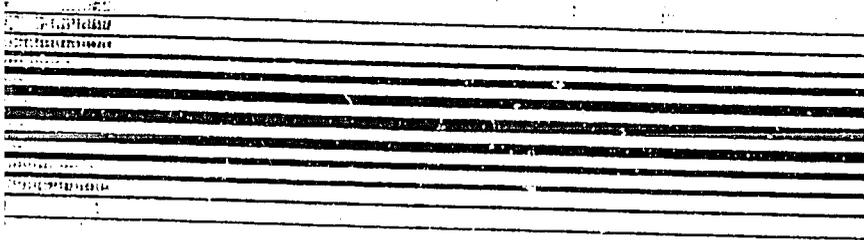


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LATIN AMERICA AND THE CARIBBEAN

EDUCATION AND HUMAN RESOURCES  
TECHNICAL SERVICES PROJECT

**Social Institutional Framework Analysis**

**CLASP - II**

**Ecuador**

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## EXECUTIVE SUMMARY

The SIF is a background study focusing on leadership and how it relates to important institutions in society. SIFs assist USAID Missions to establish training strategies and plans for CLASP-II. Training under CLASP-II is intended to strengthen (1) broad based economic development and (2) democratic pluralism in recipient countries. Training is to be provided to leaders in key sectors and organizations in society that are representative of different socio-economic groups. Participants will also be exposed to the values and functioning of free enterprise systems.

Objectives of the SIF are:

- (1) Focus CLASP-II training on key institutions that are or could be influential in shaping actions and opinions, with an emphasis on (a) those staffed by and/or serving the socially and economically disadvantaged, or which otherwise play a leadership role in working with these groups; and (b) institutions which could play a significant role in furthering policy analysis, dialogue and change;
- (2) Determine how to build on the Mission's experience with CLASP-I by identifying aspects of previous programs that were particularly successful from the standpoint of strengthening leadership and influencing democratic/economic attitudes;
- (3) Propose a methodology and criteria for identifying leaders and potential leaders and for selecting participants; and
- (4) Determine the appropriate type of training for each group or organization.

### USAID/Ecuador's CLASP-I Program

USAID/Ecuador initiated its participation in CLASP-I in FY 88 through the Andean Peace Scholarships Program. Scholarships have been granted to leaders and potential leaders from both the public and private sectors. Individuals were selected on the basis of their potential contributions to national development and their capacity to influence present and future policies and opinions.

The program is managed by USAID's General Development Office. Initially, the Office directly selected the trainees and managed their predeparture orientation. Subsequently, it asked the Fulbright Commission to assume these responsibilities. Currently, the Experiment in International Living (EIL), through an Office in Quito, is handling these responsibilities. The EIL Office works closely with USAID's General Development Office in selecting and programming Peace Scholars.

**Lessons Learned** - Several valuable lessons about selection and programming of trainees have been learned through CLASP-I.

- The greater the homogeneity of participants' educational background and needs, the more successful the program. "Team" configurations combining different professional backgrounds and social strata can be problematic.
- To promote eventual networking and support systems among participants, it is advisable, when developing long-term program plans, to target different groups from the same geographic areas or professions, and when planning recruitment for individual groups, to include more than one participant from the same community or geographic region.
- Newspaper recruiting of long-term trainees has uncovered excellent candidates. However, this procedure does not facilitate institutional strengthening. In addition, because so many apply, this process has required inordinate amounts of staff time to screen candidates.
- Use of intermediary organizations to participate in pre-departure and follow-on activities can yield high returns to the program. However, their participation should be closely monitored by USAID to ensure effective inputs.
- When appropriate, it is advisable to secure a bonding contract with institutional employers and with members of each group to increase the probability of post-contract affiliation between them.

Beginning in 1980, there was a marked shift in USAID/Ecuador's priorities, including investment shifts from the public to the private sector. In part, these were dictated by changes in broad program directives from AID/Washington. In part, they were also dictated by the perceived failure of investments in the public sector to address successfully national development constraints. Training under CLASP-II should be related to the Mission program, specifically to its ten overarching objectives:

- 1) strengthen financial structures;
- (2) increase agricultural productivity;
- (3) strengthen private enterprise and promote exports;
- (4) preserve and manage natural resources;
- (5) increase access to voluntary family planning services;
- (6) improve health and child survival;
- (7) improve housing;
- (8) improve educational opportunities;
- (9) improve narcotics awareness; and
- (10) strengthen democratic processes and institutions.

The SIF team and Mission staff have selected five priority sectors for initial CLASP-II implementation including:

- (1) Agriculture/Natural Resources;
- (2) Export, Trade and Investment;
- (3) Health/Family Planning;
- (4) Urban Growth Management; and
- (5) Government/Democratic Initiatives.

Actual investment patterns by the GOE suggest that it considers these sectors to be priority. Similarly, the private sector, principally through industry and non-governmental organizations, is actively involved in each of them.

Major themes for CLASP-II include:

(1) Agriculture/Natural Resources

- Agricultural production techniques related to traditional and non-traditional crops;
- Managerial skills related to farm management, small agribusiness operations and grass roots farmer organizations such as small producer associations and cooperatives;
- Natural resource conservation and management, including sustainable use of resources for agricultural production; and
- Policy analysis and dialogue on major issues limiting growth of agricultural sector and conservation and rational use of natural resource base;

(2) Urban Growth Management/Democratic Initiatives

- Organizational and managerial development of marginal urban communities;
- Urban planning, proposal elaboration, administration and evaluation of community service projects;
- Appropriate housing construction and construction material technologies, with emphasis on micro-entrepreneurs who provide services to marginal urban areas;

(3) Government/Democratic Initiatives

- Grass roots community organization initiatives; emergence and incorporation of indigenous populations into political process;

- New leadership development for major political parties and for indigenous populations;
- Protection of basic human rights; and
- Electoral Process; strengthening the electoral tribune and the legitimacy of voting process

(4) Infant and Maternal Health Care

- Health planning, with special emphasis on policy analysis, proposal elaboration, administration and evaluation of health projects;
- Maternal and infant health care, including community health, disease prevention and nutrition;
- Family planning, including family size, natural and artificial birth control methods;

(5) Export, Trade and Investment

- Support for small scale producers of non-traditional and traditional exports; and
- Policy analysis and change to favor export trade and international investments in the economy.

**CLASP-II Program**

Both phases of CLASP emphasize leadership. However, CLASP-II will place even greater priority on the selection of leaders. This reflects an intention to maximize the impact of training by concentrating on individuals with the potential to influence the direction of their local communities and society.

The program phases of CLASP I and II are similar in other aspects. Both intend to promote social and economic development in key Latin American countries through strengthening free market economic forces within the broad framework of democratic institutions and democratic pluralism. Both phases intend to reach populations that have been neglected by most previous AID-sponsored training programs. CLASP I and II emphasize recruitment and training of socio-economically disadvantaged individuals, particularly women. CLASP-II will also give greater emphasis to strengthening leadership in the private sector.

**Possible Implementation Problems** - There are several potential implementation problems with CLASP-II which merit discussion. First, leaders who have major impact and multiplier effects, are supposed to be given preference. Most national decision-makers cannot be classified as socio-economically disadvantaged. On the

other hand, while most grass roots leaders are socio-economically disadvantaged, they are likely only to influence their local communities and organizations. Thus, to emphasize selection of socio-economically disadvantaged leaders may deemphasize breadth of program impact.

Second, the ability of trainees to take advantage of training received in the U.S. varies by social class standing. Highly educated people are more equipped to adjust to cultural differences between the U.S. and Ecuador. On the other hand, rural community and urban marginal leaders may be less able to cope with the abrupt transition to U.S. culture. Upon their return, others in their communities may be less inclined to accept them as leaders because their different experience has made them different from community members. To emphasize socio-economic disadvantage may lessen program efficiency.

Third, the program places a heavy emphasis on the disadvantaged and women leaders. Women often have several major roles in their communities. Among lower socio-economic classes, in addition to being leaders they are often breadwinners for their families, and are responsible for managing their households. Practical problems become major obstacles for recruitment of women. To a lesser degree, they are also problems faced by male leaders who are socio-economically disadvantaged. For these reasons, leaders may decline the training opportunity. To emphasize the recruitment of socio-economically disadvantaged men and women may impact negatively on program effectiveness.

**Technical Area Foci** - In addition to leadership training, CLASP-II has two other priorities, namely, to provide appropriate technical training and to impact favorably on attitudes of Ecuadorian society towards U.S. society. Technical training needs are acute in Ecuadorian society. Additionally, the country suffers from a relatively weak development institution base. This reflects a lack of managerial skills, broadly defined.

- At higher socio-economic levels, it signifies inadequate policy analysis and dialogue skills.
- At the middle socioeconomic levels, it signifies lack of managerial capacity, be it related to planning, or personnel, fiscal or other management capabilities.
- At the lower levels, it reflects lack of basic accounting, bookkeeping, clerical and communication skills.

As a consequence, in the proposed program for CLASP-II, we focus attention on selecting leaders from organizations and professions which reflect particular development needs, both technical and managerial. These needs are related to the priority

sectors which were defined earlier in this study. Program impact should be maximized through following this strategy.

#### Criteria for the Selection of Leader Organizations:

Numerous potential criteria could be used to select organizations and leadership roles associated with them. Among the most important are that organizations:

- (1) be active in the development of their sector;
- (2) have a broad multiplier effect on other organizations or individuals;
- (3) be consistent with CLASP-II program guidelines;
- (4) show potential for strengthening through CLASP training; and
- (5) possess the potential to be self-sustaining.

#### Operational Issues

CLASP-I has been structured primarily as a U.S. diplomatic mission program. The USAID Mission, other arms of the diplomatic mission, and contractors have had a major role in determining the nature of the program, including who participates and the content of the program. There are obvious reasons why involvement of the diplomatic mission is important, including the program's political objectives and management issues.

However, there are disadvantages to this model. First, and most importantly, Ecuadorian institutions that are committed to strengthening democratic institutions and promoting the social and economic development of their country have not been given adequate opportunity to buy into the program and, through it, to promote these goals.

The program would be more effective and more efficient in terms of attaining its objectives, if Ecuadorian institutions could become more involved. Within the broad parameters of the program, there are at least two ways to encourage this involvement.

First, a high level advisory committee, consisting of representatives of institutions committed to fomenting development through grass roots initiatives and a free enterprise system, should be formed and meet several times a year with USAID executive officers and program managers to discuss program activities and plans.

Second, we recommend that intermediary organizations be used more fully than they currently are in program design and operation. Specifically, USAID managers and local contractors should help identify key individuals within the intermediary organizations, and fully involve them in program operation. These individuals should be involved in the selection of candidates, development of

appropriate training activities and experiences, and in pre-departure orientation. The intermediary organization should be encouraged to participate actively in follow-on activities for CLASP-II.

### **Training Program Considerations**

The Mission has attempted to address two types of training needs under CLASP-I. The first need is for development-related technical training, particularly in mid-level management. Second, it has been sensitive to the cultural and diplomatic objectives of the program. The current local contractor, EIL, has cast a broad net in its initial recruitment of candidates for specific training programs, particularly for long-term training, but it has also been careful to select leaders among these candidates.

Most training provided to date has been for actual leaders. Program managers have indicated a preference for mature candidates. Most of the training offered thus far has been short-term. All training programs have emphasized leadership capacity building, in addition to technical skill strengthening. Short-term training has placed greater emphasis on leadership skills and managerial capacity. Long-term training has emphasized planning and administration skills.

Training under CLASP-II will be of three types: (1) strengthening leadership capacity; (2) providing specific technical skills training, with an emphasis on managerial capacity; and (3) extra-curricular experiences which familiarize trainees with U.S. institutions and democratic processes as they relate to national and local systems of governance, and to their occupations.

Interviews with trainees who have returned to Ecuador after receiving training in the U.S. under CLASP-I suggest that follow-on activities are critical to maximizing training impact. It is imperative that post-training support be given to scholars. This is recognized by USAID/Ecuador.

### **Selection of candidates**

We recommend a two tier process for selecting actual leaders. The first step would be to identify program candidates. This would be accomplished by identifying a panel of expert judges who are familiar with the leadership structure of communities in which the potential candidates reside and act. Ideally, these judges would know the community and its leadership structure from different angles.

The second step would be for the in-country contractor and USAID project managers to determine which of the candidates should be seriously considered for training. This would consist of an evaluation of ability of real leaders to take advantage of the

training within Agency guidelines for CLASP-II.

Criteria that were discussed in the section on definition of concepts should be used to select actual leaders. Specific criteria might include demonstration of leadership in personal interviews and in preparation of written essays, past history of leader activities, and recommendations from key informants. The methodology currently being employed to screen potential candidates has been effective and should be continued.

**Matrix II: Proposed Leader Groups and Programs for Key Sectors**

	<u>Proposed Duration of Training</u>
<b>1. Urban Growth Management</b>	
(a) Mayors	Short-Term
(b) Grass Roots Community Leaders	Short-Term
(c) Housing Credit Union Managers	Short-Term
(d) Municipal Gov't Administrators	Long-Term
(e) Urban Planners	Long-Term
<b>2. Health</b>	
(a) Community Health Leaders	Short-Term
(b) Auxiliary Nurses	Short-Term
(c) Marginal Urban/Rural Health Promoters	Short-Term
(d) Health Policy Implementers	Long-Term
(e) Nutrition Promoters	Short-Term
(f) Nutrition Managers	Short-Term
<b>3. Agriculture/Natural Resources</b>	
(a) Cooperative Leaders	Short-Term
(b) Producer Association Leaders	Short-Term
(c) 4-H Club Promoters	Short-Term
(d) 4-H Club Leaders	Short-Term
(e) Women Campesino Leaders	Short-Term
(f) Agriculture High School Teachers	Long-Term
(g) Agriculture Policy Implementers	Long-Term
<b>4. Government/Democratic Initiatives</b>	
(a) Young Political Leaders	Short-Term
(b) Community Leaders - Cabildos	Short-Term
(c) Human Rights Group Leaders	Short-Term
(d) Election Officials	Short-Term
(e) Indigenous Group Leaders	Short-Term

**5. Export, Trade and Investment**

- |  |                   |
|--|-------------------|
| <b>(a) Non-Traditional Export Producer<br/>Association Leaders</b> | <b>Short-Term</b> |
| <b>(b) Artisan Association Leaders</b>                             | <b>Short-Term</b> |
| <b>(c) Tourism Planners<br/>and Administrators</b>                 | <b>Long-Term</b>  |

**SOCIAL-INSTITUTIONAL FRAMEWORK ANALYSIS  
CARIBBEAN AND LATIN AMERICAN SCHOLARSHIP PROGRAM - II  
ECUADOR**

**Introduction**

**Social-Institutional Framework**

The SIF is a background study which focuses on leadership and how it relates to important institutions in society. SIFs assist USAID Missions to establish training strategies and plans for CLASP-II. This SIF identifies leadership positions within important Ecuadorian institutions and sectors which: (1) are related to Mission's development strategy and objectives; (2) possess the potential to carry out sustainable projects; (3) support CLASP-II objectives; and (4) are compatible with CLASP-II target populations, namely, disadvantaged individuals and women.

Training under CLASP-II is intended to strengthen (1) broad based economic development and (2) democratic pluralism in recipient countries. Training is to be provided to leaders in key sectors and organizations in society that are representative of different socio-economic groups. Participants will also be exposed to the values and functioning of free enterprise systems.

Objectives of the SIF are:

- (1) Focus CLASP-II training on key institutions<sup>1</sup> that are or could be influential in shaping actions and opinions, with an emphasis on (a) those staffed by and/or serving the socially and economically disadvantaged, or which otherwise play a leadership role in working with these groups; and (b) institutions which could play a significant role in furthering policy analysis, dialogue and change;
- (2) Determine how to build on the Mission's experience with CLASP-I by identifying aspects of previous programs that were particularly successful from the standpoint of strengthening leadership and influencing democratic/economic attitudes;
- (3) Propose a methodology and criteria for identifying leaders and potential leaders and for selecting participants; and

---

<sup>1</sup> Key institutions have been defined by the USAID Mission to include grass roots organizations in addition to those more highly formalized and typically found in formal sectors of society. Many of them are found in the informal sector. All represent and are directed by the disadvantaged.

- (4) Determine the appropriate type of training for each group or organization.

The analysis is conducted within the framework of the overall USAID/Mission strategy on the assumptions that the Mission has identified sectors which address key development constraints, and that training in these sectors will enhance the impact of other activities supported by the Mission. The analysis is also conducted within the context of current socioeconomic and political conditions in Ecuador which are basic parameters for future development efforts.

#### Organization of the Report

The report begins with an overview of the context for this SIF. Among the most important aspects of this context is USAID/Ecuador's experience with CLASP-I. An overview of activities undertaken in CLASP-I provides the reader with some understanding of many activities proposed for CLASP-II which will follow in a natural sequence to those in CLASP-I. An overview of the evolution of leadership structure in Ecuador, with particular emphasis on the emergence of a new grass roots leadership in rural and marginal urban areas will help the Mission identify potential new leader groups for CLASP training. Finally, the introduction includes an overview of the USAID Mission program. This discussion provides a programmatic context for CLASP-II training. Subsequent analyses are limited to sectors deemed to be key by the Mission.

This overview is followed by a brief discussion of methodological aspects of the study. It includes a succinct overview of key information needs and sources. Following is an explanation of criteria used for identifying priority sectors and a definition of concepts which are central to CLASP-II. Both nominal and operational definitions have been framed within the context of Ecuadorian society.

The two principle outcomes of this research effort are Matrices I and II, both of which were requested by the Mission to assist in the identification of leadership groups from which to recruit future CLASP II participants and to assist in the development of training programs for these individuals. Matrix I identifies major Ecuadorian leadership groups and the priority sectors associated with each. Matrix II details the facets of the potential program for occupants of key leadership positions. Both Matrices are meant to be suggestive or illustrative rather than definitive. While Matrix II provides as much detail as possible, it is expected that the Mission will want to review and modify both Matrices on an annual basis.

Matrix 1 is first presented in the conclusion section. It represents the structure of formal and informal leadership in

sectors which are determined to be key for CLASP-II. This is followed by a review of several technical and administrative aspects of the CLASP-II program, beginning with a critical examination of assumptions which underlie it, discussion of its technical foci, and criteria that should be used to select leadership groups. This is followed by an application of these criteria to identify leader groups for Matrix II and major socio-economic target groups. Following the identification of leader groups is a discussion of several program operation issues and training program considerations. The section ends with a presentation of Matrix II, which illustrates previously discussed selection processes, training options and follow-on activities for recommended target groups.

#### USAID/Ecuador's CLASP-I Program

USAID/Ecuador initiated its participation in CLASP-I in FY 88 through the Andean Peace Scholarships Program. Scholarships have been granted to leaders and potential leaders from both the public and private sectors. Individuals were selected on the basis of their potential contributions to national development and their capacity to influence present and future policies and opinions.

The program is managed by USAID's General Development Office. Initially, the Office directly selected the trainees and managed their predeparture orientation. Subsequently, it asked the Fulbright Commission to assume these responsibilities. Currently, the Experiment in International Living (EIL), through an Office in Quito, is handling these responsibilities. The EIL Office works closely with USAID's General Development Office in selecting and programming Peace Scholars.

Table 1 presents a summary of short-term and long term training by year. A summary which is disaggregated by training groups and gender is presented in Table 2. The data indicate that the program will meet the guidance that at least 20% of the trainees receive long-term training. Roughly the same percentage of long-term training was programmed for each year (17 - 28%).

Table 1: Summary of CLASP-I Training

<u>Year</u>	<u>Long-Term</u>		<u>Short-Term</u>		<u>Total</u>
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	
1988	13	20	54	80	67
1989	18	17	90	83	108
1990	16	20	64	80	80
1991 (Projected)	43	28	113	72	156
<b>Total</b>	<b>90</b>	<b>22</b>	<b>321</b>	<b>78</b>	<b>411</b>

Short-term training under CLASP-I has been directed at health professionals (public health technicians, and administrators), agricultural trainees (agriculturalists, extensionists, and natural resource managers, among others); community development leaders, mayors and municipal officials, drug prevention educators, journalists, artisans and youth groups (including young political leaders).

AID/Washington has defined long-term training as that which lasts for nine months or longer. Long-term training under CLASP-I has consisted of one-to-two year programs for public health technicians and administrators, public administrators, education administrators, agriculture professionals, agricultural economists, special education professionals, university professors and administrators, university students and other young professionals who have demonstrated high leadership potential.

As indicated in Table 2, AID/Ecuador's CLASP-I program has been consistent with general guidelines set for it by AID/Washington. It has emphasized selection of socially and economically disadvantaged participants -- through 1990, they totalled 83% of all participants (EIL, 1990). Special emphasis was also given to recruiting women for the program -- through 1990, 33% of the participants were women (EIL, 1990). This figure is slightly below the target of 40% set by AID/Washington. However, the above table indicates that by the end of CLASP-I, women are projected to total 41.7% of all participants.

**Lessons Learned** - Several valuable lessons about selection and programming of trainees have been learned through CLASP-I. First, experience has shown that, in general, the greater the homogeneity of participants' educational background and needs, the more successful the program. "Team" configurations combining different professional backgrounds and social strata can be problematic. Second, in order to promote eventual networking and support systems among participants, it is advisable, when developing long-term program plans, to target different groups from the same geographic areas or professions, and when planning recruitment for individual groups, to include more than one participant from the same community or geographic region. Third, newspaper recruiting of long-term trainees has uncovered excellent candidates. However, this procedure does not facilitate institutional strengthening. In addition, because so many apply, this process has required inordinate amounts of staff time to screen candidates. Fourth, use of intermediary organizations to participate in pre-departure and follow-on activities can yield high returns to the program. However, their participation should be closely monitored by USAID to ensure effective inputs. Finally, when appropriate, it is advisable to secure a bonding contract with institutional employers and with

**TABLE 2: SUMMARY TRAINING FOR CLASP-I (1988-1991)**

	<u>Total</u>	<u>Male</u>	<u>Female</u>
<b>1988: Short-Term</b>			
(1) Health Administrators	11	8	3
(2) Weavers	8	5	3
(3) Watershed Managers	10	10	--
(4) Women Rural Community Leaders	13	--	13
(5) Newspaper Reporters	12	9	3
SUBTOTAL.....	54	32	22
<b>1988: Long-Term</b>			
(1) M.S. Computer Engineering	1	1	--
(2) English as a Second Language	1	--	1
(3) M.A. Public Health	3	3	--
(4) Substance Abuse/Rehabilitation	1	--	1
(5) Resource Management/Ecology	1	1	--
(6) Early Childhood/Elementary Ed.	6	--	6
SUBTOTAL.....	13	5	8
<b>1989: Short-Term</b>			
(1) Drug Abuse Prevention	30	16	14
(2) Aquaculture	18	16	2
(3) Municipal Management	26	25	1
(4) Young Political Leaders	17	13	4
SUBTOTAL.....	91	70	21
<b>1989: Long-Term</b>			
(1) M.A. Social Work	1	1	--
(2) Music	1	--	1
(3) Coaching	2	1	1
(4) Mechanical Engineering	1	1	--
(5) Economics	1	1	--
(6) M.S. Solid State Science	1	1	--
(7) M.S. Educational Administration	2	1	1
(8) Special Education	1	--	1
(9) Nutrition and Dietetics	1	--	1
(10) Deaf Education	1	--	1
(11) English as Second Language	3	2	1
(12) Science Education	1	--	1
(13) M.S. Civil Engineering	1	--	1
(14) Communication/Consumer Education	1	1	--
SUBTOTAL.....	18	9	9

**TABLE 2: SUMMARY TRAINING FOR CLASP-I (1988-1991) [CONT.]**

1990: Short-Term	<u>Total</u>	<u>Male</u>	<u>Female</u>
(1) National Park Administrators	13	13	--
(2) Health Administrators	18	8	10
(3) Afro/Ecuadorian Leaders	18	10	8
(4) Urban Community Leaders	15	12	3
SUBTOTAL.....	64	43	21
1990: Long-Term			
(1) M.S. Engineering Fields	5	5	--
(2) M.S. Food Technology/Nutrition	2	1	1
(3) M.A. Economic Development	1	1	--
(4) M.A. Educational Administration	1	--	1
(5) M.A. Public Health	1	--	1
(6) M.S. Animal Science	2	2	--
(7) M.A. Urban Planning	1	1	--
(8) Animal Science	1	1	--
(9) Agriculture/Nutrition	2	1	1
SUBTOTAL.....	16	12	4
1991: Short-Term (Projected)			
(1) Nurses Aides	20	--	20
(2) Micro Enterprise Leaders	16	8	8
(3) Young Political Leaders	16	12	4
(4) Librarians	20	7	13
(5) Agriculture Extension Agents	18	15	3
(6) Women in Agriculture	22	--	22
SUBTOTAL.....	112	42	70
1991: Long-Term (Projected)			
(1) M.S. Educational Administration	8	6	2
(2) M.S. Public Administration	5	4	1
(3) M.S. Public Health	6	4	2
(4) Agricultural Economics	15	13	2
(5) Bank Management	1	1	--
(6) Aquaculture	1	1	--
(7) Energy/Natural Resources Management	2	1	1
(8) Agro-Ecology/Environmental Education	2	2	--
(9) Sanitary Engineering/Metallurgy	2	1	1
(10) Administration and Marketing	1	--	1
SUBTOTAL.....	43	33	10
TOTAL.....	411	246	165

and with members of each group to increase the probability of post-contract affiliation between them<sup>2</sup>.

### **Leadership Structure in Ecuador:**

The history of Ecuador includes numerous conquests, both by foreign invaders and by powerful internal rulers. These conquests have had an impact on the evolution of exceedingly complex social, political and economic structures. These structures can be only be explained by taking into account important ethnic differences, which govern dynamics of local relationships within major groupings, and also the regional and national relationships among them.

Social and economic status is closely related to ethnic identity. On the bottom of the stratification pyramid are economically and socially marginal indigenous groups. On top are European descendants who command enormous economic resources and political power.

Recent Ecuadorian governments have promoted a melting pot policy of assimilating various social and economic classes into a general "mestizo" class. Traditional ethnic groups are losing their identity through this process. However, the process also has the potential to somewhat reduce differences in economic and social hierarchies. The process also promises to have a major impact on Ecuador's leadership structure.

**Major Change Forces** - Since Spanish colonial times, Ecuador's economy has been essentially agrarian. Leadership structure and the distribution of power were organized by the imperatives of this sector. Agricultural exports have always been a major source of revenue for the national government; however, several relatively recent events have radically altered this traditional structure.

United Fruit - The introduction of banana plantations, as part of a modernization effort by the Galo Plaza government, had a major impact on the traditional leadership structure. This agriculture was highly commercial. International companies forged powerful relationships with the State government to protect and promote their interests. Modern technologies were introduced to the plantations by these companies. Managers and workers had to be knowledgeable about these technologies, and power distribution became increasingly defined by a new set of relations of production between the new managers and the workers.

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<sup>2</sup> The reader is referred to a discussion of them by Jennifer Stimpson, which is found in the Appendix to this document.

Agrarian Reform - The Agrarian Reform law of 1964 promoted the introduction of numerous modern technologies in agriculture. These new technologies in turn transformed the organization of agriculture from traditional modes to modern modes. As was true for plantations on the coast, modern modes of production led to replacement of traditional landowners by managerial leaders. At the campesino level, leadership was also transformed. As campesinos left the haciendas, they began to organize into small producer associations, cooperatives and other production-related collectivities. These organizations also required a new form of managerial leadership. Simultaneously, campesinos became more closely allied with political parties, that are organized on ideological bases, to articulate their grievances. The recent indigenous movement is an illustration of this process.

Petroleum - The discovery of petroleum and its exportation have radically altered traditional leadership. The State, with strong participation by the military, has been the principal administrator of this sector. A new group of technocrats has emerged to exercise leadership for the State in managing and administering revenues generated by this sector. They are replacing traditional leadership, which emanated from the upper classes, in government and allied sectors, such as banking. Petroleum and its revenues have also led to an enormous growth in State bureaucracies. These bureaucracies have generated their own leadership. Today, they are a major force on the national scene through organizations such as the National Federation of Public Employees.

Rural-Urban Migration - Changes in the agricultural sector and the emergence of alternative employment opportunities have resulted in massive shifts in population from rural to urban areas, and have occasioned the emergence of new types of leaders. First, rural women have been forced to assume new leadership roles in their communities, as male adults have migrated to urban areas in search of gainful employment. Second, natural leaders have emerged in the marginal areas, peripheral to major urban centers. They represent new forms of social organization -- such as Pro-housing Committees -- that have attempted to respond to community needs.

Emergent Leadership - Recent changes in major sectors of Ecuadorian society have resulted in new leadership structures. Major sectors are the economy, government (politics); church; the intellectual community and marginal rural and urban communities.

Economy - Traditional economic elites represented an exclusive oligarchy, composed of exporters of agricultural and manufactured goods on the coast, and large landowners in the mountains. This oligarchy maintained a close, almost symbiotic relationship, with the ruling political class. The discovery of petroleum impacted radically on economic leadership in the

country. Technocrats, employed by the State and national and international oil firms, assumed important leadership roles in this industry. Parallel economic sectors, such as banking, also witnessed the emergence of a new technocratic leadership. Military leaders have assumed important roles in the economy.

Government - Until recently, national politics were governed by the liberal and conservative parties. This situation changed drastically during the seventies when the biparty system was abandoned. Prior to that time, several elite families dominated the presidency and other major positions in the national government, primarily through affiliation with these parties. Access to formal leadership positions in other sectors of society, at all levels, was also determined in great part by family lineage. The discovery and export of petroleum radically transformed this system. The ensuing growth of state bureaucracies permitted members of non-elite families to occupy important government positions. As true for the economy, military officers have been an important component of this new broad based political elite.

Church - The Church and State were separated by the constitution adopted during the Republican period. In fact, however, they allied themselves to influence major economic and political decisions during that period. This influence was essentially conservative. Recently, major segments of the Church leadership have attempted to influence economic and political decisions in new ways. Many Church leaders and other influential members actively promote the well being of the poor and the powerless. This leadership exists along side traditional leadership which continues to support status quo positions.

Intellectual Community - Leadership in this sector is less visible than leadership in other sectors. It impacts directly on national issues and problems through written publications and other mass media. Leaders in this sector, such as writers, are important opinion leaders. They have major influence on the moral and spiritual character of Ecuadorian society.

Grass Roots Organizations - As has already been discussed, the State has been unable to satisfy demands being made by emergent groups, such as those residing in marginal urban areas and campesinos who were removed from traditional haciendas. Out of these groups have come entirely new types of leaders. Among the most important are grass roots leaders, who represent communal interests and have resulted from processes endogenous to their communities of residence. Many of these leaders are affiliated with political parties. Many are relatively young.

These new grass roots leaders can be classified into two types. Situational leaders have specific clientele which have specific concerns to articulate at the local and/or national

level. Once their demands have been satisfied, the situational leader vacates his/her leadership position. Permanent leaders may also articulate specific demands to various government organizations. However, they continue to militate for the community well being, and to provide leadership to attempts to solve community problems, through obtaining resources from outside organizations, and/or through mobilizing resources internal to the community to address them. Permanent leaders are often women, and many are relatively young. Women are rapidly increasing their participation in leadership positions.

In marginal urban areas, this new leadership often finds expression through new organizations and associations, such as neighborhood committees, community improvement committees, and "comites de padres de familia." Government agencies and NGO's increasingly recognize the need to work with leaders of these organizations in attempting to satisfy community needs. In rural areas, this new leadership is commonly represented in agricultural cooperatives, producer associations and campesino communities.

New leadership has also emerged in response to needs of indigenous communities. At the national level, this leadership has been questioned. There is concern that it is being manipulated by political parties. At the local level, there is less skepticism about the authenticity of the leadership manifest in "cabildos" and "comunas campesinas."

#### **USAID/Ecuador Strategy and Program**

Beginning in 1980, there was a marked shift in USAID/Ecuador's priorities, including investment shifts from the public to the private sector. In part, these were dictated by changes in broad program directives from AID/Washington. In part, they were also dictated by the perceived failure of investments in the public sector to address successfully national development constraints. Training under CLASP-II should be related to the Mission program, specifically to its ten overarching objectives. These objectives represent priority development areas. The strategy of relating training to overall Mission objectives encourages the meeting of those objectives.

USAID/Ecuador's major development assistance goals include basic structural reforms designed to lead to broad-based, sustainable economic growth and human capacity development. These conditions are necessary for a wider sharing of the benefits of growth. The Mission has strengthened its emphasis on policy change through dialogue as a necessary condition to attain these goals. On the whole, the Mission's program incorporates measures to promote short-term economic stabilization and measures to promote structural reform.

Short-term economic stabilization is being pursued through policy dialogue concerning the interdependent management of major macroeconomic issues such as inflation and fiscal deficit reduction, maintenance of rational interest rate and exchange rate structures, reduction of subsidies, and resumption of debt service. The recent Gulf crisis and its impact on oil prices has facilitated debt service for Ecuador. The Mission supports the adoption of policies that will stimulate self-sustaining economic growth and greater productive employment opportunities. The focus of the latter has been on agriculture and small business. Finally, USAID programs are also designed to result in a wider sharing of benefits of growth. Key to USAID's programs is the establishment of constructive working partnerships with the GOE, elected local officials, and the private sector, including the PVO's, that are designed to address major development constraints. Activities such as family planning, basic health care and child survival, and provision of low cost housing are designed to provide greater benefits to the poorer, underprivileged classes in Ecuador.

### Methodology

The U.S. SIF consultants initiated review of Mission documents prior to arrival to Ecuador. Upon arrival, the U.S. SIF consultants received initial orientation from the General Development Office. They also met with Dr. Marcelo Naranjo, an Ecuador-based cultural anthropologist. Initial activities included discussion of scopes of work for team members, continued review of Mission documents, and visits with top Mission management.

The consultants continued to review relevant mission documentation throughout the SIF preparation. This included guidance for the study, and background materials related to CLASP-I. Based on this review, the Chief of Party prepared a work plan which was approved by the General Development Office. We subsequently interviewed heads of major USAID Program divisions, including Agriculture/Natural Resources (ANRO), Regional Housing and Urban Development (RHUDO), and Family Health (FHO), and project managers in these divisions, to ascertain the types of projects which they had underway, plans for the future, and the names of key informants in private and public organizations working in their sectors. These interviews were supplemented with interviews with returned scholars, and major policy and program managers in the public and private sectors. Interviews were conducted with expert informants in three major cities - Quito, Cuenca and Guayaquil (See Appendix for list of persons interviewed).

The analysis followed the following stages:

- (1) identification of key sectors for CLASP-II
- (2) identification of key institutions and groups of leaders within these sectors and the elaboration of criteria to select key groups within each of the sectors;
- (3) preparation of a CLASP-II training plan, including major training themes, and possible programs for leader groups from the priority sectors; and
- (4) identification of methodologies for recruiting and selecting leaders for the program.

Feedback about study activities was obtained from several sources. First, weekly meetings were held with the CLASP Project manager. These meetings were designed to review progress, to make key decisions, such as selection of priority sectors and important leader groups. Second, drafts of sections of the study were shared with project management as they were prepared. Feedback was incorporated into subsequent drafts.

#### Key Information Needs and Sources

Elaboration of the SIF required access to information about five topics, namely, (1) the adequacy of past programs; (2) policy foci, or determinations of sectors in which to make investments; (3) candidate selection procedures; (4) definitions for major concepts related to the program; and (5) potential programs for individual target groups.

The SIF team availed itself of several key sources of information to address these areas. The first source was existing sector assessments and strategy documents, including the Country Development Strategy Statement and the Mission Action Plan for FYs 91-92. Several of these documents were shared with team members prior to their arrival in-country. The second source was office and project managers in the USAID Mission. They provided us with information about existing projects and Mission policies. Informants in public and private institutions of key Ecuadorian sectors were additional valuable sources of information on existing policies and programs, as well as projected activities and societal needs. In addition, team members visited key regions of the country and interviewed former participants in situ.

## **Criteria: Selection of Priority Sectors**

Priority sectors are related to the overall USAID Mission strategy and to ten Mission program objectives. These objectives are to: (1) strengthen financial structures; (2) increase agricultural productivity; (3) strengthen private enterprise and promote exports; (4) preserve and manage natural resources; (5) increase access to voluntary family planning services; (6) improve health and child survival; (7) improve housing; (8) improve educational opportunities; (9) improve narcotics awareness; and (10) strengthen democratic processes and institutions.

