

1-3-75 Bolivia

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MEMORANDUM

TO: USAID/Bolivia  
FROM: *June H Turner*  
June Turner, Consultant

DATE: December 6, 1974

SUBJECT: Suggestions to Enhance the Role and Status of the Rural Women of Bolivia

"She felt trapped in her life and had no way of making things better for her daughters."

RATIONALE

It has become increasingly obvious that of the world's disadvantaged, over half of this sector --rural and urban poor women-- has been almost completely ignored. An example of this is the undermining of the status of these poor and illiterate women as a result of educational programs that are directed at training men, encouraging them to adopt "modern" techniques in agriculture, community development, sanitation and health, and administration, and simply ignore women as though they do not exist. Recognition of women as more than fifty percent of the human resources of Bolivia with potential equal to that of its men may avoid serious social and economic miscalculations for future development.

The Percy Amendment

The Senate Committee on Foreign Relations has been especially concerned with the problems of women in the aid-recipient countries. In the committee report on the 1973-74 foreign assistance bill, S.2335, the following language appears:

Recognizing that the status of women within each society is one of the indicators of the level of national development, U.S. bilateral aid should assist in the integration of women into the national economy.

On October 2, 1973, the U.S. Senate agreed to an Amendment (No. 574) to the 1973-74 foreign assistance bill proposed by Sen. Percy as follows:

Sec. 116. Integrating Women Into National Economies.--  
Sections 103-107 shall be administered so as to give particular attention to those programs, projects, and activities which tend to integrate women into the national economies of foreign countries, thus improving their status and assisting the total development effort.

In response to the request of the USAID/Bolivia Mission for assistance in examining ways in which it might appropriately correlate its efforts with the Percy Amendment, USAID/Washington engaged my services as a consultant to advise the

Mission on the role of women. The AID Mission in Bolivia stated that the primary emphasis of their assistance to Bolivia is to encourage actions that will "directly lead to improving the well-being of the poorest majority." Therefore, the major thrust of this paper is directed at the poorest of the female sector, the campesina.

**PURPOSE OF  
THE PAPER**

To focus attention on ways of improving and enhancing the role and status of rural women utilizing education in its various forms as a vehicle.

**SCOPE OF THE  
PAPER**

Because of the necessary constraints imposed by the limited time of 3 weeks in which to study the role of women in Bolivia and meet with the relevant departments within USAID/Bolivia to discuss the problem, the following comments should not be regarded as an in-depth analysis. Rather suggestions are offered for specific application to a specific proposal in order to provide a model for future reference.

The recently approved proposal (July 1974) for a loan to the Government of Bolivia to support an Educational Management and Rural Development Project was selected as a model to demonstrate how the role of women can be integrated into the social and economic structure of Bolivia. This project is scheduled for implementation during FY 1975-1978.

**HOW TO USE  
THIS PAPER**

It is not intended that all the suggestions contained in this paper can or should be integrated into every program financed by USAID. A broad range of recommendations is provided throughout the PROP to demonstrate where and how the role of women can be given special attention by the various sectors responsible for implementing programs in education, agriculture, community development, health and family planning, and communication or information. It is suggested that each interested sector select and incorporate into program plans those recommendations that are considered most applicable.

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**Best Available Document**

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Uses the Educational Management and Rural Development Project PROP as a model to demonstrate how and where special attention might be focused on improving the participation of women in the development processes and thus giving them a channel for upward mobility in the social and economic structure. The section includes suggestions for expanding:

- PROP Rationale . . . . .
- PROP Statement of Goal . . . . .
- PROP Project Purpose . . . . .
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Offers an Action Plan to implement the strategy to integrate women into USAID/Bolivia financed programs, and a focus for planning integrated efforts.

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VIII. SUGGESTED PROJECTS AND PROGRAMS FOR USAID ASSISTANCE . . . . . 35

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## I. OBSERVATIONS AND CONCLUSIONS

1. Existing program potential Three types of programs exist for implementing special attention to integration of women into the social and economic structure of Bolivia:

I. --Ongoing programs entirely dedicated to the development of women. These are generally sponsored by:

a) National private women's voluntary organizations.

II. --Programs for specially funded projects focused on women whose sponsors are generally:

a) Private research institutions.

b) Autonomous academic groups linked to national universities.

III. --Integrated sector programs focused on economic and social development but which could include attention to women as a component part whose sponsors are generally:

a) Private voluntary organizations.

--National  
--International

b) Government-related international organizations.

c) Government of Bolivia.

d) Private profit-making organizations.

--National  
--International

## 2. Project priorities

Project priorities for the development of poor rural women should be focused on:

I. Education. Formal and non-formal, aimed at changing attitudes and related to all aspects of life, through:

--Information to provide knowledge, understanding and assistance in acquiring access to educational programs at all levels, i.e. primary, secondary and university.

- Literacy and vocational (including paramedical) training related to earning money outside the home.
  - Post-literacy self-help projects.
  - Information on how to acquire access to technical assistance and credit for self-help projects, cooperatives, marketing and social services.
  - Information on legal rights and responsibilities.
  - Leadership training, improvement of self-image and social awareness.
- II. Communication. Technical and human, through mass media programs (especially radio, posters, post-literacy community newspapers) aimed at changing traditional attitudes toward women's roles, marriage, family relations, health, nutrition, midwifery, medicine, superstitions, medical assistance and legal aid.
- III. Rural Social services. Directly related to poor women's problems, i.e. mobile libraries, health, nutrition, family planning, midwifery, medical assistance and legal aid.
- IV. Credit and technical assistance. For self-help projects.
- V. Employment. Opportunities to utilize skills and training to earn money outside the home.
- VI. Research and evaluation. Acquisition of comparative baseline data on the status of women and measurement of the impact on women of new development projects.

3. Inadequate USAID staff

USAID/Bolivia is not presently staffed to focus special attention in its various programs to the role of women. Current mission staff has its hands full with monitoring of ongoing projects, initiating implementation of new loans, and maintenance of relevant paperwork. It is unrealistic to expect that an understaffed all-male professional staff whose backgrounds have dealt with total development problems will place priority on the development of women.

Would not  
be a priority  
with the  
GOB

The Government of Bolivia does not presently consider enhancing the role of women and improving their status as its first priority. If a survey were taken, it would probably show "improving the status of women"--particularly rural women--near the bottom of the list. Government programs focused on women are for the most part assigned to the portfolio of the First Lady.

5. Failure of efforts to reach the poorest rural women

USAID and other non-Bolivian development personnel generally do not discriminate between the following social levels of Bolivian women:

--campesina: a rural Indian dweller, poor peasant.

--chola: social status between mestizos and Indians.

"Primarily town and city dwellers, Cholos, of either Indian or mixed descent, have taken much of Hispano-Bolivian national culture, but they are not culturally homologous to the superordinate segment. Concentrating on small business, middlemen operations and transport, Cholos traditionally have been disliked by the elites, feared by the Indians and avoided by both." \*

--vecina: "neighbor", a citizen of the town, those able to vote and participate in civic life; also used to distinguish townspeople from campesinos.

