followed by the formation of four subgroups to define terms written on index cards. Among the terms were elections, federation, municipality. Some terms were common to all groups, such as *patronato* and *personeria juridica*. For 40-45 minutes, each group was to discuss, summarize, and write on large sheets of paper its definition of the terms. These definitions were then shared with the entire group in another session of approximately 45 minutes duration. Before the assembled discussion, however, Narda Melendez announced that one of the participants had lost 10 lempiras in the bathroom, and that the group should be thinking about what to do in response to this situation; she hoped the group would resolve the problem before breaking for lunch. The sharing of definitions involved not only description but analysis--in which certain definitions and concepts were questioned by members and explored in some depth. Among the issues discussed was whether a *patronato* should focus on the problems of individuals (for example a person who had a goat stolen) or those of the community at large, whether all residents of a *barrio* were members of a *patronato*, and the rights and responsibilities of *socios* (affiliated members) of the *patronato's* General Assembly; a subtle if not ironic, discussion ensued on how voting had little to do with election results (referring in this case to national level politics). Throughout the process, PEP staff probed and clarified terms, but did not offer answers.

Immediately prior to breaking for lunch, the assembled group discussed what to do about the missing 10 lempira note. At first I thought the incident was contrived, which it was not. In any case, the situation was deftly used by the PEP coordinator as a concrete challenge to group decision-making. Very quickly participants offered two remedies: to divide the lost amount by the number of persons in the group and ask a contribution of 25 cents on the part of everyone (10.00 L. divided by 40), or,

at the suggestion of Don Fabio, taking into account that not everyone had 25 cents to spare, each would contribute according to his or her means. The latter course of action was followed--with 12.25 lempira being collected, and the surfeit, 2.25 going into a fund for the Christmas party planned in conjunction with the next leadership meeting in December. Thanking the group for its solidarity, the person who lost the money nevertheless pointed out that someone in the group had pocketed her 10 lempiras.

After lunch, the PEP team presented a slide show that depicted its work in affiliated barrios. The response of the participants was enthusiastic, with people who up to that point had been passive or mute talking animatedly about seeing their communities projected on the wall. One suggestion prompted by the viewing session was that various communities put together their own shows and share them in subsequent workshops.

Next Narda Melendez³ discussed a new law recently passed by the national government (Act #799-87) that required all *patronatos* to register with the National Ministry of Government instead of the Municipal Government. The new law appears to be an attempt on the part of Azcona and his Liberal Party to usurp the authority of the Nationalist Party which has recently gained control of the municipal administration. Despite the potential for critical analysis occasioned by the presentation of Act #799-87, the PEP team provided insufficient time for any in depth discussion.

The final substantive session consisted of participants being formed into four new groups that were to compete in an "academic olympics" (Ligas de Saber); they accumulated different points for answering questions correctly and on the first try. The questions referred to terms covered during the workshop. Aminta Navarro presided as a judge over the correctness of answers. A greater number of women participated in this activity because the ground rules for the competition required that person answering for the group be changed for each round of questions. In many of the previous activities, men, although they were in the minority, tended to be over represented as group rapporteurs and to dominate discussion; in another group, for which Dona Doris served as rapporteur, a single male tended to drift off from the group and seemed unengaged.

Among the shortcomings of the final session was the simplistic nature of the questions, which elicited mechanical, rather superficial definitions. For example, a *patronato* was defined as an economic entity because it had a budget; a similar answer that a *patronato* was a social entity because it had members was considered

an adequate response. These topics might have simulated discussion of road taxes, utility charges, unemployment, and the role of a *patronato* in buying community land, but the opportunity was not availed.

The workshop, which began at 9:30 AM, came to a close around 4:15 PM. The final few minutes centered on a discussion of an exchange of gifts for the December get together, and the desire of the group to discuss laws governing land tenure.

On the positive side, a variety of motivational methods were used that engaged many in lively activity and required participants to clarify their thoughts on the nature of community organization, and the rights and responsibilities of members; in addition, participants were acquainted with laws that governed their corporate activities. Some of the most active members were the three members from Israel Norte who seemed to be more politicized and willing to discuss the implications of Act 799-87. They appeared to thoroughly enjoy the group dynamics. Another active participant, Arnulfo, is a community organizer for the Municipality of Tegucigalpa. He indicated that this was the first meeting he had attended that brought together groups from different communities; he further noted that PEP had managed the group dynamics very well and that he had benefitted from the experience.

In addition to the weaknesses already noted--the lack of higher order questions and the need for greater probing of themes and analysis of issues--several other areas recommended themselves for improvement. A number of group activities that served to animate the group, such as Abogado/Acusado (in which an individual accuses another of some alleged crime and the persons on either side of the accused are obligated to come to the individual's defense), could be utilized to make substantive points--to show how people need to come to the defense of a neighbor or associate and that strength is derived from group solidarity.

No provision had been made for child care, although this had presented a problem in previous seminars. For this workshop, individuals appeared with four children and make-shift arrangements were made to accommodate them. In the future, more systematic arrangements should be made with the various community promoters and leaders discussing how best to organize child care.

A number of people, as mentioned earlier, were passive until the slide show. One reason could be that many of the PEP methods and exercises depend on literacy. One concern that I shared with the PEP team, and which they have recognized as a potential problem, is the need for activities that do not presume literacy, for even

some of the promotoros and leaders in the more destitute barrios are illiterate or tenuously literate.

Continuity in workshop membership also presents a problem. While the addition of new members, such as the leadership from Israel Norte, represents a significant advance, it is difficult to build-up skills and achieve sustained collective action with high turnover in membership. Fifty-one people were expected at the November 21 workshop, but 41 attended. Representatives of the community Las Brisas del Valle did not show-up. In some cases, people are unable to attend because they do not have the money for transportation or they lack child care.