According to the Mission CDSS, selection criteria should:

"...establish clear priorities and enforce greater focus through: (a) avoidance of project proliferation; (b) closer coordination with other donors; and (c) reinforcement of cross-sector linkages. The setting of priorities must depend upon three key factors: relationship to Ecuador's principal development constraints; the level of GOE, private sector and PVO commitment; and AID's comparative advantage vis-a-vis other donors and its own administrative capabilities."

Besides the General Development Office, which is responsible for CLASP, the Mission currently has three major sectoral offices: (1) Family Health; (2) Regional Housing and Urban Development; and (3) Agriculture/Natural Resource Development. In addition, it is creating a new office of Export, Trade and Investment. Projects run by these offices are consistent with the current and future program thrusts of the Mission, and represent sectors which, by definition, are considered to be priority by the Mission.

Other donors are also active in these sectors. For example, the United Nations is currently executing a \$4,000,000 Child and Maternal Health Project with the Ministry of Health; the Inter-american Development Bank is negotiating a \$200,000,000 project focusing on urban services; and it also supports the agricultural sector through a \$45,000,000 program in agricultural research and extension (PROTECA) with the Ministry of Agriculture. Thus, CLASP-II training will complement programs financed by other donors in these sectors.

Activities in these different sectors overlap one another. For example, family health project activities overlap with urban growth management, including the provision of adequate housing. Activities in agriculture overlap with export trade through the promotion of non-traditional exports.

Five priority sectors have been selected for initial CLASP-II implementation. These are: (1) Agriculture/Natural Resources; (2) Export, Trade and Investment; (3) Health/Family Planning; (4) Urban Growth Management; and (5) Government/Democratic Initiatives. These sectors were selected in concert with Mission priorities. We will discuss how CLASP-II can best strengthen leadership structure in each of these sectors in the technical area foci section.

Agriculture/Natural Resources - These sectors are consistent with an attack on the principal development constraints faced by Ecuador. Although Ecuador's petroleum industry has surpassed agriculture in revenue generation, agriculture employs more individuals than any other sector of the economy. Ecuador faces a very serious problem of food security. Population growth and massive rural-to-urban migration have created increased pressure on the sector to produce sufficient food. Increased imports of foodstuffs draw down important foreign exchange reserves while foreign currencies generated through the export of foodstuffs are declining. The conservation and adequate management of Ecuador's natural resource base - soil, water and trees - is essential to continued agricultural production and the provision of adequate, potable water for urban and rural populations.

Export, Trade and Investment - Increased attention to export of agricultural and industrial goods is required to acquire additional foreign exchange. In the past, Ecuador has focused on providing subsidies for local industries and has protected national industries by placing tariffs on imported goods. This policy has stimulated growth of these industries by guaranteeing them an internal market. On the other hand, some policies have impacted negatively on innovation and quality control, factors which are essential to successful penetration of foreign markets.

Health/Family Planning - Maternal and child mortality indices are excessively high in Ecuador. One reason for these high indices is inadequate nutrition. Improvements in and maintenance of maternal and child health are necessary in order to ensure a healthy labor force. Large families contribute directly to poor child and maternal health. They are particularly prevalent among the lower classes, which have fewer resources with which to raise adequately large numbers of children.

Urban Growth Management - Massive rural-to-urban migration has created major problems in adequate supply of basic services, such as potable water, electricity, sewerage, and trash collection by urban governments. Municipal governments need employees who are well trained. They should be able to initiate new programs, capably manage existing programs, and generate new sources of revenue in order to attend to the basic needs of the new migrant, poor, and nonpoor urban populations. Given the

overwhelming dimensions of this problem for municipal governments, initiatives on the part of marginal urban settlers to solve their own problems, with and without the assistance of municipal governments, need to be supported, as do those of middle class neighborhoods. They represent authentic solutions to basic urban problems.

Government/Democratic Institutions - Democratic institutions need to be strengthened in order to ensure popular participation in decisions affecting the national well being. Recent confrontations in the national Congress between political leaders and parties indicate just how fragile the fabric of democracy is in Ecuador. The leadership capacity of leaders and potential leaders of major political parties should be strengthened to help ensure effective democratic political institutions. At the local level, democratic institutions can be fortified through strengthening the activities of grass roots organizations, which can impact on the national polity as well as solve community problems.

Actual investment patterns by the GOE suggest that it considers these sectors to be priority. Similarly, the private sector, principally through industry and non-governmental organizations, is actively involved in each of them.

#### **Definition of Major Concepts**

CLASP-II will target specific populations, namely, leaders and potential leaders who are disadvantaged, with special attention being given to women as mandated by AID/Washington. Several major concepts are defined within the Ecuadorian context in this section. These definitions will help program managers to identify appropriate groups and individuals for training.

**Elites** - Elite are individuals who are identified with privileged classes in Ecuador. They are associated with a limited number of family names. Many of these families have been in Ecuador since the time of the conquest. All enjoy a high level of prestige in Ecuadorian society. Elites tend to perpetuate themselves over generations through intergenerational transmission of social and economic status. Elites maintain their identity and internal cohesion through intermarriage among members of the privileged families. Wealth is mainly inherited among elites; and through education and mentoring, most come to occupy influential positions in Ecuadorian society.

All of these mechanisms are used to perpetuate the elites' privileged position in society. They find political expression through active participation in political parties, such as the "partido conservador."

For the purpose of this SIF, elites are classified as either economic, political or cultural. Economic elites are members of families that dominate major activities in the national economy; i.e. industrialists, owners of major export-import firms, large landholders, and directors of large financial institutions, such as banks and loan associations. Political elites are those who dominate national political parties, and through these parties exercise major decisions regarding the acquisition and distribution of government resources. Cultural elites are typically associated with families that date back to national independence and before. In most cases they are also political and economic elites.

Program managers of CLASP-II are required to screen candidates for their socio-economic class. We propose the following empirical indicators for political and economic elites. Given the high correlation between economic and cultural elite status, we do not propose an operational definition for cultural elite.

Political Elite: Leaders of legally recognized national political parties; members of the National Congress, the President and his top advisors, and members of the supreme court.

Economic Elite: Anyone with a total annual nuclear family income over US\$100,000<sup>3</sup>. Different sources of income include wages, investment earnings, and earnings in the informal market. Economic elites can be identified by using data on indicators for economically disadvantaged which are discussed below.

**Socially Disadvantaged** - Socially disadvantaged Ecuadorians are individuals whose life chances have been limited due to their social backgrounds. Although their backgrounds include ethnic origin, for purposes of classifying participants, ethnicity will be treated as a separate variable. Background characteristics are inherited.

Many Ecuadorians are able to overcome these limiting factors, and experience upward social mobility. To a certain extent the CLASP scholarship program is designed to assist them in this mobility process.

The USAID/Ecuador Mission has defined social background characteristics which are included in this definition. They include (1) Gender; (2) Place of Residence; (3) Level of Father's (Mother's) Education; (4) Level of Candidate's Education; (5)

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<sup>3</sup> At the current exchange rate, US\$1.00 = S\$860.00.

Father's (Mother's) Occupational Status; and (6) International Travel Experience.

Based on the above, the USAID Mission uses the following operational definition of socially disadvantaged. Such participants shall possess at least four of the following characteristics: (1) female gender; (2) residence in small towns, rural areas and urban slums; (3) parents with less than a high school education; (4) candidate with less than a high school education; (5) parents with non-professional, blue collar or subsistence or near subsistence farming occupations; and (6) limited international travel experience. These indicators are consistent with those used by other Missions for their CLASP programs and with AID/Washington guidance. The LAC Bureau has complimented the Mission on this definition. The indicators are highly correlated with one another in all Latin American societies. However, the correlations are not perfect. We recommend that the Mission continue to use its current definition of socially disadvantaged, namely, that individuals rank as disadvantaged on at least four of the indicators.

**Economically Disadvantaged** - Available empirical evidence suggests that about two-thirds of the Ecuadorian population live under conditions of absolute or relative poverty. The poverty threshold has been expressed in terms of the minimum wage. At least five minimum salary units are required to cross the threshold of relative poverty -- enough income to meet basic needs (IDEA, August, 1990).

This operational definition of poverty is based on a basic consumption basket which was formulated over a decade ago. The effects of price and wage distortions, including macroeconomic policies and segmented markets, have tended to further depress formal sector income and to encourage "underground" (informal and formal unreported) economic activity. Undoubtedly, the middle classes have been more adversely affected in urban areas than in rural areas which are more dependent on a relatively constant agricultural base. The rural middle classes have benefitted from preferential economic policies designed to increase the urban-rural terms of trade (Sigma One, May, 1990).

Average monthly earnings of the urban labor force in the mid-1990's, based on the INEM Household Survey (1988), are estimated at approximately S\$92,400/worker (S\$1,100,000/year). They range from roughly S\$135,000 for the industrial, commercial and financial subsectors (notably affected by the labor code and non-market wage-setting) to S\$62,000 for the informal subsector. Recent data for rural earnings are scant. Information on intersectoral labor productivity and the urban/rural terms of trade, c. 1980-1988, suggests that average rural monthly earnings average about S\$70,000/worker (S\$840,000/year) for income derived principally from agriculture, and S\$90,000 for urban generated

incomes (e.g., public sector, agro-industrial, commercial and financial).

The foregoing is strongly indicative of an economically disadvantaged workforce. In part this situation has been created by structural factors. The World Bank reports that income distribution in Ecuador is among the worst for middle-income Latin American countries (World Bank, August, 1990). In part, it has been created by cyclical conditions of the eighties - such as fluctuations in world market petroleum prices. Cyclical conditions could, and very possibly will, experience a favorable turnaround.

These considerations lead to the following recommendations:

- a. That with assistance from the Mission economist, the labor market situation be monitored regularly, with periodic adjustments in the operational definition of economically disadvantaged (preferably at least twice per year).
- b. That the current operational definition of five monthly minimum wages continue to be used; however, it should be reviewed and possibly adjusted if it fails to reflect actual economic conditions at that time. Households with earnings under S\$4,000,000/year (for rural agricultural households - \$2,800,000/year) should be considered as economically disadvantaged, subject to the following conditions:
  - i. that a reasonable effort be made to identify all earnings of applicant-households in addition to the basic reported source (this is particularly relevant in the case of public sector professionals, but applies as well to private sector "underground" activities);
  - ii. that a best effort be made to visit the domicile of the applicant, to verify socioeconomic status, particularly in the cases indicated in "i" above; and
  - iii. that anyone be excluded who would otherwise have the resources required to finance study in the U.S.

In terms of U.S. dollars, distorted as we suspect this may be in the case of the Ecuadorian economy, this implies an economically disadvantaged threshold of US\$400/month at existing exchange rates for urban applicants and US\$275/month for rural applicants whose income is derived principally from agriculture.

**Ethnically Disadvantaged** - An Ecuadorian is ethnically disadvantaged if s/he suffers social discrimination due to identification with a specific minority ethnic group. Discrimination is likely to occur only if someone from an ethnic minority group is also poor. Most minorities are poor.

There are three principal types of ethnic minorities in Ecuador, namely, Blacks, descendants of Quechua Indians who maintain their ethnic identity, and Indians from the Eastern Amazon regions. Although distinguishable in terms of their culture, language and life styles, the Andean Native Americans and the Indians from the Eastern lowlands have banded together in the recent indigenous movement. Therefore, for political purposes, such as seeking access to governmental resources, they may be considered as a single minority.

This definition is further complicated for the indigenous Andean population and for Amazon Indians from the Eastern lowlands. Typically, the ethnically disadvantaged are those who maintain an indigenous name, and whose first language is not Spanish. Others, who may also be classified as ethnically disadvantaged, are descendants of these minority populations with distinguishable characteristics, such as Quechua language, which link them to their indigenous cultures. The latter may reside in urban settings as well as rural settings.

**Leadership** - For the purposes of the CLASP program, AID/Washington has provided a general definition for leaders, namely, those individuals who influence the opinions and actions of others. Whereas this definition is illustrative, it is too general to be of much use in identifying different groups of leaders in Ecuadorian society<sup>4</sup>.

Leadership is a complex concept and is manifest in many different facets of social organization and action. Commonly, two dimensions are attributed to the concept. The first is related to authority positions within a given society. Positional leadership refers to the exercise of authority by virtue of occupying a given position. Mayors and other elected officials are examples of this type of leadership, as are occupants of top positions in social hierarchies, such as the Catholic Church and the Army. The second refers to opinion leadership, or the capacity to influence others to obtain societal or organizational goals. This type of leadership is more commonly associated with informal leaders. These leaders

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<sup>4</sup> A description of the evolution of leadership in Ecuador was presented in the introduction to this document. For a more in depth discussion of this concept in reference to Ecuador, the reader is advised to read papers by Dr. Naranjo in the appendix.

are found in all strata of society, and include community leaders who work through local committees or neighborhood associations, and influential individuals from upper class families who influence decisions made by occupants of authority positions.

Positional leadership is associated with the capacity to analyze situations and to make collective decisions, while considering mutual interests whose preservation and promotion are considered to be important by group members. Group leaders represent group interests. They influence opinion formation through the synthesis of diverse views held by group members and their translation into group opinions, decisions, or collective actions.

Group leadership can be further refined into several capacities, including (a) organizational capacity, (b) decision-making capacity, (c) educational capacity, (d) executive capacity, and (e) representational capacity. Leaders are recognized as leaders by other members of a group and defer to their opinions.

Opinion leadership is influence over others concerning definition of collective goals. Public opinion is influenced on at least two levels, namely, (1) the national level, and (2) the community level. At the national level, leaders impact on public opinion through mass media and through impact on value and belief systems of future leaders. Radio and television commentators and journalists are representative of these leaders. University professors, authors, artists and other intellectuals shape public opinion through their interpretation of contemporary issues, and their literary and artistic production. They also impact greatly on the intellectual and moral formation of future leaders.

At the community level, leaders interpret messages of national opinion makers. In rural communities, they are individuals who are aware of national issues and their impact on the welfare of their communities. These leaders may be local parish priests, school teachers, and professionals, such as doctors, lawyers and local business leaders. Many may not have professional degrees, i.e., certain government ministry and certain private voluntary organization agents, marketplace traders, barbers, and other who interact with a broad spectrum of their communities on a daily basis. In very rural areas and in poor urban neighborhoods, they are individuals who interact with organizations outside of the community; they are aware of and solicit different types of support for their communities and groups.

(i) Leaders - Leadership in Ecuador can be categorized into two types, namely (a) traditional, and (b) modern. Traditional leaders can be further subdivided into formal and informal types. Examples of informal traditional leaders are local and regional

caciques of the coastal and Amazon regions, and indigenous campesino leaders, many of whom redress group grievances with local landlords. Formal traditional leaders occupy formal positions of authority in local communities and at the regional and national levels. Examples of these leaders are local parish priests, the archbishop, and commanders of local military battalions and different branches of the armed forces.

Modern leaders can be broken down into two types. The first type is the leader who exercises authority by virtue of occupying a governmental position. At the municipal level, these leaders include mayors; at the national level, they include legislators and supreme court judges. Military leaders, who impact directly on important decisions of other sectors of society, such as agriculture and petroleum industries, are also modern leaders. In effect, they are a new breed which has appeared in recent decades.

The second type of modern leader is the community leader who represents, at the grass roots level, interests of his/her group or community. In large measure, these leaders represent new groups in society that have emerged because of major population dislocations and the inability of formal government institutions to attend to their basic needs. Examples of these leaders are representatives of urban poor neighborhoods, who solicit community services, such as electricity, water, and housing from government and private voluntary organizations, and/or who organize community resources to solve these problems. Many of these leaders are charismatic leaders. Other examples of urban grass roots leaders are leaders of comites pro-region, asociaciones de padres de familia, and comites de pobres. In rural as well as urban areas, they may be leaders of different types of cooperatives, including housing cooperatives, savings and loan cooperatives, and production and marketing cooperatives. As these cooperatives grow, leadership positions typically pass to modern leaders who have the capacity to exercise modern financial, personnel and other managerial traits. In rural areas, they include campesino community representatives who lead communal activities, such as attempts to purchase land and to seek access to credit for communal projects.

(ii) Potential Leaders - Potential leaders are individuals who possess many of the traits defined above, but who are not yet recognized as leaders by their groups or by society because of their youth (under 30 years of age).

Several methodologies for identifying actual and potential leaders are found in the social science literature. The most common are (1) identification of occupants of positions of authority; (2) identification of group decision-makers; and (3) identification of individuals with reputations as leaders. The most reliable technique is to identify leaders through the use of

panels of expert judges who are familiar with the organization and activities of specific groups. Ideally, these judges would belong to different groups or organizations. Response reliability is increased by cross-checking ratings. Individuals selected by a majority would be identified as leaders. The technique is applicable to all groups and societies, including Ecuador. It will be discussed further in the section on leader selection.

## Conclusions

### Leadership Institutions/Organizations by Sector

We begin this section with a discussion of major leadership groups associated with priority sectors, as identified by the USAID Mission. This discussion is centered on Matrix I which outlines major leadership positions and organizations for these sectors. These sectors are defined in accordance with Mission plans and activities, and include: (a) Export, Trade and Investment; (b) Health; (c) Agriculture/Natural Resources; (d) Government/Democratic Initiatives; and (e) Urban Growth/Management.

Government/Democratic Initiatives - This table clearly illustrates that the most powerful government positions are the domain of high income, urban groups. This reflects a highly centralized governing structure which is centered in Quito. It also reflects a history of centralized government which existed during the Incan empire, and extended through colonial rule and the post-independence period. Spain preferred a centralized system because it facilitated rule of the colony. To a great extent, this part of the matrix mirrors leadership and authority in the State administration, and the activities of major political parties which vie for control of it.

The matrix is not exhaustive. Were it to be exhaustive, it would have to include the seventeen major political parties, and the patronage which those in power distribute through national government ministries. Each ministry is divided into numerous administrative units, and many control large amounts of resources. Director positions in them are steps to higher positions in the ministries and in the major political parties.

There is relatively high turnover in major positions within the ministries and within other organizations which are affiliated with the executive branch and the national Congress. Illustrative of affiliated organizations are major state banks, national labor unions, and national indigenous associations. In large measure, the turnover is associated with the circulation of political parties into and out of power.

MATRIX ONE: LEADERSHIP IN ECUADOR BY SECTOR

SECTOR: Government/Democratic Initiatives

Sphere of Influence	Urban		Rural	
	High Income	Medium/Low Income	High Income	Medium/Low Income
National Level	President			
	Vicepresident			
	Presidential Advisors	President of FUT		
	Congressmen			
	Ministers			
	President of Supreme Court	President of Taxi Union		
	Directors of National Political Parties	President/Directors of National Indigenous Associations		
	Managers of Private Banks			
	"Presidente de la Junta Monetaria"			
	Governor of the Central Bank			
Provincial Level	Alcaldes	Judges		
	"Prefectos"	Provincial Union Associations		
	President of Superior Court	Directos of Provincial Indigenous Associations		
	Provincial Leaders of Political Parties			
	Provincial Councilmen			

MATRIX ONE: LEADERSHIP IN ECUADOR BY SECTOR

SECTOR: Government/Democratic Initiatives (2)

Sphere of Influence	Urban		Rural	
	High Income	Medium/Low Income	High Income	Medium/Low Income
Provincial Level	Municipal Councilmen			
Local Level	Women for Democracy Association	President of Council	Large Landowner	Political Boss
	Women for Liberty Associations	State Institution Representative	"Caciques"	"Teniente Político"
	Professional Women's Associations	Political Party Leaders		"Presidente de Comunas Campesinas"
		"Comités de Madres"		Directors of Local Indigenous Associations

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MATRIX ONE; LEADERSHIP IN ECUADOR BY SECTOR

SECTOR: Urban Growth/Management

Sphere of Influence	Urban	Urban	Rural	Rural
	High Income	Medium/Low Income	High Income	Medium/Low Income
National Level	Directors of "Junta Nacional de Viviendas"	Directors of National Housing Cooperatives		
	Director of National Housing Bank			
	Director of BEDE			
	"Asociación Nacional de Municipalidades"			
	"Colegio Nacional de Arquitectos"			
	"Colegio Nacional de Ingenieros"			
	NGO's Working on Housing in Urban Marginal Areas			
	"Asociación Nacional de Mutualistas"			
Provincial Level	"Consejos Provinciales"	Housing Cooperatives		
	Municipal Governments			
	"Cámaras de Construcción"			
	Bancos Privados			
	"Colegios Profesionales - Arquitectos, Ingenieros"			
	"Sucursales de Bancos" - BEV, BEDE			
	Housing Material Producer Associations			

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MATRIX ONE: LEADERSHIP IN ECUADOR BY SECTOR

SECTOR: Urban Growth/Management (2)

Sphere of Influence	Urban	Urban	Rural	Rural
	High Income	Medium/Low Income	High Income	Medium/Low Income
Provincial Level	"Mutualistas"			
Local Level	"Sucursales de Bancos" - BEV, BEDE	Housing Cooperatives	NGO Housing Projects	"Cooperativas Provienda"
	"Sucursales de Bancos Privados"	"Asociaciones Pro-Mejoras"		"Organizaciones Comunitarias de Base"
		"Comités de Vivienda"		
		"Asociaciones de Barrio"		
		"Comités Pro-Acceso a la Tierra"		
		Small Savings and Loan Associations		

MATRIX ONE: LEADERSHIP IN ECUADOR BY SECTOR

SECTOR: Agriculture/Natural Resources

Sphere of Influence	Urban	Urban	Rural	Rural
	High Income	Medium/Low Income	High Income	Medium/Low Income
National Level	Minister of Agriculture	Small Agriculture Producers Associations		
	Sub-secretaries of Agriculture	Directors of National Parks and Recreation Areas		
	Directors of Institutions Annexed to Min. of Ag. - INLAP, EMPROVIT, ENAC			
	Private Institutions - IDEA, FUNDAGRO IICA, FAO			
	Resource Conservation/Management Institutions - NATURA, TIERRA VIVA			
	President of Cattlemen/Agricultural Bank			
	Directors - "Banco de Fomento"			
	"Colegio de Agrónomos"			
	Agricultural Producer Associations			
	Director of CLIRSEN			
	National Cattlemen's Association			

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MATRIX ONE: LEADERSHIP IN ECUADOR BY SECTOR

SECTOR: Agriculture/Natural Resources (2)

Sphere of Influence	Urban		Rural	
	High Income	Medium/Low Income	High Income	Medium/Low Income
Provincial Level	"Jefes Provinciales" of Ministry of Agriculture	Associations of Small Producers: Rice, Coffee, Etc.		Agricultural Cooperatives
	Agricultural Bank Branch Managers			
	Provincial Associations of Cattlemen, Agricultural Producers			
	Provincial Directors of National Programs - Coffee, Rice, Etc.			
Local Level				Extension Agents
				Rural Promoters
				Community Leaders
				Leaders of Agricultural Cooperatives
				Small Producers Associations
				"Líderes de Cabildos Comunas"
				Women Campesino Associations
				Park Guards
				Park Inspectors

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MATRIX ONE: LEADERSHIP IN ECUADOR BY SECTOR

SECTOR: Health (Maternal/Child Family Planning

Sphere of Influence	Urban	Urban	Rural	Rural
	High Income	Medium/Low Income	High Income	Medium/Low Income
National Level	Minister of Health	Directors of Ministry Health Departments		
	Directors of Sub-secretariates of Health			
	National Directors of Ministry of Health			
	Directors of Institutes Attached to Ministry of Health			
	President of "Colegio Médico"			
	President of "Nurses Colegio"			
	Director of National Hospitals			
	High Level Employees of International Health Organizations			
	ASAPROFAR Director			
	CEMOPLAF Director			
	Directors of Other Private Organizations Working Nationally			
	Directors of National Health Programs: ex. "Salud Infantil", "Lucha Contra el Bocios"			

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MATRIX ONE: LEADERSHIP IN ECUADOR BY SECTOR

SECTOR: Health (Maternal/Child Family Planning (2))

	Urban	Urban	Rural	Rural
Sphere of Influence	High Income	Medium/Low Income	High Income	Medium/Low Income
Provincial Level	"Jefaturas de Salud"	Directors of Health Centers		Health Inspectors
	Director of Provincial Hospital	Director of Rural Workers' Insurance	Director of a Rural Health Center	Health Promoters
	Provincial "Colegio Médico"			
	Provincial "Colegio de Enfermeras"			
Local Level	Health Sub-Center			Director of Health Sub-Center
	"Boticario"			"Encargado de Boticario"
	"Curanderos"			"Empleado de Posta Médica"
	"Parteras"			"Curanderos"
	"Médico Rural"			"Parteras"
	NGO Run Medical Posts			Health Promoters
				NGO Run Medical Posts

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MATRIX ONE: LEADERSHIP IN ECUADOR BY SECTOR

SECTOR: Export, Trade and Investment

Sphere of Influence	Urban	Urban	Rural	Rural
	High Income	Medium/Low Income	High Income	Medium/Low Income
National Level	Ministry of Agriculture			
	Ministry of Industry			
	Sub-secretariates of Agriculture			
	Sub-secretariates of Industries			
	Chamber of Commerce			
	Production Associations			
	National Floral Export Association			
	National Association of African Palm Producers			
	National Associations of Exporters of Coffee, cocoa, bananas			
	CENAPLA			
	National Association of Exporters of non-Traditional Products			
	National Association of Shrimp Exporters			
	National Tourism Director			
	National Hotel Assoc.			

MATRIX ONE: LEADERSHIP IN ECUADOR BY SECTOR

SECTOR: Export, Trade and Investment (2)

	Urban	Urban	Rural	Rural
Sphere of Influence	High Income	Medium/Low Income	High Income	Medium/Low Income
National Level	OCEPA			
	National Association of Tourist Agencies			
Provincial Level	Provincial Headquarters of Ministries of Agriculture and Industry	Non-Traditional Product Cooperatives		Small Producer Cooperatives
		Provincial Associations of Artisans		Artisan Cooperatives

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The formal political apparatus is also present at the provincial level. It includes mayors, regional leaders of political parties, provincial and municipal councilmen, and leaders of superior courts. Representing labor and indigenous classes are provincial leaders of labor unions and indigenous associations.

At the local level are numerous organizations which represent the interests of specific professions and economic class interests. Examples are women's groups and local committees. They reflect a growing number of grass roots organizations that are the basis for democratic initiatives. In addition, the formal political apparatus also has representatives at the local level, including political party leaders and local government leaders.

In rural areas, traditional leadership is in the hands of large landowners and their representative associations. In the coastal region, this leadership is also found in local "caciques." Grass roots leadership resides in local political bosses, presidents of local campesino communities and local leaders of indigenous associations.

Urban Growth/Management - It is difficult to define this as a specific sector, because it incorporates elements of local government, grass roots organizations, and public and private sector organizations and agencies concerned with the function of community services in urban areas. As a framework for identifying leadership structure related to this function, we focus on these generic categories of major actors. The massive rural-urban migration which has occurred during the past two decades, and which promises to continue during the next two decades, is yielding new leadership structures, primarily related to addressing problems of providing basic urban services.

As the title suggests, leadership related to the provision of these services is, by definition, primarily urban. In Quito, relevant national leadership is found in major banks and government agencies that work on housing and infrastructure issues. Examples of major banks are the "Junta Nacional de Viviendas", the "Banco Nacional de Viviendas", and the BEDE. Examples of other important national organizations are the "Colegio Nacional de Arquitectos," the "Colegio Nacional de Ingenieros," the "Asociacion Nacional de Mutualistas," and national housing cooperatives. Leaders of these entities exercise considerable influence over national policies related to housing, and on programs to address housing problems. Leadership of major NGO's working with marginal urban populations, such as Swiss Aid and the Italian organization, Mato Grosso, also influence policies and programs designed to address shortages of services. Finally, AME, as the representative of municipal

governments, impacts on policies and programs designed to address major problems generated by rapid urbanization.

At the provincial level, representatives of many of the entities mentioned in the previous paragraph impact directly on housing policies and programs. The municipal government, through its departments of finance, public works, etc. is directly involved in planning and executing projects designed to address urban growth. The provincial councils help to establish policy with regard to urban programs. Professional associations have provincial affiliates who also influence governmental programs. In the private sector, leaders of private sector entities, such as construction industry chambers, private banks, branches of the BEV and BEDE, and associations representing suppliers of building materials, impact on urban policy and help to shape programs which are designed to ameliorate infrastructure problems.

At the local level, branch managers of national banks, housing cooperatives, and other lending organizations, as well as representatives of PVO's who provide service to marginal populations and have an impact on the types of programs which provide services to them. Of great significance for Ecuador is the emergence of a new leadership related to urbanization in marginal zones. In time, these new communities will elect their own leaders to redress their problems with government agencies, and to lead indigenous initiatives to solve pressing communal problems. These leaders are found at the head of "Asociaciones Pro-Mejoras," "Comites de Vivienda," "Asociaciones de Barrio," etc. In addition, they are active in small savings and loan and other collective associations designed to collect and use community resources to address urbanization problems. Typically, many of these associations are in the informal sector. Similar programs exist in rural areas.

Agriculture/Natural Resources - Agricultural production and the presence of natural resources are typically located within rural areas. Much of the leadership related to this sector, particularly informal leadership, is found in rural areas. However, major programs designed to provide services for producers and to conserve natural resources have their headquarters in urban areas. The most important organization is the Ministry of Agriculture, which is headquartered in Quito.

As the section in Matrix I on agriculture and natural resources indicates, there are numerous entities that impact directly on national policies and programs for the primary sector of the economy. Invariably, they are located in urban areas; and invariably, their leadership also resides in urban areas. Examples of major organizations of this type are the Ministry of Agriculture, with its numerous departments and affiliated institutes, such as INIAP, EMPROVIT, and ENAC. Also of great significance are major private institutions which provide

technical assistance to the agriculture sector and impact on national agricultural and natural resource policies. Several examples are IDEA, FUNDAGRO, IICA, Fundacion NATURA, and TIERRA VIVA. Major banks and producer associations are also located in urban centers.

These organizations are reproduced at the provincial level. Important leaders at this level are the "Jefes Provinciales" of the Ministry of Agriculture, smaller producer association leaders, branch managers of major agricultural banks, and directors of provincial producer associations. In addition, there are several agricultural cooperatives which have provincial affiliates. Their leaders also impact significantly on agricultural policy and programs.

The leaders of most of these entities are middle to high income. However, the farmers served by them vary somewhat by level of living. Major producer associations typically represent agricultural producers who have substantial businesses. They use, when appropriate, the services of government ministries and their related institutes. The Ministry of Agriculture has numerous programs designed to tend to needs of smaller farmers, in addition to larger producers.

Among the producers themselves, there are numerous leaders, most of whom reside in rural areas and represent local organizations. Exceptions to this rule are agents affiliated with the Ministries of Agriculture and Social Welfare. These agents are affiliated with agricultural extension programs and with the promotion of grass roots organizations and programs - known as "promotores." Grass roots rural leadership varies somewhat from region to region. However, there are several generic categories which apply to all areas. Illustrative of leaders at this level are agricultural cooperative leaders and managers, leaders of small producer associations, heads of local "Cabildos comunales", leaders of women's campesino associations, and leaders of youth organizations such as 4-H. Agents of NGO's and some government agencies that work directly with these grass roots organizations have provided significant leadership and technical training to campesinos.

Health - Matrix I illustrates that there are numerous organizations working in the health sector. As is also true for agriculture, they are in both the public and private arenas. The Ministry of Health is the most important government agency working in the sector. Leadership in the MOH and related institutions has a major impact on national health policy and on definition of major programs. The Minister of Health is currently attempting to change policies to give greater emphasis to preventative medicine and to decentralize health care systems. Also influential with regard to national health policies, planning and programs are leaders of major health professional

associations, such as the "Colegio de Medicos," and the "Colegio de Enfermeras," and leaders of international health organizations such as UNDP. In the private sector are found several important institutes dealing with specific health problems. Examples are ASAPROFAR and CEMOPLAF. Most of these organizations work with rural populations; however, leadership is centralized in major urban settings.

Most of the organizations and agencies mentioned at the national level have affiliates at the provincial level. Leaders of these provincial offices are leaders at this level. They impact directly on policy and programs at this level. Included in this category are provincial hospital directors, directors of provincial affiliates of major professional associations, and provincial directors of the MOH. Other important leaders at the provincial level are directors of worker's insurance programs, rural health centers and health promoters.

Access to adequate health care is much less evident in rural areas, as illustrated in Matrix I. Rural and urban poor typically rely greatly on health paraprofessionals, such as those who work in health units and NGO run medical posts. Because of tradition and cost, they also tend to rely heavily on traditional sources of medical care, including "curanderos," "parteras," and "boticarios."

Export, Trade and Investment - Leadership related to issues involving export, international trade and investments in private sector economic activities is found almost exclusively in urban areas. It is further restricted, primarily to Quito and Guayaquil. Several national ministries are directly involved in policy and programming, including the Ministry of Agriculture and the Ministry of Industry. The ministers of these agencies and the directors of major subordinate institutions have an impact on national policy. In addition, within the private sector, there is an important leadership structure which directly represents the interests of major entities, particularly export industries. Leaders of producer associations, chambers of commerce and industries, and tourism industries are found in this leadership structure. They influence governmental policy and programs designed to promote export production.

Few leaders in this sector represent disadvantaged populations. Those who do are affiliated with cooperatives and/or artisan associations. In part, this can be explained by the quality control imperative which governs the export market. Typically, quality control is best assured by major capital inputs into productive activities. Smaller, poorer producers of artisan products and agricultural products tend to give greater emphasis to labor inputs.

This discussion of Matrix I suggests that leaders of national organizations are found, principally in urban areas. Most of them do not fit the disadvantaged category. Thus, it would appear that CLASP-II should probably concentrate on leaders in intermediary positions and on leaders of local organizations and grass roots initiatives. Leaders in intermediary positions are more likely to be disadvantaged and impact directly on the socio-economically disadvantaged.

#### **CLASP-II Program**

Both phases of CLASP emphasize leadership. However, CLASP-II will place even greater priority on the selection of leaders. This reflects an intention to maximize the impact of training by concentrating on individuals with the potential to influence the direction of their local communities and society.

The program phases are similar in other aspects. Both intend to promote social and economic development in key Latin American countries through strengthening free market economic forces within the broad framework of democratic institutions and democratic pluralism. Both phases intend to reach populations that have been neglected by most previous AID-sponsored training programs. CLASP I and II emphasize recruitment and training of socio-economically disadvantaged individuals, particularly women. CLASP-II will also give greater emphasis to strengthening leadership in the private sector.

**Possible Implementation Problems** - There are several potential implementation problems with CLASP-II which merit discussion. First, leaders who have major impact and multiplier effects, are supposed to be given preference. Most national decision-makers, such as political party leaders, justices of the supreme court, and directors of the Quito Chamber of Commerce, cannot be classified as socio-economically disadvantaged. On the other hand, while most grass roots leaders are socio-economically disadvantaged, they are likely only to influence their local communities and organizations. Furthermore, they are likely to have an impact directly only on decisions which affect their local community or organization. Thus, to emphasize selection of socio-economically disadvantaged leaders may deemphasize breadth of program impact.

Second, the ability of trainees to take advantage of training received in the U.S. varies by social class standing. Highly educated people are more equipped to adjust to cultural differences between the U.S. and Ecuador. Highly educated Ecuadorians are already familiar with U.S. culture, through prior visits, U.S. training and/or through exposure to mass media emanating from the U.S. On the other hand, rural community and urban marginal leaders may be less able to cope with the abrupt transition to U.S. culture. They may be less able to absorb and transfer training received. Upon their return, others in their communities may be

less inclined to accept them as leaders because their different experience has made them different from community members. Care will need to be taken in selecting lower socio-economic strata leaders to minimize these negative factors. To emphasize socio-economic disadvantage may lessen program efficiency.

Third, the program places a heavy emphasis on the disadvantaged and women leaders. Women often have several major roles in their communities. Among lower socio-economic classes, in addition to being leaders they are often breadwinners for their families, and are responsible for managing their households. Practical problems, such as who will care for the children, who will tend to the crops and/or the store in the residence, and whether or not the spouses concur, become major obstacles for recruitment of women. To a lesser degree, they are also problems faced by male leaders who are socio-economically disadvantaged. For these reasons, leaders may decline the training opportunity. Thus, the emphasis on selecting women and socio-economically disadvantaged male leaders may result in selection of individuals with leadership qualities and positions that are less than desired. By inference, to emphasize the recruitment of socio-economically disadvantaged men and women may impact negatively on program effectiveness.