Consequently, efforts to reach poor campesinas as the lowest social strata often fail. Chola women who have gained access to the economic structure through marketing should not be confused with the poor rural woman who not as yet have been able to gain such a foothold. Indeed, development efforts often defeat their purpose by channeling financial assistance to the chola, who in the role of the "middleman" often victimizes her less fortunate sister, the campesina.

6. After literacy, what?

Women "graduates" of rural education programs will regress to states of illiteracy unless adequate preparation has been made to shift "graduates" to post literacy involvement such as production of rural newspapers to retain and improve their skills, higher education, employment utilizing their newly attained education, or additional training for community development projects.

Laurel Comitas.

"Education and Social Stratification in Contemporary Bolivia," in Education and Development: Latin America and the Caribbean, edited by Thomas J. LaBealle; Los Angeles, Calif.: Latin American Center, Univ. of California, 1972, pp. 366-367.

II. BARRIERS TO THE  
DEVELOPMENT OF  
RURAL WOMEN

- Rural poor women are often discriminated against on a double level--first, because they are poor, rural uneducated and uncultured; and secondly, because they are women. Bolivian campesinas seem to have no one to speak for them, and more important, to help them speak for themselves. Although many capable women may already be available for the task, the awesome question is how to help them help themselves. Before laying out a strategy to integrate rural women into the social and economic system of Bolivia, it seems appropriate to include some signposts to point out where the bottlenecks lie. These obstructions are not endemic to Bolivia alone, but rather are among links in the chain that shackles women and binds them together the world over. They give strong testimony to the fact that women rank high as a sector in the world's underdeveloped human resources. The following list is not intended to be all-inclusive in any sense, but it may serve to stimulate an awareness of the breadth and depth of social change that will be required to integrate the poor rural Bolivian woman into the social and economic structure.
- Lack of training and education
  - Lack of political power
  - Lack of information and communication
  - Lack of comparative baseline data on females
  - Lack of credit and technical assistance at the grassroots
  - Economic, political and cultural domination
  - Media, church and societal attitudes which reinforce traditional roles
  - Lack of enforcement of laws protecting women's rights
- Lack of training and education.
  - Lack of communication. Due in varying degrees to language barriers, lack of self-confidence, prejudices, superstitions, illiteracy, isolation, and lack of knowledge about how to participate/<sup>in</sup> take advantage of the system.
  - Women as a class have no political power, control over the national budget, or any significant place in the structure of government through which they can work to improve their status.
  - Failure by society to recognize that women are not simple appendages of their husbands depending on what class they belong to.
  - Failure of men to recognize that many of their attempts to "help" women are paternalistic and encourage dependency.
  - The raising of girls by their families to please men and to conform to traditional feminine roles.
  - The dependency of women on the good will of men.
  - Failure of government to recognize that the status of women requires special attention, and no assurance that persons in policy positions are particularly interested in improving the status of rural women.

- The traditional role of men as policy-makers, and unwillingness to share the role with females who are often considered physiologically or psychologically unsuitable.
- Beliefs at the middle-, upper middle-, and elite levels of society, often shared by women as well as men, that the rural poor are mentally inferior, and incapable of assimilating advanced education.
- Lack of available credit through normal channels.
- Lack of opportunities for women with some training to use their training productively.
- Scarcity of women workers and services for women in the rural areas.
- Women's image of themselves as created by the media.
- Traditional attitudes of the middle and upper classes, reinforced by the media and often the Church, as well.
- National laws concerning inheritance, divorce, the right to own property and guardianship of children.
- Cost or non-availability of legal representation.
- Lack of information about rights and responsibilities.
- Segregation of the classes.
- Traditional biases in favor of males.
- Lack of alternatives to early marriage and/or early motherhood.
- Sectoral pressure focusing more attention to the mining areas than the rural sector.
- Geographic inaccessibility of many rural areas which, lacking the necessary infrastructure, isolates a large percentage of rural women.
- Prejudices of the oligarchy which looks with disdain on projects promoting awareness and/or organization of marginal groups.
- Lack of urban contact with socio-rural reality.
- Economic, political and cultural domination by the privileged classes.
- Lack of separate and scientifically acquired socio-economic and statistical data on the female sector.

### III. NATURE OF THE PROBLEM

No one concerned with the welfare of human beings would deny that nations should insure women the same fundamental rights as men. In whatever rhetoric these rights are expressed, they usually include the right to opportunities for the kind of achievement commensurate with one's abilities rather than with the race, color or class one may be born into. However, in the world of reality, where decision-making is controlled by men, any nation will pay more attention to the landless, the urban poor, the peasant, who are likely to produce instability if basically dissatisfied, than to women, who are expected to walk in the shadow of men.

#### Need for clearly stated objectives and new criteria

Traditionally, development technicians and educators have tended to evaluate program achievement in terms of (1) number of persons involved, i.e. in education, number of students enrolled; (2) amount of money spent with relation to the number of persons "benefitting" from the program, i.e. in education, number of students completing a specified grade equivalency; and/or (3) the staying power of the program. For USAID, these criteria are not enough if its primary goal is to reach the poorest sector of Bolivia, within which changing the status of women is a priority.

AID must clearly define its own objectives with regard to any program it undertakes to support, as they relate to the selection of indicators and measurement of the social and economic changes anticipated to take place. These objectives should be identified at the outset and, when relevant, include the impact the project is expected to make on expanding the role of women into national economies through educational methodology. Seldom has sex of the students played any role in determining the direction of the curriculum other than reinforcing traditional values and roles. Unfortunately, such shortsightedness has resulted in the neglect or overlooking of over half the human resources of the developing world-- its women.

The major thrust of educational programs in developing countries during the past decade appears to have been on expanding programs to enroll more students. Less attention has been given to plans for determining the impact of non-formal and basic education on changing the social, behavioral, and economic patterns of disadvantaged sectors. The disadvantaged sector is often defined from a class, racial or economic viewpoint-- but almost never from the viewpoint of women as an underprivileged and underdeveloped sector. There is little

substantive evidence of the impact of educational programs on the lives of the underprivileged they have attempted to reach, and few conclusions are supported by available research. Surveys traditionally question male heads of households; consequently, there exists virtually no data on the effects of education on females in the developing countries.

Relationship of  
Family planning  
and health to  
education

It is not the position of this paper that the rural poor or any sector of society should have family planning imposed on them. It does seem imperative that all sectors of society should have equal access to information that will provide options and alternatives for family planning in accord with individual choice. Children of the rural poor are handicapped by lack of knowledge about the cause of human reproduction and the corresponding dearth of available information.

It is not unusual that rural girls find themselves pregnant without being able to directly identify the cause. In other cases, it is commonly expected that girls will marry as soon as a suitable husband presents himself, and that it is her duty to bear children as a source of "obra de mano" to assist in maintaining the family. Higher value is frequently placed on male children; consequently, a woman may be required to continue bearing children until the desired number of male offspring is produced, without regard for the mother's health. In addition, due to the higher value placed on male children, the male members of the household regardless of age or state of health are given preference with regard to available food, clothing and shelter.

Findings of recent UNESCO-sponsored studies on population and development policy show a positive correlation between economic status and fertility:

" . . . the higher the economic status, i.e. the greater the income received and/or wealth controlled in relation to other families, to lower the fertility of the family."

This statement obviously includes the ability of the wife to earn income, as well as access to education.