There is, however, a core group of people who have attended all sessions for both promotoros and leaders. To further assist them, the PEP team has begun to elaborate guidelines for community organizers and plans to have ready by the end of January a manual for trainers.

My observations of the strengths and limitations of the November 21 workshop tend to accord with the evaluation sheets filled out by participants in previous training sessions organized by PEP. The participants invariably refer to their satisfaction with training in organizational skills and public speaking, and with having the opportunity to learn about the commonality of problems and the strength that derives from broadscale participation and collective action. One participant wrote: "The most important lesson is that each group has to organize, plan, and follow through and that is necessary for all to participate." Social workers attending the November 7-8 workshop noted that they became familiar with methods for conducting meetings that are simple, practical, and not boring. Among the methods organizational leaders liked at the September 26 workshop was the exercise in which they depicted the substance, cause and possible ramifications of issues facing their communities as the trunk, roots, branches and leaves of trees (for example of drawings prompted by the exercise, see Attachment IV-A). The September 26 evaluation comments ranged from those that were barely literate to sophisticated statements such as this: "The workshop made it clear that you work with institutions, and that you do not enter this or that community with the objective of passing on a thesis but that you help by taking into account the participation of the community."

Workshop evaluations indicate that the participants would like the training sessions to be more systematic and detailed in their analysis of issues. Suggestions for follow-up discussion topics include those related to social disorganization, family life, and community organizing.

Criticisms highlighted the late arrival of a number of participants, the passivity of some persons, and the varying effectiveness of methods. Overall, however, the comments suggest that "most participate according to their level, that they gave and received ideas."

PEP calculates the direct and indirect beneficiaries of these training sessions, and informational and promotional activities, as being the following: the 50 plus people who have participated in the seminars and workshops, the approximately 85 women in the grassroots groups that have received systematic assistance in developing and solving problems, and, one step further removed, the 400-500 members of these associations who disseminate knowledge, skills, and insights through the monthly assemblies of the *patronatos* and their friendship networks.

PEP/Honduras has made a qualitatively significant impact on the lives of several score of people. Now that the team has a sense of what it can successfully accomplish within the Honduran context, it is exploring ways of extending its coverage.

The main mechanism for multiplying its impact would be to work with a national federation, such as FEHCOVIL (the Honduran Federation of Housing Cooperatives) with which PEP has been in contact since September 1987. The federation has shown a strong interest in receiving training that accords with PEP objectives, but PEP was initially reluctant because FEHCOVIL's activities took place mostly in towns and semi-urban areas rather than in the countryside and because its homeownership members tend to be relatively prosperous compared with the disadvantaged populations that PEP considers to be its priority. PEP, nevertheless, thinks that it now would be mutually advantageous to reach an agreement for training activities in some three to four semi-urban communities (which is likely to require the employment of two more PEP staff trainers). Other agencies that the team is seriously considering working with include CEPRODE (Centro de Promocion y Desarrollo) which engages in community development and literacy work and receives funding from external technical assistance agencies and EDUCSA, an organization which trains community health workers to build-on existing folk medical knowledge and practices (Marta Picado of PEP/Costa Rica visited EDUCSA to upgrade her knowledge for the Health and Production Project). Both agencies work in the North of Honduras.

Outreach is one priority for future PEP/Honduras activity. The deepening and "problematizing" of themes with community groups and leaders is another; the staff plans to do this with 20 promotores over the coming months. The staff, itself, could benefit from further training in the philosophy and methods of popular education.

In response to this need, the OEF International regional team is planning a week-long workshop in Costa Rica, in April. The more opportunity for intensive upgrading and also contact with other community development and popular education projects in the region, the stronger the project will be.

Over the coming months, PEP/Honduras plans to prepare training materials. As discussed earlier, some care must be given to designing materials that are understandable to individuals with only basic literacy skills. Projecting into the future, one question the team has asked itself with greater frequency is "will their strategy and methodology help solve economic problems?" With this in mind, the team has been considering the inclusion of an economic dimension and job-related content in their training materials. To do so might lead to closer working relations between PEP and the OEF/Women-in-Business (WIB) project located in San Pedro Sula. Before concluding this section on Honduras it is necessary to point out that in September members of the PEP staff were harassed by individuals, who took photographs of people leaving and entering PEP offices. The WIB director in San Pedro Sula also received a disturbing call from the Office of the Chiefs of Staff of the Armed Forces to inquire about the nature of the PEP program in Tegucigalpa. After considerable discussion and agonizing, the staff, with the support of OEF International, registered a complaint of harassment with the DNI (the Department of National Investigations, an internal security agency), an entity which might be the very source of the problem. Further details concerning the events leading up to the registering of an official complaint are contained in the Narda Melendez' Memorandum of September 30, 1987 to Margaret Schuler and Lidieth Madden. These events are, by now, well known to Roma Knee. It is important to convey here that despite the tension generated by these incidents, the PEP/Honduras staff appears to have pulled together and during my brief visit to the country manifested a good esprit d'corps.

One last consideration, which is of a general nature, pertains to the interaction among the country teams and with the regional office. Until recently, much of the communication--the fortnightly, monthly, and now tri-monthly reports-- organizationally, tended to flow upward. Typically, reports from PEP/Honduras went to both OEF/San Pedro Sula and the PEP/Costa Rica Regional Office, then to OEF/Costa Rica and to OEF International, and USAID in Washington. (In the case of OEF/PEP Guatemala to the PEP/Costa Rica Regional, and on up the chain of authority.) As of the November-December 2, 1987 meeting in Guatemala, there is a likelihood of greater sharing of information among the offices--a leveling of hierarchy in what is essentially a very democratic organization. These changes are to be welcomed.