One strategy to deal with the problems listed above, and to increase the impact of the program through increasing the multiplier effects, is to focus training on trainers of leaders from the lower socio-economic strata of Ecuadorian society. Few of these trainers would not fit the socio-economically disadvantaged criteria currently used by the program, which are recommended for continued use for CLASP-II, while many are recognized as leaders by local communities. They can provide the training within the community within the socio-cultural context of the leaders, and such training minimizes the amount of time during which local leaders are distracted from other important activities.

**Technical Area Foci** - In addition to leadership training, CLASP-II has two other priorities, namely, to provide appropriate technical training and to impact favorably on attitudes of Ecuadorian society towards U.S. society. Technical training needs are acute in Ecuadorian society. Additionally, the country suffers from a relatively weak development institution base. This reflects a lack of managerial skills, broadly defined. At higher socio-economic levels, it signifies inadequate policy analysis and dialogue skills. At the middle socioeconomic levels, it signifies lack of managerial capacity, be it related to planning, or personnel, fiscal or other management capabilities. At the lower levels, it reflects lack of basic accounting, bookkeeping, clerical and communication skills.

As a consequence, in the proposed program for CLASP-II, we focus attention on selecting leaders from organizations and professions which reflect particular development needs, both

technical and managerial. These needs are related to the priority sectors which were defined earlier in this study. Program impact should be maximized through following this strategy.

Major themes for CLASP-II include:

(1) Agriculture/Natural Resources

- Agricultural production techniques related to traditional and non-traditional crops;
- Managerial skills related to farm management, small agribusiness operations and grass roots farmer organizations such as small producer associations and cooperatives;
- Natural resource conservation and management, including sustainable use of resources for agricultural production; and
- Policy analysis and dialogue on major issues limiting growth of agricultural sector and conservation and rational use of natural resource base;

(2) Urban Growth Management/Democratic Initiatives

- Organizational and managerial development of marginal urban communities;
- Urban planning, proposal elaboration, administration and evaluation of community service projects;
- Appropriate housing construction and construction material technologies, with emphasis on micro-entrepreneurs who provide services to marginal urban areas;

(3) Government/Democratic Initiatives

- Grass roots community organization initiatives; emergence and incorporation of indigenous populations into political process;
- New leadership development for major political parties and for indigenous populations;
- Protection of basic human rights; and
- Electoral Process; strengthening the electoral tribune and the legitimacy of voting process

## (4) Infant and Maternal Health Care

- Health planning, with special emphasis on policy analysis, proposal elaboration, administration and evaluation of health projects;
- Maternal and infant health care, including community health, disease prevention and nutrition;
- Family planning, including family size, natural and artificial birth control methods;

## (5) Export, Trade and Investment

- Support for small scale producers of non-traditional and traditional exports; and
- Policy analysis and change to favor export trade and international investments in the economy.

The technical themes proposed for CLASP-II are consistent with the priority sectors identified earlier in this document and with the Mission FY 91-92 Action Plan. A perusal of sectoral strategy and project documents and interviews with key informants in the different sectors suggest that two broad skills are lacking in all of the technical areas, namely, (1) the ability to participate in and take advantage of policy analyses and dialogue related to different sectors, and (2) the ability to manage well existing organizations and activities related to different sectors. This in addition to leadership training, it is recommended that attention also be provided to increasing such skills in each of the proposed sectors.

**Agriculture/Natural Resources** - Agriculture continues to be a major productive sector in the Ecuadorian economy. The amount of foreign exchange generated by petroleum has surpassed that generated by agriculture. However, the agricultural sector is critical to the national economy. Fluctuations in the world price of petroleum highlight the dependence of the national economy on agriculture, as well as the importance of food security. Most producers are small and near-subsistence. However, many contribute substantially to urban markets, providing basic foodstuffs, including fruits, vegetables, and cereal grains. In addition, agriculture figures strongly in the current Mission strategy to increase the export of non-traditional products. Among these products are melons, mangoes, tomatoes and other fruits and vegetables.

Farmers at all socio-economic and production levels join agricultural cooperatives and associations to promote agricultural production and marketing interests. Some of these organizations are highly specialized, particularly those related to non-

traditional exports. Government and PVO organizations promote the development of this sector, largely through cooperatives and associations. In addition, they use other organizations for nonformal education, such as 4-H clubs and women's associations. These organizations pervade the agricultural sector in the sierra and the costal areas. A major limitation of these formal organizations, particularly those which represent small farmer populations, is managerial capacity. This limitation is also endemic to small agribusinesses and small farms.

Recently, natural resource conservation and management, including national parks and land, water and trees dedicated to agricultural production, have become a priority in Ecuador. The focus on national parks is directly related to issues of biological diversity and environmental protection. The focus on use of resources in agriculture production is related to the sustainability of the natural resource base. The pervasive theme is sustainable agriculture, with an emphasis on production systems that conserve water, land, and trees, and which substitute for high energy inputs. These systems give greater attention to integrated pest management, to the use of organic fertilizers, and to integrated animal and crop systems.

Critical to both agriculture production and natural resource conservation and management is adequate policy formulation and application. Current pricing and marketing policies discourage increased production for domestic and foreign markets. Similarly, policies related to natural resources discourage the conservation of these resources, particularly among small producers. Although these policies are not formulated or studied by individuals from lower socio-economic strata, they impact directly on well being of small farmers.

**Urban Growth Management** - As was discussed in the section on Leadership Structure in Ecuador, there has been an accelerated flow of migrants from rural areas to urban centers during the past 20 years. These populations have migrated in search of a better standard of living. Municipal governments have been unable to attend adequately to their needs, particularly to those of poor migrants who have settled in peripheral marginal neighborhoods.

The problems confronted by these populations should be addressed from two angles. First, municipal governments need to be strengthened. Municipal employees require additional training in urban planning, project proposal preparation, and project administration, monitoring and evaluation. Most municipal employees of this genre are middle income.

A critical need exists at the grass roots level to strengthen organizational and leadership capacity in marginal neighborhoods. Recent migrant communities lack organization and often fall prey to outside organizers who take advantage of their lack of

leadership. These outsiders benefit from organizing the communities to obtain land, housing and basic services. Strong natural leadership is characteristic of more settled areas, but such leadership lacks managerial skills to sustain and increase the effectiveness of cooperatives, associations and "comites de base." These organizations are limited in their ability to articulate demands to municipal governments, participate in municipal programs, and carry out grass roots projects designed to improve community quality of life.

Within the communities, there is also a need to strengthen micro-enterprises that provide appropriate construction materials and other inputs to community service projects. These enterprises are typically directed community members of modest means.

**Government/Democratic Initiatives** - These activities are partially related to strengthening indigenous forms of leadership which are emerging in marginal urban and in rural areas. In urban areas, this leadership has been in part a response to major felt needs of relatively new marginal communities that have not received adequate attention from urban governments. In rural areas, this leadership is manifest in new grass roots organizations that assist poor communities in their economic pursuits, such as cooperatives and producer associations. It is also manifest in new leadership for the indigenous community, which is currently airing its grievances with the national government. These grass roots movements represent authentic attempts by marginal populations to incorporate themselves into the mainstream political process.

Ecuador's democratic political system is built on a relatively firm base. It is the platform on which a free enterprise system can be developed. However, for this to occur, the system must maintain its legitimacy. There are several aspects of the system which require improvement in order to increase its legitimacy. First, electoral process and articulation of constituency concerns in political process can be improved. It is important that young political leaders be exposed to these processes in the United States and other democracies to develop ideas about how to improve them in Ecuador. Second, the electoral process itself must have legitimacy. Legitimacy is increased to the extent that different elements of society are incorporated into electoral process, and the voting system is modernized. Third, individual rights must be guaranteed under a democratic system. Institutions which oversee these guarantees should be strengthened through networking with international human rights organizations, and through the incorporation of modern principles and processes.

**Infant and Maternal Health Care** - Health care for both marginal urban and poor rural communities also needs to be addressed at both the macro and micro levels. Public organizations designed to provide health care to these populations lack planning and managerial capability. This is true both for community

programs, such as potable water and trash collection, and the provision of adequate health services through "unidades de salud". At the community level, there is a need to strengthen community health vigilance, including activities which help prevent epidemics and pervasive health problems, such as chronic diarrhea.

The productive capacity of these marginal populations is limited by attention to child health, including disease prevention and nutrition. Maternal health, including adequate family planning, is closely associated with the ability of marginal families to provide adequate health care to their children. These problems can be addressed through grass roots associations, like "clubes de madres" and "asociaciones de padres de familia." The effectiveness of these grass roots organizations is severely constrained by a lack of leadership and organizational skills.

**Export, Trade and Investment** - Although petroleum has replaced agriculture as the principal source of foreign exchange, the petroleum market is highly unstable. In an attempt to reduce its reliance on petroleum, the current government is promoting the production of non-traditional export products, principally from the agricultural sector. In addition, it is attempting to strengthen exports of artisan products.

As part of this effort, the USAID Mission has placed a heavy emphasis on policy dialogue and analysis. This activity is designed to reverse policies which make exports noncompetitive and which inhibit the investment of foreign capital in Ecuador. It is also establishing programs to correct current marketing and credit policies that act as disincentives to increased agricultural production.

This discussion of major program thrusts highlights the importance of focussing on three categories of leadership in order to maximize returns for disadvantaged populations. First, leadership among administrators of public and private institutions that provide basic services to marginal populations should be strengthened. This strengthening includes policy analysis and dialogue, and managerial skills. Second, leadership in intermediate organizations that work with marginal communities should be strengthened. This strengthening includes provision of managerial and technical skills for field workers and others who are in daily contact with socio-economically disadvantaged populations. Third, leadership within disadvantaged communities themselves should be strengthened.

#### **Criteria for the Selection of Leader Organizations:**

Numerous potential criteria could be used to select organizations and leadership roles associated with them. Among the most important are that organizations (1) be active in the development of their sector; (2) have a broad multiplier effect on other organ-

izations or individuals; (3) be consistent with CLASP-II program guidelines; (4) show potential for strengthening through CLASP training; and (5) possess the potential to be self-sustaining.

While desirable, there are at least two reasons why these criteria should not be considered to be exclusive conditions for including a particular organization in the program. First, the criteria may not be applicable to all relevant leadership positions. For example, rural women leaders may be deemed important, and obviously satisfy most of the criteria, but they may not have a formal institutional affiliation. Second, it will be important to maintain a flexible approach to selection of priority target groups. In some cases, several specific criteria may be the most important; in other cases, different criteria may be deemed to be more important.

A brief discussion of the criteria ensues. More attention is given to the self-sustaining criterion because it normally has not been used in other programs of this type, and because it is more difficult to operationalize.

**Active in Sector Development** - This criterion refers to the fact that some organizations contribute more to the economic and social development of their sectors than others. For instance, a commodity producer association provides more economic benefits to the agricultural sector than a fraternal organization of farmers.

**Broad Multiplier Effect** - Some leadership positions and organizations have a greater impact on a wider number of individuals and institutions than do others. For instance, agricultural university professors have a greater impact on the agricultural sector than do individual producers. These professors educate individuals who in turn may be agricultural high school teachers, who in turn educate individual producers. Generally, investments in leadership training of "trainers of trainers" have a greater multiplier effect.

**Consistency with CLASP-II Guidelines** - Mission guidelines for this program stipulate that at least 40% of the beneficiaries be women; that 70% be economically and/or socially disadvantaged; that at least 50% come from the private sector; and that 20% undertake long-term training. Ideally, the target groups selected for this program would come from organizations which facilitate meeting these guidelines. For instance, it would be preferable to provide long-term training to women leaders of artisan producer cooperatives than to provide short-term training to male regional directors of the Ministry of Health.

**Potential for Being Strengthened** - This criterion refers to the potential impact that training of an individual leader may have on the organization to which he/she belongs. Managerial training provided to a cooperative leader has a high potential of making the

institution stronger. On the other hand, training received by a national park inspector may have little or no impact on the park or on users of the park.

**Institutional Sustainability** - Institutional sustainability refers to the ability of an organization to autonomously maintain its viability over time. The Management Systems International draft study (MSI, 1990) defines sustainability as "the ability of a system to produce outputs that are sufficiently well valued so that enough inputs are provided (or earned) to continue production." From an institutional or enterprise perspective, demand for output is the explicit "reason for being" of the institution, whether the product or service is economic or social. Institutional sustainability, however, also depends on how efficient the institution is in providing services to a clientele, or producing goods for a marketplace.

There are two primary types of demand, internal and external. External demand refers to societal demand for the goods or services of the institution. This demand is reflected in the willingness of clientele to contract for institutional outputs. Demand reflects need for the output, and the willingness to trade resources to access them. Ideally, a "market" feasibility study would be conducted to assess demand for outputs of each institution. However, this itself is normally not feasible. For the purpose of this analysis, it is sufficient to solicit the opinions of individuals who know the sector and the institution about the value of institutional outputs. Are clientele willing to pay for the good or service produced by a particular organization? Are they willing to pay in cash? Are they willing to bear nonmonetary costs, such as work-time lost through participation in a particular activity sponsored by the organization? For example, is someone willing to partake of the benefits of an educational institution rather than use the time for gainful employment? Or, for example, does an individual value the services of a curandero or a midwife more highly than those of a doctor?

Internal demand refers to the willingness of members of the organization to sacrifice other interests and activities to partake of professional growth opportunities. These opportunities permit continued adequate attention to issues of managerial capacity, be they financial, accounting, personnel or another type.

The internal efficiency dimension of sustainability is related to internal demand. It refers to the managerial capacity of institutional members, and to the organization's financial viability. Financial viability depends in great measure on the cost-effectiveness of activities carried out by the organization. Internal efficiency also depends on the presence of a critical core of leadership, organizational discipline, and capacity to absorb managerial skills. Leaders should be aware of necessary resource

inputs, both in the sense of reducing costs of these inputs (cost-consciousness) and the need to maintain the goal of financial self-sufficiency. Leadership should have the combined ability to realize cost-containment relative to demand-directed outputs, and effective cost-recovery and pricing mechanisms.

### Identification of Leader Groups for Matrix II

The process of selecting potential leader groups for CLASP-II was initiated with Matrix I. This matrix represents major organizations in which leaders participate, and major leadership positions. Initially, we culled this matrix of leaders to identify those which might conceivably be included in CLASP-II. A listing of these leaders is found in the Appendix. There were 67 in all. These groups were further studied to identify those which had a greater probability of meeting program guidelines and objectives. This analysis reduced the list to 37 leader types.

Table 3 was then organized. In Table 3, each of these leader types is evaluated according to major selection criteria. These criteria are: (1) being active in the development of their sectors; (2) having major multiplier effects; (3) meeting the guidelines established for the program; (4) having the potential to be strengthened; (5) belonging to institutions with high sustainability levels; and (6) exercising different types of leadership.

### Socioeconomic Target Groups

The training programs illustrated in Matrix II are consistent with identified priorities and are built around specific target groups of leaders. Types of leaders are necessarily limited by guidelines put forth by AID/Washington and identified Mission priorities. That is, at least 70% of the leaders should be from disadvantaged backgrounds, 40% should be women, and about 50% should be from the private sector. Furthermore, they should be identified with priority sectors and groups of leaders which have been selected for this exercise. The training programs proposed in Matrix II are illustrative. Sufficient flexibility exists for the Mission to select other groups of leaders, depending on Mission priorities (which may vary from year to year).

We have already indicated that for the purposes of this exercise, a preference will be given to actual leaders. They will all have had some previous employment experience and a commitment to employment in their field of activity, and preferably with their employing organization upon return. They should have a formal commitment to return to their employing organizations and/or their communities of residence. In addition to benefits gained by the scholars, their communities and employer organizations will also benefit from the training.

Table 3: Evaluation of Leader Groups

<u>Priority Sectors</u>	<u>Active</u>	<u>Multi-plier</u>	<u>Guidelines</u>			<u>Strengthen</u>	<u>Sustain</u>	<u>Leadership</u>	
			<u>G</u>	<u>SED</u>	<u>PS</u>			<u>Opin</u>	<u>Auth</u>
<b>URBAN GROWTH MANAGEMENT</b>									
Bank Officials	+	++	±	+	-	+	+	-	+
Mayors/Municipal Planners	+	++	±	+	-	+	+	+	+
Community Leaders (Housing)	+	+++	±	+	+	+	+	+	+
Micro Entrepreneurs	+	++	-	±	+	+	+	-	-
Bank Managers	+	++	±	-	-	+	+	-	+
Credit Union Leaders	+	++	±	+	+	+	+	+	+
<b>HEALTH/FAMILY PLANNING</b>									
Health Inspectors	+	-	-	+	-	+	+	-	+
Health Promoters	+	++	+	+	-	±	+	+	+
Community Health Leaders	+	+++	±	+	+	-	-	+	+
Health Planners	+	++	±	+	-	+	+	+	-
MOH Managers	+	++	+	+	-	+	+	+	+
Health Nutrition Managers	+	++	+	+	-	+	+	+	+

G - Gender

SED - Socio-Economically Disadvantaged

PS - Private Sector

\* Limited to Organization or Profession

\*\* Limited to Immediate Community

\*\*\* Potential for Leadership/Multiplier Effects

Table 3: Evaluation of Leader Groups (Cont.)

<u>Priority Sectors</u>	<u>Active</u>	<u>Multi-</u> <u>plier</u>	<u>Guidelines</u>			<u>Strengthen</u>	<u>Sustain</u>	<u>Leadership</u> <u>Opin Auth</u>	
			<u>G</u>	<u>SED</u>	<u>PS</u>				
<b>HEALTH/FAMILY PLANNING</b>									
Health Nutri- tion Promoters	+	++	+	+	-	+	+	+	+
Auxiliary Nurses	+	+	+	+	±	+	+	+	-
<b>AGRICULTURE/ NATURAL RESOURCES</b>									
Planners/Policy Makers	+	+	-	-	±	+	+	+	-
Agricultural Cooperative Leaders	+	++	-	+	+	+	+	+	+
Agricultural Teachers	+	++	-	+	±	+	+	+	-
National Park Inspectors	+	-	-	+	±	-	-	-	+
Women Campe- sino Leaders	+	+++	+	+	+	-	-	+	-
4-F Promoters	+	++	±	+	±	+	+	+	+
4-F Leaders	+	++	±	+	+	+	+	+	+
<b>GOVERNMENT/ DEMOCRATIC INITIATIVES</b>									
Leaders - Indi- genous Movements	+	+	-	+	+	+	+	+	+
Young Poli- tical Leaders	****	****	±	±	+	+	+	+	-

Table 3: Evaluation of Leader Groups (Cont.)

Priority Sectors	Multi-Guidelines					Leadership			
	Active	plier	G	SED	PS	Strengthen	Sustain	Opin	Auth
Regional Political Party Leaders	+	+	-	±	+	+	+	+	+
Community Leaders - Cabildos	+	+++	±	+	+	-	-	+	+
Human Rights Organization Leaders	+	-	±	±	+	+	+	+	-
Election Officials	+	-	±	+	-	+	+	-	+
Young Police Leaders	-	-	±	+	-	+	+	-	+
<b>EXPORT PROMOTION</b>									
Cooperative Leaders	+	++	±	+	+	+	+	+	+
Leaders - Small Producer Associations	+	++	-	±	+	+	+	+	+
Leaders - Artisan Associations	+	++	±	+	+	+	+	+	+
Tourism - Planners and Administrators	+	+	+	-	+	+	+	+	-

The program is directed towards individuals working at three levels in Ecuadorian society. At the highest socio-economic level, it focuses on policy debaters, policy makers, planners and administrators. Many of these individuals come from lower socio-economic origins, and many earn limited salaries. Thus, by standards set for the program, most can be classified as disadvantaged. The second level includes intermediary level managers and trainers of community leaders. As is true for individuals involved in policy, planning and administration, most can also be classified as disadvantaged, due to their backgrounds

and incomes. In that most work with the disadvantaged, their training will benefit the severely disadvantaged in marginal urban and rural areas. The third level includes marginal community leaders. In this setting, the focus will be on individuals who are comfortable in dealing with the modern sector of society, including those from governmental and nongovernmental organizations that provide services to the local communities.

In addition to feeling comfortable in a modern environment, all candidates should speak fluent Spanish. This will ensure that they are capable of taking advantage of a relatively brief experience in the U.S. Individuals who have had limited contact with modern life will require time to adjust to modern symbols and to the training they will receive in the U.S. Therefore, they may benefit less from the training. Instead, it is recommended that these leaders seek to benefit from training provided them in their familiar environment, perhaps by others trained through CLASP-II.

The multiplier effects generated through the program will probably be greatest for training associated with leaders who occupy intermediate positions, either as trainers of community leaders, or as managers of community level organizations and producer associations. These individuals will have contact with a greater number of persons over time. The multiplier effect will be greatest for training received by trainers of trainers - for example, teachers at training institutions, such as normal schools and promoters of 4-H activities, who work with volunteer leaders of 4-H clubs.

CLASP-I has experimented with training programs that grouped several leaders with varied professional backgrounds from the same organization and/or community. These programs included mayors and city management officials, ministry of health medical supervisors, and financial directors. In general this training has fostered important multiplier effects through continued interaction and mutual support in their communities. It is recommended that the Mission continue to experiment with groups of leaders from the same communities and/or regions. However, caution should be taken to ensure that members of each group have similar occupations and/or are in the same leadership position. This will facilitate training programs which allow participants to explore in greater depth issues and program which are of direct interest to them. Illustrations of how to operationalize this concept are found in programs in Matrix II.

### Operational Issues

CLASP-I has been structured primarily as a U.S. diplomatic mission program. The USAID Mission, other arms of the diplomatic mission, and contractors have had a major role in determining the nature of the program, including who participates and the content of the program. There are obvious reasons why involvement of the

diplomatic mission is important, including the program's political objectives and management issues.

However, there are disadvantages to this model. First, and most importantly, Ecuadorian institutions have never really bought into the initiative. Individuals who have participated will probably remain grateful to the U.S. for providing them with the opportunity for study, and the program will have a lasting impact on their professional and personal lives. But Ecuadorian institutions that are committed to strengthening democratic institutions and promoting the social and economic development of their country have not been given adequate opportunity to buy into the program and, through it, to promote these goals.

We argue that the program would be more effective and more efficient in terms of attaining its objectives, if Ecuadorian institutions could become more involved. Within the broad parameters of the program, there are at least two ways that they could be more involved.

First, a high level advisory committee, consisting of representatives of institutions committed to fomenting development through grass roots initiatives and a free enterprise system, should be formed. This committee should meet several times a year with USAID executive officers and program managers to discuss program activities and plans for the coming year. As with any advisory committee, the quality of their inputs and their effective participation would depend on the quality and commitment of staff time put into their participation.

Second, we recommend that intermediary organizations be used more fully than they currently are in program design and operation. Specifically, USAID managers and local contractors should help identify key individuals within the intermediary organizations, and fully involve them in program operation. These individuals should be involved in the selection of candidates, development of appropriate training activities and experiences, and in pre-departure orientation. Ideally, the key individual, or another representative of the intermediary organization associated with a group of leaders, would accompany them to the U.S. S/he would thus be familiar with the experiences obtained by the group, could act as a catalyst in fomenting discussions of experiences obtained while in the U.S., and be an important contributor to the follow-on activities. The intermediary organization should be encouraged to participate actively in follow-on activities for CLASP-II.

There are several obvious advantages that would accrue from involving national intermediary organizations more fully.

- (1) The candidate selection process would be improved.

- (2) The relevance of training would be increased.
- (3) Follow-on activities would be more effective, and potentially more enduring.
- (4) Intermediary organizations would be strengthened.

#### **Training Program Considerations**

The Mission has attempted to address two types of training needs under CLASP-I. The first need is for development-related technical training, particularly in mid-level management. Second, it has been sensitive to the cultural and diplomatic objectives of the program. The current local contractor, EIL, has cast a broad net in its initial recruitment of candidates for specific training programs, particularly for long-term training, but it has also been careful to select leaders among these candidates.

Most training provided to date has been for actual leaders. Program managers have indicated a preference for mature candidates. This preference is based on the assumption that they will benefit most from the experience, and that they are more likely to have a positive impact on their communities and organizations by returning permanently to Ecuador after the training. Embassy concerns about sending groups for which there is a "high risk" that they will remain in the U.S., or eventually return to the U.S., can also be partially allayed by a focus on mature current leaders who have an obvious commitment to their communities through their families and positions held in them.

Most of the training offered thus far has been short-term. All training programs have emphasized leadership capacity building, in addition to technical skill strengthening. Short-term training has placed greater emphasis on leadership skills and managerial capacity. Long-term training has emphasized planning and administration skills.

Training under CLASP-II will be of three types: (1) strengthening leadership capacity; (2) providing specific technical skills training, with an emphasis on managerial capacity; and (3) extra-curricular experiences which familiarize trainees with U.S. institutions and democratic processes as they relate to national and local systems of governance, and to their occupations. The first two types of training may include theoretical classroom instruction in addition to visits to institutions and organizations which carry out functions similar to those of the peace scholars. Extra-curricular training will help establish long-term professional and personal relationships with U.S. colleagues and communities. With respect to English-language training, we recommend that only those trainees seeking graduate degrees receive such training. Long and short-term non-degree training should be conducted in Spanish.

**Leadership Strengthening** - As has previously been indicated, the first priority of CLASP-II will be leadership strengthening in key development sectors of Ecuadorian society. Several examples of this training are: (a) workshops on how to conduct meetings; (b) identification of group goals and objectives; (c) conflict resolution; (d) improving public speaking ability; (e) managing organized community groups; (f) soliciting funding for community projects; and (g) project development and proposal elaboration.

Ideally, this type of training would be integrated with specific skill training related to the trainees' occupations. Several returned trainees indicate that they were trained to organize community groups, but that they lack specific skills to transmit to community members through the groups. If candidates are from agricultural communities, training in specific agricultural technologies would be appropriate; if they are from rural towns, training in weaving, carving or other artisan skills might be appropriate. In addition, all candidates should receive training in managerial skills, which could vary somewhat depending on the occupations of specific candidates.

**Strengthening Occupational Careers** - All training programs under CLASP-II should recognize the importance of providing scholars with occupational training that will enhance their income earning capacity and potential for social mobility within their communities. Returned trainees are apt to more greatly appreciate U.S. society and its democratic institutions, if their training results in increased benefits through promotions and increases in personal income.

Advice should continue to be solicited from Ecuadorians for each training program to ensure that it meets, to the extent possible, the trainee's felt needs. Specific Ecuadorian groups to be consulted include local community members, employers, job supervisors, and/or the candidates themselves. Alternatively, program managers might also consider continued use of an expert informant about each group to be sent to the U.S., and request that s/he provide background information about the appropriate training.

(a) **Academic Training** - Academic training primarily refers to degree training, although it may also include non-degree, specialized classroom training at academic institutions. This training is long-term and invariably expensive. The potential for training to have a favorable impact on the ability of returned trainees to influence others and to acquire positions of authority is enhanced by degree training. Degrees certify competence and open doors to other opportunities. However, because of the high cost implied by academic training, it is recommended that such training not exceed two years in duration.

We recommend that the Mission focus its long-term training on increasing policy implementation capability related to national

health, agricultural production, export promotion, local government and provision of public services. Micro-development activities in priority sectors are constrained by inadequate management and administration of organizations working in the sectors, and by overarching policies which inhibit production and service activities. Ideally, the training provided under CLASP-II would be integrated with training to improve these planning, administration and management skills. For reasons discussed in the preceding paragraph, we recommend that CLASP-II include graduate degree training.

**(b) Technical Training** - Immediate returns are more likely to result from short-term training provided to individuals who already have established positions in their communities. Technical skills are more likely to impact directly on trainees' lives, including earning power, and on those of other members of their communities.

Technical training can focus on skills related to particular occupations (eg. artisan technologies and agricultural production techniques), and on managerial and administrative skills. Training provided to leaders of grass roots organizations, such as cooperatives and producer associations, should focus on both technical skills and on management and administrative skills. Similar training should be provided to leaders holding occupations, such as agricultural and health promoters, through which they train local leaders in health, housing, agriculture, etc.

**Extra-Curricular Training** - All CLASP-II trainees should have the opportunity to familiarize themselves with the organization of U.S. society. Ideally, these experiences will include opportunities to interact with institutions which reflect democratic processes as they relate to economic activities of import to the trainees. Interaction should include participation, observation, and study, with an emphasis on sustained interaction with U.S. counterparts. Counterpart interaction is important because it facilitates enduring ties between trainees and U.S. individual and community counterparts. Care should be taken to ensure that U.S. counterparts are selected on the basis on their interest in the program and the participants. They should be briefed about them before the scholars arrive in their communities, and about the importance of treating them as special guests of the U.S. government.

In Matrix II we give specific examples of how to integrate extra-curricular experiences with the formal technical training for specific training groups in Matrix II. Further elaboration of the types of training that could be included under this rubric are found in the following section.

**Experience America Training** - Appreciation of democratic institutions, including activities sponsored through voluntary organizations and community projects, is enhanced through

"Experience America" activities. Ideally, many of these experiences are integrated with other more formal training activities. The integration of these experiences will be explored in Matrix II for recommended training groups. The key to successful activities of this genre is the establishment of person-to-person relationships between scholars and U.S. citizens. As in any culture and any society, it is the interpersonal contacts which help to formulate attachments and loyalties to other groups.

The SIF prepared by Rasnake and Rivera (1990) for the Bolivia program differentiates between "micro" and "macro" experiences. Micro experiences help to establish the bonding with U.S. culture and institutions. Macro experiences are useful for other purposes.

As indicated above, micro experiences will ideally be incorporated into the formal training experience. This can be achieved by assuring that scholars meet and interact on a sustained basis with Americans who are working in fields similar to their own. Ecuadorian extension agents should have the opportunity to work with U.S. extension agents. Ecuadorian community development workers should have the opportunity to work with U.S. community development workers. Ideally, this would include opportunities for nonwork related interaction, such as home visits. Several types of micro experiences recommended for other SIFs are listed below:

- (1) Sharing a dormitory room with an American roommate. These roommates should be thoroughly briefed about the program and its objectives. Ideally, they would seek out the opportunity to room with an Ecuadorian because of a desire to learn Spanish, or to learn about Ecuadorian culture - social organization, etc. This would facilitate sharing of cultures.
- (2) Identifying a mentor or counterpart for each trainee. The mentor might be a colleague who works in the same area, a university professor, etc. These individuals will ensure that the needs of each Ecuadorian trainee are met, and will help provide them with proper nonclassroom experiences.
- (3) Visiting with host country families on weekends and on special holidays. This would provide trainees with a window into American culture.
- (4) Participating in and observing activities carried out by voluntary participatory organizations in local communities. Examples of these activities include community sports programs - soccer, for example - for youth, PTA meetings, and town meetings.
- (5) Attending local sports activities, such as high school football and basketball games.

Macro experiences may very well include opportunities to tour important culture-related sites in the U.S. These could include visits to the national capital and/or state capitals. Observation of a state legislature, or the U.S. Congress, in session would undoubtedly strengthen notions about U.S. democratic institutions. Visits to state, regional and national historical sites would be of similar value.

Rasnake and Rivera (1990) mentioned another activity which could be of great importance for Ecuador. It is based on the assumption that trainees should also be exposed to negative aspects of America, in particular, the impact which drugs are having on the social fabric of America. This type of experience would raise scholars level of consciousness about the negative impacts of drug production, and by inference would help reinforce efforts by U.S. institutions, in consort with Ecuadorian institutions, to prevent their production, consumption and trafficking in Ecuador. Consideration should be given to exposing them to groups which have been affected by drug use. This would be most dramatic in inner city areas. They might be exposed to organizations which deal on a daily basis with drug use, and to those which assist in the rehabilitation of drug users.

**Experience America Values** - Any society as large and heterogeneous as the United State will manifest a plethora of values. These will be associated with specific ethnic groups and with different subcultures. However, crisscrossing these different groups and subcultures are "core" values which pervade all facets of American life, and which are most strongly subscribed to by the majority middle classes. They are acquired through basic socialization processes, be they school text books, national youth organizations, and/or the mass media. These values should be the focus of extracurricular experiences.

Many of these values are also present in Ecuadorian society. However, some are less pervasive than others. The priority given to values to which trainees should be exposed may also differ by group. This will depend on the types of leadership positions occupied by members of the different groups. General core values to which members of all groups should be exposed to some extent are listed below.

(1) **Individual Initiative** - Ecuadorian middle classes emphasize this value. It is taught in the home and in the private schools which educate their young. However, it is less present among lower classes. Leaders from the lower classes would benefit from exposure to how this individual initiative in the U.S. is manifest in the organization of local groups and associations, community activities, and individual economic activities, as well as activities designed to impact directly on local, regional, and national political and economic decisions.

(2) **Volunteerism** - In Ecuadorian society, volunteerism is more prevalent among upper classes, particularly through women's groups and professional organizations. Trainees would benefit from exposure to volunteerism at the local community level in the U.S. Examples could include local parent/teacher associations, organized children's sports leagues, and participation in local election campaigns. They would also benefit from observing how voluntary organizations impact on local, state and national political decisions. Exposure to these types of activities may be appropriate for all groups of Ecuadorian trainees, on the assumption that few are from upper and professional classes.

(3) **Need Achievement** - Achievement motivation is closely related to individual initiative. As for the latter value, it permeates middle class culture and that of some Ecuadorian lower and working classes. Extracurricular activities designed to expose scholars to this value might include participation in junior achievement, 4-H, and other youth programs designed to teach entrepreneurship. In addition, scholars should have the opportunity to get to know on a personal basis, individuals who have experienced substantial social mobility.

(4) **Grass Roots Democracy** - Except for recently formed urban marginal communities, most Ecuadorian communities are characterized by significant local organization which is designed to improve their economic and social well being. A major difference is that the existence of local organizations and participation in them are less likely to impact on regional and national decisions than in the U.S. Community leaders as well as leaders in positions of authority would benefit from exposure to grass roots organizations that in turn impact on regional and national decisions. Illustrative of this would be local councils of state agricultural farm bureaus.

(5) **Entrepreneurship/Free Markets** - All participants would benefit from exposure to how individual entrepreneurship is linked to open markets in the U.S. This could be facilitated through exposure to the operations of specific small businesses, to special Saturday morning farmers markets, and to activities of local Chambers of Commerce and other business organizations who represent entrepreneurs, but who also take care to ensure that free markets prevail.

(6) **Citizen Responsibilities/Rights** - Middle and upper middle class Ecuadorians are conscious of the relationships between their rights under law and their responsibility to ensure that the system prevails. This may be less true of lower class Ecuadorians, in part because their rights, although not in principal, are in fact more limited. They would benefit from exposure to the operation of local community institutions in the U.S. which best illustrate this relationship. Examples would be use of library facilities,

operation of volunteer fire departments, and local school financing and administration.

(7) **Social Consciousness of Private Enterprise** - Private businesses contribute to the general welfare of communities to some extent in all societies, including Ecuador. However, the demand placed by societies and their communities on enterprises to make these contributions varies significantly from society to society. Demands are typically made by leaders of different community groups and by national leaders. Trainees would benefit from observing how businesses in the U.S. contribute to community welfare, be it through contributions to local projects, offering the services of their executives in community volunteer activities, giving to United Way and other community welfare campaigns, or other actions.

Obviously, the values listed above do not exhaust the list of core values found in American society. However, they are representative of those which CLASP-II intends to foster. Consideration should be given to the importance of each of these values for different groups of Ecuadorian trainees, and how exposure to them might be facilitated while in the U.S. Illustrations are provided in Matrix II.

#### **Follow-On Activities:**

Interviews with trainees who have returned to Ecuador after receiving training in the U.S. under CLASP-I suggest that follow-on activities are critical to maximizing training impact. It is imperative that post-training support be given to scholars. This is recognized by USAID/Ecuador. The local contractor (EIL) has recently hired a full-time staff member to organize and supervise follow-on activities for returned scholars. An excellent follow-on program has been drafted (see below).

**EIL Follow On Program** - The EIL follow on program is organized by work groups/associations. Six regional work groups have been defined to facilitate regional networking. Technical work groups also will be formed and used to provide additional technical assistance and training. At the national level, a National Coordinating Council is being formed. This council will facilitate interchange and follow-on throughout the country. In addition, EIL will publish a quarterly bulletin with program and participant news, and a technical bulletin every four months which will focus on specific subjects of interest to returned scholars.

There are two major impacts of follow-on activities. First, they provide additional opportunities for ex-scholars to capitalize on their training by receiving additional training in leadership skills and technical skills related to their professional and community lives. Second, they reinforce positive attitudes created towards the United States -- its people and its democratic institutions.