Male policy-makers in developing countries do not generally realize that the "small family norm" rests on:

- 1) Education at all levels for both sexes that includes the biology of human reproduction;

- 2) Social pressure and public information related to national ideology;
- 3) Extensive opportunity for employment for married women;
- 4) Family planning services available to all income levels.

Relationship of education to traditional roles

At the time of the last census (1950), it was estimated that "the illiteracy rate for the rural population was well over 90 percent. Linguistically, the process of castellanización or the attempt to make Spanish speakers of the Indians had made little headway. Few rural Indian women knew Spanish, and a very large majority of men remained monolingual in either Aymara or Spanish."\* Although in a recent survey\*\* campesino parents indicated Spanish as the number one learning priority for their children, the rural girl seldom has this opportunity.

In a recent study conducted in the Department of Cochabamba by the Office of Education Planning from the Bolivian Ministry of Education, \* the most frequent cause for school dropout of campesino poor children cited by their parents is the need at home for their help with farm chores:

"Children must help their parents with the work at home, especially with farm chores where the need is for labor at no extra cost. And, as one of the union leaders told us, 'the school doesn't give us any money. On the contrary, it costs us because in most cases, a family must contribute money or labor to the school.' " \*\*

Consequently, rural poor girls find themselves being discriminated against/<sup>on</sup> a double level-- first, by society because she is a campesina, and secondly, by society and her family because she is female.

Campesino parents rarely see any advantage in sending their daughters for education past primary school. In the six rural communities of the Department of

\* Lambros Comitar. "Education and Social Stratification in Contemporary Bolivia," in Education and Development: Latin America and the Caribbean, edited by Thomas J. LaBelle, 1972.

\*\* IODEA. La Escuela Normal Rural y sus Relaciones con la Comunidad. Tercer estudio realizado en tres zonas del distrito de Cochabamba, Valle Alto, Paracaya, Zona Montañosa de Melga y Trópico, Chapare, por la Oficina de Planeamiento Educativo del Ministerio de Educación de Bolivia; La Paz: CODEX, Oficina de Bases, Coordinación de Estudios en el Extranjero y Asistencia Técnica, 1973, pp. 10-14. Translation by the author.

Cochabamba mentioned in the above survey, of a total of 196 youths 15 years of age or older, only 19 attended school-- a mere 6 of whom were girls. The age group of 6 to 14 years represented a total of 261 eligible pupils, 67 of whom did not attend. Of the 194 attending school, only 82 were female-- or less than 33 percent of the total.

Need for a Non-  
formal approach  
to education

If one accepts the above study as valid, there exists the obvious need for new and innovative approaches to provide education for rural poor girls and women. Given the vast need which has been long neglected, added to the existing prejudices and attitudes, such approaches will have to by-pass traditional formal education channels, and seek to establish training courses for women that will:

- 1) Be available when they have free time, i.e. not conflict with mealtimes;
- 2) Offer literacy training integrated with other educational programs related to employment outside the home, rights and responsibilities of women, para-medical training, food and nutrition, leadership and organizational training, and family planning.

As was pointed out in a recent anthropological report on Bolivia:

"Another factor contributing to . . . the composition of the family is the frequent absence of the father in cholo and campesino families. Cholos and campesinos [may be] . . . home only one or two nights a week . . . Others . . . may be away for several months to a year at a time. The wives do not follow, for the work may be temporary and the future uncertain . . . Absent husbands provide little support, so the mother must work to keep the family alive." \*

Textbook and curriculum emphasis on women's role as a dependent, her place in the home, and in menial and clerical work has reinforced traditional attitudes rooted in archaic social practices which no longer are relevant to developing economies.

William J. McEwen, Changing Rural Bolivia: A Study of Social and Political Organization and the Potential for Development in Six Contrasting Communities. New York: Research Institute for the Study of Man, Final Anthropological Report for the Peace Corps, 1969; pp. 140-141.

IV. STRATEGY FOR  
INTEGRATING WOMEN  
INTO THE PROGRAM

Need for behavior  
and attitudinal  
changes

Woman is often her own worst enemy. Many of the upper classes, aided and abetted by their male counterparts, with all physical needs and comforts provided for, find it advantageous to feed their own egos by denigrating their less fortunate sisters. In addition, women of all classes tend to emulate the elite few, thus contributing to and reinforcing those values which block integration of poor rural women into the economic and social structure. That is to say, the campesina finds herself shut off from any possibility of upward mobility, almost as if she were part of another world.

Changes to improve the status of women must occur at all levels of society and take place on many fronts simultaneously. Participation of women in social and economic development must be accompanied by attitude and policy changes by those responsible for institutional programs.

It is generally accepted that while changed attitudes are not always immediately reflected in changed behavior, behavior will gradually line up with attitudes. It is also true that when one changes his behavior, he generally defends his position and becomes committed to it, thus resulting in attitude change.

Thesis

The following strategy for integrating women into the social and economic structure is based on the premise that decision-makers' commitment to a specific policy produces attitude changes at the top of the social pyramid and stimulates behavior changes at the bottom which, in turn, will exert pressure on those at "the top" to defend their commitment. The thesis involves two approaches which are inter-related and interdependent:

TWO APPROACHES:

Commitment to the  
principle of  
equality

- I. Securing policy-makers' commitment to the principle that women, as a human resource, have equal potential and value to men and therefore should be given equal opportunity to develop their potential and equal legal rights.

This commitment must be established at "the top" of the social pyramid for it is essential that this small, but highly visible elite, i.e. the decision-makers, the parents, and societal models of success reflect the attitude in

order to encourage and permit it to permeate throughout the lower strata of society. The campesina must be encouraged to believe she can enter the channels of upward mobility. A growing environment of institutional and peer support reinforced by the mass media radio and posters for those who cannot read will stimulate her to build a new image and the impetus to develop herself.

New projects for a newly-discovered resource

II. Implementing new projects which will develop and utilize women as a resource

USAID is in a unique position in Bolivia to influence the Bolivian Government with regard to utilization of the country's resources. With the designation by the United Nations of 1975 as International Womens' Year and subsequent pledge by all member nations to join in a concerted effort to focus attention on improving the status of women, the opportunity exists for AID to demonstrate its own commitment to the principle of equal rights and opportunities for this sector and taking the lead in coordinating such an effort in Bolivia.

USAID/Bolivia policy decision

The USAID/Bolivia Mission should establish its own attitude and position by a clearly defined policy decision to require particular attention be given to programs, projects and activities of women, by women, for women. By transmitting this policy decision to its counterparts in the GOB and to other funding agencies, it should then follow through by organizing and appointing:

Action Plan

- 1) An ad hoc committee of Bolivian advisors. Comprised of sociologists, anthropologists, communication experts, legal experts on women's rights, and other qualified persons committed to the principle of equality for women. This committee would advise and recommend ways to achieve project goals.
- 2) A Coordinating Council To establish feminine representation and communication channels among GOB ministries, policy-makers, implementing agencies, international funding agencies, and USAID to coordinate efforts, avoid duplication and maximize resources.

\* Note: Although an educational coordinating council exists, with representatives from all agencies concerned, in fact, each agency with educational responsibility has de facto control of the educational destinies of its clientele. It is not concerned with changing the status of women.