To summarize the last six months of PEP/Honduras activity, a capable team is in place. The team has begun systematic training activities with grassroots groups in at least six impoverished communities of the capital, has established links with municipal and educational institutions involved in community development, and has explored opportunities for cooperative undertakings with nongovernmental organizations that operate at the national level in education, health, and, generally, community mobilization to make claims for a greater share of societal resources and services. The goal of the PEP team is to equip individuals and their organizations with the skills to resolve their most pressing problems. At times, the level of poverty, the societal constraints, and the political climate appear to be overwhelming obstacles that prompt the team to question what they can accomplish with so few resources and so little time; but they also know that they are having an impact and that even the most destitute of communities, such as Israel Norte, are willing to pressure government authorities and claim their rights (see, for example, the poem in Attachment IV-B). Ideally, with PEP assistance such communities will be enabled and empowered to make their claims more effectively--and by more participatory and democratic means.

GUATEMALA

The last country to be included in the PEP grant was selected after careful consideration of the national context. In May of 1987, the Regional Team of OEF (Marge Schuler, Lidieth Madden, and Marcy Fink) met over a three-day period with representatives of various technical assistance agencies and Guatemalan governmental and nongovernmental entities to explore the feasibility of a popular education program. As the September 14, 1987 memo from Marge Schuler and Marcy Fink to Roma Knee (USAID) points out: "... given the newness of the civilian government and the legacy of the military's response to community education and organizing, we felt there were prospects for the project to develop in interesting ways, given the right staff and links with other organizations."

A brief recapitulation of the difficulty of working within the Guatemalan context as well as the potential for meaningful involvement in a project of education for social change will be useful here. Guatemala after 22 years of military rule has a civilian government that is beginning to discuss human rights abuses of the past and is taking measured steps to provide constitutional and institutional guarantees of citizenship rights. These abuses include the disappearance of over 38,000 persons and the killing of some 50,000-75,000 civilians between 1976 and 1986. At the height of government counterinsurgency activity, 1981-83, 20,000 died, and over 250 villages were destroyed. Out of a population of 8 million, there are 1 million homeless and displaced persons. While the intensity of armed conflict has abated, over 500 persons have disappeared since the Cerezo government took power in the spring of 1986. Peasant populations are being gang pressed into civil defense patrols, and although the government describes these militias as voluntary efforts, individuals and villages refusing to cooperate face punitive measures by the military. At the same time, guerrilla forces continue to demonstrate their ability to strike at the armed forces. Over the first eight months of 1987, there were, according to the October issue of Mesoamerica, 730 confirmed government casualties, 56 military installations destroyed in 165 operations in 8 out of 22 departments of the country (p. 3).

On the positive side, the Cerezo government, on May 29, 1987 ratified the Inter-American Convention against Torture and simultaneously announced an amnesty for political prisoners. With the return to civilian government, the National Congress established a Human Rights Commission, passed a Law of Assistance to Widows and Orphans of Victims of Violence, and instituted a Register of Control of Detained People. Furthermore, provisions of the Constitution which refer to the creation of an Attorney General for Human Rights have been implemented. During my visit to Guatemala, Gonzalo Menendez de la Riva (Procurador de Derechos Humanos) presided over a workshop set up by the Ministry of Education, in conjunction with PNUD and UNESCO, to train 380 teachers to teach about human rights. Labor militancy in both the public and private sectors has increased, and public demonstrations to protest government tax policies and price increases have not met with the brutal responses of the past. These are important trends and circumstances that condition the types of activities PEP/Guatemala might engage in and the regions of the country in which it can work.

The selection of staff that could work effectively in this context took place over the summer of 1987. After a visit by Regional Director Lidieth Madden, during which the final candidate pool was narrowed to three people, the Regional Team held the final round of interviews August 10-12. Alma Irene Chavez, an agricultural engineer with extensive field experience was selected as OEF/Guatemala director. Ms. Chavez came highly recommended by two nongovernmental agencies involved in community development work; they are CAPS (Centro de Autoformacion para Promotores Sociales of Rafael Hernandez University in Guatemala City), and CIF (Centro de Integracion Familiar). Immediately prior to her appointment to PEP, she had been an analyst with the National Institute of Commercial Agriculture. She also has worked for Save the Children and a UNICEF project in which she administered a \$400,000 program of matching small grants to some 50 projects related to schooling, health, and housing. She is presently writing her thesis for a licenciatura in Agricultural Engineering with a strong minor in rural sociology.

In addition to Ms. Chavez, who was hired on August 24, 1987, a Secretary, Marta Julia de Mosquera, and two trainer-facilitators have been employed: Jorge Gutierrez Arenales, a fourth year law student also with extensive experience in rural development projects, and Patricia Castillo Leiva, a recent graduate of Social Work with a three-year secondary education degree (Perito) who had worked with the Asociacion Guatemalteca de Educacion Sexual.

During the period September-November 1987, the Guatemalan office was set up; the staff underwent an orientation period that involved a review of OEF ad-

ministrative procedures by Regional Administrator Ines Cardenas; they delved more systematically into the literature on nonformal and popular education as well as project evaluation; they engaged in an in-depth analysis of the project proposal; and they made initial contact with various NGOs and community groups.