Consistent with these impacts, members of the EIL Office in Quito have articulated three major objectives for follow-on activities. These are:

- (1) to assess the impact of training on the lives and professional activities of returned scholars;
- (2) to determine how future programs can be improved; and
- (3) to strengthen leadership and the contributions of returned scholars to Ecuadorian society.

The EIL Office has already identified a series of activities to accomplish these objectives. They will be discussed along with other possible activities.

(a) **Impact of Training** - This objective is related to the need for the USAID Mission to justify and subsequently argue for additional resources in support of the Peace Scholarships Program.

Periodic meetings of ex-trainees will enable them to discuss the impact which their training experiences have had on their personal and professional lives. These meetings will bring together ex-trainees who live in specific regions of Ecuador and/or who had similar training experiences in the U.S.

The publications proposed by EIL will provide opportunities for returned scholars to write about how their training experiences have helped them to be more effective in their communities, both as leaders and as trainers of others. The publications should emphasize case studies of how concepts and new technologies and skills that were acquired in the U.S. have been imparted to other members of their communities and professions.

(b) **Improving Future Programs** - The regional and national meetings can be used to evaluate and receive recommendations regarding how to improve future training experiences of Peace Scholars. An important activity during these meetings will be a frank discussion of the positive and negative aspects of their programs, including pre- and post-training, and discussion of follow on activities that will maximize impact. Ideally, representatives of contractors responsible for organizing and administering training activities in the U.S. would attend these meetings. Cost factors may prohibit their participation.

When appropriate, meetings should also be used to hone skills through specific formal and nonformal training activities and to identify potential participants for future groups. This suggestion is most appropriate for future groups of scholars that are similar to those which have already been to the U.S. In this latter way, former participants can be used as one of several types of panel

experts to identify actual and potential leaders who exercise similar activities in their communities. They can also be used to help design future programs. Their contributions can draw on their own experiences and felt needs.

(c) **Strengthening Leadership and Contributions** - Regional, national and group meetings are being used to reinforce skills received in the U.S. as a part of their training experiences. Interchange of post-U.S. experiences and illustrations of how acquired skills were applied by ex-scholars give ideas to others about how best to maximize their own training experiences.

EIL intends to provide additional training at meetings of technical groups. Experts will be brought in to speak on related topics, be they additional leadership training, or specific skill training. The nature of this additional training should be determined by the composition of groups attending these meetings.

EIL is also in the process of forming an alumni association. It would represent a network of Ecuadorians who have shared similar experiences in the U.S. The association could be used to assist USAID with future program activities. The CLASP II Contractor should update a roster of returned scholars and share it with members, as EIL is presently doing under CLASP I.

Rasnake and Rivera (1990) mentioned the possibility of creating a technical "book of the month club." The concept is important because there are Private Voluntary Organizations, development assistance agencies, professional and other societies that distribute literature which would be of use to ex-scholars as leaders and as professionals. These publications would represent an additional vehicle for continued professional growth for ex-scholars. The CLASP II contractor should inquire about available publications of this type and provide the donor organizations with mailing lists of ex-scholars.

**Recommended Changes in Follow-On Program** - As already noted, follow on activities ensure long-run program impact and maximize returns to training. Ideally, follow-on activities would be continuous. In fact, if orchestrated through a USAID-funded program, they will probably last as long as there is USAID funding to support them. One way of increasing the chances that the follow-on activities persist over time is to structure local Ecuadorian organizations into follow-on activities. These may be intermediary organizations who represent and/or work with the leader groups receiving the training. In the past, EIL has incorporated representatives of the Ecuadorian Association of Municipal Governments (AME) into training of municipal government leaders. This organization provides technical assistance and training to municipal governments in addition to representing their interests with the federal government. Rather than directly providing the technical assistance and training activities

associated with follow-on to the U.S. training, USAID provided financial support for AME to provide it.

This model raises two issues, namely proprietorship, and integration of pre-, actual, and post-training activities. Under this model, the intermediary organization would take more responsibility for the program, and participate more actively in program design, execution and evaluation. Rather than being a USAID program, it would be an intermediary organization program, financed by and generally coordinated by USAID. This model has its desirable aspects, including integration into the fabric of local organizations. The key would be to ensure that non-technical objectives of the program are attained.

As under CLASP I, integration of pre-training and actual training experiences with post-training experiences would ensure maximum follow-on activity impact. Under CLASP I, intermediary organizations should continue to participate fully in formulation of the training program. Ideally the intermediary organization would also send a representative with the leader scholars. This representative could serve as a catalyst in discussions of experiences by the leader scholars while in the U.S., and, upon return, could help to structure appropriate follow-on activities.

We strongly recommend that USAID invest in this approach. The impact of a CLASP program begins when the trainees return to their homes. While the EIL has an excellent follow-up program, it will last only as long as the funding lasts. To optimize long-term impact of the CLASP II, funding must be provided to insure the continuity of pre, actual, and post-training activities, even at the cost of cutting down the number of groups that are sent to the United States. The cost of this effort will be minor compared to the long-range impact.

#### **Methodology for Selecting Scholars**

There will have to be some variation in the method of selection of different groups of CLASP-II scholars, at least between actual and potential scholars. A major concern, which should continue to be reflected in the selection process for both groups, is the ability of candidates to take advantage of the program, both in the U.S. and upon return to Ecuador.

Currently, the EIL staff prescreens candidates for selection by the Mission. The selection process should ensure that real leaders or real potential leaders are identified. Not all occupants of formal authority positions are recognized as leaders by members of a given group. In some cases, they may simply execute instructions of authentic leaders who prefer to remain invisible behind the scene. Furthermore, objective criteria, such as education and voluntary activities, may not always predict leadership.

In the process of evaluating candidates, the EIL staff seeks advice from Ecuadorians who are familiar with the sector from which the candidates come. Outside inputs are made through intermediary organizations. These outside inputs are extremely important. Members of groups, whether generic or local, can identify leaders by reputation, through day to day contact with them. Through active participation in the life of communities and/or organizations, they know who the authentic leaders are. They know leaders by reputation in the communities and organizations in which they work and/or reside.

In the past, the project steering committee has played a major role in defining the program, including groups of leaders to be sent for training. Under CLASP-II, we recommend that project management make fundamental decisions about which groups to send, consistent with USAID Mission priorities. The primary role of the Steering Committee should be advisory about what types of training should be given to the groups representative of their respective sectors, and how this training will impact on development of these sectors.

Program management should continue, as under CLASP I, to solicit major inputs from Ecuadorian counterparts from the different sectors. These inputs may be made by program leaders in these sectors, employers of the proposed trainees, returned scholars active in respective sectors, and/or the proposed scholars themselves. When feasible, the Mission should continue to seek out expert informants, possibly from the intermediary organization, to assist in training program definition as well as selection of candidates for a specific training program.

In the past, long-term training opportunities have been advertised through newspaper announcements. We recommend that this practice not be continued for CLASP-II. Rather, we recommend that program management identify key sectors in which to invest through long-term training, and direct training opportunities to these areas. Our recommendation would be to orient this training to policy implementation and planning related to the health, agriculture, natural resources, urban growth management, and/or export promotion areas. Program managers, in consort with key Ecuadorian informants working in the sector, and project managers in respective USAID Offices, should determine where to make these investments, and how to recruit candidates for this training.

**Selection of Actual Leaders** - The previous discussion of leadership emphasizes two dimensions -- the occupancy of positions in particular groups, organizations or communities that are recognized by other members as leadership positions; and the influence which individuals have over opinion formation, beliefs and attitudes in human groups, including society in general. Typically, there is a high correlation between the two dimensions; that is, individuals who occupy formal positions of authority also

exercise considerable influence. Exceptions are likely to occur with leaders who influence opinion formation at the national level. On the other hand, individuals who occupy formal leadership positions may not be recognized as "real" leaders and may not influence opinions of others. Rather, they may simply carry out policies determined by others, who are the "true" influentials.

We recommend a two tier process for selecting actual leaders. The first step would be to identify program candidates. This would be accomplished by identifying a panel of expert judges who are familiar with the leadership structure of communities in which the potential candidates reside and act. Ideally, these judges would know the community and its leadership structure from different angles. Examples of potential judges for a rural community would be the mayor, school teachers, and local extension workers. Soliciting ratings from various experts will permit ratings to be cross-checked. Only those candidates identified by several raters should be seriously considered. This process would reduce unreliability associated with favoritism for various reasons by the expert judges.

The second step would be for the in-country contractor and USAID project managers to determine which of the candidates should be seriously considered for training. This would consist of an evaluation of ability of real leaders to take advantage of the training within Agency guidelines for CLASP-II.

Criteria that were discussed in the section on definition of concepts should be used to select actual leaders. Specific criteria might include demonstration of leadership in personal interviews and in preparation of written essays, past history of leader activities, and recommendations from key informants. The methodology currently being employed to screen potential candidates has been effective and should be continued.

**Selection of Potential Leaders** - The selection of potential leaders should parallel that being used to select actual leaders. Most potential leaders will probably be living with their parents and/or immediate relatives. Their selection should include consideration of:

- (1) financial status - they should belong to families for which total income (including parental income when relevant) does not exceed threshold income levels established by the Mission;
- (2) social background - parental educational and occupational status should be considered, in addition to family level of living, travel experiences, and the presence of parents in the home;

- (3) academic performance - candidates should be evaluated in terms of their past academic performance, as reflected by grades and class standing;
- (4) motivation/maturity - candidates should be required to write a short essay about their personal goals, aspirations and /or why they want to be a CLASP scholar;
- (5) gender - all other factors equal, preference should be given to female leaders; and
- (6) ethnic origin - preference should be given to individuals of African, Quechua, or lowland tribal indigenous descent.

In accordance with AID/Washington guidance in the Project Paper, final selection of all CLASP-II scholars will be the responsibility of USAID/Ecuador.

#### Illustrative Programs for Target Groups

Matrix II contains illustrative information on various aspects of potential programs for recommended target groups. As stated, this matrix is meant to be illustrative and lends itself to modification as needed. The types of information provided for each group are consistent with the model matrix provided by the LAC Bureau. This information is on income levels of leaders, their sphere of influence, principal functions carried out by them in their leadership roles, recommended selection criteria and process, types of training to be received, including value-related training, recommended place and duration of training, special considerations related to training, recommended follow-on activities<sup>5</sup>, and potential multiplier effects to result from the training.

- (a) Income level indicates the general socioeconomic level of the leaders, and by inference, the degree to which they are economically disadvantaged;
- (b) Sphere of influence refers to radius of influence which leaders have. It is defined in terms of groups of individuals influenced by them, by geographic boundaries, and by subject matter.
- (c) Principal functions refers to group-related activities carried out by leaders as a function of being in leadership positions.
- (d) Selection criteria and process refers to how leaders should be selected and the appropriate criteria to be used in the selection process for each group.

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<sup>5</sup> The follow-on activities were presented in a generic format in order to give the Mission and In-country contractor sufficient flexibility to tailor the follow-on activities to each group.

- (e) Types of training refers to the appropriate dose of academic and non-academic training and how experiential learning should be incorporated into each program.
- (f) Experience America refers to the specific types of extra-curricular experiences that should be provided to each group, based on values listed as priority for Ecuador.
- (g) Recommended place and duration of training refers to recommendations as to where formal and informal training should be provided, who should be considered as potential contractors for the training, and how long the training programs should last. Duration of training is largely a function of how long leaders can be absent from their families and groups, and the objectives to be attained through the training.
- (h) Special considerations refers to identification of unusual circumstances for each group, consideration of which should be incorporated into their training programs.
- (i) Follow-on activities refers to recommended post-training experiences that should be provided to each group.
- (j) Multiplier effects refers to ways in which training provided to particular groups will positively impact on the communities and occupations of trainees and on their society generally.

It bears repeating that the information contained in Matrix II is intended to contribute to the elaboration of training programs for the recommended groups. Local contractors and USAID staff are in a better position to determine the final content of the training programs, and should consider information in the matrix as one source among many in deciding on final content.

The groups, whose training programs are considered in Matrix II, were derived from the application of selection criteria as summarized in Table 3. Mission may determine it appropriate to include other groups, in light of changing circumstances in Ecuador.

## MATRIX II

## Proposed Leader Groups and Programs for Key Sectors

	<u>Proposed Duration of Training</u>
<b>1. Urban Growth Management</b>	
(a) Mayors	Short-Term
(b) Grass Roots Community Leaders	Short-Term
(c) Housing Credit Union Managers	Short-Term
(d) Municipal Gov't Administrators	Long-Term
(e) Urban Planners	Long-Term
<b>2. Health</b>	
(a) Community Health Leaders	Short-Term
(b) Auxiliary Nurses	Short-Term
(c) Marginal Urban/Rural Health Promoters	Short-Term
(d) Health Policy Implementers	Long-Term
(e) Nutrition Promoters	Short-Term
(f) Nutrition Managers	Short-Term
<b>3. Agriculture/Natural Resources</b>	
(a) Cooperative Leaders	Short-Term
(b) Producer Association Leaders	Short-Term
(c) 4-H Club Promoters	Short-Term
(d) 4-H Club Leaders	Short-Term
(e) Women Campesino Leaders	Short-Term
(f) Agriculture High School Teachers	Long-Term
(g) Agriculture Policy Implementers	Long-Term
<b>4. Government/Democratic Initiatives</b>	
(a) Young Political Leaders	Short-Term
(b) Community Leaders - Cabildos	Short-Term
(c) Human Rights Group Leaders	Short-Term
(d) Election Officials	Short-Term
(e) Indigenous Group Leaders	Short-Term
<b>5. Export, Trade and Investment</b>	
(a) Non-Traditional Export Producer Association Leaders	Short-Term
(b) Artisan Association Leaders	Short-Term
(c) Tourism Planners and Administrators	Long-Term

Urban Growth ManagementMayors

- Income Level:** High and Middle
- Sphere of Influence:** Since they are government officials who have been elected by popular vote, mayors are real leaders in the communities in which they reside. Their responsibilities enable them to influence residents of their cities. The activities and decision which mayors take have a major impact on their communities. Although their tenure in office is only for four years, they have sufficient political power to ensure that decisions taken by them while in office have far reaching temporal and geographical effects. Through political parties and national city government associations, they also impact on national governmental decisions, including those of organizations which provide support to municipal governments.
- Principal Functions:** Their principal function is to provide leadership to their respective municipal governments. They provide leadership to planning exercises, and to projects designed to provide basic community services. The latter includes financing for the projects, project implementation and project evaluation. In addition, mayors preside over their respective Municipal Councils and interface with key central government agencies.
- Selection Criteria and Process:** A basic criterion for selection should be representation of intermediate cities in the sierra and coastal regions of Ecuador. Other criteria may be similarity of municipal structure or level of municipal development; e.g. whether or not municipalities possess an "empresa de agua potable," and "balance between political parties." Candidates should be in the second year of their term, thus having had one year of office experience to build on and two years of remaining tenure in which to apply what they learn through CLASP-II training. Candidates should be open to new initiatives and acquisition of new knowledge. They will not have

Urban Growth ManagementHousing Credit Union Managers

conflictive personalities, as indicated by past public disagreements subordinates in municipal government. Intermediary organizations that can assist in candidate selection and program definition are the Ecuadorian Association of Municipal Governments (AME), FONAPRE, and the Ministry of Government.

- Type of Training:** Training should focus on administrative and financial aspects of city government. It should provide the mayors with numerous opportunities to observe how mayors and their governments in U.S. cities carry out major functions. Training should emphasize participant observation. It should minimize time spent in the classroom. Special focus should be given to urban planning, tax collection, user fee systems, and programs which reach residents of marginal areas.
- Experience America:** Major American values to which mayors should be exposed are: (a) citizen responsibilities/rights; (b) social consciousness of private enterprise, and (c) grass roots democracy. Exposure to these values can be programmed tightly with participant observation activities with local city governments.
- Place and Duration:** Ideally, participant observation training would occur in medium and small cities which encounter problems similar to those of intermediate size Ecuadorian cities. University programs that work closely with urban governments could be enlisted to lead group discussion about what trainees observe in counterpart U.S. governments. Training programs should last from four to six weeks.
- Special Considerations:** Training should be provided in Spanish. This will limit participant observation to cities with major Spanish-speaking populations. Examples of mid-size cities with these populations are McAllen, Texas and Las Cruces, New Mexico. The group should only contain mayors. Past experiences indicate that sending mayors with

subordinates has not worked well. The program might consider sending a staff person from AME or from FONAPRE to serve as a resource person, and to serve as a bridge for post-training activities.

**Follow-On Activities:**

Ex-trainees should be provided with opportunities to discuss what they learned as well as how they applied what they learned to their own municipal governments, with colleagues who both participated and did not participate in the program. The in-country contractor should consider continuing to involve AME staff in design and follow-on activities.

**Multiplier Effects:**

Mayors have a major say in determining policy related to their governments and in defining programs based on this policy. They have the political and economic power to put into practices new initiatives that will be of general benefit to their cities. Changes that they are able to implement may last much beyond their elected office terms. Thus, the impacts of decisions taken by them are likely to be long-lasting, particularly as they relate to policy determinations and programs based on this policy. They have the political and economic power to put into practices new initiatives that will be of general benefit to their cities. Changes that they are able to implement may last much beyond their elected office terms.

Urban Growth ManagementGrass Roots Community Leaders

- Income Level: Low
- Sphere of Influence: Grass roots leaders have considerable influence over fellow community members. Most have represented their communities in difficult negotiations with municipal authorities. Thus, their leadership is proven and recognized by members of their communities and by other government authorities with whom they interact.
- Principal Functions: Their principal function is to help their organizations attain collective goals. They direct activities of their organizations and represent them in interaction with municipal, provincial and national government agencies. They seek outside funding to support community projects, and they help secure community resources for these projects.
- Selection Criteria and Process: The candidates must be proven leaders of their communities. Care should be taken to select nominators who know the leadership structure of the communities well. These individuals could be priests who direct "pastorales" for women or the poor, representatives of NGO's working in the community, Peace Corps volunteers, and/or officials of the Ministry of Social Welfare. We recommend that several be consulted and nominations be cross-checked to ensure that the initial pool contains real leaders. Candidates should have exercised leadership in their communities for at least two years. They should be able to read and write. Their previous

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6 The apparent contradiction between the recommendations for the "training of trainers" as a possible strategy to address potential implementation difficulties, and the recommendations in Matrix 2 for direct U.S. training of grassroots and campesino leaders is a result of the political need to recognize local talent versus the pragmatic need to train leaders that will have the greatest long-term effect. One strategy to optimize the long-term training of grass roots leaders is to solicit community input regarding the selected candidates and what the community expects to gain from the training of their local leaders.

Urban Growth Management      Grass Roots Community Leaders (Cont.)

leadership activities and achievements as leaders should be emphasized in the selection process. Final selection should be made by USAID staff, together with Ecuadorian members of a selection committee. Consideration should be given to selecting leaders from a specific region in order to ensure continued interaction and mutual reinforcement upon return.

- Type of Training:** Training should focus on the following areas: neighborhood organization, goal setting, motivational skills, how to secure credit, technical assistance, and other inputs for community housing and other development projects, and management skills. Trainees should be exposed to organizations similar to their own, and observe how they identify community projects and organize to carry them out. In the U.S., these organizations should be identified with and promote urban community development. Leaders of NGO's who work in the communities (TERRA NOVA, Peace Corps, GTZ) should be consulted about program content.
- Experience America:** Trainees should be provided with opportunities to observe how individual initiative in the U.S. is manifest in the organization of local groups and associations, and in the promotion of community welfare. Similarly, they should be exposed to volunteer activities at the local community level, observing how volunteers are motivated and rewarded by the community. Leaders should also be given the opportunity to observe how grass roots organizations impact on regional and national decisions that in turn reflect back on local communities. Finally, community leaders should be given the opportunity to observe how individual rights and responsibilities are carried out in local communities through use of libraries, local public schools, etc.
- Place and Duration:** An agency designed to provide technical education should be contracted for this

Urban Growth Management      Grass Roots Community Leaders (Cont.)

group. A university is probably not appropriate. Consideration could be given to YMCA. Training should be carried out in small to mid-size cities with large Spanish speaking populations, as for example, San Antonio, Texas; Fresno, California; Pueblo, Colorado or a major border city. The training program should be designed to last from one to three months.

**Special Considerations:** Training should be provided in Spanish. The program should be designed to maximize contact with leaders of community projects similar to those of the trainees. Special attention should be given to exposing the trainees to successful community projects. Ideally, each trainee would be assigned a counterpart community leader who would serve as a mentor with whom continued contact would be maintained after the training ends. If possible, a representative of an organization working with this leadership would accompany the group. Upon return, s/he could help organize and participate in post-training activities.

**Follow-On Activities:** Trainees should have opportunities to participate in events which make it possible for them to discuss their training experience with other trainees, and with other community leaders. They should also be encouraged to maintain contact with U.S. counterparts who could serve as outside advisors and as bridges to potential funding in the U.S. for community projects.

**Multiplier Effects:** Returned trainees will have direct impact on members of their respective communities. They will transmit what they learned to other members of their neighborhood groups. Impact will be maximized through interaction with other community leaders, which could be facilitated through appropriate follow-on activities.

Urban Growth ManagementHousing Credit Union Managers

- Income Level:** Middle and Lower Middle
- Sphere of Influence:** These managers work for organizations and institutions that provide housing credit. They interact with private citizens who are in the process of obtaining housing in urban areas. They influence individuals who solicit credit as well as small trade unions. Solving major housing problems depends in great measure on their competency level and dedication.
- Principal Functions:** Their principal function is to provide financial assistance for the acquisition or improvement of housing. To do so, they must interact with other agencies that deal with these issues, and with building and trade industries that provide the construction services.
- Selection Criteria and Process:** Candidates for this training should work with popular, low cost housing programs. They should be interested in nontraditional housing credit programs. They may work for government banks and other agencies, private banks, housing cooperatives and/or other savings and loan institutions. Initial nominations should be solicited from leaders of NGO's, church organizations, small cooperatives, etc. who work in marginal urban areas. Consideration might be given to recruiting managers from a limited number of cities to facilitate post-training interaction.
- Type of Training:** Training should include classroom experiences and participant observation. Ideally, each of the trainees would have an opportunity to work directly with organizations that provide credit for low cost urban housing, and for urban renewal activities. This practical training could be with offices of municipal government in small to medium-sized cities with large Spanish speaking populations and/or with credit unions that help finance these activities.

Urban Growth Management      Housing Credit Union Managers (Cont.)

**Experience America:** Credit union managers would benefit from exposure to all of the principal values identified as appropriate for Ecuador. Of particular interest are those related to grass roots democracy, and how local activities can impact on city, regional and national government decisions. This experience could be integrated into the formal training program. Also of particular relevance would be exposure to how U.S. private enterprises sustain their involvement in community activities. This experience should be related to private enterprise involvement in improving living conditions in urban areas, particularly depressed urban areas.

**Place and Duration:** Training should be provided by U.S. institutions that carry out similar functions. Special consideration might be given to contracting with CUNA, affiliated with the University of Wisconsin-Madison, or with CLUSA, to organize and oversee the training activity. These organizations have had considerable experience in Latin American settings. The training program should last from two to four months.

**Special Considerations:** Ideally, the trainees would be accompanied by a facilitator from an independent organization in Ecuador, such as "Proyecto Quitumbre" in Quito. This individual could promote interaction among trainees while in the U.S. and serve as a resource person in designing and carrying out post-training activities. Training should be provided in Spanish and involve individuals with Latin American experience.

**Follow-On Activities:** Post-training activities should enable the ex-trainees to share their new knowledge with colleagues in similar positions. Through seminars and workshops they should also continue to receive training of relevance to their activities. These seminars and workshops should include representatives of local community organizations working on housing issues, managers of

Urban Growth Management Housing Credit Union Managers Cont.)

housing cooperatives, etc. in order to facilitate overcoming barriers to credit for the populations which they represent. Opportunities should also be provided for ex-trainees to maintain contact with counterparts in the U.S.

**Multiplier Effects:** The training received will impact directly on the operation of housing credit institutions, and, therefore, indirectly on the lives of credit applicants. Through the sharing of experiences, positive aspects of the training will ramify to other credit managers and their institutions.

Urban Growth Management Municipal Gov't. Administrative Directors

- Income Level:** Middle and Lower Middle
- Sphere of Influence:** These directors influence municipal government decisions in their own departments and those of other technical departments. Their greatest influence is with respect to policy formulation and implementation. They are not necessarily natural leaders, but they have authority to make decisions which have important consequences for the residents of their communities.
- Principal Functions:** Their principal function is to ensure that municipal governments operate effectively and efficiently. They are responsible for the overall administration of municipal governments. They oversee major personnel actions, allocation of budgets to other major departments of municipal government, and contacts between the municipal government and national and provincial support agencies, including government agencies.
- Selection Criteria and Process:** Candidates should possess a university degree and should have at least five years of experience in their positions. They should be people who demonstrate initiative and seek professional growth opportunities. Initial nominations can be solicited from AME technical staff, mayors, and Ministry of Government officials. Candidates should be permanent municipal employees.
- Type of Training:** Training should be provided in universities and agencies that carry out similar functions. Training received should be technical and of great practical utility in Ecuador. For example, small groups of trainees might be assigned to a small or intermediate size city government in the U.S. - possibly to the city manager - to observe how U.S. city governments are administered. Leadership training, particularly with respect to organizational management should be part of the program.

Urban Growth Management Municipal Gov't. Admin. Directors (Cont.)

- Experience America:** Three of the values given highest priority for Ecuador should be emphasized for this group. The first is grass roots democracy, particularly how it is manifest in activities of urban communities to improve their neighborhoods. The focus should be on the response of city governments to demands for urban services. The second value is citizen responsibilities and rights, with a special emphasis on citizen participation in community projects and how this relates to participating in the fruits of the community projects. The final major value is social consciousness of private enterprises, particularly in regards to their contributions to community projects. Trainees should be provided with the opportunity to observe how city governments solicit contributions from private businesses, and how in turn, the businesses are rewarded for their contributions.
- Place and Duration:** Overall responsibility for this training should be assigned to an institution that is knowledgeable about and interacts with municipal governments. Ideally, the institution should have programs in government administration and possibly also in city and regional planning. An integral part of the experience should be internships, probably with governments of cities with large Spanish speaking populations. These may be small to medium-sized cities such as San Antonio, Albuquerque, Ft. Lauderdale, Union City, N.J. or smaller border cities. Training programs should be sufficiently long for trainees to absorb alternative philosophies of government administration - probably nine to twelve months.
- Special Considerations:** Trainees should be provided with technical literature on municipal planning and programs in the U.S., which will permit them to develop a comparative perspective.

Urban Growth Management      Municipal Gov't. Admin. Directors (Cont.)

They should also be exposed to alternative computer software related to administration. English language proficiency would be ideal. However, if this is not feasible, their internships should be arranged with Spanish speaking administrators of U.S. city governments. These administrators should serve as mentors and/or counterparts during the internship period.

**Follow-On Activities:** Ex-trainees should be provided with opportunities to participate in seminars and workshops with colleagues from other municipal governments. If an AME staff member accompanies the group to the U.S., this individual should be heavily involved in follow-on activities. The seminars and workshops should be formatted to facilitate information sharing with colleagues and to facilitate continued professional growth through presentations by national and international consultants. Ex-trainees should receive literature on municipal governments. Continued contact with counterparts in the U.S. should be facilitated by entities responsible for the follow-on activities.

**Multiplier Effects:** Major multiplier effects will occur as ex-trainees implement new policies and procedures based on them. Many of them will be of medium to long-term duration, and, therefore, have lasting effects on municipal governments. Through information sharing with colleagues in other municipal governments, the training will have horizontal multiplier effects.

Urban Growth ManagementUrban Planners

- Income Level:** Middle and Lower Middle
- Sphere of Influence:** The impact of activities of urban planners extend to large segments of the population. Through their work, urban planners influence the direction of city growth and, therefore, the quality of life of city inhabitants. Interpersonal contacts with urban government administrators increases their level of influence on urban dwellers.
- Principal Functions:** The principal function of urban planners is to plan all major activities which are carried out by the municipal government. Plans are designed to have short-run and long-run effects. They work closely with colleagues in city government to advise them on how they should proceed to carry out plans and resulting projects.
- Selection Criteria and Process:** Candidates should demonstrate initiative, professional competence, and desire for professional growth in the exercise of their responsibilities. Preference should be given to professionals from intermediate sized cities. Candidate nominations should be sought from AME staff, leaders of architect professional associations, and city mayors. Final selection should rest with the USAID Mission, in consultation with an advisory committee. Candidates should be interviewed to ascertain their professional aspirations, civic values, and to assess how well they will be able to adjust to program requirements. Technical ability should be a major selection criterion.
- Type of Training:** Training should include a combination of theory and practice. Formal classroom training should emphasize modern techniques of city and regional planning, including use of computer technology. Formal classroom training should be supplemented with opportunities to observe how city planners carry out their responsibilities vis-a-vis city government.

Urban Growth ManagementUrban Planners (Cont.)

## Experience America

As recommended for city mayors and administrators, the Experience America component of the training should focus on three value syndromes. The first is grass roots democracy. The focus here might be on how local citizens participate in the urban planning process through town council meetings and direct communication with city administrators. The second value is citizen responsibilities/rights, especially how these are related to urban services which are defined by planners. The third value is private business contributions to community welfare, particularly, how these contributions are made consistent with plans for urban growth and development.

## Place and Duration:

It is recommended that this training be coordinated with the academic year at U.S. universities, and should last from nine to twelve months. Ideally, it would be coordinated by a department of City and Regional Planning, at a major university such as MIT or Syracuse. Care should be taken to select a program which has strong continuing ties with a major center of urban government.

## Special Considerations:

Special emphasis should be placed on practical training, and how planning relates to urban government in U.S. cities. Ideally, trainees would have sufficient command of English to attend university courses. If not, training should be offered in Spanish. The latter option will limit where trainees will be able to undertake participant observation experiences. Ideally, the group would be accompanied by a representative of a national agency working on urban planning issues. This individual might be from CONADE or AME. S/he would facilitate discussion of training experiences while in the U.S. and provide continuity to the experience after return to Ecuador.

Urban Growth ManagementUrban Planners (Cont.)

**Follow-On Activities:** Opportunities should be provided to returned trainees to share their experiences with other urban planners in Ecuador. They would be facilitated through seminars and workshops. Seminars and workshops should include participants from all geographic regions and from all major and intermediate urban areas. Ex-trainees should be provided the opportunity to receive literature on urban planning from the U.S. and other Latin American countries, and to maintain contacts with U.S. colleagues.

**Multiplier Effects:** Multiplier effects will be obtained through seminars and workshops at which the returned trainees will be able to share their newly acquire expertise with colleagues who work for universities, local governments and for private sector institutions. Improved plans will have major impacts on quality of infrastructure and services provided to urban centers.

HealthCommunity Health Leaders

- Income Level:** Lower Middle and Low
- Sphere of Influence:** The influence of community health leaders radiates primarily to their communities of residence. It is easily recognizable and is based on interaction of leaders with their fellow community members. These leaders impact on most of the residents of their communities.
- Principal Functions:** The principal function of these leaders is to assist the community to define their health priorities. During the last decade there has been increasing emphasis on community preventative health programs, in addition to curative programs. Community health leaders influence decisions made by their respective community governments and facilitate activities of the Ministry of Health and NGO's providing health assistance. They also educate other civic organizations within the community and encourage them to participate in community health programs.
- Selection Criteria and Process:** Intermediate institutions that are aware of leadership structure in the community should be invited to solicit nominations. These agencies include, Swiss Aid, Mato Grosso, and the Latin American Council of Churches. Consideration should be given to working directly with the United Nations delegation in Ecuador (Diego Palacios) in identifying community health leaders. The U.N. will provide in-country training in health to community leaders over the next two years. These same leaders could be sent to the U.S. for additional training. Final selection should be conducted by the USAID Mission with the assistance of local contracts and other key advisors.
- Type of Training:** Training should focus on preventative community health programs. It could include discussion of community health programs in the U.S. and how they are carried out. This training should be complemented with

opportunities for the trainees to observe first hand how community health projects are carried out. This observational training should focus on types of community health programs, and the interaction of national and state government agencies with grass roots organizations in the public and private sectors. Trainees should also receive instruction on leadership techniques and how to organize community projects.

**Experience America:** Trainees would benefit from exposure to the structure and operation of community voluntary organizations, particularly in regard to how their activities dovetail with community health programs. They would also benefit from observation of how community health is taught in elementary and secondary schools. They should also be exposed to how grass roots associations are formed and operate to the benefit of local communities. Emphasis should be placed on organizations that focus on community health issues, such as communicable diseases and vaccination campaigns. Finally, particular effort should be made to expose them to contributions that are made to community health efforts by private firms.

**Place and Duration:** Training should be based at a university or technical college with a major program in public health and/or allied medicine. Preference should be given to an institution that has a prolonged track of public health activity in Latin America, such as Tulane University. Four major universities with public health programs, including Tulane, have joint agreements with historically black universities of medicine. These pairs of universities could bring the strengths of both institutions to the training process. The training should include practical observation experiences with public health programs in rural and urban settings. Program should be designed to last from two to four months.

- Special Considerations:** Training should be provided in Spanish. This will limit practical observational training to areas in which there are major Spanish speaking populations. All of these trainees should be exposed to programs designed to prevent drug abuse and to address drug abuse practices. Content of training provided should be eminently practical, and include the proper use of audiovisual teaching aids. Consideration should be given to sending a representative of an intermediary organization, such as FONDERUMA, with the group. S/he can assist participants to interpret training experiences and may assume a major role in organizing and conducting post-training activities.
- Follow-On Activities:** Upon return, ex-trainees should be provided with opportunities to attend seminars and workshops that involve representatives of the Ministry of Health, FONDERUMA, etc., and health leaders from other communities. They should be provided with opportunities to share their experiences with their colleagues, and to obtain information on national and regional community health programs. Representatives of the trainer institution(s) in the U.S. should be invited to these meetings to maintain contact and to provide additional training.
- Multiplier Effects:** These leaders will continue to have major impacts on their communities upon return. Their activities will benefit the community through improving health levels. In addition, they will impact on other programs through their interaction with leaders from these other communities and the support which they give to national preventative health programs.

Health	Auxiliary Nurses
Income Level:	Lower Middle and Low
Sphere of Influence:	Auxiliary nurses impact directly on populations served by the health institutions with which they are affiliated. Typically, their sphere of influence is limited. However, the nature of their influence extends beyond health concerns. In rural and marginal communities, they also impact on other community decisions.
Principal Functions:	The principal function of auxiliary nurses is to assist in the delivery of all types of health care services. These services may be associated with government programs or with those sponsored by private organizations. In most instances, they assist other health providers, such as rural doctors and nurses in clinics. However, there are instances, such as in remote rural areas, where they are the principal providers of health care.
Selection Criteria and Process:	Emphasis should be placed on selecting young, dedicated women. They should have had a minimum of two years experience as auxiliary nurses. Ideally, they would work in their communities of origin to increase the probability of their returning to these communities after training. Nominations should be solicited from several sources, including Ministry of Health personnel, such as rural doctors and directors in charge of specific health programs, such as child care and nutrition. Leaders of NGO health programs in rural and marginal urban areas, such as CARE and AMIGO, should also be consulted. Final selection should be made by the USAID Mission staff, in consultation with local contractors and key advisors. Final selection should be based on leadership qualities and commitment to health programs.
Type of Training:	The focus of training should be on technical skills which are directly applicable to Ecuador. Health-related training should be practical and centered on

participant observation in clinics and hospitals that attend to marginal, poor clientele in the U.S. Participants should also receive leadership training, including group organization and motivation. This should be supplemented with information about how to solicit funding from government and private organizations for community health care.

**Experience America:** Exposure to several values considered to be priority for Ecuador's CLASP should be facilitated through informal experiences. The first is individual initiative and how it is manifest in organization of local groups and associations. In this case, the focus could be on community health programs. Related to this is the important role of volunteerism in community health programs. They should be given the opportunity to observe how women's voluntary organizations provide health and nutrition services to the poor, and how they assist in community health campaigns. Additionally, they should be given the opportunity to observe how private enterprises contribute to community health activities, particularly those which educate the community about communicable diseases and those which provide free health services to the poor.

**Place and Duration:** An effort should be made to contract with a major university public health program such as that at Tulane University. Tulane conducts numerous public health projects in Latin America. Preference should be given to a university that has an AID-funded Joint Memorandum of Understanding with a predominantly Black medical college. This would enable the training program to draw on resources of both institutions. Predominantly Black medical colleges provide major services to poor populations. Most of the training should be applied and conducted in local or university health clinics or hospitals that attend to needs of Spanish speaking populations. Training programs should be limited to from one to three months.