- 3) A 5-Woman Team of Project Coordinators. To travel to all nine of Bolivia's departments initially for the purpose of analyzing the special needs and priorities for development of women in the rural areas. The team would assign 2 coordinators to the Yungas, 2 to the Altiplano and 1 to the Lowlands. These coordinators would be comprised of persons whose special qualifications would include commitment to the principle of equality for women and ability to communicate with and relate to poor rural women. The overall objective of the team would be to provide guidance and assistance for project development. It would also be responsible to provide the communication link between rural poor women, USAID development sectors and the Coordinating Council, and would attend all meetings of the Council.
  
- 4) A Mission Officer for Women's Project Development. Whose major responsibility would be to plan, coordinate and administer the activities of the Team of Project Coordinators, and to provide direct liaison with the activities linked to other funding agencies, PVOs, GOB ministries and AID development sectors.

Improving the status of women does not mean simply improving the husband's ability to earn more income, nor does it mean providing schooling to women without the possibility of jobs. It means providing economically and socially valuable opportunities for women. True, where there is a serious, immediate employment problem, attention must be paid to providing jobs for men who are out of work. But at the same time there may exist a job-shortage for men, there may also exist a shortage of women trained for jobs that men are not as qualified to fill. In Bolivia, for example there are three doctors for every nurse. Because it is difficult to entice doctors to practice in the rural areas, there is a vast need for skilled midwives, nurses, women health-workers, and women with expertise in leadership training.

Utilization of rural personnel to carry out rural programs

Careful planning of training programs for women with little formal education who already live where their services can be utilized should be considered as an extremely important adjunct to all rural

development projects. These women represent a human resource that generally has been overlooked, while thousands of dollars are spent annually training urban personnel to teach in the rural areas. These more sophisticated people usually already have received sufficient education to qualify them as "integrated" into the social and economic system. Moreover, urban personnel have difficulty in adjusting to living in the rural areas, resulting in high turnover, lack of dedication, and poor relationships with the campesinos they are supposed to be helping. This single factor has undoubtedly played a strong role in the failure of many rural programs.

An argument against the training of rural personnel to conduct rural programs is that it is too expensive. There have been no studies, however, to measure the comparative costs of training rural personnel versus urban personnel with regard to the ultimate impact of such programs on the target population, i.e. the success of trained rural personnel in attaining project goals as opposed to trained urban personnel. It is the position of this paper that the initially higher costs of programs to train rural personnel to train other rural poor may be lower in the long run than low-cost training programs which do not succeed in achieving project goals.

V. HOW TO INCLUDE  
A ROLE FOR  
WOMEN IN AN  
INTEGRATED  
PROPOSAL

Education in all its various forms, both formal and non-formal, is the most appropriate instrument to assist the integration of rural women into the economy of Bolivia. The Educational Management and Rural Development PROP provides a useful model to demonstrate how the role of women can be developed in an integrated proposal. This is not to say that this model should only be used by the Educational Sector of AID; rather, it is intended for use by all of the development sectors to address those sections of proposals which can be altered or expanded to include attention to women's needs.

Since no mention is noted in any part of the PROP for any plan or intention to focus on women or recognize that theirs is a changing role in a changing society, the model provided herein recommends that certain parts of the PROP be expanded. As mentioned in the Airgram TOAID A-180 dated 9-18-74:

" . . . our planned program in Bolivia contains many activities focusing directly and significantly on the role of women. These activities mostly are integral and not artificial elements of our 'mainstream program' in agriculture, education and health."

Nevertheless, it should be pointed out that AID/Washington has no way of determining the role of women in the PROPs it receives from the missions unless this role is defined. It is therefore recommended that wherever and whenever it is planned that activities will focus "directly and significantly on the role of women", the relevant project description should be written to convey specific information defining this role.

The following changes\* are suggested for inclusion in the first two sections of the PROP under I. Rationale and II. Statement of Goal:

PROP Rationale

I. Rationale (p.2)

(Para.3) . . . Our strategy for rural education at the next stage will focus on the problems of: (i) the lack of relevancy in curricula related to rural development; (ii) the need to develop the means, including instructional development and low-cost technology, to deliver subject matter more relevant to the rural areas; (iii) the need to provide rural

\* All suggested changes and additions to the present text of the PROP are underlined.

girls and women full and equal access to educational opportunities and the economic benefits thereof: and

PROP Statement of Goal

II. Statement of Goal (p.4)

B. Measurement of Goal Achievements:

1. Identification of specific rates and causes of the drop-out problem as it relates to each sex and formulation of action programs aimed at eliminating the causes.
2. Identification of regional curriculum needs and . . .
3. Review of textbooks and teaching materials to determine whether they reinforce traditional stereotypes and contribute to perpetuating a passive or limited role in society for women. Texts containing such material should be revised to delete such role reinforcing matter, and all texts and teaching materials should be rewritten to include and integrate information about reproduction, nutrition, sanitation, health habits, and simple agricultural facts with literacy, arithmetic and local customs.
4. Increased resource allocations for rural education . . .
5. Establishment and functioning of decentralized . . .
6. School Directors, Field Supervisors, District Directors and other District Personnel, and Key Central Ministry personnel in planning . . . will be . . . working with new techniques and methods . . . and in policy and program analysis and planning. Selection of personnel to fill these key positions will give equal consideration to qualified members of both sexes, thus facilitating upward mobility for women in the educational system and providing visible models of feminine capability and contribution.
7. Collection and analysis of baseline data that will assist in identifying the present status of women in the educational structure of Bolivia.

8. Increased access to and support for educational and economic opportunities for women, thus improving their status in the social structure.

C. Basic Assumptions about Goal Achievement

1. That the GOB policy makers . . . will give increased emphasis to the improvement and expansion of government services in rural areas (agriculture, education, health, infrastructure, community development) and the changing role of women, and will actively seek ways to make these inputs mutually supportive.

PROP Project Purpose

III. Statement of Project Purpose

In reviewing the PROP paper for the Educational Management and Rural Development project with the objective of making suggestions that would assure attention to girls and women as an important sector of the rural population often ignored, it appeared that there were numerous places in the proposal where a slight change in wording or addition of words could easily guarantee the role of women without a major overhaul. For example, if such baseline data (as is written into the Measurements of Goal Achievements on PROP p.4) is providing through a built-in system of monitoring and feedback \* throughout the life of the project, it will be relatively easy to measure the Conditions Expected at the End of the Project. It is important that these "expected conditions" (as listed on PROP p.6) reflect an acceleration in the process of integrating rural women into the educational system. It is therefore recommended that the following anticipated project achievements be included where appropriate:

- 1) A substantive increase in the number of rural basic (primary) school teachers selected for their commitment to educating the rural poor and understanding of the problems of poor women. As suggested earlier (pp.12,13), rural campesinas with little formal training, but with strong motivation could be given special training courses to enable them to teach the primary grades.

\* As would be carried out by the five Project Coordinators if the recommendation on p.p. 26, 27 is implemented.