Ms. Chavez attended an October 6-9 meeting of various Guatemalan NGOs, sponsored by ASINDES (Asociacion de Institutos de Servicio y Desarrollo de Organizacion noGubernamentales) and USAID. Ms. Chavez' assessment of the value of working with NGOs as well as her preliminary thoughts on what would comprise feasible and worthwhile projects for PEP/Guatemala are expressed in a document of November 11, 1987, entitled "Reflections concerning some Initial Concepts for the Work of OEF in the Economic Field in Guatemala" ("Reflexiones acerca de algunos conceptos iniciales para el trabajo de OEF in el campo economico en Guatemala"). The line of her argument is this: while it is desirable for PEP to work with non-governmental agencies as they are more flexible and efficient in delivering social services than public sector institutions, certain criteria have to be taken into account in undertaking projects with them. Important considerations are that: 1) the projects not involve an imposition from above or outside; 2) they reach truly disadvantaged populations and address real needs identified by a community; 3) and projects be a means to the ends of continuous community development and self-determination. The clear preference of Ms. Chavez is that PEP/Guatemala link-up with NGOs that have demonstrated a capacity to accomplish concrete things and make tangible improvements in the community. Finally, the objective of PEP to provide training in organizational skills accords with the stated preferences of NGO's and grassroots groups for the types of technical assistance they wish to receive.

While Ms. Chavez is committed to institutional involvements and projects that focus primarily on training, much in accord with the overall goals of the PEP grant, at one time or another she has toyed with the idea of PEP/Guatemala being involved in the administration of small loans to community projects. This inclination is understandable in light of her previous field experience and knowledge of what works well in Guatemala, and also her sensitivity to the apprehension with which community development projects per se are viewed by extreme reactionary groups in the society. In my judgment, PEP functioning as a bank is not congruent with the goals and spirit of the grant. Ms. Chavez, however, recently has become aware of institutions such as FINCA (see Costa Rican section of the evaluation) that provide small grants and are amenable to cooperation with PEP to provide training in skills that both strengthen local associations and their outreach activities with likeminded groups and individuals.

By late November 1987, the Guatemalan team had made initial contact and organized some training activities with several promising projects and community groups in the area around Lake Atitlan as well as in the outskirts of Guatemala City. The team originally had thought that it would work in the Eastern part of Guatemala with a predominantly Spanish-speaking population, a region with fewer development programs and a lower level of insurgency activity. But the Western region, precisely because of the conflict and social change that have occurred there, offers greater potential for working with groups that have organized to cope with the traumatic transformations their communities have had to endure.

Working with indigenous communities in the Western regions presents challenges and constraints that are evident in the two communities (Canoas and Quixayá) that I visited on November 27. The indigenous community of Canoas, consisting of some 1,500 people who derive their livelihood from small plots of land (*minifundias*) has formed a Committee for Family Development (Comite pro-Desarrollo Familiar) in conjunction with CIF (Center for Family Integration) in Guatemala City. The PEP staff have held several sessions with this committee to help its members identify priorities and the means of achieving them, as well as to facilitate linkage with other communities and organizations that share common interests.

The 90 minute meeting I attended took place in a very simple, dirt floor community center that accommodated about 25 people. Men tended to sit on rough hewn benches to the left side of the entrance, and women sat on mats on the floor to the right.⁽⁴⁾ The seating arrangement is noteworthy, but just as significant is the fact that this association brought men and women together for the very first time in public meetings to discuss common concerns. The group discussion, led by Alma Irene Chavez, focused on community needs. As group members articulated their priorities, Ms. Chavez listed them with a magic marker on thick white paper taped to the wall.⁴ Among those listed were a truck, a mill, and a store (*tienda de consumo*). She then proceeded to share with the assembled group her knowledge of problems encountered in other communities in purchasing a truck (\$200,000 quetzales being a conservative estimate of cost). She asked these questions: how many would use it, to go where, to do what? With regard to the question who knows how to drive? no one raised his or her hand.

The group then turned to a discussion of the need for a community store--as most commercial stores were too far away. Everyone in the room agreed that a *tienda de consumo* was a priority. The probing by Ms. Chavez led to an examination of how much the store would cost (an initial stock of 5,000 quetzales was considered reasonable), and what items community members would want the store to sell. There

was widespread participation on the part of men and women as they called out common household and farm items. One individual asked if the community store could sell fertilizers to other communities in order to raise profits. At one point in the meeting, a man offered a parcel of land free to the community on which to build the store. Even this offer was subject to discussion--what would happen if the man became disenchanted with the store and decided to withdraw his offer? should a contract be drawn-up concerning the deeding of land and specifying under what conditions it could be used? A block of time was devoted to planning what would be done, and when. A tentative goal of March was set for opening the store. The group also agreed to visit another community store in order to have a better idea of what was involved in managing one. Ms. Chavez terminated the group discussion by saying to everyone, "I told you the meeting would be boring." But the examination of significant issues, active participation by a sizeable number of individuals, and occasional animation exercises led by Jorge Gutierrez Arenales and Patricia Castillo Leiva to which the group responded enthusiastically ensured that the meeting was anything but boring.

At the suggestion of the PEP team, I was left alone with the members of the committee to discuss their opinions about the value of PEP involvement in their efforts. The general sentiment, expressed mostly but not exclusively by the men (and in particular the community leaders), was that they found the methods used by PEP to be enjoyable as well as productive, and that the group was gaining an ability to articulate its needs and plan action. They also thought that with further training they could share their knowledge with other communities.

One reason why more men talked was because the language used in the meeting was Spanish. In indigenous communities, males tend to be more conversant in Spanish. Another pertinent consideration is that male literacy rates in Guatemala, as in most countries throughout Latin America, are higher than those for women. In Guatemala, the issue of appropriateness of techniques that depend on well developed literacy skills is joined to the issue of knowledge of a non-native language that historically has been used as a means of colonization. These problems point up the need to develop alternative methods and materials that reach nonliterate populations and that do not represent a form of cultural imposition--suggestions generally applicable to all Central American countries. Apropos of literacy, two young men from the division of Nonformal Education of the Ministry of Education also attended the meeting in Canoas on September 27 to determine if their office could be of some assistance to the community.