HealthAuxiliary Nurses (Cont.)

## Special Considerations:

Training should be provided in Spanish. Special emphasis should be given to public health programs, in particular to disease prevention. Training should be eminently practical, with most of it centered around observation of activities of nurses aides in health centers that provide services to poor Spanish speaking populations in rural and poor urban neighborhoods.

## Follow-On Activities:

Returned participants should be provided with opportunities to meet periodically with members of their group and other nurses aides who did not participate in the training program. These meetings should provide structured opportunities for them to transmit their experiences and the application of knowledge gained to their professional activities. In addition, they should be fora in which returned trainees receive additional training from representatives of the Ministries of Health and Social Welfare, and other organizations providing health care services.

## Multiplier Effects:

Nurses aides are directly involved in providing health care to rural and marginal urban populations. Some are directly responsible for medical and paramedical assistance. This increases their level of influence over members of their communities, as they are more visible and important to the community; and their recommendations receive greater attention as a consequence. Through interaction with other health providers, they will impart knowledge acquired through the training program. Of particular import will be knowledge about community health programs.

<u>Health</u>	<u>Marginal Urban and Rural Health Promoters</u>
Income Level:	Low
Sphere of Influence:	The sphere of influence of health promoters is limited to the populations with which they are in direct contact through their professional work. These promoters reside in marginal urban and in rural areas. Their influence is primarily limited to health issues, although some influence opinion on other issues as well. Their influence is magnified somewhat by their interaction with other community leaders through whom their opinions are spread.
Principal Functions:	Their principal function is to promote health programs sponsored by the Ministry of Health and by several national and international NGO's. Recently, there has been a focus on community preventative health programs. The promoters are a bridge between national health directives and programs and the rural and urban communities.
Selection Criteria and Process:	Nominations should initially be solicited from leaders of organizations directly affiliated with health programs in rural and marginal urban areas. These might include rural doctors and department directors of the Ministry of Health, Church sponsored NGO's, leaders of other NGO's such as AMIGO, and local priests. The group should include promoters from both the Ministry of Health and NGO's who work in the same communities. Thus, training may function to reduce animosities which exist between these organizations. Candidate should be relatively young - under 40 - and with several years of experience in the position. Final selection should be made by USAID Mission staff. It should be based on various sources of information, including a personal interview.
Type of Training:	Training should focus on practical skills and knowledge which would be applicable

to the reality faced by health promoters in Ecuador. This should include strategies for promoting community health programs, select health care techniques and knowledge about international donors who provide assistance in community health. Trainees should be exposed to programs in the U.S. which promote community health programs. In addition, participants should receive training on how to promote health programs. Some of this training could focus on leadership, including group organizational skills, communication skills and group motivation skills.

**Experience America:**

Trainees should be exposed to all of the values identified as priority for Ecuador. However, several are of higher priority. They include volunteerism, particularly as it relates to promotion of community health programs by volunteer organizations. Particular attention might be focused on communicable diseases and drug abuse. Grass roots democratic action should also be included. It would be important to demonstrate to the trainees how grass roots associations have organized to pressure local, state and national governments for health programs. Trainees should also be exposed to how private industries provide resources to support community health programs. Particular attention should be given to the incentives provided to these businesses to donate resources.

**Place and Duration:**

As was true for other health group, we recommend that a major public health program in the U.S., preferably with significant Latin American expertise, be contracted to organize and implement the training program. Preference should be given to institutions which have health JMOU's with AID/Washington. They should be encouraged to submit proposals which include their predominantly Black partner institutions, which work with poor populations in the US. Training programs should be for two to three months duration.

HealthUrban and Rural Health Promoters (Cont.)

Practical training through observation should be undertaken in areas which serve poor Spanish speaking populations, such as urban slums, farm migrant stream areas and the Rio Grande Valley.

**Special Considerations:** Training should be provided in Spanish and should focus on applied programs. Included in this agenda should be community outreach programs of the training institutions. The focus should be on successful health promotion programs.

**Follow-On Activities:** Returned trainees should have the opportunity to participate in seminars and workshops in which they can discuss successful applications of knowledge gained in the U.S. with other returned trainees and health promoters who were unable to participate in the program. These meetings should also be used to provide additional in-service training to the promoters. This training could be provided by professors of social work at regional universities and staff from the Ministries of Health and Social Welfare.

**Multiplier Effects:** Returned health promoters will impact directly on the communities which they serve. Acquired knowledge will make their promotional activities more effective, and, therefore, will result in improvements in community health. Discussions with colleagues from other communities will ensure that skills acquired through the training will be imparted to them.

Health	Health Policy Implementers
Income Level:	Middle
Sphere of Influence:	Policy implementers impact directly on programs which are promoted by their organizations and on individuals in these organizations. The programs impact on broad populations, some on the entire nation. Content wise, their influence is limited to the field of health.
Principal Functions:	Most of these implementers are program designers and managers. They are responsible for translating policy into programs of ministries with major health programs and their related agencies. As Directors of major divisions they consult with chief executive officers on these programs. As leaders of NGO's, they also have important influences on the design and operation of health programs.
Selection Criteria and Process:	Nominations should be solicited from major health policy makers. They can readily identify important health program leaders who they attempt to influence. Nominations should also be solicited from leaders of major Medical Associations and from Panamerican Union representatives in Ecuador. Professional under 40 years of age should receive preference. Candidates should have a minimum of ten years of experience working in the public health field. Final selection should be made by USAID staff, based on interviews and other pertinent sources of information. Openness to change and alternative perspectives should be an important criterion in the selection process.
Types of Training:	Classroom training should be organized to introduce trainees to alternative techniques of data collection and policy analysis from which conclusions are drawn. Emphasis should be on empirical methods. Trainees will be more able to understand the framework within which policy recommendations are derived, and thus more sympathetic to them. Part of the training should include opportunities to observe

how policy analysts, decision-makers, and program planners and managers interact in the health field. This aspect of the training should focus on interaction between university faculty and their health clientele.

**Experience America:** Trainees should be exposed to numerous facets of the American way of life. Among those identified as priority for Ecuador, volunteerism, grass roots democratic organization, and private enterprise contributions to the community should have priority. Volunteerism should be demonstrated through organizations that work in the public health area. Trainees should be shown how these organizations impact on public health policy and conduct activities which parallel those of government health programs. Grass roots democratic action is manifest through the process of influencing government health programs. Trainees should also be exposed to how private enterprises interact with health policy analysts, government officials responsible for determining policy, and government officials who implement public health programs. To the degree possible, these extra-curricular activities should be integrated with formal aspects of the training program.

**Place and Duration:** Training programs should be designed to parallel academic programs: and should last for from nine months to a year. As with other health programs proposed in the document, we recommend that the training be provided by a major school of public health with a significant track record in Latin America, and significant staff expertise about health issues in Latin America. Examples are Tulane University, Johns Hopkins University and the University of Alabama. Nonformal training should be designed to complement classroom training and organized around activities of faculty who work in public health.

**Special Considerations:** Ideally, trainees will have command of English. If they do not, consideration

should only be given to universities which have the capacity to provide the required training in Spanish. Given the importance of fluency in English to networking internationally in the health field, CLASP-II may wish to consider providing English language training as part of the program. Classes should be taught by university faculty with substantial experience in Latin America. Consideration should also be given to identifying a policy analyst - possibly from the Pan-American Union - to accompany the group. His/her role would be to facilitate discussion of alternative techniques of policy analysis and how policies are implemented. This individual would also be expected to play a major role in follow-on activities.

**Follow-On Activities:** Special seminars and workshops, which bring health policy analysts in Ecuador together with returned trainees, should be organized. These encounters should result in in-depth analyses of policy recommendations which impact on the programs of trainees. Independently, ex-trainees should be provided with opportunities to share their experience with other health program planners and managers, and to receive additional training.

**Multiplier Effects:** Returned trainees will impact on programs in their respective organizations. Through their decisions, they influence the actions of others in their organizations. As advisors to decision-makers, they will influence on health policy for their employer organizations. Through interaction with other health program managers, they will have additional effect health policies and programs.

Agri'ture/Nat ResourcesCooperative Leaders

- Income Level: Lower Middle and Low
- Sphere of Influence: Cooperative leaders have great influence over small farmers, particularly their own cooperative members. They assist small farmers in their leader capacity. They provide advice about agricultural practices. They represent the farmers in the sale of their products to intermediaries and other buyers. They also act as intermediaries in purchasing production inputs, and obtaining credit. Their influence over cooperative members is direct.
- Principal Functions: The principal function of cooperative leaders is management and administration of the cooperative. This includes the definition of organizational goals and objectives. It also implies serving as interfaces with government authorities, sales businessmen and intermediaries in the production process. They also serve as representatives of the community at technical and organizational meetings with representatives of the various ministries that provide services to the rural sector.
- Selection Criteria and Process: Cooperative leaders are easily identified by their position in the organization. Nominations should be solicited from several intermediary organizations that work with the cooperatives, such as FUNDAGRO, Swiss Aid, Ayuda Espanola, the Ministries of Agriculture and Social Welfare, OXFAM, and the Interamerican Foundation. Initial selection should be based on past records. Only those with a proven record of leadership should be nominated. The USAID Mission staff should make the final selection, based on interviews and other background materials.
- Type of Training: Emphasis should be given to technical training, primarily related to organizational management. They should receive classroom training in accounting, book-keeping and financial management. In

addition they should be given instruction designed to improve their leadership skills, such as group dynamics and group motivation. In addition, they should receive background information on the theory and organization of cooperatives.. Classroom training should be complemented with internships in agricultural cooperatives.

**Experience America:**

Several values considered to be priority for Ecuador should be emphasized for cooperative leaders. Ideally, these extracurricular experiences would be integrated with other aspects of their training. First, they should be exposed to how individual initiative can lead to the organization of local groups and associations and community projects. Second, they should have an opportunity to interact with community voluntary organizations, particularly those designed to increase business opportunities in the community. Ideally, this would be done through participant observation. Last but not least, they should be exposed to activities which emphasize the symbiotic relationship between citizens rights and responsibilities, particularly as they are manifest in community projects.

**Place and Duration:**

We recommend that a university with major programs in agricultural cooperatives administer this training. Ideally, it would be a university that participates in the JMOU program in agriculture, funded through AID/S&T. This program fosters cooperative interaction among twelve pairs of 1862 and 1890 agricultural universities. The selected university could draw on the resources of its partner institution in the process. The University of Wisconsin-Madison has a long history of working in cooperative development, including extensive work in Latin America. It has a JMOU with Virginia State University. Training would take place on the university campus. Depending on the program, trainees may visit various campuses. They should also visit agricul-

Agri'ture/Nat ResourcesCooperative Leaders (Cont.)

tural cooperatives; and, if possible, intern with specific cooperatives in order to understand better how they are administered. The training program should last for a period of from two to four months.

**Special Considerations:**

Training should be provided in Spanish. It should focus on practical exercises. Training should be integrated with exposure to agriculture as it related to the cooperatives, and might include field trips to farms. Ideally, trainees would be accompanied by a representative of an intermediary organization in Ecuador. This could be someone from a National Association of Cooperatives, FUNDAGRO or the Ministry of Agriculture. This person should lead conversations about the training while in the U.S. Upon return, s/he could be involved in follow-on activities.

**Follow-On Activities:**

The cooperative leaders should be provided with opportunities to meet among themselves and with other coop leaders. They should share experiences at these meetings, especially those related to applying what they learned to their organizations. They should also receive additional in-service training related to cooperative management, government agency linkages, and product markets.

**Multiplier Effects:**

Returned trainees will impact directly on members of their cooperatives by introducing new management and operational techniques. In addition, they will impact on other cooperative leaders through the sharing of experiences and knowledge gained through the training program.

Agri'ture/Nat ResourcesProducer Association Leaders

- Income Level:** Lower Middle and Low
- Sphere of Influence:** The influence of leaders of producer associations is primarily on association members, and secondarily on organizations with which the associations interact. They influence member production and marketing practices, and their attitudes with regard to policies directly related to their fields of production. They also influence decisions taken by leaders of organizations that interface with the producer associations, such as cooperatives, banks, and export firms.
- Principal Functions:** Their primary function is to manage the associations. Their secondary function is to provide services to their members. Management includes personnel, finances, and credit. Services to members includes lobbying government agencies and private organizations to secure benefits for the association, and accessing technical inputs to the production process. Technical inputs can include material inputs, such as fertilizers; it can also include consultant inputs regarding specific aspects of the production process.
- Selection Criteria and Process:** Nominations should be solicited from organizations that work directly with these associations, such as FUNDAGRO, INIAP, the Camara de Agricultura, and the Ministry of Agriculture. Candidates should be proven leaders, with several years of experience in association leadership positions. Preference should be given to younger leaders (under 40) who seek new technologies and opportunities for their associations. A quota system, based on commodity type and geographic region, should be developed. It may be advisable to restrict applications to either food crop associations or to animal product associations to facilitate integrative training. As with other groups, USAID staff should make the final selection based on interviews and background materials. Preference should be given to

Agri'ture/Nat ResourcesProducer Association Leaders (Cont.)

associations with large numbers of disadvantaged producers.

**Type of Training:** Training should include classroom experiences as well as extensive visitation to commodity producer association headquarters and participant observation at these headquarters. We recommend that this training be sequenced. Initially, trainees should be oriented to producer associations in the U.S. This would include an overview of how they interact with universities and other sources of technical expertise, with state and national legislatures and government agencies, and with marketing cooperatives and private firm buyers. This training should be complemented with training in management and leadership techniques, and, if appropriate, the application of computer technology to organizational management and administration. This should be followed by visits to producer associations and internships with associations dealing with products similar to those of the trainees' associations. Care should be taken to match trainees with appropriate associations. The training program should end with discussions of these experiences and how they might apply to Ecuador.

**Experience America:** Priority experiences should include exposure to several values considered to be priority for Ecuador's program. They include volunteerism, as it relates to the organization of economic interest groups, entrepreneurship and its relation to free market systems, and the relationship between citizen rights and responsibilities. These experiences should be tightly interwoven with interaction with U.S. producer associations and should indicate how these values are manifest through participation of members in these associations. Trainees might also visit the U.S. Congress to discuss how producer associations lobby congressmen and the staff members for benefits. This visit could be coupled with visits to national

offices of U.S. producer associations.

**Place and Duration:** Training could be provided by an agricultural university with strong ties to commodity producer associations, or by a national organization that represents all producer associations. Consideration should be given to universities with JMOU's with AID/S&T in order to include participation by HBCU's through the JMOU mechanism. The training programs should not be greater than three months duration.

**Special Considerations:** Training should be provided in Spanish. As for other groups, we recommend that a representative of an organization that works with Ecuadorian producer associations be integrated into the training program. This person could facilitate discussion of experiences gained in the U.S., and post-training activities in Ecuador.

**Follow-On Activities:** Returned trainees should be provided with opportunities to meet on a regular basis to share how they have applied principals and techniques learned in the U.S. with their colleagues. These meetings should include participation by regional associations and leaders of other producer associations. Continued contact with leaders of parallel U.S. associations should be facilitated as well as access to relevant commodity and association literature.

**Multiplier Effects:** This training program promises to have numerous multiplier effects through returned participant interaction with their association members and interaction with leaders of other associations who did not participate in the training program.

Agri'ture/Nat Resources4-H Club Promoters

- Income Level:** Middle and Lower Middle
- Sphere of Influence:** 4-H promoters are in direct contact with small and medium size farmers. Most of this contact is through 4-H clubs and their volunteer leaders. Their greatest influence is on youth who belong to the clubs, through programming and direct contact with them. Their influence is on the formation of the character of club members, their technical ability to undertake agricultural projects, and their ability to manager and administer agricultural projects.
- Principal Functions:** 4-H promoters are Ministry of Agriculture employees. They encourage the formation of local 4-H clubs. They provide technical assistance to these clubs, and facilitate their accessing resources from other government agencies and private voluntary organizations.
- Selection Criteria and Process:** Nominations should be solicited from organizations that work with rural youth, and, therefore, would be familiar with the work of 4-H promoters. We recommend that Peace Corps Volunteers, Heifer Project representatives, and GTZ agents be included. We also strongly recommend that Mr. Pablo Uria, of the Ministry of Agriculture, be consulted. Preference should be given to young agents (under 35 years of age). The USAID Mission staff should conduct the final selection of candidates based on personal interviews, essays and other supporting materials.
- Type of Training:** Training should focus on program content as well as leadership skills. Classroom training might include a review of 4-H programs in the U.S., and the types of activities which they promote. In addition, classroom training should focus on leadership skills, such as group organization and motivation. It should also include training in farm management which will enable promoters to transmit this knowledge to members of 4-H clubs under

their jurisdiction. Classroom training should be supplemented with opportunities to observe and participate in 4-H activities in the U.S. Ideally, each trainee would have the opportunity to visit various 4-H clubs and to work closely with state agricultural agents who support these activities.

**Experience America:** Several values designated as priority values for the Ecuador program are particularly relevant for 4-H agents. They are values which presumably are being taught through the 4-H program in Ecuador. Therefore, exposure to them by trainees will reinforce their importance for the trainees. Among them are individual initiative, and how this is taught to youth through recreational and club activities. The importance of volunteer activity to the viability of community operation of national programs should be emphasized, as should need achievement, how entrepreneurship is manifest within a free market system, and the relationship between citizens' rights and responsibilities. Exposure to these values should be integrated into other aspects of the training program.

**Place and Duration:** The training program could be conducted by the 4-H Foundation in Washington, D.C., or by a State Cooperative Extension Service. We recommend initially that the 4-H Foundation be contacted. If a university contractor is preferable, we recommend that a university that participates in AID/S&T's JMOU program be contracted. This would ensure access to programs undertaken by HBCU's, which may have greater similarity to the Ecuadorian situation. Promoters should have opportunities to observe youth projects together with agricultural extension agents and vocational agriculture teachers who work closely with them. Programs should be designed to last up to three months.

Agri'ture/Nat Resources4-H Club Promoters (Cont.)

## Special Considerations:

We recommend that a staff person from the Ministry of Agriculture accompany the group. This individual would serve as a resource person while in the U.S. and upon return to Ecuador. S/he could facilitate post-training activities. Mr. Pablo Uria would be an excellent resource person. Training should be provided in Spanish.

## Follow-On Activities:

Returned trainees should be provided with opportunities to meet among themselves to discuss how they have put into practice what they learned while in the U.S. Fora should also be provided for them to share these experiences with colleagues who did not participate in the training program. Continued contact with colleagues in the U.S. should be facilitated. Networking will help increase morale among returned participants and will also facilitate continued access to new ideas and opportunities for clubs in Ecuador. As part of this networking, returned participants should also be provided access to 4-H publications from the U.S.

## Multiplier Effects:

Returned trainees will impact directly on members and directors of the clubs under their supervision. In addition, spread effects will result from their interaction with other agricultural agents, particularly other 4-H promoters who did not participate in the training program.

Agri'ture/Nat Resources

4-H Club Leaders

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- Income Level: Lower Middle and Low
- Sphere of Influence: 4-H club leaders are local volunteers. They are all leaders in their communities. Thus, they have an important influence on opinion formation and project activities in their local communities. Members of the 4-H clubs are directly influenced by them.
- Principal Functions: The principal functions of 4-H clubs are to oversee the activities of the clubs. They are responsible for leading meetings, administering club finances, securing outside assistance as necessary, and supervising individual projects of club members.
- Selection Criteria and Process: There are currently 164 4-H clubs in Ecuador. Initially, nominations should be solicited from several independent sources. Peace Corps Volunteers actively support 4-H clubs and know the leaders. They should be requested to nominate candidates. In addition, agents of NGO's, such as AMIGO, and Swiss Aid, should be requested to nominate candidates. Finally, Ministry of Agriculture staff, particularly Mr. Pablo Uria, should be contacted for nominations. USAID staff, together with the local contractor, should make the final selection of candidates. This selection should be based on personal interviews and other supporting documentation. The final group should include clusters of trainees from geographic regions in order to facilitate post-training networking. Preference should be given to young leaders (under 40) and to obtaining a mix of male and female leaders.

Type of Training<sup>1</sup>: Training provided should parallel that recommended for the 4-H promoters group. It should focus on program content as well as leadership skills. Classroom training should include a review of 4-H programs in the U.S., and the types of activities which they promote. In addition, formal training should focus on leadership skills, such as group organization and motivation. It should also include training in farm management, which will enable the leaders to incorporate these skills into individual programs of their club members. Classroom training should be supplemented with opportunities to observe and participate in 4-H activities in the U.S. Ideally, each trainee would have the opportunity to visit various 4-H clubs and to work closely with 4-H club leaders in the U.S.

Experience America: Values which were recommended for the program for 4-H Club promoters should also be emphasized for this group. They are values which are being taught through the 4-H program in Ecuador. Exposure to how they are taught by 4-H clubs in the U.S. will reinforce their importance for the trainees. These values include individual initiative, as promoted through recreational and individual project activities. Other values are the importance of volunteer activity to the viability of community operation of national programs, need achievement, entrepreneurship with a free market system, and the relationship between citizens' rights and responsibilities. Exposure to these values should

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<sup>1</sup> The training to be provided to this group is similar to that proposed for the 4-H Promoter group. Consideration should be given to combining promoters and club leaders into one group. If this option is pursued, it would be advisable to cluster promoters and members of 4-H clubs under their supervision to maximize interaction effects from the joint learning experience. Consideration might be given to sending several groups from specific geographic regions.

be integrated into other aspects of the training program.

**Place and Duration:** This training program could also be conducted by the 4-H Foundation, or by a State Cooperative Extension Service. We recommend initially that the 4-H Foundation be contacted. If it is decided to use a university contractor, we recommend that a university that participates in AID/S&T's JMOU program be selected. This would ensure access to programs undertaken by HBCU's, which may have greater similarity to the Ecuador situation. Trainees should be provided opportunities to participate in the conduct of rural youth projects together with counterpart club leaders. The training program should be designed to last up to two months.

**Special Considerations:** We recommend that a staff person from the Ministry of Agriculture also accompany this group. This individual would serve as a resource person while in the U.S. and upon return to Ecuador. S/he could facilitate post-training activities. Mr. Pablo Uria would be an excellent resource person. Training should be provided in Spanish.

**Follow-On Activities:** Returned trainees should be provided with opportunities to meet among themselves to discuss how they have put into practice what they learned while in the U.S. Fora should also be provided for them to share these experiences with other 4-H club leaders who did not participate in the training program. Continued contact with 4-H club leaders in the U.S. should be facilitated as should access to support literature. Networking will boost morale and will facilitate continued access to new ideas and opportunities for clubs in Ecuador.

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4-H Club Leaders (Cont.)                      Agri'ture/Nat Resources

Multiplier Effects: Returned trainees will impact directly on members of their clubs and on the communities in which they reside. In addition, they will influence other 4-H club leaders who did not participate in the training program.

Agri'ture/Nat ResourcesWomen Campesino Leaders

- Income Level:** Lower Middle and Low
- Sphere of Influence:** Women campesino leaders have major influence over community and grass roots organizations in rural areas. This influence is increasing rapidly as campesino men abandon rural communities in search of employment in urban settings. Their influence is found in production decisions, in grass roots organizations, and in community governance. Their influence is perhaps greatest over other women community members.
- Principal Functions:** In the economy, they have an important impact on production and marketing decisions. They are active in agricultural cooperatives and local producer associations. They serve as intermediaries between their communities and government agencies and NGO's that provide services to rural populations. In addition, they sometimes take on formal community leadership roles.
- Selection Criteria and Process:** As for other groups, we recommend that nominations be solicited from members of organizations that work closely with rural communities, and whose agents are familiar with the social structure of these communities. These include provincial directors of the Ministry of Agriculture, Peace Corps Volunteers, and NGOs, such as the Interamerican Foundation and Swiss Aid. Local priests and past women trainees also know which women are community leaders. Past leadership activity should be the primary criterion. The program should give preference to young (under 40 years) leaders. Final selection of candidates should be made by USAID in conjunction with local contracting staff.
- Type of Training:** Training should focus on leadership skills in addition to production-related training. Leadership training should include formal organization of community groups, goal setting, motivation skills, management skills, such as bookkeeping and

accounting, and methods of accessing inputs for community development projects. Production training should focus on how to access and use credit, marketing strategies, etc. Ideally, trainees would be given opportunities to accompany women agricultural extension agents at the community level to observe their program activities. Leaders of NGO's that work in the communities (TERRA NOVA, Peace Corps, GTZ) and provincial staff of the Ministries of Agriculture and Social Welfare should be consulted about ideal program content.

**Experience America:** Trainees should be provided with opportunities to observe how individual initiative in the U.S. is manifest in the organization of local groups and associations, and in promotion of community welfare. Similarly, they should be exposed to volunteer activities at the local community level, observing how volunteers are motivated and rewarded by the community. Leaders should also be given the opportunity to observe how grass roots organizations impact on regional and national decisions that in turn reflect back on local communities. Finally, they should be given the opportunity to observe how individual rights and responsibilities are realized in rural communities through use of libraries, local public schools, etc.

**Place and Duration:** We recommend that training be provided through a state cooperative extension service. The training could be built around program modules directed by women extension agents and directed primarily to women clientele. Ideally, a University with a JMOU with AID/S&T would be selected. Consideration might be given to giving the primary contract to an HBCU, which could in turn collaborate and make use of the resources of its 1862 partner institution. Formal classroom training could be given on campus and observational training may be undertaken with extension

agents in rural communities. Ideally, the training would occur in an areas with a large Spanish speaking population to facilitate interaction between the trainees and rural U.S. women. The program should not exceed two months because of the difficulty women leaders have with leaving their families and jobs for extended periods.

**Special Considerations:** Training should be provided in Spanish. Special emphasis should be given to observational training, particularly in rural settings. Efforts should be made to pair the trainees with women extension agents in order to increase the probability of continued contact once training ends.

**Follow-On Activities:** Returned trainees should be provided with opportunities to discuss how they applied what they learned in the U.S. to their local communities with other members of their group. Meetings should also be used to provide additional leadership training to them and to introduce them to sources of assistance from the government ministries and NGO's. Efforts should be made to facilitate continued interaction with contacts in the U.S.

**Multiplier Effects:** Multiplier effects from this training will occur within the communities of the returned trainees as they interact with other community leaders. They will impact on community opinions as well as on all types of community organizations.

Agri'ture/Nat ResourcesAgricultural School Teachers

- Income Level: Middle and Lower Middle
- Sphere of Influence: Most agricultural high school teachers reside in the communities in which they teach. Their principal sphere of influence is the students which they teach. In effect, they educate future agricultural leaders, many of whom remain in agriculture in rural areas. Many also assume leadership roles within the rural communities.
- Principal Functions: Their principal function is educating high school students, with a focus on practical training related to agriculture.
- Selection Criteria and Process: Nominations should be solicited from several key informants, preferably leaders of agencies that work in rural communities and are familiar with the agricultural high schools. Examples of these informants are Peace Corps Volunteers, agricultural extension and other ministry agents, and agents of NGO's, such as Swiss aid and Mato Groso. Directors of the schools should also be consulted. Preference should be given to teachers who define their jobs as a vocation and who indicate an intention to continue working in rural areas. The USAID staff, together with local contractors, should make the final selection, based on personal interviews and supporting documentation.
- Type of Training: Training should be both formal classroom training and observational training. Classroom training should focus on teaching methods, design of audiovisuals, curriculum, and leadership skills, particular community organization skills and organization and supervision of extra-curricular activities for agricultural students. Trainees should also be provided with opportunities to work closely with vocational agriculture teachers in rural schools. They should actively participate in the classroom and in nonclassroom activities. Particular emphasis should be given to how practical

Agri'ture/Nat ResourcesAgricultural School Teachers (Cont.)

agriculture training is integrated with formal classroom training.

**Experience America:** Emphasis should be on high priority values which are regularly taught in U.S. high schools, and presumably in the trainees' schools. Therefore, exposure to them by trainees will reinforce their importance. Among them are individual initiative, and how this value is transmitted to youth through recreational and other extra-curricular activities. Volunteerism and its relationship to community welfare should be emphasized, as should need achievement, the role of entrepreneurship within a free market system, and the relationship between citizens' rights and responsibilities. Exposure to these values should be integrated into other aspects of the training program, particularly the observational training with vocational agricultural teachers.

**Place and Duration:** Training should be provided at a land grant university, preferably one which has a JMOU sponsored by AID/S&T. This would enable the university to take advantage of unique resources of its Historically Black partner institution. Responsibility for the training might rest with the State Cooperative Extension Service or with affiliated two year technical colleges. Internships with state vocational agricultural teachers and or youth program extension agents should be provided in rural communities. The program should be designed to last from nine months to a year.

**Special Considerations:** Given that this will be long-term training, consideration should be given to providing English language training as part of the package. This will extend the life of training, but will enhance its value. Care should be taken to identify mentor/counterparts for each of the trainees. Trainees should be exposed to how youth programs promoted by the Cooperative Extension Service, such as 4-H and Future Farmers, are integrated with the high school curriculum.

Agri'ture/Nat Resources      Agricultural School Teachers (Cont.)

**Follow-on Activities:** Opportunities should be provided for the trainees to meet on a regular basis upon return. Ideally, other high school teachers and directors of these high schools would also attend these meetings. The meetings should focus on how innovations observed in the U.S. have been applied to the trainees' high schools. Trainees should also be provided with additional in-service training at these meetings. They should also be given access to didactic materials and vocational agriculture literature from the U.S. to facilitate continued professional growth. They should be encouraged to maintain contacts with their mentor/counterparts in the U.S.

**Multiplier Effects:** Multiplier effects will occur through improved training imparted to students at their schools. They will also result from sharing of new ideas and techniques with colleagues who were unable to participate in the training program and from interaction between the returned trainees and community leaders.

Agri'ture/Nat Resources    Agricultural Policy Implementers

Income Level: Middle and Lower Middle

Sphere of Influence: Policy implementers are not policy makers. Policy implementers impact directly on programs which are promoted by their organizations and on individuals in their organizations. The programs impact on broad populations, some on the entire nation. Content wise, their influence is limited to the field of agriculture and related industries.

Principal Functions: Most policy implementers are program designers and managers. They are responsible for translating policy into programs in the ministries with major agricultural programs. As Directors of major divisions they consult with chief executive officers on these programs. As leaders of NGO's, they also have important influences on the design and operation of agricultural assistance programs. As legislative officials and staff persons, they impact on government legislation regarding agriculture programs. And as bank managers, they determine how credit and other incentives to agriculture are to be structured.

Selection Criteria and Process: Nominations should be solicited from major agricultural policy makers. They can readily identify important agriculture program leaders who they attempt to influence. Nominations should also be solicited from leaders of important private sector organizations working in agriculture, such as FUNDAGRO. Professionals under 40 years of age should receive preference under the program. Candidates should have a minimum of ten years of experience working in the agriculture field. Final selection should be made by USAID staff, based on interviews and pertinent types of information from other sources. Openness to change and alternative perspectives should be an important criterion in the selection process.

Agri'ture/Nat Resources    Agricultural Policy Implementers (Cont.)

**Types of Training:** Training should be both theoretical and practical. Classroom training should be organized to introduce trainees to alternative techniques of data collection and policy analysis from which conclusions are drawn. Emphasis should be on empirical methods. By understanding them, trainees will be better able to understand the framework within which policy recommendations are derived, and thus, more sympathetic to them. The training program should include opportunities to observe how policy analysts, decision makers and program planners and managers interact in the agriculture field. This aspect of the training should focus on interaction between university faculty and their agriculture clientele.

**Experience America:** Trainees should be exposed to various facets of American life and culture. Among those identified as priority for Ecuador, volunteerism, entrepreneurship within a free market system, and private enterprise contributions to the community should have priority. Volunteerism should be demonstrated through major adult and teen farm organizations and clubs, such as Future Farmers, and the National Farm Bureau. Trainees should be shown how these organizations impact on agriculture policy and conduct activities which parallel those of government agriculture programs. They should also become familiar with the agribusiness sector, especially businesses that are directly impacted by government policies. Trainees should be exposed to how private enterprises interact with agricultural policy analysts, government officials responsible for determining policy, and government officials who implement agriculture support programs. To the extent possible, these activities should be integrated with formal aspects of the training program.

Agri'ture/Nat Resources      Agricultural Policy Implementers (Cont.)

**Place and Duration:** Training programs should be designed to parallel academic programs; and should last for from nine to twelve months. As with other agriculture programs proposed for CLASP-II, we recommend that the training be provided by a major land grant university with a long track record of research and technical assistance in Latin America, and significant current staff expertise about agriculture and agricultural policy in Latin America. Examples of universities of this type, which also have AID/S&T-sponsored JMOUs with Historically Black agriculture colleges, are Minnesota, Michigan State, Wisconsin-Madison and Ohio State. The program could include visitation to all of these sites and more. Nonformal training should be designed to complement the classroom training and should be organized around activities of faculty who work in agriculture.

**Special Considerations:** Ideally, trainees will have command of English. If not, the number of universities eligible to provide this type of training will be limited. Given the importance of fluency in English to networking internationally in agriculture, CLASP-II may decide to provide language training as part of the program. Classes should be taught by faculty with substantial experience in Latin America. Consideration should also be given to identifying a policy analyst - possibly from IDEA - to accompany the group. His/her role would be to facilitate discussion of alternative policy analysis techniques and how policies are implemented in the U.S. This individual would also be expected to play a major role in follow-on activities.

**Follow-On Activities:** Special seminars and workshops, which bring agriculture policy analysts in Ecuador together with returned trainees, should be organized. These encounters

Agri'ture/Nat Resources      Agricultural Policy Implementers (Cont.)

should result in in-depth analyses of policy recommendations which impact on the programs of returned trainees. Independently, ex-trainees should be provided with opportunities to share their experiences with other agriculture program planners and managers, and to receive additional training.

**Multiplier Effects:** Returned trainees will impact on programs in their respective organizations. Through their decisions, they will influence the actions of others in their organizations. As advisors to decision-makers, - they will influence agriculture policy for their employer organizations. Through interaction with other agriculture programs managers, they will have additional effects on agriculture policies and programs.

Gov't/Dem'tic Ini'tivesYoung Political Leaders

- Income Level:** Upper Middle and Middle
- Sphere of Influence:** Their leadership position allows them to exercise direct influence over fellow partisans, and indirect influence over the general public. Influence is generally localized to specific communities. Leadership is specific to opinion formation.
- Principal Functions:** Their primary function is to promote the political platform of their parties and relate this platform to the solution of major local and national problems. This includes attempts to convince others to join their parties. They use every means available to diffuse information about their parties and their platforms. Indirectly, they all contribute to the preservation of the democratic system.
- Selection Criteria and Process:** Nominations should be solicited from several sources. We recommend that editors of major newspapers, leaders of local and regional journalist associations and deans of university political science programs be requested to nominate candidates. Candidates should be screened by several important personal characteristics, such as personal honesty and moral integrity. They should be under 40 years of age. Final selection should be made by USAID staff in consort with local contractors, and perhaps other key individuals. This selection should be based on a personal interview and an essay on personal aspirations and opinions about community service.
- Type of Training:** Training should be eminently practical, and primarily of the participant observation type. We recommend that the training coincide with the national elections of 1994. Opportunities should be sought for them to take part in major political campaigns at national and/or state level. They should also be provided with ample opportunities to understand how political decisions are made,

Gov't/Dem'tic Ini'tivesYoung Political Leaders (Cont.)

including interaction of special interest groups with office holders and with their staffs. Internships should be sought for them with staffs of major politicians.

**Experience America:** Exposure to several values identified as priority for Ecuador is appropriate. They include grass roots democracy, particularly as it relates to impacting on state and national decisions through activities carried out at the community and neighborhood levels. The second important value is the symbiotic relationship between citizens' responsibilities and rights, with special focus on volunteer participation in political campaigns. Emphasis should be on community issues, such as school tax levies. The other value is related to entrepreneurial activity within free market systems, and how this is supported through democratic political process.

**Place and Duration:** A major U.S. university could take responsibility for the training. Initially, trainees should be provided with an overview of the U.S. political system, including the relationships between local, state and national governments. Focus should also be on how the system is responsive to clientele interests and how individual politicians seek input from their constituencies. Most training should occur in numerous locations. Trainees should have the opportunity to intern with party organizations and participate in a major political campaign, preferably at the state level. At the end of their observation tour, they should return to the training institution to interchange experiences and identify major conclusions drawn from the experience. The program should be undertaken in a period of from two to three months.