- 2) An increase in enrollment as well as a substantive decrease in the drop-out rate for rural girls at the primary grade levels.
- 3) Revised textbooks and teaching materials including audio-visual aids focusing on deletion of language and pictures which tend to re-inforce stereotyped male and female roles.
- 4) (a) A specified number of new non-formal education projects related to the Rural Normal School "nucleos" (in each Departamento) directed at the relatively older rural woman whose status would be threatened by attending school with younger pupils; and (b) a specified number of new non-formal education projects (such as rural mimeographed newspapers) directed at those rural girls and women who have completed their five years of basic education to assist them in retaining acquired skills, and encourage further learning and application of their knowledge through employment and self-help projects.
- 5) A more equal ratio of women to men in key administrative and policy-making positions in the educational system, including the Ministry of Education.
- 6) A demonstrable increase in the number of rural women entering secondary and vocational schools (supported by baseline data followed by subsequent monitoring).
- 7) A demonstrable increase in the employment of literate rural women with technical and vocational skills such as health outreach workers, teachers, etc. (supported by baseline data followed by subsequent monitoring).
- 8) A GOB-sponsored, public relations program integrated into all the various communications media (radio, TV, press, posters, ciné news clips), publicizing GOB institutional support of the changing role of rural women in Bolivia. This program will place stress on providing public information on how rural women can gain access to the educational system and focus on presenting rural models of success. It will coordinate with and dove-tail into USAID-sponsored programs being carried out by the Ministries of Agriculture, Health and Sanitation, and Community Development.

- 9) Teacher training programs at the nuclear Normal Schools will emphasize the need to change traditional attitudes regarding sex stereotypes, and such training will be factored into course curriculum for teachers, i.e. child psychology, achievement evaluation and measurement, counseling and guidance, sensitivity training and group dynamics.

PROP Project  
Outputs

The meaning of human existence is wrapped up in the process by which individuals permeate society through decision-making. A pathologically distorted society in which many people find it impossible to participate in the decision-making process in any meaningful way, and some, such as landless rural laborers and women (who are rarely mentioned) find difficulty in permeating the structure at all.

Equal opportunity  
for employment

A substantial portion of Section IV. Statement of Project Outputs is devoted to planning for professional, administrative and research staff, as well as trainees. No indication is given of intent to seek qualified women to fill any of these posts, nor give an equal opportunity for women to compete for the positions. It is suggested that women might play a substantive role in the administrative structure of the educational system. Therefore, it would be well to indicate whenever possible the intent to recruit and employ as near an equal number of women to men as possible in the following:

1. District Educational Development Centers
2. Professional Development
3. Planning and Evaluation
4. Research and Analysis
5. Financial Management
6. Information Management
7. Curriculum and Instructional Materials
8. Educational Facility Planning

In those instances where personnel will be trained to improve the capability of the various departments, a discussion of the basis on which candidates will be selected with reference to equal opportunity for women should be included.

Course of Action

Section VI. Course of Action spells out in detail how the plans developed in Section IV will be implemented.

Accordingly, it is suggested that this section should elaborate on how women will be integrated into the structure. For example, under (1) Program Planning and Evaluation, if a portion of the District Directors is to be filled by women, it could be so stated. Women should be included among those trained to compile and organize statistics, identify needs for specialized research, as well as to assist in special studies conducted by Central Ministry units. This latter research could be dovetailed into and coordinated with the study to be conducted by CODEX, "La Situación del Rol de la Mujer Campesina y sus Posibilidades e Impedimentos de Diversificación."

Additional input could be made into the other "core of functions" of the new project for impact on integrating girls and women into the educational system as follows:

- (2) Curriculum: In my opinion, curriculum developed at the national level to meet local needs would be substantively more effective if local rural representatives' ideas were included at the planning stage. The local rural representatives should be selected by the community for their leadership abilities, and should become the channels through which the communities can express their felt needs--which may not necessarily be synonymous with curriculum needs as seen by the urban planners.

Moreover, the program's chances for success would be much higher if the local representatives were to be used to spearhead implementation. This is an ideal mechanism to utilize local rural women leaders in the implementation process.

The continual evaluations of the impact of the curriculum on student achievement should include data on females separately. A system should be devised to feed back the information to the planners in order to correct initial planning if it appears that changes would improve impact.

All curriculum should be examined carefully by a woman sociologist experienced in the impact

of traditionally accepted words and pictures. All such content which tends to reinforce traditional segregated roles for men and women should be selected out.

- (3) Instructional Media Design: The design and construction of training aids and audio-visual materials for teachers to use in curriculum interpretation should include visual material showing equal opportunities for boys and girls, and avoid stereotyping.
- (4) In-service Training: Teachers who have not been previously exposed to ideas that may deviate from their traditional backgrounds are usually unable to transmit new ideas without exposing prejudice.

Rural Normal School teachers should be carefully trained in the use of the above curriculum and training aids in order to avoid invalidating their use. This training should include a special component to deal with the changing role of girls and women that would, among others, comprise sensitivity training and group dynamics, as well as child psychology.

- (5) Counselling and Orientation: As in the other areas, it is essential that counsellors also be selected on the basis of their openness to new ideas, as well as their ability, interest in, and desire to relate to poor rural pupils and their families. The most ideal personnel would come from the rural areas themselves, and possess a certain degree of dedication to changing rural education, as well as traditional sex stereotypes.

"Most local teachers in the rural areas come from the urban centers, find little that attracts them in the small communities and spend much of their time travelling to and from the city. Many are novice teachers. Their salaries are meager, they are provided limited and often inadequate materials and aids for their teaching, the physical plant is often a makeshift affair. Nation-wide teachers' strikes are one response. It may be a standoff whether teachers or students are worse off in contemporary rural Bolivia."  
--from Changing Rural Bolivia, " p.320.

Mention is made in the PROP about certain types of educational problems and the coordination of these special problems with other departments as required. Some provision should be made for accelerated pupils and those of outstanding ability, as well as girls and women who may not conform to traditional behavioral norms.

- (6) Non-formal Education: It appears that in the initial stages of the project, this unit will not be action-oriented and is designed only to acquire information about such non-formal projects as may already be in progress. As stated later in the PROP (p.28), this part of the project is vague because it is still in the formative stages. Nevertheless, it should be noted that non-formal education and self-help projects emanating therefrom can be of paramount importance in reaching grassroots rural women. A great deal of work in this area has been done by UNESCO. It is suggested here that the Government of Bolivia could take advantage of a data storage center in Iran for retrieval of an innovative non-formal education programs established successfully in other parts of the world. This center, the International Literacy Institute, was established by UNESCO in Teheran and is at the service of the member states and associate members of UNESCO. Descriptions of other innovative non-formal education projects specifically underway in Latin America and the Caribbean, can be obtained from the Inter-American Foundation in Rosslyn, Virginia, USA.

Non-formal education should not be viewed from the point of vocational schools alone. If the project is to be truly responsive to the expressed need for new and innovative programs, particularly as they relate to incorporating women into the educational structure, this area should be given special attention.

Selection of  
staff personnel

In the follow-on section, c. District Directors and the Consejo Técnico, it should be pointed out that USAID advisors \* could play a strong role in guiding

\* See Action Plan in Strategy for Integrating Women into the Program, p.11.

attention and placing emphasis on the changing role of women and its introduction into the educational structure at all levels. At least half of the instructional technologists and administrators for the Rural Normal Schools to be trained could be women, thus introducing a channel for feminine input.