A major concern that I experienced was that although women were participating along with men, some of the group activities-- e.g., listing of items to be sold in the store--reinforced the traditional gender division of labor with farming being discussed exclusively as a male activity and domestic chores as a female activity. While the PEP team is and should be sensitive to existing mores and social habits, it is also hoped that future PEP seminars and workshops will prompt challenges to or questions about existing patriarchal arrangements and explore alternative ways by which women and men can relate to one another and work together.

In the community of Quixaya, some 30 to 40 minutes by car to the west of Canoas, a parish-based cooperative project is beginning to address the status and role of women in community development. The community of several hundred straddles a principal East-West highway with the church and more established section of the community on the north of the road, and refugees from the civil strife further to the west settling on the southern side of the thoroughfare. A parish worker, Jorge Bzunna Buch, an extremely knowledgeable and visionary autodidact with only three years of formal education is the leader of a cooperative movement that started as a community store. The movement has developed into a housing and appropriate technology project that promotes the notion of all community members advancing together. One of the first concerns of the movements leadership was the degradation of women who traditionally kneaded flour and cooked at floor-level. With a grant from the Guatemalan Institute of Technology and matching local funds the group designed and built a low cost, heat efficient oven and surrounding work area that prevents back-breaking stoop work in the kitchen.

The use of appropriate technology informs a construction project which first began in the more established section of the community and is now being extended to the area in which the refugees are settling. In accordance with the values of the parish committee, all houses are built in stages--so that no set of houses is completely constructed before others.

As with the introduction of changes in the household kitchen, a group of men first envisioned what improvements would take place. Women, however, are playing an important role in assisting with construction work and a women's group is being formed with the goal of engaging in individual as well as collective income-generating activities such as cattle raising and the production of dairy products. In response to my queries, the men said they are amenable to women challenging their predominance in community decision-making and to eventually assuming leadership of the cooperative movement.

En route to these ends, PEP has been requested to help establish a training program which initially will be for women only to help build solidarity and group consciousness among them. The introductory courses, as is the case with PEP projects in other countries, will focus on personal relations and communication. Such workshops activities eventually will be conducted for men and women together, as is generally the case with PEP involvements in Costa Rica and Honduras.

The Quixaya group has received funding from a variety of international and national funding agencies, which have required matching contributions of local resources and labor. Moreover, the parish-group trains health workers in conjunction with CAPS (Centro de Autoformacion para Promotores Sociales. The Quixaya cooperative group views PEP assistance as providing timely training in the field for short periods--rather than for more extended periods in Guatemala City, which is the case with CAPS.

The day I visited the community with the PEP team, two areas of cooperation were discussed. The first was that Quixaya would receive a delegation from Canoas to discuss their experience with a community store. The other was outreach activities: the Quixaya group had been invited to other communities to discuss their notion of and approaches to development work--especially the value of strong organization. The PEP group discussed the possibility of providing some support for travel to the community of Rio Pepe on December 13. I mentioned to PEP staff that such help had been offered by other PEP offices, that the conditions under which it would be offered and the amount of time such help would last should be agreed upon at the outset so as to avoid undesirable complications.

The other two projects PEP/Guatemala is seriously considering are located in San Miguelito, Quezaltenango (to the west of Quixaya), and in San Antonio, a barrio on the outskirts of Guatemala City. The community of San Miguelito, like that of Quixaya, has organized around a consumer cooperative and health project that involves the training of health workers. Similarly, it is considering a socioeconomic project. In San Antonio, a destitute barrio that has been a sewage dumping ground, a number of groups (church, women, and municipal agencies) are coalescing to improve the health of the community and increase its access to public services. PEP has been requested to assist with efforts to achieve coordination of group efforts by providing the skills to form a community-level organization. PEP/Guatemala recently has decided to employ a health worker who is highly respected in the San Antonio community as a part-time consultant to help in organizing and training efforts.

Another important area of questioning concerns: Who is the facilitator or community developer/promotor? To what extent do the ideas introduced or raised by facilitators--and ideas can subtly and often unconsciously be manipulated through questions and suggestions--represent an imposition? (This is particularly the case when the ideas and funds come from outside the community and even the country.) How long does it take for grassroots groups to become autonomous and self-sustaining? At what point does the facilitator disengage from the project, and what happens after the facilitator leaves?

Within the complex and politically volatile context of Central America, the various PEP teams have judiciously followed an approach to popular education that involves the imparting of skills and orientations that strengthen democratic tendencies within organizations. The workshops and seminars conducted by PEP provide program planning, organizational, and communications skills to both the leadership and membership levels of local, regional, and national associations. Concomitantly, the various educational methods used by PEP are designed to enhance self-perceptions and arouse social/political awareness. Furthermore, PEP country teams believe that a participatory, democratic, and open-ended process is integral to the success of its efforts.

Inevitably, there have been some tensions. For example, does the theme of increased women's participation in decision making represent an imposition of urban and cosmopolitan values on provincial populations, or, for that matter, of the metropolitan industrialized countries of the North on the developing countries of the South? PEP staff, as a part of OEF International, must necessarily be concerned with the role of women in development. Very much in accordance with the grant guidelines, PEP country teams have attempted to work with mixed sex groups, or, if working with women's groups, to join women's issues to larger social issues. The team members have been very careful not to impose their own agenda. Invariably, however, activities--such as the programs produced for Radio Cultural of Turrialba with substantial outside input in the initial stages--may be viewed by many as an outside imposition. As originally envisioned for this project, in accord with PEP philosophy, greater community input into the process of selecting themes and producing materials is likely to minimize agenda-setting by others. To the extent to which PEP works with organizations that have a clear vision of where they are going and what they are about, the danger of imposition is greatly reduced. Increasingly, PEP is collaborating with such organizations (e.g., CODECE).