**Special Considerations:** Training should be provided in Spanish. Participants should have the opportunity

to interview Hispanic political leaders and leaders of major political parties. These activities should be related to participation in political campaigns.

**Follow-On Activities:**

Participants should be encouraged to use various national fora to discuss their experiences with members of their political parties and with the general public. They should be encouraged to transmit their observations through newspapers and televised talk shows. They should also be encouraged to maintain contacts with members of major U.S. political parties.

**Multiplier Effects:**

Major multiplier effects will occur through their participation in the Ecuadorian political process. Through sharing their experiences, they will influence democratic political processes in Ecuador. Their impact on Ecuador's political system will increase as they assume major political offices.

Gcv't/Dem'tic Ini'tivesCommunity Leaders - Cabildos

- Income Level:** Low
- Sphere of Influence:** Cabildos have extensive influence over the communities in which they reside. They have major responsibility for making most community decisions. They are recognized as formal leaders by members of the community, and decisions made by them are generally accepted by the community.
- Principal Functions:** Their activities span a wide variety of functions. They impact on economic production, and on economic and political and administrative matters in the community. They are at once promoters, guides, motivators, judges and counselors within their communities. They act as representatives of the community in relationship with the formal authorities.
- Selection Criteria:  
and Process** Nominations of candidates should be solicited from members of organizations that are familiar with leadership in rural communities. These would be agents of the Ministries of Agriculture and Social Welfare, particularly those working in rural development, and members of NGO's such as AMIGOS and CARE. Peace Corps Volunteers, who live in the communities, are also familiar with the grass roots leadership structure. Nominators should be instructed to take care to propose individuals who will not have leadership positions in their communities adversely affected by participation in the program. It is the intent of the program to strengthen their leadership positions. We recommend that all nominees be under 45 years of age, and that they have been in leadership positions for at least 5 years. Final selection should be made by USAID staff, in collaboration with local contractors and other key individuals.
- Types of Training:** Training should be designed to provide them with technical and leadership skills. Most important are the leadership skills.

Gov't/Dem'tic Ini'tives      Community Leaders - Cabildos Cont.)

The candidates themselves should be asked the types of training which would be most beneficial to them, particularly as it relates to technical areas. Leadership training should emphasize how to organize groups, motivate them, and increase member participation in group decisions. Formal classroom training should be supplemented with opportunities for them to observe rural community government. They would also benefit from contact with leadership of the several Indian reservations (nations), who have been successful in organizing and defending community interests, and observations of how they interface with government and private voluntary agencies to secure resources for their communities. Several organizations, such as OXFAM, are qualified to organize this training.

**Experience America:** Trainees should be provided with opportunities to observe how individual initiative in the U.S. is manifest in the organization of local groups and associations, and in promoting community welfare. Similarly, they should be exposed to volunteer activities in rural communities, observing how volunteers are motivated and rewarded by the community. Leaders should also observe how grass roots organizations impact on regional and national decisions that in turn reflect back on local communities. Finally, they should be given the opportunity to observe the symbiotic relationship between individual rights and responsibilities at the local level, particularly as it relates to participating in community projects and programs, and the benefits secured from them.

**Place and Duration:** Where the classroom training is administered will depend on the training organization selected. It should be located at the headquarters of this institution. In addition to OXFAM,

Gov't/Dev'tic Ini'tivesCommunity Leaders - Cabildos Cont.)

institutions working in rural community development should also be considered. Observational training should be associated with an Indian reservation in the southwest where Spanish is spoken, or with rural communities in which significant migrants from Latin America have settled. The program should not last more than two months.

**Special Considerations:**

Training should be provided in Spanish. Emphasis should be given to observation experiences. To maximize impact of training, consideration should be given to having a member of an NGO or government organization that works with rural community leaders accompany the trainees. S/he could help the trainees interpret what they observe in the U.S. in light of their own realities. S/he could serve as a catalyst in promoting discussion of what is observed in the U.S. Finally, s/he could serve as a facilitator of post-training activities and help relate the training to programs with community leaders in Ecuador.

**Follow-On Activities:**

Returned trainees should be given opportunities to discuss how they applied what they learned in the U.S. to their local communities with other members of their group. Meetings should also be used to provide additional leadership training to them and to introduce them to sources of assistance from government agencies and from NGO's. Efforts should be made to facilitate continued interaction with contacts in the U.S.

**Multiplier Effects:**

Multiplier effects from this training will occur within the communities of the returned trainees as they interact with other community leaders. They will impact on community opinions as well as on all types of community organizations.

Gov't/Dem'tic Ini'tivesHuman Rights Leaders

- Income Level: Middle
- Sphere of Influence: Activities undertaken by these individuals impact locally as well as nationally. They impact on all social classes and ethnic groups. Impact is limited to the guarantee of citizen rights under the government constitution.
- Principal Functions: Their principal function is to inform the public of human rights violations. Their role is to oversee the administration of justice, particularly as it relates to prisoners rights and abuses of political rights. These activities are also related to prison conditions. The rights of indigenous populations is becoming a greater concern of human rights leaders.
- Selection Criteria and Process: The number of leaders working in this area is relatively small. However, they are well known to the public. Nominations should be solicited from owners of major news media, particularly those which are used by human rights leaders to inform the public about abuses. Officials of the Supreme Court should also be asked to nominate candidates. Care should be taken to select individuals who have positively contributed to the protection of human rights, and who are interested in expanding their international network of contacts. The USAID staff should make the final selection, based on information from personal interviews and other sources. Particular emphasis should be placed on selecting individuals under 40 years of age.
- Type of Training: Training should be centered around activities of human rights groups in the U.S. Participants should have ample opportunity to review the structure of U.S. human rights organizations and how they carry out their functions. Sources of funding for them should also be reviewed. The overview should be given at the beginning of the program, and be

Gov't/Dem'tic Ini'tivesHuman Rights Leaders (Cont.)

classroom focused. The duration of the program should include direct participant observation of the activities of these groups in areas of relevance to Ecuador, including protection of Native American rights, prisoners' rights and the guarantee of freedom of expression through political parties.

**Experience America:** Exposure to several values associated with the CLASP Ecuador program is of particular relevance to this group. Values include grass roots democratic action and the nexus between individual citizen rights and responsibilities. Exposure to grass roots democratic action should be focused on how this activity, which is largely voluntary, helps to maintain the integrity of the system, and, therefore, reduce abuses by people in power. Exposure to the relationship between individual rights and responsibilities should be cast in light of guarantees of political expression and the imperative that this expression occur responsibly.

**Place and Duration:** Special care should be taken to select an appropriate training organization. Human rights groups in Ecuador should be consulted about which organizations they believe would be the most appropriate. An important outcome of the training would be the networking of human rights groups in Ecuador with groups in the U.S. Trainees should be given ample opportunities to interact with members of human rights groups in the U.S. as they go about their business. Ideally, they would undergo personal internships of two to four weeks within the offices of these groups. The program should be designed to last for from one month to two months.

**Special Considerations:** Training should be provided in Spanish. An integral part of the program should be interviews with various human rights workers, and observation of their

Gov't/Dem'tic Ini'tivesHuman Rights Leaders (Cont.)

activities. Trainees should also interview judges and lawyers, in addition to police officials, about how rights are protected in the U.S. through activities of human rights groups.

**Follow-On Activities:** Returned trainees should assume responsibility for organizing public meetings and seminars to discuss what they observed in the U.S. Meetings of returned trainees and other human rights workers should be organized to debate how to implement in Ecuador, innovations observed in the U.S. Ex-trainees should be encouraged to share how they have attempted to implement these ideas. Efforts should be made to maintain contacts established in the U.S. and to increase networking with international human rights groups.

**Multiplier Effects:** Major multiplier effects will occur through the activities undertaken by returned leaders. Many are in important public institutions through which they impact on national policy and programs. At the micro level, they will interact with other human rights organization members and with representatives of organization that may on occasion be responsible for abuses.

Gov't/Dem'tic Ini'tivesElection Officials

- Income Level: Middle
- Sphere of Influence: Election officials have a major impact on national electoral policy and process. They are not elected leaders, having been appointed to their positions. However, their actions are of extreme importance to democratic institutions. Their influence is limited to political process, more specifically to elections.
- Principal Functions: Their principal functions are related to electoral process. They are responsible for organizing, controlling, directing and managing the electoral process. These activities are carried out for local elections as well as national elections, including presidential elections. In this capacity, they impact on the coordination of political party activities in Ecuador.
- Selection Criteria and Process: High tribunal authorities should be consulted about appropriate selection criteria. Only career employees should be considered. Political appointees should not be considered. Directors of the tribunal court should be requested to nominate candidates. The USAID staff will need to screen candidates carefully to ensure the final candidates are of impeccable moral character and are recognized as honest public servants by the public and by major political parties. A personal interview and reference letters should form the basis for selection.
- Type of Training: Training should be primarily experiential, based on extensive interviews and observation of the role of election official in the electoral process in the U.S. Initially, they should be provided with an overview of the U.S. political system and how the electoral process dovetails with it. This training could be conducted in the classroom. Special emphasis should be given to interface of

Gov't/Dem'tic Ini'tivesElection Officials

election officials with political parties during the electoral process. This should include the role of community volunteers at polling places. If possible, trainees should be programmed to observe the process of a major electoral campaign.

**Experience America:** Several of the priority values for Ecuador's CLASP program are of special importance for this group. The first is volunteerism. Trainees should have the opportunity to observe how community volunteers participate in the electoral campaign and in the voting process; and how this provides legitimacy to the process. They should also be able to observe how volunteer activity is the focal point of contact between major political parties and the electoral process. Observation of how grass roots organizations impact on regional and national decision-making processes would also be of value. Related to the role of volunteerism is the relationship between citizens rights and responsibilities, and how this plays itself out in the political process.

**Place and Duration:** The program should begin at the headquarters of the organization responsible for it, preferably located in Washington, D.C. An overview of the U.S. political system and electoral process should be provided at that point. Following this, trainees should be located in cities where they will be able to observe the electoral process. This may be at state campaign headquarters of major political parties. Ideally, the training would occur during October-November, 1994 at the time of the next national elections.

**Special Considerations:** Training should be provided in Spanish. To facilitate interaction, observational training should be in major cities with large Spanish speaking populations, such as Miami, New York, and Los Angeles.

Gov't/Dem'tic Ini'tivesElection Officials

**Follow-On Activities:** Returned participants should be highly encouraged to follow-up with public meetings and seminars during which they should inform the public about their experiences. Special efforts should be taken to involve representatives of major Ecuadorian political parties in this process, in order to foment better ties with them. Returned participants should also be given opportunities to meet among themselves to discuss how to implement ideas and practices observed in the U.S. They should be encouraged to maintain contact with counterparts in the U.S.

**Multiplier Effects:** The training will have major multiplier effects through activities undertaken upon return. They will be limited only by the degree to which returned trainees opt to share their experience and their knowledge of the U.S. electoral process with their colleagues and with Ecuadorian public.

Gov't/Dem'tic Ini'tivesIndigenous Group Leaders

- Income Level:** Lower Middle and Low
- Sphere of Influence:** These leaders have influence at both the national and local levels. National influence is exercised through national indigenous organizations. Local influence is exercised through group activities at this level, representation of the interests of these groups with local authorities, and direct interaction with members of the indigenous community.
- Principal Functions:** Their principal functions are to organize, coordinate, lead and manage a series of actions in favor of the indigenous community. Most actions are political in nature, and supportive of economic and social needs of their communities. They serve as a bridge between local authorities and their respective communities, as well as between them and other campesino organizations and NGO's working with indigenous communities.
- Selection Criteria and Process:** We recommend that special care be taken in selecting indigenous leaders. An extra step should be included in the selection process, namely consultation of the local indigenous community regarding final selection of candidates. This will be important to ensure the legitimacy of the training experience. Nominations should be solicited from members of organizations that work closely with the indigenous community. Examples are provincial directors of the Ministries of Agriculture and Social Welfare and NGO's, such as Swiss Aid and CARE. Candidates should be recognized leaders. Preferably, they will not exceed 40 years of age. Final selection should be made by USAID staff, in collaboration with local contractors and other select personnel.
- Type of Training:** Training should be designed to provide them with technical and leadership skills. The leaders themselves should be asked to

Gov't/Dem'tic Ini'tivesIndigenous Group Leaders (Cont.)

to identify the types of training which would be most beneficial to them, particularly as it relates to technical areas. Leadership training should emphasize how to organize groups, motivate them, increase member participation in group decisions, and negotiate for group benefits. Formal classroom training should be supplemented with opportunities for them to view how leadership is exercised on several Indian reservations (nations). Care should be taken to select cases in which leaders have been successful in organizing and defending community interests. Interface of Indian leaders with government and private voluntary agencies to secure resources for these communities should be discussed and, if possible, demonstrated. Organizations, such as OXFAM, are qualified to organize this training.

**Experience America:** Trainees should be provided with opportunities to observe how individual initiative in the U.S. is manifest in organization of local groups and associations, and in promoting community welfare. Similarly, they should be exposed to volunteer activities in rural communities, observing how volunteers are motivated and rewarded by the community. Leaders should also observe how grass roots organizations impact on regional and national decisions that in turn reflect back on local communities. Finally, they should be given the opportunity to observe the symbiotic relationship between individual rights and responsibilities at the local level, particularly as it relates to participating in community projects and programs, and benefits from them.

**Place and Duration:** Several organization, who work directly with indigenous populations, such as "Cultural Survival" and "Survival, International," should be approached as possible providers of this training. The

contractor for training should consider contacting the Latin American Studies Association for names of academic institutions with appropriate qualifications. Most training should be eminently practical, and revolve about leadership activities on Indian reservations. Trainees should be able to observe how leaders on these reservations organize and conduct programs and projects, in addition to how they lobby the federal government for benefits.

**Special Considerations:**

Training should be provided in Spanish. Emphasis should be given to observation experiences. To maximize impact of training, consideration should be given to having a member of an NGO or government organization that works with indigenous communities accompany the trainees. S/he could help the trainees interpret what they observe in the U.S. in light of their own realities. S/he could facilitate post-training activities and relate the training to programs with community leaders in Ecuador.

**Follow-On Activities:**

Returned trainees should be given opportunities to discuss how they applied what they learned in the U.S. to their indigenous communities with other members of their group. Meetings should also include additional leadership training and the introduction of sources of assistance from government agencies and from NGO's. Continued U.S. contacts should be facilitated.

**Multiplier Effects:**

Multiplier effects will occur through the interaction of returned leaders with other indigenous leaders and with their communities. Additional effects will accrue from the impact which they have on the national indigenous movement as a result of their training.

<u>Export/Trade/Investment</u>	<u>Non-Traditional Export Producer</u> <u>Association Leader</u>
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- Income Level:** High and Middle
- Sphere of Influence:** The influence of these leaders is primarily on association members, and secondarily on organizations with which the associations interact. They influence member production and marketing practices, and their attitudes with regard to policies directly related to their fields of production. They also influence decisions taken by leaders of organizations that interface with the producer associations, such as cooperatives, banks, and export firms.
- Principal Functions:** Their primary function is to manage the associations. Their secondary function is to provide services to their members. Management includes personnel, finances, and credit. Services to members includes lobbying government agencies and private organizations to secure benefits for the associations, and acquiring technical assistance for members. Technical inputs can include material inputs, such as pesticides; they can also include consultant inputs for specific production issues.
- Selection Criteria and Process:** Nominations should be solicited from organizations that work directly with these associations, such as FUNDAGRO, FEDEXPORT, and the Ministry of Industry. Candidates should be proven leaders, with several years of experience in association leadership positions. Preference should be given to younger leaders (under 40) who seek new technologies and opportunities for their associations. A quota system, based on commodity type should be developed in order to facilitate in-depth training of interest to all participants. As for all groups, USAID staff should make the final selection based on interviews and background materials. Preference should be given to leaders of modest economic means, and those which represent groups of smaller producers.

Export/Trade/InvestmentNon-Traditional Export Producer  
Association Leader (Cont.)

Type of Training: Training should include classroom experiences as well as extensive visitation to commodity producer association headquarters and participant observation at these headquarters. We recommend that this training be sequenced. Initially, trainees should be oriented to producer associations in the U.S. This would include an overview of how they interact with universities and other sources of technical expertise, with state and national legislatures and government agencies, and with marketing cooperatives and private firm buyers. This training should be complemented with management and leadership techniques, and, if appropriate, the application of computer technology to organizational management and administration. This should be followed by visits to producer associations and internships with associations dealing with products similar to the trainees' associations. Care should be taken to match trainees with appropriate associations. The training program should end with discussions of these experiences and how they might apply to Ecuador.

Experience America: Priority experiences should include exposure to several values considered to be priority for Ecuador's program. They include volunteerism, as it relates to the organization of economic interest groups, entrepreneurship and its relation to free market systems, and the relationship between citizen rights and responsibilities. These experiences should be tightly interwoven with interaction with U.S. producer associations and how these values are manifest through participation of members in these associations. Trainees might also visit the U.S. Congress to discuss how producer associations lobby congressmen and the staff members for benefits. This visit could be coupled with visits to national offices of U.S. producer associations.

Export/Trade/InvestmentNon-Traditional Export Producer  
Association Leader (Cont.)

**Place and Duration:** Training could be provided by an agricultural university with strong ties to commodity producer associations, or by a national organization that represents all producer associations. Consideration should be given to universities with JMOU's with AID/S&T in order to include participation by HBCU's through the JMOU mechanism. The training programs should not be greater than three months duration.

**Special Considerations:** Training should be provided in Spanish. As for other groups, we recommend consideration of including a representative of an organization that works with Ecuadorian producer associations. This person could facilitate discussion of experiences gained in the U.S., and post-training activities in Ecuador.

**Follow-On Activities:** Returned trainees should be provided with opportunities to meet on a regular basis to share how they have applied principles and techniques learned in the U.S. with their colleagues. These meetings should include participation by regional associations and leaders of other producer associations. Continued contact with leaders of parallel U.S. associations should be facilitated as well as access to relevant commodity and association literature.

**Multiplier Effects:** This training program promises to have numerous multiplier effects through returned participant interaction with their association members and interaction with leaders of other associations who did not participate in the training program.

Export/Trade/InvestmentArtisan Association Leaders

- Income Level:** Lower Middle
- Sphere of Influence:** Artisan association leaders have great influence over members of their associations. They provide assistance regarding production techniques and in marketing their products with intermediaries and other buyers. Sometimes, they also act as intermediaries in the purchase of production inputs, including credit. Their influence over association members is direct.
- Principal Functions:** Their primary function is to manage the associations. Their secondary function is to provide services to their members. Management includes personnel, finances, and credit. Services to members includes lobbying government agencies and private organizations to secure benefits for the association, and acquiring technical inputs to the production process. Technical inputs may be materials. They may also be consultant advice about specific production activities.
- Selection Criteria and Process:** Artisan leaders are easily identified by their position in the organization. Nominations should be solicited from several intermediary organizations who work with these associations, such as OCEPA and CENAPIA. Initial selection should be based on past records. Only leaders with proven records of leadership should be nominated. The USAID Mission, in consort with local contractors and other key advisors, should make the final selection, based on interviews and other background materials.
- Type of Training:** Emphasis should be given to technical training, related to organizational management and to quality control. They should receive classroom training in accounting, bookkeeping and financial management. In addition they should be given training designed to improve their

leadership skills, such as in group dynamics and group motivation. Technical training should also include marketing techniques, packaging products, design problems, etc. The classroom training should be complemented with visits and possibly internships with small artisan firms.

**Experience America:** Several values considered to be priority for Ecuador should be emphasized for artisan leaders. Ideally, these extra-curricular experiences would be integrated with other aspects of their training. First, they should be exposed to how individual initiative is related to the organization of local groups for collective, economic benefit. Second, they should observe the relationship between entrepreneurship, particularly small business development, and the U.S. free market system. Third, they should be put in contact with community voluntary organizations, particularly those designed to increase business opportunities in the community. Ideally, this would be done through participant observation.

**Place and Duration:** We recommend that an organization that works with artisan industries be contracted to provide the training. Classroom training should be provided at its headquarters. In addition, visits and possible internships should be scheduled with local artisan industries and with major purchasers of Andean artisan products. The training program should be designed for two or three months.

**Special Considerations:** Training should be given in Spanish. As for many other groups, we recommend that consideration be given to including a representative of an organization that works with Ecuadorian artisan associations. This person could facilitate discussion of experiences gained while in the U.S. and post-training activities in Ecuador.

Export/Trade/Investment      Artisan Association Leaders (Cont.)

Follow-On Activities: Returned trainees should be provided with opportunities to meet on a regular basis to share how they have applied principles and techniques learned in the U.S. with their colleagues. These meetings should include participation by regional associations and leaders of other producer associations. Continued contact with U.S. artisan industries should be facilitated as well as access to relevant commodity and association literature.

Multiplier Effects: There will be numerous multiplier effects through returned participant interaction with their association members and interaction with leaders of other associations who did not participate in the training program.

**APPENDICES**

## ACRONYMS

- ADC - Advanced Developing Country
- AME - Ecuadorian Municipal Government Association
- ANRO - Agricultural Natural Resources Office
- APSP - Andean Peace Scholarships Program
- ASAPROFAR - Ecuadorian Association of Producer and Distributors  
of Pharmaceutical Products
- BEDE - Ecuadorian Development Bank
- BEV - Ecuadorian Housing Bank
- CDSS - Country Development Strategy Statement
- CEDIS - Ecuadorian Center for Social Research
- CEMOPLAF - Medical Center for Family Planning Orientation
- CENAPIA - National Center for the Promotion of Small Artisan  
Industries
- CLASP - Caribbean and Latin American Scholarship Program
- CLIRSEN - Center for Survey of Natural Resources by Remote Sensing
- CONSULCENTRO - Central Consultants (Private Firm)
- EIL - Experiment in International Living
- ENAC - National Agricultural Storage and Marketing Company
- FAO - Food and Agricultural Organization
- FHO - Family Health Office
- FLACSO - Latin American Social Science Faculty
- FUNDAGRO - Foundation for Agricultural Development
- FUT - United Worker Front
- FY - Fiscal Year
- GDO - General Development Office

GOE - Government of Ecuador  
IDB - Interamerican Development Bank  
IDEA - Agricultural Policy Studies Institute  
IICA- Interamerican Institute for Agricultural Cooperation  
INEM - National Employment Institute  
INIAP - National Institute for Agricultural Research  
MOH - Ministry of Health  
NATURA - Nature Foundation  
NGO - Non-Governmental Organization  
OCEPA - OCEPA Ecuadorian Artisan Industry  
PPD - Program and Policy Development Office  
PROTECA - Program for the Development of Agricultural Technology  
PVO - Private Voluntary Organization  
RHUDO - Regional Housing and Urban Development Office  
SIF - Social Institutional Framework  
TIERRA VIVA - Foundation for Environmental Conservation  
USAID - U.S. Agency for International Development

## INTERVIEWS

## A. USAID Mission

## (1) Family/Health Office (FHO)

- \* Michael Goldman
- \* Ken Yamashita

## (2) Program and Policy Development Office (PPD)

- \* Michael Deal
- \* Guillermo Juaregui

## (3) Regional Housing and Urban Development Office (RHUDO)

- \* Alfonso Palacios
- \* James Stein
- \* Lindsay Elmendorf

## (4) Mission Executive Team

- \* Charles Costello, Mission Director
- \* H. Robert Kramer, Deputy Mission Director

## (5) General Development Office (GDO)

- \* Jennifer Stimpson
- \* Derek Singer
- \* Susy Winter de Navas

## (6) Agriculture/Natural Resources

- \* Richard Peters
- \* David Alverson
- \* Marco Penarera
- \* Douglas Southgate

## B. Instituto de Estratgeicas Agropecuarias

- \* Neptali Bonifaz
- \* Hugo Ramos
- \* Pablo de la Torre
- \* Duty Green

## C. Experiment in International Living

- \* Jose Julio Cisneros
- \* Susan Ward
- \* Milton Ortega

## D. Returned APSP Scholars

## (1) Municipal Government

- \* Hugo Ruiz, Mayor, Tulcan
- \* Manuel Quezada, Tulcan
- \* Alfonso Pasquel, Mayor, Ibarra
- \* Ramiro Aguilar, Ibarra
- \* Wilson Patricio Mantilla

## (2) Rural Women Community Leaders

- \* Lydia de Tulcan, Huaca (Barrio San Jose)
- \* Hortencia Cuamacas, Los Andes (Conquer)

## (3) Newspaper Reporters

- \* Ramiro Buchelli

## E. Fundacion German

- \* Fernando Navarro, TECHNISEGUROS
- \* Wilson Granja

## F. United Nations

- \* Diego Palaçios, Population Fund

## G. ASOPROFAR

- \* Maria del Carmen Oleas

## H. Proyecto "Quitumbre"

- \* Edwin Ripalda

## I. Banco de Fomento

- \* Jorge Anhalzer

## J. FUNDAGRO

- \* Gustavo Enriquez
- \* Jaime Roman

## K. Ministry of Agriculture

- \* Hector Cruz
- \* Teresa Castellano
- \* Natalia Arellano
- \* Cecelia Busto de Borja
- \* Carlos Crespo
- \* Pablo Uria

## L. Ministry of Social Welfare

- \* Hugo Buitron Torres

## M. Association of Ecuadorian Municipalities

- \* Jaime Torres Lara
- \* Diego Pena

## N. Ministry of Health

- \* Plutarcho Naranjo
- \* Guillermo Troya

## O. Fulbright Commission

- \* Gonzalo Cartagenova

## P. Federacion de Exportadores de Cameron (Guayaquil)

- \* Fernando Tamayo
- \* Renato del Campo
- \* Eduardo Pena

## Q. Camera de la Pequena Industria (Guayaquil)

- \* Vicente Panchana

## R. Camera de Agricultura de la 2da. Zona (Guayaquil)

- \* Jorge Maldonado

## S. CADUR (Centro de Apoyo al Desarrollo Rural y Urbana - Guayaquil)

- \* Raul Egas
- \* Luis Castiallo

## T. CONSULCENTRO (Cuenca)

- \* Fernando Cordero

U. CEDIS (CUENCA)

\* Hugo Dutan

V. Obispado de Cuenca

\* Obispo Alfredo Luna Tobar

W. AYUDA EN ACCION (Cuenca)

\* Jose Maria Egas

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JNV-BEV

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**EXPANDED LIST OF LEADER GROUPS**

**Education::**

**A. National:**

- (1) Director of MOE Departments
- (2) Education Planners/University
- (3) Board Members of CNU

**B. Provincial:**

- (1) Provincial Directors of MOE
- (2) School Inspectors
- (3) Principals of Public Secondary Schools
- (4) Principals of Elementary Schools
- (5) Normal School Teachers
- (6) University Student Leaders

**C. Local:**

- (1) School Teachers
- (2) Normal School Teachers
- (3) Literacy Educators

**Urban Growth/Management:**

**A. National:**

- (1) Directors of National Housing Cooperatives
- (2) Members of AME

**B. Provincial:**

- (1) Consejos Provinciales
- (2) Members of Housing Cooperatives
- (3) Mayors/Municipal Government Employees

**C. Local:**

- (1) Members of Housing Cooperatives
- (2) Members of Cooperatives - Pro-Vivienda
- (3) Community Leaders - Related to Housing Needs
- (4) Members of Small Savings and Loan Associations

**Government/Democratic Initiatives:****A. National:**

- (1) Presidential Advisors
- (2) Congressmen
- (3) Members of Supreme Court
- (4) Directors of National Political Parties
- (5) Presidents of Worker Unions
- (6) Board of Directors of National Indigenous Assn.

**B. Provincial:**

- (1) Alcaldes
- (2) Prefectos
- (3) Judges
- (4) Superior Court Members
- (5) Provincial Union Assns.
- (6) Directors of Provincial Indigenous Assns.
- (7) Provincial Leaders of Political Parties
- (8) Provincial Councilmen
- (9) Municipal Councilmen

**C. Local:**

- (1) Women's Assns.
- (2) Presidents of Local Councils
- (3) Presidents of Comunas Campesinas
- (4) Directors of Local Indigenous Assns.
- (5) Political Party Leaders at Local Level

**Agriculture/Natural Resources|:****A. National:**

- (1) Subsecretaries of Agriculture
- (2) Directors of Institutions Annexed to Agriculture
- (3) Directors of Small Ag Producer Assns.
- (4) Directors of National Parks
- (5) Directors of Resource Conservation/Management Assns.
- (6) Directors of Banco de Fomento
- (7) Leaders of Medium Ag. Producer Assns.

**B. Provincial:**

- (1) Jefes Provinciales of MOA
- (2) Regional Directors of Small Producer Assns.
- (3) Leaders of Agricultural Cooperatives

**C. Local:**

- (1) Extension Agents
- (2) Rural Promoters
- (3) Community Leaders
- (4) Lideres de Cabildos
- (5) Leaders of Women Campesino Assns.
- (6) Park Inspectors
- (7) Park Guards
- (8) Agricultural Cooperative Leaders
- (9) Teachers "Institutos Agropecuarios"

**Health:**

**A. National:**

- (1) Directors of MOH Departments
- (2) National Directors of MOH
- (3) Directors of National Health Programs

**B. Provincial:**

- (1) Directors of Jefaturas de Salud
- (2) Director of Health Centers
- (3) Health Inspectors
- (4) Directors of Rural Workers Insurance
- (5) Directors of Rural Health Centers
- (6) Health Promoters

**C. Local:**

- (1) Director of Health Sub-Centers
- (2) Boticarios at Local Level
- (3) Parteras
- (4) Rural Doctors
- (5) Health Promoters

**Export, Trade and Investment:**

**A. National:**

- (1) Officials of CENAPIA
- (2) Directors of National Tourism Office

**B. Provincial:**

- (1) Directors of Small Producer Cooperatives
- (2) Directors of Provincial Assns. of Artisans
- (3) Directors of Artisan Cooperatives

LESSONS LEARNED  
CLASP-I

by

Jennifer Stimpson

1. Selection of target groups (field of training and identification of intermediary organizations) should be based on a more realistic analysis of the likelihood of meeting female and disadvantaged participant criteria. Requiring intermediaries to submit women candidates in a male-dominated field is an unsuccessful strategy.
2. In the future, in order to ensure greater clarity in the overall direction of the APSP, training proposals (requests) should only be considered within the priority fields determined during the initial program planning phase to be compatible with APSP objectives and criteria. The SIF will help to identify these areas.
3. Selection of target groups should also take into account the types of training and Experience American possibilities that are available in the U.S. and what areas of U.S. experience are likely to be most applicable to host country needs.
4. Intermediary institutions are selected in part on the basis of their ability to support follow-on activities. Once a potential intermediary's proposal has been accepted, its commitment to follow-on should be formalized.
5. Whenever possible, institutional commitment should be secured (from both the institution and participant). Making institutional commitment a requirement would: (a) assist the Mission in identifying leaders who can contribute to the Mission's institutional strengthening objectives; (b) serve as a guarantee that the participant will use the training to benefit targeted organizations; and (c) strengthen follow-on.
6. An interview process should also be used to assess short-term candidates. Group interviews for short-term candidates permit observance of desired individual leadership traits and group dynamics, including the ability to listen, comprehend and synthesize concepts.
7. When dealing with grass roots "campesino-type" groups, it is especially important to verify that the candidates possess basic identify documents before selection.
8. Likewise, results of security checks must be received before candidates are advised of acceptance.

9. Peace Corps Volunteers can serve as recruitment scouts for candidates in their fields of activity and provide support with travel documentation requirements to rural participants.
10. APSP/Ecuador has implemented an English language policy requiring candidates to possess a minimum level of proficiency prior to selection and to make reasonable progress in in-country English language training during a 3 month trial period prior to finalization of selection.
11. In order to minimize the amount spent on U.S. ELT, our in-country ELT program is designed to bring participants up to a level of proficiency requiring approximately 4 months of "topping off" (Given our long-term participants' low levels of English language proficiency, we are now considering utilizing long-term group programs in Spanish).
12. It is important to clarify from the beginning (interviews with long-term candidates) what OIT's and the Mission's dependent certification requirements are and to note the fact that dependent certification is also influenced by factors such as academic progress.
13. Long-term participants' letters of acceptance sent to long-term participants should discuss and clarify the following conditions: reasonable progress in English language training, acceptance by a U.S. university, acceptable academic progress, and compliance with the terms of the scholarship. In addition, mention should be made of the importance of attitudinal factors such as sufficient interest and cooperation during the pre-departure preparation period.
14. APSP/Ecuador has developed a two-phase orientation program. The first phase lasts roughly 2 days and takes place approximately 1 1/2 months before departure. The second phase (approximately 3-5 days) occurs just before departure. The first half includes an individualized needs assessment, medical examination, assistance with travel documentation, group bonding, and the beginning of Survival English. The second half includes culture orientation information about the course, and logistical arrangements, visas, distribution of advance maintenance allowance, explanation of the airport experience (as required), dialogue with AID representatives (usually senior management), more "group bonding" and more Survival English.

Professional-level participants also require and have the time for the orientation program.

15. Participants should be advised from the time of the interview that their participation in orientation sessions, and a one-

day debriefing session immediately following their return, are mandatory aspects of their program.

16. USAID and training contractor should discuss and agree on the evaluation methodology to avoid overlap in any debriefing sessions and in the content of the written evaluation form.
17. Before HBCUs can be effectively utilized with positive effects for "Experience America," efforts must be made to change participants' negative preconceptions about these institutions.
18. Long-term recruitment should target specific institutions within each priority development field as well as the general public (newspaper announcements).
19. In the future, it would be helpful to receive clearer guidance/ideas earlier on about how other Missions are defining various terms: disadvantaged, leadership, etc. While each Mission's definitions will differ, an exchange of information would be useful.
20. Group composition: Experience has shown that, in general, the greater the homogeneity of participants' educational background and needs, the more successful the program. "Team" configurations combining different professional backgrounds and social strata can be problematic because of the differences.
21. Lead time: Five to six months lead time for short-term groups allows for training procedures to be identified soon enough for DA to submit training implementation programs to the Mission in a timely manner.
22. Training objectives should be thoroughly developed and refined in order to provide DA with as clear a picture as possible of the desired training. Once submitted to DA, and through DA to potential training providers, objectives should only be subject to further revision under highly unusual circumstances.
23. The training institution should be provided with as much background as possible about the context of participants' activities, and limitations which may affect the applicability of their training or their ability to benefit from the training.
24. Short-term groups with a regional focus (within Ecuador) may be more manageable terms of program focus, potential for networking and meaningful follow-on, because of their physical proximity to one another. In an effort to plan for eventual networking and support systems, we now design our short-term

- . recruitment to include at least two people from each area, institution or province.
- 25. In order to allow for feedback from potential training vendors on the most appropriate duration for a given course, we ask DA to issue "flexible" RFP's with the duration expressed in ranges.

## ABBREVIATED RESUME

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## KEY QUALIFICATIONS:

Dr. Hansen has been working in rural and institutional development for 23 years. This work has involved over ten years of residence in Latin American, including Peace Corps Volunteer experience in Bolivia, research assignments in Costa Rica, Brazil and the Dominican Republic, long-term university A.I.D. contract assignments in Brazil, short-term consulting A.I.D. assignments in the Dominican Republic, Bolivia and El Salvador; and a three year Joint Career Corps assignment with A.I.D./Washington's Bureau for Science and Technology. His tenure with the Ohio State University includes extensive academic experience, including teaching of development-related courses, advising foreign graduate student thesis and dissertation research, and Latin American field research. In addition, he has work extensively in university administration of A.I.D. and other donor sponsored university contracts, in administration of the Ohio State rural sociology graduate program, and in the activities of the Rural Sociological Society and AUSUDIAP.

EDUCATION: Ph.D., Sociology of Development, University of Wisconsin-Madison, 1972  
 M.S., Rural Sociology, University of Wisconsin-Madison, 1968  
 A.B., Sociology, University of Notre Dame, 1964

## EXPERIENCE:

1987-present

Associate Dean and Director of International Programs in Agriculture, Ohio State University, responsible for international dimension of the college program.

1973-present

Assistant to Full Professor of Rural Sociology and Sociology, Ohio State University. During this period, advised 4 Ph.D. dissertations and 10 M.S. theses; taught various courses in rural sociology program; published extensively research on Latin American development problems in national and international professional journals.