Selection of staff members from the District Centers, the Consejo Técnico, and the Rural Normal Schools to be given special training outside Bolivia, should include consideration for selecting women in an equal ratio to men.

Project  
Evaluation

With regard to 4. Research and Analysis, it is appropriate to point out the strong relationship between this area and any evaluation that may be intended. There exist two types of evaluation:

- 1) Monitoring of the project which implies periodical (daily, weekly or monthly) recording of data about problems, successes, and observations; and
- 2) Impact of the project on the target population, i.e. scientific study of the effect of the project on the target population over the life of the project or the period of time it receives AID funding as well as for a determined period of time after AID funding expires.

Both types of evaluation are important. The first is necessary to provide corrective feedback to eliminate unforeseen problems. The second type is essential if anything is to be learned from the project, for it can be assumed that if the project has value in the overall development process, it should be replicable.

Both types of evaluations depend on research. Project monitoring can be carried out by the project administrators, i.e. untrained researchers. Impact evaluations require a person or team of persons who are trained in sociology, anthropology, data collection, communications and/or other related fields.

Both types of evaluations are essential to project analysis. It is impossible to analyze the economic and social effects of the project over time without baseline data, continuing research and subsequent analysis.

RESEARCH:

The need for scientific data

In the context of Bolivia, it is well to document the fact that the last Bolivian Census was taken in 1950. This establishes for the record an obvious data gap. Although several studies have been completed that contain some separate data on women, they are not easily accessible and their scientific methodology can be questioned. There exists a pressing need for scientifically acquired baseline data that can be used as a reference point to identify target areas for development priorities, particularly with reference to the separate status of the male and female sexes. For example, studies should include baseline data on how many women complete 5 years of basic education as opposed to men; what happens to rural girls after they terminate their education or drop out of school; how many rural women are functionally literate in Spanish as opposed to Aymara and Quechua; at what type of employment literate rural women are employed as opposed to those who cannot read or write; the relationship between functionally literate rural women and family size; relationship between functionally literate rural women employed outside the home and family size. Project related studies should examine the impact of education on women as it relates to attitude changes, employment, size of family, family income health, rural to urban migration, and legal rights and responsibilities.

Suggested areas for research studies

Research and Analysis is closely related to the improvement of:

- 1) Curriculum Content: Studies should be conducted to determine the impact of curriculum on creating sex stereotypes and its relationship to the utilization of Bolivia's human resources, and on campesina values as they relate to the need for sex education.
- 2) Administration Finance/Efficiency: A study should be conducted to make recommendations on ways of financing upward mobility for campesinas through further education beyond the 5-years of basic training or non-formal education, focusing on equality of opportunity for females.
- 3) Pedagogical: A study should be included to collect baseline data on drop-out rates by sex, reasons for drop-out, and follow-up information on early-school-leavers by sex.

- 4) Innovation: A study to collect baseline data on employment opportunities for trained rural youth by sex, identifying employer willingness to contribute to support of non-formal education.

Collection of baseline data from drop-outs on felt needs and deficiencies of the educational system in meeting the needs of rural youth.

AID could seek to assist and encourage the GOB to develop an integrated pilot project utilizing non-formal education for early-school-leavers based on follow-up employment opportunities for both males and females.

Dissemination of information gained from baseline studies

- 5) Information Management: Information of national interest --particularly with reference to women-- derived from these studies should be fed to the mass media for dissemination. The studies should be made available on as broad a basis as possible and factored into the Departments of Sociology, Anthropology, Economics and Law at the universities, as well as to the appropriate government ministers, and persons responsible for policy-planning and implementation.

Corrective feedback

- 6) Curriculum and Instructional Materials: In the expansion and strengthening of traditional delivery systems and the development of new non-traditional mechanisms, it would seem imperative that a plan be built in for corrective feedback, such as has been suggested through the incorporation of District Directors and Curriculum Development personnel into national policy-level decisions, and through research studies focused on issues such as reasons for dropouts, employment opportunities, language barriers, etc.

Curriculum design and delivery research should also involve a Bolivian advisor(s) on "promoción femenina", perhaps from a relevant university department and/or a private research group such as CODEX.\* It is recommended that any surveys of key educational needs in the District Centers be conducted by Bolivian personnel who have been trained to relate to rural poor. Past experience in conducting these kinds of surveys has shown extreme difficulty in gaining the confidence of rural poor by persons who are not of rural origin. For example, researchers

Selection of rural survey personnel

\* See Recommendations, Ad Hoc Committee, p.26.  
CODEX (Oficina de Consultores. Coordinación de Estudios en el Extranjero y Asistencia) is a Bolivian private, non-profit, apolitical social and economic

who speak only "educated" Spanish often cannot obtain valid information because of the attitudes of suspicion, distrust, and unwillingness to cooperate by the population being surveyed. These rural poor often feel they are being placed in an inferior position, being used as guinea pigs, or that somehow any information they give will be used against them--attitudes resulting from historical subordination and paternalistic relationships with educated elites.

Language expert to study effects of Aymara and Quechua on attitudes toward women's role in society

Pursuant to loan financed short-term advisors projected for audio-lingual language arts, social studies, etc., it is suggested that AID might wish to contract the services of a language expert to conduct a study of the Quechua and Aymara, as well as Spanish, to reveal roots of the traditional attitudes toward women's role in society. Identification of these roots and recognition of their outworn validity would assist in understanding their lack of appropriateness in a changing society.

Dissemination of information

Results of an examination of the audio-lingual language arts could be linked to Materials Design/Audio Visuals. Stress might be placed on the relationship of language to traditional feminine roles. Any information emanating from the investigation should be factored into the Information Management System for dissemination to the media and into Audio-Visual materials.

Note: From page 25.  
research organization. In 1974, with a grant of \$92,492 from the Inter-American Foundation, they established a pilot Center for the Social Promotion of Women in a marginal zone of La Paz.

VI. SUGGESTIONS  
AND RECOM-  
MENDATIONS

The USAID/Bolivia Mission should establish its own attitude and position by a clearly defined policy decision to require particular attention be given to programs, projects and activities of women, by women, for women. It should transmit this policy decision to its counterparts in the GOB and other funding agencies, and follow through by organizing and appointing:

- 1) An Ad Hoc Committee of Bolivian Advisors. Comprised of sociologists, anthropologists, communication experts, legal experts on women rights, and other qualified persons committed to the principle of equality of opportunity for women. This committee would advise and recommend ways to achieve project and program goals.
- 2) A Coordinating Council. To establish feminine representation and communication channels among GOB ministries, policy-makers, implementing agencies, international funding agencies and USAID to coordinate efforts, avoid duplication and maximize resources.
- 3) A 5-Woman Team of Project Coordinators.\* To travel to all nine of Bolivia's Departments initially for the purpose of analyzing the special needs and priorities for development of women in the rural areas. The team would

\* USAID/Bolivia is not presently in a position to allocate the time of any one person to coordinating the effort to focus attention on poor rural women as suggested by the Percy Amendment. Neither are the sector divisions of the Mission in a position to undertake the task individually to factor the role of women into their projects or to develop new projects without placing undue stress on their already overburdened staff. It is therefore recommended that serious consideration be given to providing six qualified persons on 1- or 2-year contracts to oversee and coordinate Mission efforts to comply with the Percy Amendment.