Conversely, when does PEP say "no" to an organization? As one country coordinator noted: "PEP cannot go out on a street corner and announce 'here we are'."

are inherent in the PEP grant--as well as any civic education or popular education project in Latin America or, for that matter, in the United States.

POPULAR EDUCATION AND SOCIAL CHANGE: SOME CONSIDERATIONS

I use the term popular education because essentially this is what the PEP grant is all about. Popular education is civic education at its best: it is education for informed citizen participation in public life that does not involve indoctrination. Popular education involves out-of-school teaching and learning that emerges from the daily concerns of people and enables individuals and communities to more effectively address their most pressing problems. As such, the PEP grant is a model for civic education in the region of Latin America.

Theoretically, popular--or participatory--education is defined in opposition or contrast to "traditional" didactic instruction. By comparison with so-called "banking notions" of education (an expression of Paulo Freire) according to which knowledge is deposited in the empty receptacles of adult learners by all-knowing instructors, popular education is conceptualized as a dialogic process between learners, who already have a rich fund of experiences and competencies, and facilitators. The facilitators are often outsiders who can bring additional resources and more comprehensive perspectives to help communities define their problems in more complex (sophisticated) and encompassing ways, and make connections between the personal plights of learners and events and structures within and outside their communities. Popular education involves a decoding of everyday realities and an analysis of their broader significance. According to Freire and other popular educators, the process of naming the world leads the dispossessed to collective action for cultural and social change.

But questions arise: What happens if a group of individuals decides that their lot in life is satisfactory, or if unsatisfactory that there is little that can be done because powerful economic and political interests will take unacceptably punitive action (i.e., denial of jobs and credit, destruction of homes, imprisonment, physical intimidation and even murder)? Is raising consciousness enough, or must an educational movement also form part of a political and social movement that has the resources to articulate group interests and defend them?

Another important area of questioning concerns: Who is the facilitator or community developer/promotor? To what extent do the ideas introduced or raised by facilitators--and ideas can subtly and often unconsciously be manipulated through questions and suggestions--represent an imposition? (This is particularly the case when the ideas and funds come from outside the community and even the country.) How long does it take for grassroots groups to become autonomous and self-sustaining? At what point does the facilitator disengage from the project, and what happens after the facilitator leaves?

Within the complex and politically volatile context of Central America, the various PEP teams have judiciously followed an approach to popular education that involves the imparting of skills and orientations that strengthen democratic tendencies within organizations. The workshops and seminars conducted by PEP provide program planning, organizational, and communications skills to both the leadership and membership levels of local, regional, and national associations. Concomitantly, the various educational methods used by PEP are designed to enhance self-perceptions and arouse social/political awareness. Furthermore, PEP country teams believe that a participatory, democratic, and open-ended process is integral to the success of its efforts.

Inevitably, there have been some tensions. For example, does the theme of increased women's participation in decision making represent an imposition of urban and cosmopolitan values on provincial populations, or, for that matter, of the metropolitan industrialized countries of the North on the developing countries of the South? PEP staff, as a part of OEF International, must necessarily be concerned with the role of women in development. Very much in accordance with the grant guidelines, PEP country teams have attempted to work with mixed sex groups, or, if working with women's groups, to join women's issues to larger social issues. The team members have been very careful not to impose their own agenda. Invariably, however, activities--such as the programs produced for Radio Cultural of Turrialba with substantial outside input in the initial stages--may be viewed by many as an outside imposition. As originally envisioned for this project, in accord with PEP philosophy, greater community input into the process of selecting themes and producing materials is likely to minimize agenda-setting by others. To the extent to which PEP works with organizations that have a clear vision of where they are going and what they are about, the danger of imposition is greatly reduced. Increasingly, PEP is collaborating with such organizations (e.g., CODECE).

Conversely, when does PEP say "no" to an organization? As one country coordinator noted: "PEP cannot go out on a street corner and announce 'here we are'."

The country teams take the initiative in exploring potential institutional and community involvements, but PEP necessarily must respond to requests for assistance from various governmental and nongovernmental groups. On what grounds does PEP turn down requests for assistance? The framework of objectives, beneficiaries, content, and methodology listed in Attachment V, is useful, and the Regional Team has encouraged the various country teams to supplement these guidelines with more specific criteria that reflect the characteristics of the various national contexts. The PEP/Honduras team has done this by elaborating five criteria for determining with which urban communities it is going to work. The other country teams, however, have not yet supplemented the general guidelines with more specific criteria for project involvement.

Elaboration of criteria concerning conditions and duration of PEP subsidization of transportation, lodging, and meals also would be helpful in establishing reasonable expectations concerning PEP economic support for projects. In some cases, subsidies have been too generous and they created an economic dependency of project participants on PEP that was difficult to break.

Finally, there is the question of how long the program will last. Frequently, popular education programs, because of the open-ended, process-oriented approaches they take, require an initial two or three year period to solidify and begin to have an impact. The PEP grant is appropriately for three years. With the exception of the initial one-year exploratory period in Costa Rica, the country projects did not really crystallize until May of 1987. Now that the various country teams are in place and their projects are beginning to show results, it would be reasonable for the grant to be extended beyond the spring of 1989.

CONCLUSIONS

At mid-point in the program, my evaluation finds ample evidence for continued USAID support for PEP. The guiding questions concerning consistency of program goals within and across countries, and the long-range impact of PEP activities are affirmatively answered. The program is on track: the various projects accord with the objectives of education within and for participation, of training and organizing activities that promise to improve the status of low-income and disadvantaged populations and open opportunities for civic action within the most difficult of contexts. Programmatic mistakes have been made and largely they have been corrected. The Regional Team must be credited with not only providing a clear sense of direction and harmonizing the various country efforts within the framework of the grant,

but in selecting an outstanding group of country leaders. What is most central to the present and future success of the program is that present PEP country teams consist of highly experienced and committed individuals who can, with the necessary support, put into practice the ideals set forth by the grant.