1973-present (Special Assignments)

1973-1975

On assignment in Brazil as curriculum development specialist for OSU/A.I.D. contract on Interuniversity Assistance Program in Agricultural Sciences (PAICA)

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- 1976-1978 On assignment in Brazil at College of Agriculture, University of Sao Paulo (Teaching/research)
- 1981-1982 Associate Chairman for Rural Sociology of Department of Agricultural Economics and Rural Sociology
- 1983-1986 On assignment in Washington, D.C. as Joint Career Corps member with A.I.D. Bureau for Science and Technology, Office of Research and University Relations
- 1971-1973 On assignment in Brazil at Institute for Economic Studies and Research, University of Rio Grande do Sul, Brazil with USAID/Un. of Wisconsin contract (Teaching/research/admin)
- 1970-1971 MUCIA dissertation fellow at Institute for Economic Studies and Research, University of Rio Grande do Sul, Brazil
- 1968 Ford Foundation Research Fellow in Costa Rica
- 1964-1966 Peace Corps Volunteer in Bolivia (Cooperative Development and High School Teaching)

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- Hansen, David O: 1973. Final report for long-term consulting assignment with the Wisconsin/UFRGS/USAID contract. Madison, Wisconsin: International Agricultural Programs Office.
- Hansen, David O., et al. (Junior Author). 1974. The Brazilian program for higher agricultural education (PEAS). Brasilia: MEC/DAU.
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Hansen, David O. and Eduardo Gomez de la Torre. 1990. Social Institutional Framework Analysis: CLASP-II, Peru. Wasington, D.C.: Academy for Educational Development. pp. 166.

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                  Others: Spanish (S-4/R-4)           FSI Tested  
                                  Portuguese (S-3+/R-4)           FSI Tested  
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CURRICULUM VITAE

MARCELO F. NARANJO V.

May - 1990

## BIRTH:

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## EDUCATION:

La Salle High School, Quito, 1961-1967  
 Bachelor in Social Sciences, 1967.

Catholic University, Quito, 1967-1972.  
 Licenciado in Political Sciences, 1972.

University of Illinois, Urbana, Illinois,  
 U.S.A., 1972-1978; M.A. in Anthropology,  
 January, 1975, Ph.D in Anthropology, Oc-  
 tober 1978.

University of Wales. M.S in Urban Planning,  
 1984.

## HONORS:

University of Illinois, Chapter Phi Kappa  
 Phi (Honors Society for Graduate Students).

Main Lecturer, University of Wisconsin.  
 Second International Simposium on Ama-  
 zon: Extinction or Survival? Wisconsin,  
 1978.

Fellowship-Pasant, Organization of Ame-  
 rican States and American Anthropologi-  
 cal Association, November-December, 1978,  
 USA.

UNESCO, International Seminar about the  
 Cultural Contributions of South American  
 and Caribbean Immigrants from XIX centu-  
 ry. Consultant. Panamá, November 1979.

CONUEP, Assesor for Research Projects of  
 the Universities and Tech Schools, 1987-  
 present.

## SCHOLARSHIP, TEACHING, RESEARCH ASSISTANCE:

Scholarship from the French Government to study at the Sorbone, Paris 1972 (declined to accept research contract with the USA National Sciences Foundation, 1972-1973).

Teaching Assistant and Research Assistance. University of Illinois, Urbana, Illinois, USA, 1973-1978.

LASPAU Scholarship, offered for 1974-1975, Academic year (declined in order to enroll in doctoral cycle in Anthropology).

Scholarship for Doctoral Dissertation conferred by The National Sciences Foundation, USA, 1976-1977.

Research Scholarship conferred by the University of Illinois through the International Comparative Studies Center, 1978.

Scholarship for Studies and Research on Urban Planning, conferred by the British Government 1983-1984.

## EMPLOYMENTS:

Research Associate, University of Illinois, 1978-1983.

Scientific Director. Institute Otavaleño de Antropología, 1979.

Consultant. Anthropology for Ecuador Program, 1979-1980.

Consultant. United Nations, Project ECU/78/021. May 1980, January 1981.

Scientific Coordinator, International Ethnohistorical Congress. Consejo Provincial de Pichincha, April-June 1980.

Associate Researcher. Project: Diagnostic of the Environment situation of Ecuador, May-June, 1980. Natura Foundation.

Associate Researcher. Project: Diagnostic (definitive) on the environment situation of Ecuador, October 1980-May 1981. Natura Foundation.

Department of Anthropology, Head, Catholic University, Human Sciences Faculty. February 1981-February 1983.

Project Director. Project: Popular Culture of the Cotopaxi Province, CIDAP-OAS, January-November 1982.

Consultant. Tourism Master Plan. DITURIS-UNITED NATIONS - Banco Central del Ecuador, May-December, 1982.

Project Director. Project: Popular Culture of the Esmeraldas Province, CIDAP-OAS, April 1985-November 1986.

Consultant, Plan for Rural Urban Development of Portoviejo area. FONAPRE-Concejo Municipal de Portoviejo. Inaldaz May 1985-November 1986.

Project Director. Project: Urbanization of Chillos Valley, April 1985-June 1986.

Project Director. Project: The problem of access to the urban land in Sto. Domingo de los Colorados. CONUEP-PUCE. March 1986-May 1987.

Project Director. Project: Popular Culture of the Imbabura Province. CIDAP-OAS, April 1987-April 1988.

Editor of the Colibrí Magazine, Natura Foundation, May 1987-Present.

Underdean, Human Sciences Faculty, Catholic University, December 1986-November 1988.

Dean of the Human Sciences Faculty, Catholic University, December 1988-present.

Project Director. Project: Popular Culture of the Tungurahua Province. CIDAP-OAS, January 1989-May 1990.

Fulbright Visiting Professor. St. Norbert College Wisconsin, January 1989-May 1989.

**COURSE TAUGHT:**

Teaching Assistant, University of Illinois 1973-1978

Introduction to Social Anthropology, PUCE (Pontifical Catholic University of Ecuador) March 1979- July 1979.

Urban Anthropology Seminar, PUCE, March 1979-July 1979.

Seminar on Ethnicity Problems, PUCE, September 1979-February 1980.

Course on Design Research Projects, PUCE, September 1979-February 1980.

Ethological Theory, PUCE, March 1980-Present.

Seminar on Urban Marginality, PUCE, March 1980-July 1980.

Politic Anthropology, PUCE, September 1980-February 1981.

Seminar on Urban Anthropology, PUCE, September 1980-Present.

Urban Anthropology, PUCE, September 1982-Present.

Cultural Ecology, PUCE, September 1982-Present.

Economic History of Ecuador since 1950- to the contemporary times, PUCE, March 1985-July 1985.

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Politic Anthropology, PUCE, October 1987-February 1988.

Urban Anthropology Seminar, PUCE, October 1987-February 1988.

Seminar on the Management of Social Variable on Projects to the environment. Natura-DIGEMA, November 1985.

Seminar on Methodology of the Scientific Research, PUCE-Cuenca, Post Doctoral course in Development Anthropology 1990.

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American Anthropological Associations, American Associations for the Advancement of Science. Sacha Runa Research Foundation. University of Illinois Alumni Association. Colegio De Antropólogos del Ecuador.

## TRANSLATIONS:

- 1974 Review by Donald Lathrap. American Anthropologist, 75 (6), 1944-1976 of Introduction to American Archeology vol. II Sudamérica, Gordon Willey Boston: Prentice Hall, National Museum of Lima, Perú.
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1974 Co-editor of the Ecuadorian Anthropology Newsletter University of Illinois-PUCE, Quito (Four Issues).

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1984 Ideology and Planning. Dissertation to obtain a MA. Degree on Urban Planning. University of Wales. United Kingdom (accepted for spanish publication at PUCE).

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- 1989 (With María Elena Enríquez) The artisan as a social actor in Quito, Cuenca and Guayaquil from XIX century to our days. Cuenca: CIDAP.
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## WORKS DONE AS A CONSULTANT:

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- INSTITUTION: Natura Foundation  
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- INSTITUTION: MAG-AID  
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- INSTITUTION: United Nations (UNDP), Central Bank of Ecuador.  
TYPE OF WORK: Consultant. The Relevance of the Social and Cultural variable within the Master Program of Tourism in Ecuador, 1982.
- INSTITUTION: Program of Anthropology for Ecuador-AID.  
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PhD. Economics, Ohio State University, Columbus, Ohio - 1962.  
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Professional Experience:

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1987 - present
- Senior Economist and Chief Economic Analysis, Social  
Development Division, Project Analysis Dept., Inter-American  
Development Bank, Washington, D.C. October 1970 - March 1987
- Bright-Hays Professor, México 1968-70
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Professional Concentrations:

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ESTRUCTURA SOCIAL Y EVOLUCION DEL PODER EN EL ECUADOR:  
Una Visión aproximativa

Dr. Marcelo Naranjo

Cualquier reflexión en torno a la estructura social ecuatoriana tendrá que tomar en cuenta los antecedentes históricos que posibilitaron que la sociedad ecuatoriana se organizara de determinada manera. En este contexto, bien podemos afirmar que el Ecuador contemporáneo aún vive una línea de continuidad histórica con las instituciones socio política y económicas que se iniciaron en la época colonial, y que, pese a haber pasado por un sinnúmero de transformaciones, aún sigue conservando ciertos elementos propios de la época en que fueron establecidos. Tratándose de la estructura de poder que corre paralela a la marcha de las instituciones ésta también deberá ser explicada y entendida a la luz de los antecedentes históricos.

Desde el nacimiento mismo del Estado Ecuatoriano la sociedad, fruto de ciertas circunstancias, se organizó dentro de una estructura piramidal en cuya base se ubicaron una serie de conglomerados sociales desprovistos de poder o de cualquier jerarquía en el quehacer socio político y económico. Conforme nos vamos acercando hacia la cúspide vemos como la pirámide se va estrechando lo cual significa que el número de miembros disminuye pero que esta disminución representa un aumento en la posesión de poder, a todo nivel, que estos conglomerados sociales mantienen.

La estructura social que venimos describiendo fue posibilitada por dos procesos productivos que se mantuvieron en el país por mucho tiempo y que fueron los encargados de viabilizar dos proyectos diferentes. Concretamente, nos referimos al modelo agroexportador afianzado en la zona de la Costa y centralizó su actividad en torno a la ciudad de Guayaquil y que representaba el afianzamiento del capital comercial; y el modelo mantenido por los terratenientes de la Sierra quienes siguieron un régimen casi feudal dentro del cual, uno de los elementos componentes no solamente era el mantenimiento del poder basado sobre extensas zonas territoriales y personas, sino que su poder estaba respaldado por una visión aristocrática de la vida sustentada por el papel tradicional y conservador de la iglesia católica.

Esta constitución dual de la sociedad ecuatoriana tenía como gran eje al Estado, el mismo que, en el equilibrio de fuerzas mantenía un papel casi de espectador, o en último caso de acomodador, en relación con el poder real que era mantenido por estas realidades sociales que imponían sus decisiones independientemente, y muchas veces a espaldas de los grandes intereses nacionales.

El modelo agroexportador mantenido en la Costa ecuatoriana estuvo encaminado a vincular los intereses económicos de un reducido grupo de propietarios con el mercado internacional, a través de la explotación de productos tropicales y materias

primas a los centros internacionales, con la particularidad que en este ejercicio económico, el Estado ecuatoriano era tan solo un espectador o en el mejor de los casos un "tímido invitado" a las operaciones económicas a través del cobro de impuestos por exportación. Si en el ámbito económico la participación estatal era mínima, igual cosa podemos afirmar de la vinculación de los agroexportadores con las instancias administrativas y judiciales nacionales que para ellos no tenían ningún significado. La actividad agroexportadora creó instancias de poder y de decisión locales tan enraizadas que se constituyeron en verdaderos "Estados dentro del Estado". Estos poderes locales coparon todos los espacios donde la presencia de los productos de exportación se encontraba, y tuvieron su máxima expresión en la institución del caudillesmo que era el ejercicio de las decisiones de poder por parte de un individuo quien, en virtud de su riqueza era el depositario de todo tipo de creencias y privilegios de toda índole. Además era quien manejaba las instancias legales, administrativas y de policía y se constituía en árbitro y ejecutor de la voluntad general en tiempo de elecciones.

*caudillesmo*

La vigencia y el funcionamiento del caudillesmo se posibilitaba no solo por la ausencia de la presencia formal del Estado ecuatoriano, sino porque el país, en términos aún físicos estaba desintegrado. La región costera estaba "muy lejos" del lugar en donde se ubicaba la autoridad gubernativa, cual era la ciudad capital, lo cual servía de razón o de pretexto para que se haya consolidado un modelo como el referido.

El régimen agroexportador en materia de estructura social polarizó a los diversos segmentos sociales, ya que se creó una notable diferenciación entre los dueños de las grandes propiedades quienes por regla general ni siquiera vivían en el país, y los trabajadores que por salarios simbólicos terminaban sus vidas en las durísimas faenas agrícolas a ellos encomendadas, bajo condiciones de trabajo inhumanas.

Pese a la baja presencia del Estado ecuatoriano en la actividad agroexportadora, la economía del país giraba y se desarrollaba alrededor de esta empresa, lo cual, como es obvio suponerse, ubicaba al Ecuador en una situación muy precaria, ya que las fluctuaciones económicas de la actividad agroexportadora debían al país de momentos de relativa bonanza, o los sumían en una situación de crisis. La figura de la dependencia cada día se hacía más clara y la vulnerabilidad económica del Estado ecuatoriano adquiría lineamientos dramáticos.

Por otro lado hay que señalar que las ganancias que se generaban por el modelo agroexportador nunca fueron reinvertidas en las zonas de donde se extraían las riquezas, sino que ellas, en la mayoría de casos, salieron del país o se quedaron, en pequeña medida, en la ciudad de Guayaquil, ciudad que en su carácter de puerto y de residencia de parte de los dueños de las propiedades, pudo captar alguna porción del excedente generado por las actividades de exportación, lo cual tuvo como consecuencia que se

de una relativa expansión urbana de esta ciudad, expansión que por otros elementos a los que nos referiremos en líneas posteriores, adquiriría un carácter de explosiva.

Mientras este modelo se consolidaba en la zona de la Costa ecuatoriana, en la Sierra la situación era radicalmente distinta en virtud de que los productos generados por la región interandina no eran de exportación, sino de consumo interno, lo cual limitaba la plena vigencia del capital comercial como elemento ordenador de la economía. Los grandes propietarios, conocidos como terratenientes, habían preferido el mantener un régimen casi feudal amparado por la riqueza de sus enormes propiedades y por todas las relaciones precapitalistas que mantenían con los conglomerados poblacionales que vivían dentro de ellas bajo el régimen de hacienda. Este modelo tuvo también como ingredientes una visión conservadora y clerical de la vida que se complementaba de muy buena manera con ideas de aristocracia y abolengo, heredadas casi en forma intacta de la sociedad colonial, época desde la cual venían manteniendo este tipo de características.

Como se ha señalado anteriormente, el régimen de hacienda mantenido por el terrateniente en una modalidad de unidades productivas casi feudales daba poca oportunidad para que el Estado ecuatoriano tome partido directo en las relaciones que en el interior de estas propiedades se llevaban a cabo. El aparato Estatal se hacía presente, cada vez que algún levantamiento se producía o que signos de descontento se manifestaban, siempre en favor del terrateniente. Por otro lado, la actividad del propietario era suficiente como para ser él quien directa o indirectamente haga tomar ciertas decisiones encaminadas a satisfacer su propio beneficio.

Si las relaciones dentro de la estructura social en el modelo agroexportador eran asimétricas, esta característica se veía magnificada, tratándose del régimen de hacienda, ya que él era de características feudales, a los que se sumaban un nuevo elemento que complejizaba el panorama: La gran mayoría de personas ligadas a la figura del terrateniente eran indios, segmento social tradicionalmente maltratado en virtud de una visión racista de la vida que había sido norma del naciente Estado ecuatoriano. Por otro lado, y siendo un elemento que difiere notablemente del régimen agroexportador costero, el papel jugado por la iglesia católica como agente de poder, ligado al señor feudal también influyó notablemente para el mantenimiento y profundización de las diferencias sociales.

A nivel de la estructura de poder, éste estaba concentrado exclusivamente en manos del terrateniente y su familia cuya voluntad se la imponía dentro o fuera del ámbito de la legalidad con carácter de imperativo. El régimen de hacienda no permitió la creación de poderes locales, como la estructura nacional de la Costa. Esta diferencia se pudo producir por dos circunstancias: en primer lugar porque la presencia del aparato estatal tuvo

Sierra: high  
hierarchy  
Costa: lower  
mobility

①

mayor vigencia en la Sierra que en la Costa y, en segundo lugar, porque buena parte de los terratenientes tuvieron como residencia casi permanente los sitios en los cuales sus propiedades estaban ubicadas. lo cual no hacía necesario ni posible el mantenimiento de las poteras locales, debemos insistir en este momento no solo en la diferente modalidad de vinculación trabajador-hacienda-terrateniente, sino también en el factor étnico que era usado en forma absolutamente negativa en contra de los indios, quienes fueron reducidos a una condición de esclavitud.

Después de esta breve esquematización de los dos modelos imperantes en el país hasta bien entrada la década de 1950, bien cabe hacerse una pregunta: Cómo fue posible para el Estado ecuatoriano mantener su unidad socio política económica y jurídica pese a las grandes diferencias y convenciones que los dos modelos representaban? La respuesta no es fácil de formularse ya que la existencia de estos dos modelos diversos implicaban diferencias trascendentales en la concepción del mundo y en las acciones de la vida cotidiana en la cual ella se volcaban.

En primer lugar, la ideología que animaba al modelo agroexportador era abiertamente liberal, sino antes clerical por lo menos religiosa. Por otro lado, la gestión económica se desenvolvía dentro de una línea claramente capitalista vinculada a los ejes de poder económico mundial. Estas características estaban claramente en oposición de la visión conservadora económica la desenvolvían dentro de modelos ciertamente feudales. Es interesante notar que estas características antagónicas les hacía verse con un recíproco recelo, y tratándose del poder político, llevaba a confrontaciones abiertas, que produjeron una marcada inestabilidad. En muchos casos la caótica vida política del Estado ecuatoriano deberá ser entendida a la luz de las diferencias enunciadas.

En segundo lugar, y de cara a la relación con el aparato estatal, existe otra notable diferencia entre los dos modelos que vamos analizando. Mientras los participantes del régimen agroexportador deseaban por todos los medios evitar una verdadera integración del Estado ecuatoriano, ya que una situación contraria les era absolutamente beneficiosa en función de sus intereses económicos, los terratenientes pugnaban por la integración del aparato estatal como único camino para formalizar su poder y hacerlo extensivo a otras orbitas del país. Además, los terratenientes veían al Estado como la salida a su anacronismo de seguir viviendo dentro de una estructura feudal, estructura que por el peso de las circunstancias, a todas luces se hacía evidente que no se la podía seguir manteniendo por mucho tiempo. La integración del Estado ecuatoriano también tiene que ser entendida a la luz de la consolidación del espacio físico, cosa que no interesaba a los agroexportadores quienes vivían puesto sus ojos en el exterior sin preocuparles ciertamente lo que acontecía en las regiones interiores.

3) En tercer lugar, e íntimamente ligada al punto anterior, los agroexportadores no querían desde ningún punto de vista el fortalecimiento del Estado ya que ello podría significarles un mayor control para sus actividades de naturaleza económica. Por otro lado, los agroexportadores siempre vieron al Estado como la entidad que lo único que hacía es gastar el dinero que la región costera producía, con el agravante, desde su punto de vista, que los egresos se realizaban casi con exclusividad en las zonas en las cuales no se generaba riqueza (entendiéndose esta generación de riqueza bajo el esquema de la producción de divisas vía exportación). Muy distinto era, en este sentido, la visión de los terratenientes de la Sierra, quienes anhelaban el fortalecimiento del Estado para extender control sobre las actividades de los exportadores, quienes representaban un Estado al interior del Estado ecuatoriano.

Si bien es verdad que los hechos históricos en cierto sentido presentan a los actores de los dos modelos en abierta contradicción y quizá hasta en una pugna, no es menos cierto que estas diferencias que se ven manifestadas en el ámbito del quehacer político, son reducidas "mágicamente" cuando de arribar a acuerdos de carácter económico se trata. Después de todo la natural coincidencia de los sectores dominantes no podía ser alterada en el ámbito de la realidad ecuatoriana. Es evidente que las diferencias entre los dos modelos son obvias, pero no nos olvidemos que ambos sistemas se asientan en los criterios de dominación y de ventaja de carácter económico, de allí que no represente un enigma indecifrabable el poder constatar que finalmente, con cierto grado de dificultades se lleguen a los acuerdos que permiten una continuidad del proceso vivido desde perspectivas distintas, pero con resultados similares, teniendo como denominador común la instauración y mantenimiento de un régimen de explotación que jerarquizó de un modo estricto a la sociedad ecuatoriana. Como de costumbre en este tipo de situaciones, el gran perdedor es el habitante ecuatoriano miembro de los estratos sociales inferiores quien se ve despojado de cualquier vinculación, dentro de la estructura social, ya que su posición no le permitía el acceso a algunos de los espacios en donde las manifestaciones del poder tenían lugar.

La situación anteriormente analizada es mantenida hasta la década de los años 50 en la cual, dos sucesos importantes van a tener lugar y cuya repercusión van a traer alteraciones significativas para el Estado ecuatoriano y, concomitantemente, para sus miembros asociados. Concretamente nos estamos refiriendo al boom bananero y el gobierno del presidente Gaín Pizarro. En relación con el primer evento señalado, es menester puntualizar que la década de los años 50 coincide con el tiempo del boom bananero que convierte al Ecuador en el primer exportador mundial de ese producto. Este gran despliegue de la actividad bananera de exportación es el resultado de la labor agrícola de grandes empresas multinacionales, especialmente la United Fruit Company quienes a través de contratos con el Estado

ecuatoriano ( en muy ventajosas condiciones) y siguiendo los mismos metodos y procedimientos que los exportadores nacionales en lo relativo al trato dado a los trabajadores, contribuyen a que el volumen de los envios de banana se aumente de forma significativa, lo cual permite al pais, o más bien dicho a ciertos grupos sociales del pais, vivir una época de bonanza. Por otro lado, y como hecho significativo también, el advenimiento del gobierno de Galo Plaza colocó al Estado ecuatoriano en el proceso (al menos en planteamientos) de modernización. Este presidente impulso una reforma del aparato estatal y de alguna de sus instituciones básicas. Si bien es verdad que el intento es valido e interesante, en términos concretos, y tomando en cuenta el fenómeno que nos ocupa: la estructura social y la distribución del poder, estos no son tocados y más bien lo que si se hace es abrir el país al advenimiento pleno del capitalismo. En términos políticos es un período interesante ya que, y tomando como comparación épocas pasadas, se suceden gobiernos democráticos que van desde 1948 hasta 1962 año en que se suspende el régimen democrático para dar paso a una dictadura militar.

La ruptura del régimen democrático no fue casual, sino que ella fue el resultado de factores tanto de naturaleza externa como interna. En relación con la primera, el apareamiento del gobierno militar es una clara respuesta al proceso de agitación política que se ha creado en América Latina como respuesta de triunfo de la revolución cubana, la misma que radicalizó la posición de ciertos grupos sociales, especialmente de estudiantes y trabajadores quienes vieron en dicha revolución la posibilidad de resolver los problemas que tradicionalmente ha vivido el Estado ecuatoriano. Esta situación de agitación llevó a los Estados Unidos a dar el visto bueno para que pueden instalarse regímenes militares en Latinoamérica ya que se vió a ellos con capacidad de poner en orden a los brotes de agitación. Paralelo al apareamiento de este tipo de gobiernos, desde Washington se lanzó el plan de la alianza para el progreso que supuestamente estaba encaminado a neutralizar la descomposición social que ya se vivía en Sudamérica.

En el orden interno, otro hecho trascendental y que sirve de explicación para el quiebre del régimen constitucional es el descubrimiento del petróleo en la región oriental, el inicio de los primeros trabajos de exploración y explotación de ese producto y el conocimiento que había perspectivas magnificas para la economía nacional. Al ser el petróleo bien estratégico, que mejor que poner en manos de la institución militar su manejo y custodia, asumiendo que el bien nacional estaría preservado a través de los militares...

El impacto causado por la explotación petrolera va a ser trascendental para la vida del país desde muchos puntos de vista. en primer lugar, por primera vez el Estado ecuatoriano va a ser el principal protagonista de las actividades económicas de exportación, lo cual le posibilitará contar con recursos que

hasta la fecha jamás había poseído. Esta situación, en cierto sentido le ayudó a quebrar la tradicional estructura de grupos hegemónicos hasta ese momento vigente. En segundo lugar, y como consecuencia de lo primero, la modernización del aparato estatal se hace una realidad, las instituciones gubernamentales disponen de mayores recursos y eso contribuye para que al menos en planteamiento, mejoren la calidad de los servicios que se ofrecía. Además se crean nuevas instituciones encargadas de contribuir a la modernización del Estado. Se hace notorio que la burocracia entra en un proceso de crecimiento que lo lleva a una verdadera hipertrofia, la cual, en cierto sentido, dió margen para la instalación de una especie de clase social: la de los burócratas, que va a tener un papel protagónico en la vida política nacional en los siguientes años. En tercer lugar, y aparecen nuevos actores sociales quienes entran a disputar el liderazgo del país y cuya influencia va a ser decisiva en los años venideros. Nos estamos refiriendo a la tecnocracia cuyos miembros, generalmente jóvenes profesionales de clase media, en virtud de la dirección que va tomando el gobierno, (tecnocrática-desarrollista) tienen la posibilidad de acceder a esferas de orden técnico pero que les proporciona dosis de poder, situación enteramente nueva dentro de la forma tradicional en la cual la estructura social y la distribución del poder había sido mantenida en el país.

Otro de los efectos trascendentales producidos por el petróleo fue el de impulsar el proceso de industrialización en el país, el cual, pese a ser de baja intensidad, abrió enormes expectativas entre grandes conglomerados poblacionales quienes se concentraron en las dos principales ciudades del país: Quito y Guayaquil ante la expectativa más ideal que cierta de encontrar lugares de trabajo con altas remuneraciones. El éxodo migratorio producido por la actividad industrial aceleró el proceso de urbanización y complejizó de forma notoria la vida de las ciudades de Quito y Guayaquil, las mismas que de ningún modo estuvieron capacitadas para recibir la cantidad de personas que se trasladaron a sus espacios de ocupación motivo por el cual, problemas de toda índole se manifestaron y se agudizaron en los centros urbanos del país. A más de las dos ciudades mencionadas, otros asentamientos urbanos también recibieron el impacto del proceso de industrialización, entre ellos, principalmente debemos mencionar a la ciudad de Cuenca la cual se convirtió en un tercer polo de desarrollo industrial en el país, y Manabí ciudad portuaria que combinaba sus actividades propia de puerto con cierta capacidad industrial.

Hemos reiterativamente mencionado al proceso migratorio campo-ciudad como una de las notas distintivas de esta década petrolera 1960. Ahora bien, si el proceso señalado tuvo como detonante a la actividad industrial que se había iniciado, no es menos cierto que en el propio campo se había producido un hecho trascendental que tuvo como consecuencia el éxodo masivo de habitantes hacia las zonas urbanas. El hecho al cual nos

referimos es la promulgación de la primera Ley de Reforma Agraria la cual alteró las tradicionales relaciones mantenidas entre los campesinos y los señores de hacienda, liberó a una gran masa de trabajadores quienes ya no tuvieron posibilidades de seguir ligados a la dinámica de las haciendas y se vieron literalmente expulsados a las ciudades en búsqueda de medios de subsistencia. Cabe recordar que la intensionalidad de la Ley de Reforma Agraria expedida por el gobierno militar, más que repartir la tierra, cosa que sucedió en muy baja proporción, tuvo como objetivo principal: modernizar las haciendas haciendolas que pase de entidades tradicionales a verdaderas empresas agrícolas altamente tecnificadas, lo cual implicaba despedir a miles de trabajadores y sus familias, quienes en las nuevas relaciones de producción establecidas ya no tenían lugar donde seguir desempeñando las tareas que hasta ese entonces habían venido manteniendo. El governimiento de las nuevas empresas agrícolas y ganaderas también alteró de forma significativa la tradicional estructura de poder imprevista, hasta ese entonces en el área rural, ya que desde ese momento el régimen casi feudal había sido desplazado por la relaciones de corte netamente capitalistas que por primera vez tenía plena vigencia en el campo.

Durante la decada de los años 70 el panorama en terminos generales, se mantiene, es la época de la bonanza petrolera en la cual, a nivel político se suceden gobiernos de facto y democráticos y a nivel económico el despilfarro y la irracionalidad son la norma. Durante este año hay un notorio proceso de enriquecimiento de los sectores de clase alta y ciertas capas de la clase media alta, pero ya se hace patente que el reparto no es para todos y la clase media baja y las clases populares desposeídas comienzan a vivir en forma creciente un proceso de pauverización el mismo que se irá haciendo cada vez más grave. El aparato estatal (burocracia) sigue creciendo en forma irracional; el Estado invierte parte de sus ingresos en obras de infraestructura, pero el manejo de las finanzas públicas se los sigue haciendo en forma "alegre", la fiebre petrolera y la fantasía de ser ricos nubla la razón y en ese contexto la irracionalidad es la norma.

Durante esta época y como resultado de la abundancia de dólares disponibles a nivel mundial, producto de los precios internacionales del petróleo, tanto el Estado ecuatoriano como los particulares ingresan en un proceso agresivo de endeudamiento, con el agravante de que el dinero recibido en muy limitados casos es invertido. La mayoría de veces se lo gasta en una forma inverosímil. Esta irresponsabilidad económica se traduce durante los 80 en el problema de la deuda externa.

Como era de esperarse, los signos de la crisis se van adjudicando cada vez más y la agitación social sube de tono. La administración económica del Estado había colonizado a la sociedad ecuatoriana y, con ciertas excepciones, el proceso de empobrecimiento pasa a ser la norma entre los habitantes del país, lo cual va a dar origen a la realización de una serie de

demonstraciones tendientes a alcanzar respuesta de los gobiernos, manifestaciones que en muchos casos adquieren connotaciones de sinular violencia.

Como hechos importantes y significativos de esta época esta la consolidación del movimiento obrero el cual por primera vez en la historia del país logra conformar una sólida organización conocida como el FUT (Frente Único de los Trabajadores) terminando con las atomizaciones que tanto daño habían hecho al movimiento obrero. Paralelo al proceso de organización alcanzado por los trabajadores surge un nuevo actor social en la escena del poder, este nuevo actor social es el movimiento indígena el cual va alcanzando paulatinamente pero en forma sistemática un poder, gracias al nivel de formación política que va adquiriendo en la lucha por reivindicar sus derechos. Tanto el movimiento obrero como el campesino se ven fortalecidos por la doctrina social de la alegria que en cierto sentido encuadra las reivindicaciones dotándoles de un contenido de justificación.

A nivel de la estructura social el patrón sigue casi inalterado. Los grupos oligárquicos y plutocráticos continúan ocupando la cima de la pirámide, lo que les concede grandes dosis de poder económico y político. Los militares y ciertos estratos sociales de tecnócratas han accedido a dosis significativas de poder, la burocracia gravita en la toma de decisiones y, nuevamente, las grandes masas de obreros y campesinos se ven excluidos de la estructura de poder aunque ya han surgido liderazgos naturales que se manifiestan en las actividades de los grupos de obreros y de las organizaciones campesino-indígenas que poco a poco van ganando terreno en la escena política nacional.

La década de los 80 encuentra a la sociedad ecuatoriana en plena crisis. El fantasma de la deuda externa se ha hecho una dolorosa realidad que tiene que ser enfrentada por los gobiernos de turno y que produce efectos desoladores a nivel social. Los índices de inflación son cada día más altos lo cual agrava la crisis que como siempre afecta a los sectores menos favorecidos económicamente de la sociedad. El problema urbano crece en intensidad con la hipertrofia del sector terciario de la economía cuyos miembros van a engrosar el ya abultado sector de economía informal. El desempleo tanto urbano como rural aumenta y las políticas implementadas por los distintos gobiernos de tendencia neoliberal lo único que hacen es polarizar aún más a los diversos conglomerados sociales, ya que los ricos se hacen cada vez más ricos y los pobres cada día son más pobres, con un elemento adicional que es verdaderamente nuevo y que está alterando notablemente el equilibrio de fuerzas en la vida de la sociedad ecuatoriana: el creciente notorio proceso de desaparición de la clase media, la cual, en virtud de la crisis se ha visto desplazada hacia segmentos inferiores del espectro social lo cual ha creado las condiciones para que la violencia se haga cada vez más notoria en la vida política ecuatoriana, pues es bien sabido que sociedades en las cuales se han dado estos procesos, son sociedades que viven al borde del abismo.

Como el Estado ecuatoriano no ha podido responder a los requerimientos y necesidades de los estratos sociales menos favorecidos, este hecho ha servido de motivación para que diversos grupos vayan desarrollando una serie de organizaciones informales, cuyo asiento principalmente está en los espacios urbanos y que tiene como finalidad suplantar la gestión de las instituciones estatales que ningún beneficio les presta. En estas organizaciones de naturaleza barrial, asociación de mujeres, etc. se está incubando un nuevo tipo de liderazgo que a futuro podría proporcionar interesantes resultados al nivel de la gestión que podrían realizar y de los objetivos que lograrían alcanzar.

Resulta paradójico señalar que en más de un siglo de seguimiento de la actividad socio política y económica que aquí se ha realizado, la estructura social ecuatoriana virtualmente continúa inalterada. Ya que el único cambio significativo que se ha operado es el advenimiento de los militares como segmento social que ha obtenido un significativo acceso al poder, el resto se mantiene casi inalterado. Finalmente, es menester señalar que cualquier análisis de la sociedad ecuatoriana no puede hacerse desde una perspectiva de clase exclusivamente, ya que, el problema étnico ha sido, es y seguirá siendo otro de los necesarios ingredientes del quehacer socio político económico y cultural de este país, y que el movimiento indígena, por el grado de madurez política y organicidad que ha alcanzado, deberá ser uno de los invitados necesarios para cualquier acción de trascendencia encaminada a reorganizar la composición del Estado Ecuatoriano.

### Consideraciones Generales:

Pese a la corta extensión que ocupa la república del Ecuador, tanto en el ámbito geográfico, pero especialmente a nivel de las personas que lo pueblan, la diversificación es una de las notas características. El habitante ecuatoriano en virtud de los procesos históricos que han involucrado un sinnúmero de conquistas, paulatinamente ha ido complejizando su estructura social, política y económica, a la par que sus especificidades étnicas. El Ecuador contemporáneo es un estado unitario y democrático en cuyo interior subsisten aún grupos étnicos, estructuras multiculturales y multilingües, todo ello dentro de una matriz altamente jerarquizada, en donde el ámbito de las contradicciones, a todo nivel, son parte integrante de la cotidianidad.

### Características Sociales y étnicas:

En repetidas ocasiones hemos manifestado que una lectura del Ecuador contemporáneo y la interpretación del estado de sus instituciones y personas no podría ser realizada exclusivamente desde una perspectiva estructural de clase social. Si bien es verdad que la dinámica económico-política del país da ciertos elementos para un análisis de esa naturaleza, no es menos cierto que, por las características del proceso histórico del Estado ecuatoriano, aquel paradigma resulta insuficiente. En todas y cada una de las instancias a través de las cuales se desenvuelve la vida de los ecuatorianos, el factor étnico será uno de los elementos gravitantes que explique, contribuya a entender o sea elemento decisivo para la interpretación de los hechos.

Desde la época republicana y como herencia del período colonial, los distintos grupos sociales componentes del naciente estado ecuatoriano han tenido una clara vinculación con estructuras de naturaleza étnica, ya que, la membresía a un determinado conglomerado étnico ofrecía la vinculación a un específico grupo económico y de poder. Desde los miembros de la sociedad indígena social y económicamente estigmatizada por la sociedad nacional, hasta los conglomerados sociales de europeos portadores de grandes recursos económicos y poder político, existía y existe una rica gama de posibilidades que complican cualquier nivel de análisis. Más allá de esta complejidad, lo importante a ser destacado es la vinculación estrecha entre etnicidad, estructura económica y poder, especialmente poder político.

Si bien es verdad que en la actualidad no podemos hablar en términos propios de "purezas" a nivel étnico, no es menos cierto que subsisten entidades sociales que conservan sus características culturales socio organizativas propias y que luchan por mantenerlas. Frente a esta tendencia que se ha visto magnificada en épocas últimas por la vigencia e importancia de la organización in-

dígena, se levanta una propuesta de mestizaje que viene siendo impulsada por el Estado ecuatoriano desde hace mucho tiempo atrás. Esta propuesta ha tenido un sinnúmero de inconvenientes, pero quizás el más notorio ha sido aquel que dice relación con las implicaciones del mismo en el sentido que aquel mestizaje en mucho significa un abandono, en aras a la integración, de características y prácticas culturales y organizativas propias. El gran sacrificio dentro de este proyecto integrador son los grupos étnicos quienes eventualmente tendrían que abandonar sus especificidades de grupo para estar subsumidos dentro de esta visión mestiza del estado ecuatoriano.