It is suggested that preferably the five Project Coordinators should be Bolivian and able to communicate easily in Spanish, Aymara and/or Quechua (depending on the area of their assignment), as well as English although the latter would not be essential. The Mission Officer for Women should speak Spanish and be an American, carefully selected for analytical, programming and planning experience, social and political awareness, ability to communicate with high-level government officials, and commitment to the principle of equality for women. The Mission Officer for Women should have sufficient professional stature to command the respect of the Mission officers, the Bolivian Government ministers, the academic community and the project coordinators, i.e. professional level at FSR 2 or 3 and MA or

assign 2 coordinators to the Yungas, 2 to the Altiplano and 1 to the Lowlands. These coordinators would be comprised of persons whose special qualifications would include commitment to the principle of equality for women and ability to communicate with and relate to poor rural women. The overall objective of the team would be to provide guidance and assistance for project development. It would also be responsible to provide the communication link between rural poor women, USAID development sectors and the Coordinating Council, and would attend all meetings of the Council. They would report to:

- 4) A Mission Officer for Women's Project Development. \* A woman qualified in program planning to coordinate and administer the activities of the Project Coordinator Team, and to provide direct liaison with the activities linked to other funding agencies, PVOs, GOB ministries, and AID development sectors.

2. Consideration of the role of women in new proposals at the planning stage

Preferably in the planning stage, proposals for new programs in cooperation with the GOB, should consider the role women might play in the projects much as one might focus development planning on any disadvantaged sector. These would include:

- 1) Component parts of otherwise integrated projects, e.g., small programs initiated and run by women within the total project; programs which allow women to play leading roles; training programs for women; and programs designed to provide services for women.
- 2) PVO's acting as intermediaries for development of women's projects.
- 3) Employment of qualified women in development projects where possible.
- 4) Projects focused on training women for government service, i.e. civil service, military service, social services, and educational programs.

\* Cont. from page 26.

PhD in sociology, anthropology, Latin American area studies or political science.

The sensitivity of these positions should not be underestimated, for they will be the foundation on which the program is built, and on which it will succeed or fail.

Programs should seek to improve the status and identity of women as equal partners in development, and avoid traditional paternalistic approaches and attitudes that condescend to "help."

3. USAID integrated efforts

AID should not view the integration of women into the social and economic structure of Bolivia as an isolated program. Rather, it is suggested that all the development sectors of AID/Bolivia integrate and coordinate their efforts to focus special attention on rural poor women and girls, utilizing non-formal, as well as formal education as a vehicle. This is not to say that women at the various higher levels of society should not be included in development plans. On the contrary, their dedication and leadership should be utilized to spearhead and open the way for development of their less fortunate sisters whenever and wherever possible. However, AID should meticulously avoid involvement with groups and organizations of women whose efforts, albeit well-meaning, tend toward maternalistic (paternalistic) relationships.

It is suggested that each or several of AID's sectoral divisions, i.e. Education, Rural Development, Community Development, Capital Development, Engineering and Transportation, and Humanitarian Assistance, might make input at various levels of a single project, although administratively, only one sector might have responsibility for coordinating the program.

VII. GUIDELINES

A. Checklist for Analyzing Proposals for Projects Intended to Improve the Status of Rural Women

Organizational Background

Who founded the group and why? Were they rural women? Does the group have liaison and linkages with other groups and organizations? What kind of an organization is it? i.e. cooperative, small enterprise, social action, leadership training, community information, family relations, etc. When was the group founded? Is it legally registered? Politically oriented or apolitical?

Type of Assistance

Specifically, what kind of assistance is being requested? If financial, what is the amount and is it requested as a grant or loan? What will the money be used for? What is the time span of the project? Will it become self-sufficient at the end of the funding period? Are any funds or assistance being provided by other sources, and if so what and from whom? What will the input of the rural women be?

Project Objectives

What economic or social objectives does it propose to accomplish? Time frame? Will it solve specific needs, and if so, whose?

Project Description

What will it do? How will it work? Who and how many women or girls will be affected? Will the anticipated effects be short, medium, or long-range? Is it self-help? Paternalistic?

Project Leaders

Who are the members of the junta directiva if there is one? What are their roles in the project? What do they do ordinarily? i.e. housewife, teacher, etc. What is their potential to disseminate information about the project to other women? What is their strength in leveraging assistance to the project or acceptance by the community, government, or professional sector? Is the leadership democratic or autocratic? Who is the driving force of the organization?

Work Plan

What has been initiated? What major steps are anticipated? Time frame? How will the project be implemented?

Projected Income

Will the project earn income, and if so, what will it be used for? Will the project become self-sustaining, and if so, what is the estimated time required? If not, why not?

Project Impact

What is the anticipated social impact of the project on the target community, i.e. what changes are anticipated as a result of the project in a given time frame?

Budget

What is the total cash value of the project for the period of time for which assistance is requested? Specifically, what portion of the total amount (value) is allocated to (1) Administrative expenses (2) Salaries (3) Travel and Per Diem (4) Capital Investment (5) Training costs (6) Books, materials and supplies (7) Technical assistance (8) Miscellaneous, such as allowance for inflation, emergencies and unforeseen overhead costs. If there are in-kind contributions, what is the estimate of their value?

B. Program Goals

1. Program goals should be specifically stated, with relative priorities clearly indicated, and characteristics and approximate numbers of women to be affected in various ways spelled out. Expected "student" or project starting points and ending points should both be stated, i.e., the group level of competency or development at the start of the program, and the level of achievement or social/economic change anticipated by a specific time period.
2. The highest priority of the program should be to provide women with whatever attitudes and skills, that will offer alternatives to their present way of life, afford access to the economic and social system through employment with a reasonably assured annual income above the poverty level and opportunities to acquire higher education.
3. Facilitating goals --program survival, stability and manageability-- must be achieved in order that the program have much probability of accomplishing its substantive goals. Nevertheless, program survival is of no value if it means giving up high priority educational and social goals.

C. Program Components (should be included in the program design)

1. The dynamics of initial development, ongoing evaluation, and plans for improvement.
2. Recruiting of women beneficiaries, helping them to achieve post-instructional goals, as well as the instructional program, itself.

3. Five program areas must be present and effectively combined into an integrated whole:
  - (1) Overall Management and Administration, community policy formulation, securing funding and support, comprehensive planning, design verification and integration, staffing and supervision, and administrative services.
  - (2) Program Development, including requirements analysis; initial design; acquisition of staff materials, equipment, and facilities; a pilot test; and design improvement.
  - (3) Provision of information, instruction and assistance to rural women; and coordination of post-instructional activities.
  - (4) Collection, Analysis and Evaluation of information on program achievement.
  - (5) Dissemination of learning about changing the status of women and their role in the economic system.