FOOTNOTES

1. A May 4 position paper prepared by PEP/Costa Rica discussed the project passing through 3 stages: a first phase of gathering themes in communities, group discussion, and elaboration of tentative programs; followed by a 5-month period of taking materials to grassroots organizations to get their input; and a final phase of 5 months in which programs would be produced by the team of women under the supervision of Radio Cultural staff and the PEP consultant.
2. The origin of the word most likely derives from the parish committee responsible for planning festivities to honor the local patron saint during the colonial and post-colonial periods. Over time these committees assumed broader functions related to the provision of local services and local governance.
3. The discussion was to have been led by a member of the law faculty of the National University, who was unable to attend the meeting at the last moment.
4. As a former Peace Corps Volunteer, who helped administer a local Food for Peace Program in Venezuela, I couldn't help noticing the cracks in the wooden walls were closed-up with the familiar paper bags on which hands reach out to each other as a symbol of solidarity between peoples.

ATTACHMENT I

ITINERARY OF ROBERT F. ARNOVE

November 18, 1987

- 11/18 Afternoon - Indianapolis to Miami
- 11/19 Morning - Miami to Tegucigalpa
Afternoon - Meet with PEP staff
- 11/20 Morning - Review country team reports and evaluations
Afternoon - Visit with Aminta Navarro and Adriana Espinal to the communities Roberto Suazo Cordoba and Israel Norte
- 11/21 All Day Workshop for Leaders of 5 communities of Tegucigalpa
- 11/22 Morning - Final meeting with PEP staff
Afternoon - Leave for San Jose
- 11/23 All day session with PEP staff
- 11/24 All day trip with Lidieth Madden and Ivannia Ayales to the FINCA project in Las Lagunas de Daniel Flores, and Palmares
Evening - Attending meeting of ecology subcommittee CODECE in Escazu with Lidieth Madden and Paulina Chaverri.
- 11/25 All day visit with Lidieth Madden and Marta Picado to the Health and Production Project Guacimo, where we meet Marco Palma, and to Tri-

alba, where we meet Sandra Lopez and Walter Salas of the Radio Cultural project

Evening - Wrap-up meeting with PEP staff in San Jose

- 11/26 Morning - Final meeting with Lidieth Madden
Leave for Guatemala City
Afternoon - Meet with PEP staff
- 11/27 All Day visit with Alma Irene Chavez, Jorge Gutierrez Arenalez and Patricia Castillo Leiva to th communities of Canoas and Quixaya
- 11/28 Morning Leave for Miami
- 11/18 Afternoon - Indianapolis to Miami
- 11/19 Morning - Miami to Tegucigalpa
Afternoon - Meet with PEP staff
- 11/20 Morning - Review country team reports and evaluations
Afternoon - Visit with Aminta Navarro and Adriana Espinal to the communities Roberto Suazo Cordoba and Israel Norte
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Evening - Wrap-up meeting with PEP staff in San Jose

11/26 Morning - Final meeting with Lidieth Madden

Leave for Guatemala City

Afternoon - Meet with PEP staff

11/27 All Day visit with Alma Irene Chavez, Jorge Gutierrez Arenalez and Patricia Castillo Leiva to th communities of Canoas and Quixaya

11/28 Morning Leave for Miami

CUADRO N^o 2

ACTIVIDAD	# PART	RADIO	PSP	CODECE	CLUBES 4-S	FINCA	ASONAGAF	RIO FRIO.
JORNADAS DE CAPACITACION		16	58	-	31	6	1	3
TALLERES		-	9	2	18	-	-	-
REUNIONES		-	11	26	38	2	6	4
VISITAS DE SEGUIMIENTO		-	20	-	11	-	-	6
EVALUACION		3	3	2	1	-	1	-
OTRAS		-	2	60	4	-	4	-

CUADRO N^o 3

PROYECTO	BENEFICIARIOS DIRECTOS	BENEFICIARIOS INDIRECTOS*
1. Salud y Producción	96	1520
2. CODECE	30	2500
3. Clubes 4-S	120	600
4. FINCA	160	1350
5. ASONAGAF	29	319
6. Río Frío	22	110
7. Radio	9	291

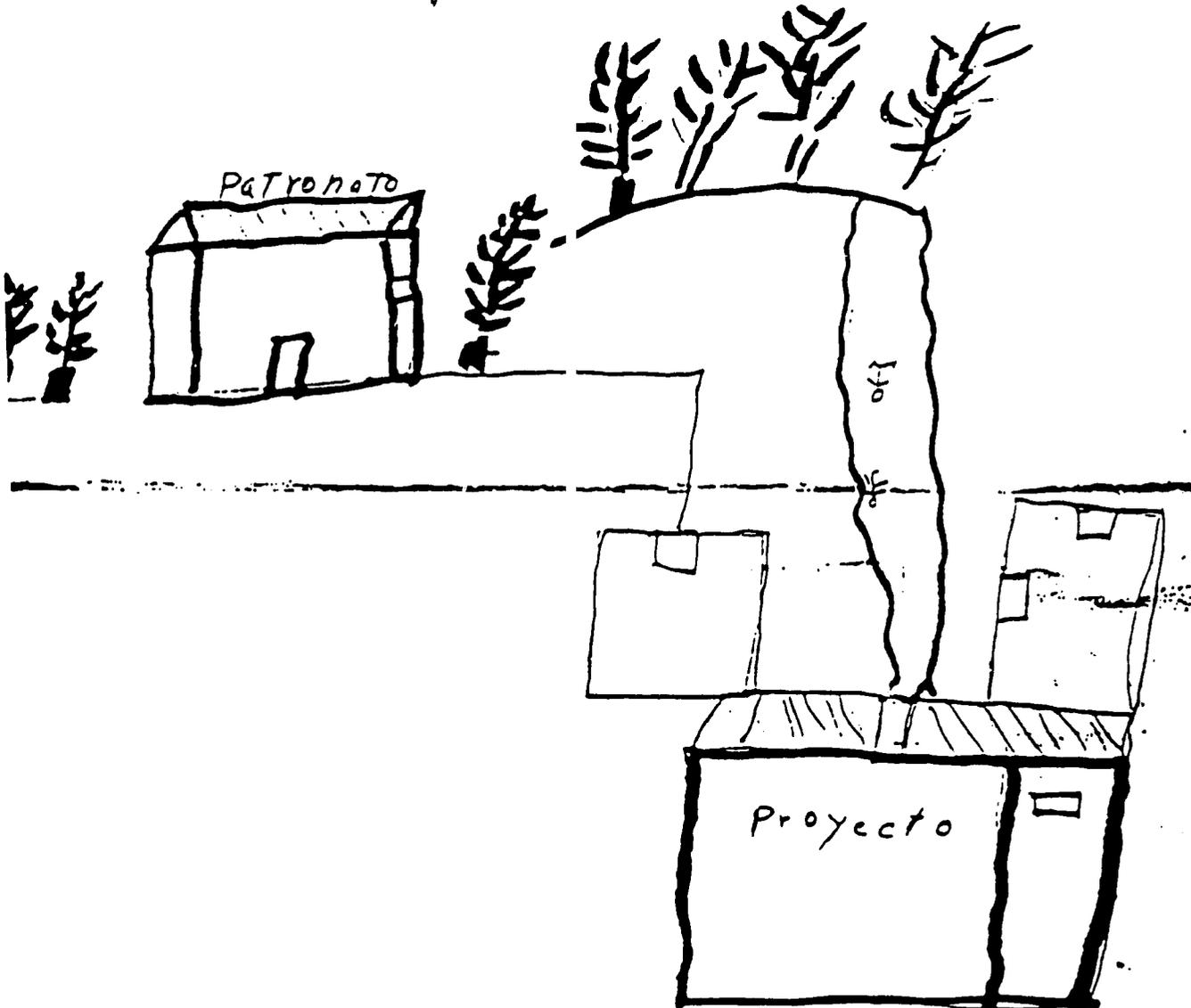
(*) Se calcula con un promedio de cinco miembros por familia.

* Source: PEP/Costa Rica, 'Informe Global de Actividades del PEP/Costa Rica,' Propuesta Preliminar, November, 1987.

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Cuento de Comunidad

Hubo una vez en una comunidad llamada 14 de marzo en dicha comunidad no habian hombres con interes de prosperar estaban contentos que para ellos no habia soluciones a sus problemas economicas, de salud, de vivienda. De repente llego a dicha comunidad unos forajidos que traian ideas distintas, ideas creativas dichas forajidos invitaron a los de esta comunidad hablaron tambien de sus problemas, y se les habian solucionado y de aqui nacio la idea trabajar por salir de la situacion que se encontraban ahora es una comunidad que no lo tiene todo pero tiene lo mas indispensable.



Presencia
 en el centro Israel Norte.

En Comunidad Juvenil Israel Norte
 sabemos que te encuentras frente y al lado,
 por el gobierno, pero sabemos los sentimientos
 de nuestra Comunidad organizados y unidos
 podemos hacer algo diferente.

Por eso con entusiasmo invitamos a participar
 en este Seminario para aprender y lograr nuestros ideales
 a mejorar nuestra Comunidad.

Por eso te presentamos Juvenil Cotacachi.
 Hacerte adelante con la ayuda de
 nuestra Comunidad OEF Internacional.

Attachment V:

Statement of OEF International

The project is outlined below in terms of principal goals, beneficiaries, content, and methodology:

Objectives

To assist groups in developing skills needed to solve community problems and access essential goods and services.

Beneficiaries:

1) Organizations with an identified objective they want to achieve or 2) an ad-hoc group that has formed around a particular social problem or concern.

Content:

Whatever topic or skill the group needs to learn in order to develop and implement a viable strategy in advancement of its goal. These might include: how to research and analyze an issue; how to mobilize the community around a particular issue; how to design educational materials; how to pressure and hold accountable public authorities.

Methodology:

A participatory learning methodology in which the learning process is linked to action, not only because the content matter is based upon developing the skills needed for effective citizen action, but because learning is most effective when it can be put into practice.

Attachment VI:

Checklist of Ideal Project Characteristics

Project

Characteristic

Consciousness-Raising

Individual Level

Group level

Skills Development

Problem Identification

Planning

Organizing

Collective/Political

Local

Regional

National

Collective/Economic

Income Generating

Employment

Appropriate Technology

Collective/Cultural

Links Communities

Links Institutions

Government

NGO

Cuts Across Classes

Joins Women's issues
to larger Social Issues

Composition

Female only

Male and Female

Includes Mass Media

Includes Multiplier Effect

Attachment VII

Checklist of Ideal PEP Team Characteristics

Team: Costa Rica Honduras Guatemala

Characteristic

Role of PEP Team

Facilitator/catalyst

Instructor/teacher

Approach/philosophy

Participatory

Dialogic

Articulates own values

Decision-making

Participatory within team

Participatory with groups

Interaction with Groups

Has clear selection criteria

Is congruent with stated values

Educational Methods

Problem posing

Participatory

Learner-centered

Experiential/Practical

Appropriate for group