D. Program Size, Unity and Diversity

1. Programs should be large enough or effectively linked with other programs to comprise a unit to make possible:
  - (1) Funding and staffing stability, over "quite a few" years.
  - (2) "Reasonable" funding and staffing allocations to non-instructional functions such as outreach, project development, evaluation, management and dissemination of information.
  - (3) Supporters of job-related programs, such as mining corporations, sindicatos, departamentos, or the GOB should not insist on standardization of programs. Instead, they should call for individual programs which they elect to support, to carry out explicit and responsible program development, management, evaluation and improvement, including dissemination of the results or evaluations for use in other programs.
  - (4) Decentralization should be arranged within large integrated programs in order to maximize

participation and contribution of local rural participants.

- (5) Decentralized rural programs should cooperate in the exchange of information, ideas and personnel, as well as work jointly with a research and dissemination organization to facilitate research on priority operational problems and make widely known the results of ongoing program activities.

E. Relationships Outside the Program

1. Programs and projects with employment goals must be actually and visibly linked to women's futures which extend at least as far as an assurance of employment at an above-poverty income level.
2. In those training projects which may be job-related, potential employers must participate at least to the extent of making initial placement possible for women who complete their training.
3. Sindicatos, when present, should be urged to accept women as members on an equal basis and facilitate equal employment opportunities based on performance, education and training.
4. Programs can be designed in which PVO's and private enterprise --both Bolivian and foreign-- provide selected elements such as administration and management, staffing, supervision, facilities or funding, as long as care is taken by each program to protect itself against becoming simply a degraded version of the institution's main enterprise.
5. Each program and project should appeal to rural women and girls (and their families and friends) as being worthy of adult involvement, i.e. status.
6. Each project and program needs to develop a reputation within the community for success.
7. Linkages, liaison, and communication with other rural projects will reinforce status and provide for exchange of ideas as well as economic potential.

F. Program Development and Improvement Methodology

1. The target population, i.e. campesinas, should be a partner in formulating program plans, prepare projects and manage them. AID should enable acquisition of education and training of the campesinas in learn-by-doing productive work, self-help projects.
2. As each individual program begins, most of its effort should be on development and evaluation, with a rather small operating program restricted in scope to probable low-cost high-benefit areas. Design concepts should be tested and corrected on the basis of continuing program monitoring.
3. Development should take advantage of pre-existing rural materials; traditional culture, customs and methods whenever possible (when they do not reinforce stereotyped roles); and rural women leaders to implement projects. Additional resources and innovations should be utilized as they become available.
4. Evaluation should be both internal to the program and external. Evaluation should be built in as an essential program function and conducted by the women involved, not just assigned to an outside evaluator. Independent outside evaluation is unlikely to lead to program improvement and should be limited to use for verification of internal evaluations, for research, and for policy-level planning.

G. Instructional Content and Procedures

1. Instructional programs should be based on integrated educational information designed to eliminate superstitions, hearsay, old wives tales, and male/female role stereotypes, and include all information required to earn a stable income outside the home. The focus of the information would vary according to the intent and goals of the project.
2. When possible, learning groups should be comprised of women in similar age groups and with similar backgrounds and goals, but with varying achievement levels, and include both "experienced" and "non-experienced" individuals.
3. Learning activities should relate to the real lives of the women and be participatory in nature. Abstract rules should be kept to a minimum.

4. Instructional procedures should be oriented to the relevant age group of the women involved, i.e. a program for relatively older adults should reflect their own planning and needs, and not resemble a program for children.
5. Program goals should be acknowledged, but individual comparisons with the progress of others should be avoided.

#### 4. Program Staffing

1. It is recommended that instructional staff and assistants be direct or indirect representatives of the program's target population in order to effectively promote motivation and communication among rural women and girls.
2. Use of paraprofessional female aides from the rural projects' community is desirable for individualized assistance, greater communication, and to provide an example of feminine participation and student success.
3. Conventional credentials and certificates are of no direct importance; on the other hand, willingness, ability and desire to participate in programs intended to improve the status of women is very important.

VIII. SUGGESTED  
PROJECTS AND  
PROGRAMS FOR  
USAID AS-  
SISTANCE

The following types of projects are examples of what AID development sectors might encourage and seek to support through limited funding and technical assistance.

A. Types of Projects for Sector Support of Women's Activities

- Community information for women such as legal rights and responsibilities, health and nutrition, family relations, civic affairs (voting information re local and national elections, and community issues), social services and how to use them, the national educational structure, and information exchange on local developments.
- Leadership and administrative/organizational training for women.
- Non-formal literacy training for school-girl dropouts and relatively older women, linked to employment opportunities and self-help projects. Such training should also be integrated with community information and development projects.
- Legal aid for women.
- Vocational and technical skills training for women.
- Small rural and community enterprises such as bakeries, foods preservation, chicken/pig and other types of cooperatives, raising of grains for animal feed, feed mills, production of indigenous fertilizers, small articles of clothing manufacture, local newspapers (mimeograph), etc. run by women or in which women have equal participation.
- Low-interest, no-collateral loan institutions to provide credit to women who are small entrepreneurs and small farmers.
- Rural access roads and bridges that facilitate transportation, communication, and marketing for women who are attempting to gain equal participation in the economic system and equal status with men.
- Rural social services such as mobile clinics, mobile libraries, and legal aid and information that have bearing on women's health, social and economic problems.

- Telecommunications facilities that would provide channels of information to assist in the development of women and linking them into the social and economic structure.
  - Community infrastructure-type projects that government has limited or no funds to assist, such as community electric generators, potable water projects, rural access roads and bridges, school transportation, etc. that are expressions of community needs and supported by rural community women's self-help projects.
  - Scholarships and financial aid for programs directed at encouraging continuing education for girls and women who complete their basic education.
- B. Types of Programs for GOB Institutional Development of Women's Activities
1. --A senior civil service office for the status of women could be established in such ministries as Agriculture, Rural Government and Cooperatives, Education and Industries, which could incorporate into the policies of the ministries criteria and plans for employing women and developing a structure to introduce them at various levels of government.
  2. --A commission for improving the status of women could be established to draw up guidelines --based on careful analysis of women's rights and responsibilities-- for ministries and institutions to follow as they develop their policies. Membership on this commission would be a matter of great importance and might include professional women such as practicing lawyers, teachers, social scientists, women of proven service to other women, and rural and political women leaders.
  3. --Ministry of Education. Investigate new ways to recruit women teachers for rural areas; prepare training courses for teachers without much formal education or degrees; develop a variety of educational alternatives for rural girls and women that would provide incentives to keep the girls in school, produce trained women to work at the kinds of jobs available in the rural areas, and offer

women some other means for acquiring status than having babies or being efficient "workhorses."

- Recruit and train women to teach functional education in the rural areas.
- 4. --The Ministry of Agriculture, in conjunction with Education, Health and the Community Development Office, might develop agricultural projects suitable for rural women who want to increase their income, especially through cooperatives; provide services and subsidies to women doing such work; send women to observe such projects in other countries; and provide workshops or short training courses for women in agriculture.
- 5. --Ministry of Campesino Affairs.
  - Sponsor workshops to bring rural women from many parts of the country together, including the most isolated districts, so that they can learn from each other.
  - Establish a mass media campaign to focus attention on development of the rural women, directed at both rural women who might possess radios, as well as to the middle and upper classes.
  - Establish a female "rural service corps" drawing from motivated female university students, to create links of understanding and communication between the educated upper class, and the rural poor.