Por otro lado, la propuesta también asume de hecho que en el proceso de mestizaje está inmerso una equiparación de la jerarquía económico y social. Esta magia homogeneizadora desconoce las profundas diferencias dentro del punto de vista económico y social existente entre los componentes del estado ecuatoriano. El decir y preconizar que somos un pueblo o nación mestiza, a más de ser una declaración necesaria, no pasa de eso. Las realidades de la cotidianidad siguen segregando a los ecuatorianos de una forma clara y notoria, no obstante la aceptación de su condición de mestizos.

En materia de liderazgo la complejidad social y étnica a la cual nos hemos referido va a tener una serie de consecuencias, las mismas que, en cierto sentido, van a explicar o al menos a orientar las particularidades de las cuales se reviste el problema del liderazgo en el Ecuador contemporáneo, época en la cual, la magnitud de orden económico se ha sumado para dar los lineamientos específicos del tema del liderazgo en el país.

En una mirada retrospectiva a las particularidades económico-productivas del estado ecuatoriano encontraremos que, con la excepción de la actividad petrolera de exportación, llevada adelante por el estado ecuatoriano a partir de la década de los años sesenta, la economía ecuatoriana ha girado en torno a la actividad agrícola, tanto de productos de exportación, así como de productos de consumo interno. La actividad industrial, financiera, comercial, etc. en términos generales ha sido menos significativa. Sin temor a equivocarnos podríamos manifestar que el Ecuador ha sido un país profundamente agrario. Precisamente, en base a ese tipo de actividad es que la estructura del liderazgo y la distribución del poder se organizó (en el capítulo correspondiente al liderazgo se analizará in extenso este asunto) y tuvo vigencia por un prolongado número de años.

Habiendo sido la actividad agrícola la fundamental en el país y habiendo ella posibilitado el ejercicio del liderazgo, se hace indispensable analizar una serie de acontecimientos que afectaron esa forma tradicional de manifestarse el liderazgo y que tuvieron una serie de derivaciones en la vida económico política y social del país. Situaciones que, desde otro punto de vista, no cambiaron estructuralmente la estructura de la pirámide del poder y el liderazgo, aunque sí, en cierto sentido, abrieron nuevas posibilidades de membrecía para sectores sociales que antes no había tenido la posibilidad de ser participantes de ella.

Factores Principales que afectaron la estructura tradicional del liderazgo:

Como ha sido señalado en otra parte del documento, la actividad agrícola de exportación tradicionalmente fue la principal fuente de ingresos para el estado ecuatoriano. Diversos productos como el Cacao, Café, Tagua, Banano, en su turno fueron los productos que sirvieron al estado ecuatoriano organizar sus finanzas. Las personas que llevaron adelante este tipo de actividades en calidad de exportadores fueron quienes tradicionalmente mantuvieron el liderazgo y el poder. Durante la última parte de la década de los cuarenta, y en la década de los años cincuenta, al amparo de una nueva política de modernización del Ecuador, emprendida por el Gobierno de Galo Plaza, se produce un incremento sustancial de la exportación del banano el cual no solamente es posibilitado por un aumento natural de la producción, sino por cuanto el Estado había concedido enormes extensiones de terreno a compañías extranjeras, especialmente a la United Fruit para que realice una explotación intensiva del producto. La presencia de esta y otras compañías alteró notablemente la estructura del liderazgo tradicional, ya que, al haber modernizado no solo la actividad productiva, sino el sistema de mercadeo y comercialización, había involucrado a nuevos actores sociales en calidad de líderes en el marco del capital comercial y con enormes vinculaciones en el orden del poder político interno. a estas compañías les convenía captar posiciones de liderazgo y poder al interior de los gobiernos ya que ello garantizaba el libre ejercicio de sus actividades, muchas veces a espaldas de los intereses de propio país y de sus habitantes. Esta mutación de un liderazgo tradicional hacia una modalidad moderna y altamente comercial alteró no solo la estructura productiva, sino el alineamiento de los actores sociales al interior del régimen de plantación y, concomitantemente cambió los parámetros a través de los cuales se manifestaba el liderazgo. No nos olvidemos que esta fue una época de verdadera bonanza económica para el país. Resumiendo la idea podríamos afirmar que a través del proceso descrito se hizo notoria la nueva modalidad de ejercer el liderazgo, no solo de naturaleza económica sino fundamentalmente política.

Otro de los elementos que contribuyeron en forma notoria para la alteración de la estructura del liderazgo fue la promulgación de la Ley de Reforma Agraria, hecho ocurrido en el año de 1964 bajo el gobierno de la Junta Militar. Sin pretender realizar un análisis de la efectividad o no de dicha ley, lo que si es indispensable señalar que ella tuvo muchas consecuencias en materia de liderazgo, ya que en virtud de ella la mayoría de las propiedades agrícolas enfrentaron un proceso de tecnificación el cual transformó la modalidad organizativa desde unidades de producción tradicionales hacia una estructura moderna en donde el criterio y el liderazgo gerencial se iban imponiendo. La visión del terrateniente aristocrático y conservador se vió cambiada a la del gerente de ideas modernas y de mucha agilidad gerencial que poco a poco iba imponiendo su liderazgo bajo el nuevo estilo.

a nivel de los campesinos que tradicionalmente había estado ligados a la dinámica productiva de las propiedades también se produjeron cambios, ya que, al verse fuera de la hacienda como producto de las nuevas relaciones que se habían establecido, conformaron pequeñas asociaciones de productores e inclusive trataron de incursionar dentro de la estructura cooperativa para la producción, lo cual posibilitó la emergencia de un nuevo tipo de líder campesino más metido dentro de la dinámica capitalista el cual en algunas veces suplantó al líder tradicional, armoñizó con él, y en no pocas veces entró en conflicto, ya que, las nuevas demandas de las actividades a nivel de cooperativa eran más complejas y de naturaleza distinta a las que tradicionalmente se habían venido dando al interior de las comunidades o unidades menores de producción. Era evidente que las nuevas demandas requerían de la implementación de distintos tipos de liderazgo. Por otro lado, y como resultado del proceso descrito, también se hace notoria la incorporación al liderazgo de nuevos elementos dentro de los cuales se destaca una vinculación ideológico política de la cual una de las manifestaciones más importantes eran las conquistas y reivindicaciones de carácter étnico. En esta nueva visión del líder quienes habían ejercido esta función tradicionalmente como que vieron que ya no encajaban con las nuevas situaciones que les tocaba vivir, y, por ese motivo, o por voluntad propia o por fuerza de las circunstancias que ya se vivían, cedieron el paso a nuevos miembros, generalmente jóvenes quienes pasaron a ocupar las posiciones de líderes y quienes proyectaron sus actividades bajo los nuevos esquemas que las nuevas condiciones habían estado imponiendo. Una de las características que se destaca de esta situación de liderazgo es la vinculación de sus actividades con esquemas de militancia étnica y política y el continuo contacto con instancias formales del aparato burocrático central.

Si los elementos analizados en líneas anteriores tuvieron importancia dentro de la nueva estructuración del liderazgo en el Ecuador, el descubrimiento del petróleo y las actividades de exportación del producto alteraron de una forma radical este liderazgo. Como el estado Ecuatoriano por vez primera dentro de la historia económica del país pasa a ser el administrador directo de los dineros producto de la exportación, esta situación posibilita el que nuevos actores sociales intervengan con capacidad de liderazgo en la gestión del poder público y la administración de las finanzas del estado. Es aquí donde una nueva especie de clase adquiere importancia, esta es la de los tecnócratas quienes siendo generalmente miembros de una clase media alta, en función de su preparación académica realizada casi por norma general en el extranjero, pasan a ocupar puestos directivos en la administración de las actividades relativas al petróleo y los institutos de carácter técnico. Esta nueva situación promueve económica y socialmente a estas personas, dotándoles de lineamientos de liderazgo que antes habían estado ausentes de su actividad. Nuevos Gerentes en las distintas actividades productivas, o administradores bancarios, etc. poco a poco van adquiriendo importancia y pasan a formar parte de las distintas cámaras de la producción o de industriales, etc. cuyos directores tradicionalmente habían sido personas de clases altas, pero que en la nueva perspectiva económica del país, ceden sus puestos a esta nueva clase pujante que paulatinamente va adquiriendo un reconocimiento de líderes al interior de sus respectivos grupos, alterando, de esta manera, una estructura tradicional de liderazgo que sin el advenimiento del petróleo jamás o muy difícilmente hubiera podido ser alterada.

Paralelo al proceso descrito también se manifiesta el apareamiento y robustecimiento de un liderazgo burocrático, ya que, por fuerza de las circunstancias de naturaleza económica y complejización del aparato estatal, se produce una verdadera hipertrofia del sector de burócratas, y ellos, a través de sindicatos de naturaleza pública o de asociaciones también van conformando una estructura de liderazgo que va a tener graves repercusiones para la marcha del estado ecuatoriano. La Federación Nacional de Servidores Públicos, entidad que aglutina a todos los burócratas del país va adquiriendo una importancia superlativa y el poder de sus dirigentes aparece como una de las nuevas fuerzas en el convivir socio político y económico del estado ecuatoriano. La capacidad y fuerza de estas instituciones y el poderío del liderazgo por ellos instaurado es de tal naturaleza que en más de una ocasión, a través de resoluciones de paros o huelgas han paralizado completamente al país, con lo que se demuestra que en el juego del poder político a nivel nacional habrá que tener siempre presente a esta nueva estructura del liderazgo.

Procesos que se generaron como resultado de las nuevas situaciones:

El proceso migratorio y la intensidad del mismo ha sido una de las consecuencias que se han seguido de las nuevas situaciones que ha tenido que pasar el estado ecuatoriano. La migración ha alterado profundamente el paisaje demográfico del país y ha producido un verdadero abandono del área rural, con las consecuencias que de ese proceso se siguen, y un crecimiento desmesurado de los espacios citadinos, especialmente de las ciudades de Quito y Guayaquil que han visto crecer y complejizarse los problemas generados por dichos procesos.

En el área rural la notoria disminución de la productividad agrícola se ha dado en prácticamente todos los lugares, especialmente de la sierra y este fenómeno se ha motivado por el proceso migratorio. Las personas, especialmente los hombres en edad de trabajar han salido hacia centros urbanos en pos de trabajo. Precisamente de este fenómeno, y por fuerza de las circunstancias la mujer campesina ha tenido que asumir nuevos papeles para desempeñar con lo cual vive una situación de sobre explotación del trabajo, ya que, no solo que tiene que asumir las tareas específicas de madre de casa, sino que ha tenido que reemplazar al hombre en la mayoría de las faenas agrícolas que éste realizaba. Si bien es verdad que la situación es completamente negativa, no es menos cierto que esta nueva situación a posibilitado para que un liderazgo femenino se vaya constituyendo en el área rural. Este liderazgo femenino que poco a poco se va extendiendo y que está dando muy buenos resultados es una de las nuevas características que se encuentra en el ámbito rural.

En el otro polo de la migración, las ciudades y centros urbanos, los migrantes pasan a ser los necesarios pobladores de los barrios marginales o periféricos de las grandes ciudades. Además, en virtud de que la oferta de trabajo siempre es inferior a la demanda del mismo, los migrantes, por regla general serán los activos miembros del sector informal urbano de la economía, a través del cual alcanzan niveles de subsistencia. Entre estos habitantes también se ha gestado o está en proceso de gestación un liderazgo informal el cual está encaminado a ayudarles a resolver, aunque en forma precaria, la serie de problemas que tienen que enfrentar al estar en contacto con las nuevas situaciones que la vida urbana les demanda. Grupos de pobladores, Organizaciones barriales, Comités pro vivienda, etc. entre otros, son las entidades en las cuales se está gestando un nuevo modelo de liderazgo que con el tiempo se irá consolidando poco a poco.

Otro de los procesos generados por los cambios analizados en líneas anteriores fue el relativo a la estructura agraria. La disolución de la gran propiedad agrícola por motivos de la reforma agraria o por la iniciativa modernizadora de los propietarios propició notables cambios en la estructura agraria. Las unidades de producción se tecnificaron notablemente y pasaron a ser entes productivos que encaminaron su actividad a la agro industria, a la actividad ganadera o a tareas que tenían que ver con productos no tradicionales de exportación. Este nuevo horizonte productivo, como es de suponerse requerían una nueva modalidad de ejercer la actividad agrícola, desde una perspectiva gerencial, pero también implicaban el adentrarse en una nueva estructura agraria encaminada a satisfacer una tendencia del mercado internacional. La propia modalidad de tenencia de la tierra se vio alterada, la gran extensión ya no se hacía indispensable, ya que las nuevas técnicas de cultivo, mucho más intensivas ya no lo requerían. Desde otro punto de vista, la relación patrón trabajador también se vio reemplazada por una relación netamente capitalista en donde el salario era la norma.

Otra de las tendencias interesantes que se registran como consecuencia de la serie de cambios producidos es la organización de las Cooperativas agrícolas que van a tener papel protagónico en la producción contemporánea, y de la cual también se han dado nuevos tipos de liderazgo, así como también la tendencia que actualmente se registra hacia la micro empresa. En este sentido los cambios operados en los últimos quince años en el agro ecuatoriano son muy significativos y el cambio en la visión y praxis de una estructura agraria también es una de las notas distintivas de esta época.

No solamente que los cambios que se están operando dicen relación al proceso de tenencia de la tierra, que si se ha visto afectado, sino que ellos dicen relación fundamentalmente a la modalidad explotativa de los mismos y a la introducción de nuevos productos, fundamentalmente con la idea de que sean susceptibles de ser exportados. Obviamente que en este nuevo modo de hacer las cosas también se ha posibilitado la manifestación de un nuevo tipo de liderazgo que se proyecta en dos órdenes: hacia una consolidación del liderazgo gerencial al amparo de la tecnificación de cultivos, productos y procesos de comercialización; y un liderazgo más bien campesino, con mucho aporte femenino, el mismo que se manifiesta y se proyecta hacia la consolidación de la actividad agrícola dentro del esquema de las cooperativas. No queremos decir que estas sean las únicas formas productivas que se registran actualmente en el agro ecuatoriano, sino que ellas son las tendencias que más se repiten.

## Formación del liderazgo en el Ecuador

Como se dijo en la primera parte del documento, las diversas vicisitudes históricas por las que ha pasado la sociedad ecuatoriana enmarcaron las características típicas de los procesos económico políticos y sociales que el país tuvo que asumir. En el plano de la estructura del poder y el liderazgo éstos también se vieron muy influenciados por la marcha de los acontecimientos históricos que seguían ocurriendo en el país, y que, de forma directa, contribuyeron para que los líderes, por las condiciones específicas que les tocaba vivir, así como también por las diversas características que debían reunir para cumplir con su liderazgo, den la oportunidad de estructurar una verdadera tipología de líderes, o diciéndolo de otra manera, cada nueva situación que se iba creando en el estado ecuatoriano daba paso a la conformación de una modalidad de liderazgo particular.

La ubicación espacial de los diversos problemas también ha servido de elemento diferenciador de la modalidad a través de la cual se organiza y expresa el liderazgo. La génesis y las características propias de los líderes que han surgido en la región de la costa ecuatoriana, en función de los distintos procesos vividos por esta región del país, son completamente distintos de los manifestados en la sierra en donde la naturaleza del liderazgo y la estructura creada en torno a él son igualmente diferentes (más adelante en el documento, cuando veamos casos más concretos estas distinciones se harán más aparentes).

Habíamos señalado que la presencia del liderazgo se manifestaba en los diversos sectores de la dinámica nacional; siendo así, al menos tendríamos que referirnos a algunos de ellos, con la aclaración que aunque su tratamiento se lo haga por separado, cuidando de marcar las especificidades, en la realidad generalmente el liderazgo transpone las barreras específicas de cada sector.

### Liderazgo Político:

La actividad política y la serie de objetivos que ella persigue ha dado lugar a que se forme y manifieste un liderazgo a este nivel. Desde los inicios del estado ecuatoriano se sucedieron una serie de personas quienes basaron su poder en las características y permisibilidades que su característica de líderes les otorgaron. El gobierno del país fue su objetivo básico y, concomitantemente con él, la imposición de un modelo de hacer las cosas y porqué no decirlo, una posibilidad de salir beneficiado como grupo de esa actividad. Este li-

derazgo se canalizó fundamentalmente a través de las estructuras partidistas de los partidos políticos tradicionales que desde el inicio de la república existieron: el partido Liberal y el partido Conservador. Estas dos fuerzas políticas partidistas fueron las que en turno se alteraron no solo el poder político sino el liderazgo a lo largo y ancho de Ecuador ya que, no solamente coparon con las principales dignidades dentro de la estructura política administrativa del país, sino que su dominio se vio extendido a prácticamente todas las instancias en que alguna cuota de poder político estaba disponible.

Este estado de cosas permaneció inalterado hasta prácticamente la década de los años sesenta (con la excepción de los gobiernos no democráticos entre los cuales hubo algunos con clara tendencia socialista, tendencia desprendida de sus líderes impulsores de tal proyecto político) en la cual, y por nuevos elementos que se dieron en la vida política nacional, aquel bipartidismo fue abandonado, cediendo paso a nuevas estructuras de poder y liderazgo que alteraron la forma tradicional de organización de la escena política nacional.

Cuando hablamos de liderazgo político, necesariamente tenemos que hacer alusión a la posibilidad de tomar decisiones, y en el ejercicio de éstas, quedará claro que el poder decisorio no será distribuido en forma equitativa, con lo cual se crea un proceso de retroalimentación que permite el mantenimiento de una sólida estructura de poder al amparo de la actividad de determinados líderes quienes son los fieles mantenedores de ese estado de cosas. Cabe mencionar que la participación democrática hacia las estructuras del poder y del liderazgo se vieron restringidas casi al mínimo, ya que, la tras misión de la posibilidad de viabilizar el poder, o de socializarlo estaba restringida al ámbito social e inclusive al ámbito familiar de determinados segmentos de la población.

Si hiciéramos un estudio pormenorizado de la vinculación parental de entre las personas que han ocupado la presidencia de la república o posiciones significativas dentro del quehacer político administrativo en el Ecuador, con curiosidad, aunque no con sorpresa veremos que los nombres se repiten y que las líneas del parentesco son las ordenadoras de la estructura de liderazgo. Esta modalidad de ejercer el poder no solo se quedaba en las máximas estructuras político administrativas del Gobierno, sino que eran extendidas a todos los niveles, ya que, de lo que se trataba era de posibilitar la continuidad del modelo que se había establecido con anterioridad.

Durante la década de los años sesenta, y con el descubrimiento e inicios del proceso de explotación y exportación petrolera, el estado ecuatoriano por vez primera en el proceso histórico nacional, pasa a ser el principal actor dentro del contexto de la actividad económica y, esa situación vendrá a alterar en forma significativa la estructura del poder y el liderazgo a nivel nacional. Nuevos actores sociales emergen y, dentro de ellos, "se filtran" miembros de estratos sociales distintos de los tradicionales y cuya vinculación política es distinta de las anteriores estructuras políticas partidistas. El liderazgo recae también entre sectores de clase media quienes por vez primera se ven enfrentados a la posibilidad de ejercer liderazgo y obtener dosis de poder que anteriormente les había sido negada. En esta nueva situación, quizás el grupo que mayores beneficios de toda índole alcanza es la institución militar, la misma que al amparo del petróleo y de la ley de seguridad nacional ve crecer su poder político así como su poder económico en escalas verdaderamente inéditas en la historia del Ecuador.

Liderazgo Económico:

Desde la época republicana por las circunstancias de la geopolítica mundial, el Ecuador asumió, dentro del contexto internacional, el papel de proveedor de materias primas y exportador de productos manufacturados. En este contexto, los grupos exportadores fueron los portadores del poder económico del país, al cual, pero en menor grado se unieron los terratenientes de la sierra. Este liderazgo económico de profunda naturaleza oligarquica exclusivista estaba íntimamente vinculado al poder político al cual nos referimos en líneas anteriores, dándose la coincidencia de que quienes estaban "en derecho de ejercer" el poder político eran quienes estaban vinculados al poder económico oligárquico, con lo cual se cerraba el círculo. Exportadores y terratenientes, cada cual en su propio sector geográfico: costa y sierra respectivamente, copan las instancias formales a través de las cuales no solo que era posible el ejercicio del poder económico, sino que este era ampliamente respaldado por el poder político. Presidentes de cámaras de exportadores eran seguros ministros o gerentes del Banco Central. Abogados de grandes compañías exportadoras eran los "necesarios ministros o presidentes de la república" Políticas económicas o planes y programas económicos estaban encaminados a favorecer aquellas estructuras de poder político y económico, sacrificando, la mayoría de veces, el bienestar de grandes conglomerados poblacionales que vivían dentro de estructuras democráticas formales, pero de cuyos beneficios no podían participar.

Como hemos repetido insistentemente, el advenimiento de la actividad petrolera durante los años sesenta altera significativamente la estructura del poder político y económico en el país, y , dentro de esta serie de cambios, el liderazgo económico también va a tener sus alteraciones o al menos ciertas tendencias al cambio. Concretamente, el negocio del petróleo impulsa a un nuevo grupo social, el de los tecnócratas (Jóvenes profesionales generalmente formados en el exterior y miembros de clase media alta) a ocupar puestos estelares en la administración del estado, especialmente al interior de las empresas petroleras nacionales o extranjeras, lo cual les otorga muy buenos ingresos económicos y les permite consolidarse al interior de la estructura económica del poder como grupo. En el sector financiero también se hacen presentes estas personas y, por su nivel de ingresos procedentes de dichas instituciones que reconocen en ellos su alta capacitación, obtienen un mejoramiento de su condición socio económica que se traduce en movilidad social y emergencia de liderazgo.

Bajo la misma lógica descrita anteriormente, los militares también obtienen grandes recursos económicos lo cual les permite incursionar en varias esferas de la producción, ya sea como institución, o como particulares y, como resultado de esa actividad van consolidando su poder y cierta estructura de liderazgo que también se manifiesta en el ámbito del poder político. Nótese que varias de las actividades económicas realizadas por los militares tienen relación directa con la industria petrolera, lo cual acrecienta su poder económico y consolida también su ámbito de maniobra dentro del espectro político.

Liderazgo Religioso:

Cualquier lectura del problema del poder político y del liderazgo en el Ecuador quedaría incompleto sinó se haría una relación al liderazgo ejercido por la Iglesia Católica. Desde los inicios de la república y pese a que en forma escrita a través de la Constitución de la República se ha decretado la separación del poder civil del eclesiástico, no es ningún secreto el manifestar que la Iglesia en su liderazgo ha ejercido gran influencia dentro del aspecto económico y político en el país. Esta afirmación se hace más clara, especialmente cuando nos estamos refiriendo a los gobiernos de ideología conservadora que fueron ampliamente respaldados por la Iglesia Católica.

Si tomamos en consideración la enorme influencia que ha ejercido tradicionalmente la Iglesia en el Ecuador, especialmente en el ámbito rural, vemos que su liderazgo no solo era de naturaleza espiritual, sino que en materia de elecciones se hacía manifiesto impulsando tal o cual candidatura. Del mismo modo, en la misma gestión política, a nivel de las grandes decisiones siempre

había que contarse con la opinión de la alta jerarquía eclesiástica so pena de que ella se oponga directa o indirectamente a dicha medida. Las figuras del Cardenal o de los Obispos, a más del peso moral que han representado, también han contribuido para que sean los propiciadores u opositores de determinadas medidas a tomarse.

Por otro lado, y tampoco es nada desconocido que la Iglesia siempre ha estado con el poder, y, en el caso de Ecuador, no podía ser la excepción, de allí que manifestemos que en el espectro del liderazgo ecuatoriano el poder de la Iglesia ha sido y es uno de los elementos necesarios a ser entendidos y sin el cual quedaría incompleto el panorama que en esta materia presenta el Ecuador.

También consideramos necesario destacar que la gestión de la Iglesia en el Ecuador, especialmente en época contemporánea ha tomado otras opciones, todas ellas encaminadas o alineadas dentro de la Nueva Iglesia, de la Iglesia de los pobres, y que, a través de la gestión de sus comunidades de base y grupos de pastoral está ejerciendo otro tipo de liderazgo, pero de un liderazgo por el cambio, tendencia que le aparta de una tradicional manera de ejercer su actividad religiosa. Desde Obispos que ejercen esta labor desde esta perspectiva hasta sacerdotes cuyo trabajo lo ejercen en barrios marginales o zonas urbanas vemos que la Iglesia se manifiesta y se proyecta ejerciendo un verdadero liderazgo que va obteniendo sus frutos y que le consolida cada vez más al interior de esas formaciones sociales. Señala manifestado que parte de la Iglesia ha adoptado esa actitud, ya que, otra, una "ala conservadora" sigue aliada con los más tradicionales grupos de poder político y económico, dentro de los cuales sigue ejerciendo un liderazgo significativo.

#### Liderazgo Intelectual:

Aunque su poder real no se compara con las estructuras de liderazgo anteriormente analizadas, es menester señalar que poco a poco en el Ecuador se ha ido estableciendo un cierto liderazgo de naturaleza intelectual dentro del cual están agrupados las personas que, en base a su producción de reconocimiento no solamente nacional sino internacional, así como también de sus actuaciones públicas, con su criterio concitan el reconocimiento general y han pasado a ser voces autorizadas para manifestarse en relación con los grandes temas y problemas del convivir nacional. Ciertos profesores de las Universidades, así como artistas de fama internacional van formando una especie de grupos intelectuales

cuyo liderazgo más bien es de carácter moral. Bien se podría decir que al interior de estos segmentos sociales se está forjando un tipo de liderazgo que aunque aún no está consolidado, a futuro podría pasar a tener mayor peso dentro de la dinámica nacional .

#### Nuevas situaciones y nuevos liderazgos:

Como se ha señalado en este documento, el Estado ecuatoriano, por fuerza de las circunstancias ha ido pasando por nuevas situaciones de carácter histórico, las mismas que le han impulsado a alterar las estructuras de liderazgo para dar respuesta a estas nuevas demandas que se ha generado en la praxis de sus agentes sociales y de la marcha de sus instituciones. Cabe mencionar que el panorama del liderazgo bajo los nuevos contextos está en un proceso cambiante, siendo lo más significativo la emergencia de nuevos tipos de liderazgo, los mismos que anteriormente no eran conocidos y que nunca antes habían tenido una manifestación, pero que ahora son parte de la escena diaria del convivir nacional.

#### Liderazgo Político Coyuntural:

Bajo esta denominación nos referimos a la posibilidad de ejercer el liderazgo político al margen de la actividad partidista tradicional. en esta categoría estarían comprendidos diversas clases de Populismos, así como también la emergencia de líderes cuyas reivindicaciones son exclusivamente reducidas a hechos puntuales llámesen conquistas o actos de oposición a determinadas medidas tomadas por los gobiernos de turno. La vigencia de estos liderazgos es necesariamente muy corta, y su temporalidad se debe y se explica a que no existe un planteamiento de base que sustente una permanencia de ese liderazgo. Ganadores absolutos de contiendas electorales a nivel regional o local pueden , a través del mecanismo descrito, ser los grandes perdedores en las próximas elecciones. La "coyuntura" se termina y junto con ella finaliza la posibilidad de ejercer el liderazgo. A todo este panorama contribuye el deficitario grado de inmadurez política del habitante ecuatoriano.

#### Liderazgo Natural:

Como la gestión estatal no ha resuelto las demandas de ciertos conglomerados sociales, y como los problemas de ellos siguen creciendo en forma alarmante, ante esta situación sectores sociales (especialmente populares) han ido desarrollando un verdadero liderazgo natural que está encaminado, a través de procesos autogestionarios, de resolver buena parte de los problemas que les aqueja. En ciertas circunstancias este liderazgo viene acompañado con cierto alineamiento partidista, pero en otros casos son movimientos espontáneos surgidos de la necesidad de las personas, quienes no ven otra posibilidad que su gestión para resolver sus problemas. Dentro de estos líderes se hace notoria la gestión de lo:

jóvenes sobre cuyas espaldas se ha depositado gran parte de la responsabilidad que deben enfrentar.

Habría que destacar una especie de tipología del liderazgo dentro de estas organizaciones: a) Un liderazgo ClientelistaReinvidicativo que lo único que desea es la solución de limitado ámbito de problemas, a través de la negociación con el poder central o local, después del cual se termina cualquier actividad de liderazgo; b) Un liderazgo natural permanente cuyas acciones también tienen niveles reinvidicativos pero cuya actividad y militancia se extiende mucho más allá de la obtención de determinado bien o servicio y cuyo objetivo fundamental está encaminado a un proceso de autogestión a través del cual se podrían obtener realizaciones a mediano y largo plazo. En este liderazgo subyace una posición ideológica que permite que la militancia adquiera esas características. Dentro de esta categoría de liderazgo natural permanente tienen destacada participación las acciones de liderazgo ejercida por LAS MUJERES así como también por LOS JOVENES . La presencia de mujeres en organizaciones barriales, comunitaria o de diversa índole cada día es más importante y más reiterativa. El tradicionalmente papel pasivo que la sociedad había asignado a las mujeres, por fortuna cada día se va superando y con ello se ha planteado la posibilidad de que ella asuma nuevas responsabilidades, y, dentro de ellas, el ejercicio del liderazgo es una positiva realidad.

Comités barriales, Comités Pro-mejoras, Comités de Padres de familia, Federaciones barriales, etc. son entre otras las entidades que sirven de base para la actuación de estos nuevos líderes. Su poder de negociación en algunas de estas organizaciones aún está bien restringido, pero en otras ya ha sido desarrollado y las instancias del poder formal poco a poco han ido entendiendo que hay que poner más atención a las gestiones y demandas por ellos generadas, por lo cual se avisa que en un futuro cercano el poder de movilización y el poder de ver resueltas sus demandas crecerá en forma positiva, a más de su propia acción gestonaria que está en marcha.

Si bien es verdad que las situaciones analizadas en líneas anteriores se refieren especialmente para situaciones urbanas, no es menos cierto que el ámbito rural también está siendo testigo de estas transformaciones. La organización de las Cooperativas agrícolas, así como también las asociaciones de producción o comunidades de campesinos, son entre otras entidades en donde se ejerce verdadero liderazgo, con la particularidad de que, en varias zonas campesinas, y

por el proceso de abandono del campo por el proceso migratorio nacional e internacional, LA MUJER CAMPESINA ha adoptado papeles de liderazgo antes desconocidos y que cada día se van consolidando de una forma por demás interesante y positiva.

#### Liderazgo Indígena:

El proceso de ampliación del sistema capitalista al agro ecuatoriano, la liquidación de las formas tradicionales de producción sumada a la importancia del desarrollo de la conciencia política entre los grupos étnicos del país han sido los elementos posibilitadores para que emerja, se robustezca y se consolide un liderazgo indígena, el mismo que, pese a la serie de dificultades por las que ha atravesado, en la actualidad se manifiesta como una de las fuerzas políticas con las cuales habrá que contar a futuro. La movilización llevada adelante por este grupo en los pasados meses y que conmovió a la sociedad ecuatoriana es una clara muestra de lo que venimos manifestando. Tratándose del liderazgo indígena el problema es algo más complicado por varias razones: en primer lugar su representatividad ha sido cuestionada por varios sectores ya que, inclusive al interior mismo de los grupos indígenas en más de una ocasión se lo ha desautorizado sus actuaciones ante el argumento de que no representa las verdaderas bases campesinas. En segundo lugar, las vinculaciones y por qué no decirlo, las manipulaciones de determinados partidos políticos con las organizaciones campesinas hacen sinó desconocer, por lo menos tener reservas de la calidad de liderazgo que se ejerce en esas organizaciones. No se trata de desconocer el movimiento, pero sí se trata de puntualizar que el liderazgo que se ejercita en varias de las organizaciones indígenas al menos abren ciertas interrogantes a resolverse a futuro. El siempre presente problema de la legitimidad es uno de los mayores obstáculos que limitan la aceptación del liderazgo indígena. Pese a lo dicho, a nivel comunal, a nivel de la estructura de los Cabildos es innegable que existe un liderazgo alineado con una serie de prácticas culturales propias, las mismas que son recreadas a través de la actividad liderada por los Presidentes de Cabildos y Comunas campesinas. Probablemente el ámbito de acción de estos líderes sea algo más reducido, pero no por ello podemos negar que existe y es el punto de referencia para la actividad política, reivindicativa y étnica de muchos grupos campesinos de la sierra y el oriente.

### Liderazgo Empresarial:

Alineados dentro de la lógica económica pero con una membresía más amplia que en épocas pasadas, ya que a este grupo han tenido acceso los representantes de un nuevo sector de tecnócratas los cuales tradicionalmente no pertenecían a este grupo, se presenta este grupo, que concentra su liderazgo a través de la actividad desplegada por las diversas Cámaras ya sea de la producción o de Comercio que a nivel regional y nacional se organizan. Es un liderazgo más bien particularizado a su sector, pero en función de los intereses que están en juego bien podríamos decir que trasciende el ámbito natural de sus sectores y se proyecta al país. En algunas de estas cámaras, varios de sus líderes son pertenecientes de una verdadera élite económica social y política, aunque en otras estas características han sido cedidas a los "nuevos ricos" cuyo principal argumento es, precisamente, su poderío económico desprovisto de cualquier otro tipo de adjetivación. el ámbito de influencia que ellos poseen está encaminado a la preservación de sus derechos y privilegios, siendo así, las políticas económicas y la marcha económica del país es lo que más les ocupa su tiempo. No podemos decir que se ejerce un verdadero liderazgo de ámbito y reconocimiento nacional, pero, en muchas ocasiones su presencia y actividades les ha servido a varios de sus líderes a incursionar, posteriormente en la vida política del país en defensa de los intereses de sus respectivos grupos. como se dijo anteriormente, la membresía a estas sectores se ha democratizado y parece ser que el único requisito necesario para poder acceder a la categoría de líder dentro del sector es el volumen de su ingreso económico.

### Liderazgo Militar:

La nueva estructura económica del estado ecuatoriano generada a partir de la explotación y exportación petrolera ha permitido a este grupo, tanto en sus miembros activos como pasivos, el obtener elementos destinados a ejercer un verdadero liderazgo. Como cosa curiosa podemos señalar que, aunque este grupo social bien pudo haberse plegado a algún otro segmento de la sociedad ecuatoriana como grupo, ellos han preferido organizar sus propios cuadros y mantenerse ligados. Por su enorme poder económico acumulado en torno al quehacer petrolero, así como en la actividad de varias industrias a ellos encomendadas, también ejercen un notable poder político, el mismo que se ve magnificado por la siempre presente posibilidad de acceder al poder por la vía de la fuerza y el quiebre del orden constitucional. El ámbito de las actividades de este grupo se manifiesta a nivel de las industrias estratégicas, las relativas al proceso petrolero en sus varias modalidades, a su gestión como empresarios

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dentro de las industrias camaroneras, así como también por la enorme vinculación que mantienen con las inmobiliarias tanto de naturaleza urbana como rural. En la actualidad son el grupo que mayores extensiones de tierra posee en el territorio ecuatoriano. Aunque su liderazgo se manifiesta a nivel de grupo cerrado, las proyecciones de éste para el ámbito de la sociedad ecuatoriana general es muy significativo y tiende a acrecentarse con el devenir de los tiempos y el nuevo rumbo económico de la nación.

#### Liderazgo Religioso:

Como quedó establecido en otra parte de este documento, la Iglesia Católica, especialmente, ha ejercido tradicionalmente un liderazgo a nivel nacional, liderazgo que por tendencia general se ha alineado con los sectores poderosos del país. En este momento no queremos referirnos a este tipo de manifestaciones, sino a las que actualmente ejercita la Iglesia y que poco a poco van ganando partidarios. Concretamente nos estamos refiriendo a la Comunidades Eclesiales de Base, así como a los grupos Pastorales que van ejercitando su acción especialmente entre los sectores populares urbanos como rurales. Esta Iglesia de los Pobres ha ido adquiriendo un liderazgo muy significativo entre las personas que se ven involucradas con sus acciones y, cosa muy importante, ha desarrollado una estructura de liderazgo que es reconocida y aceptada por sus adherentes. Varias de las más importantes reivindicaciones de naturaleza urbana, rural o relativa a derechos humanos han sido lideradas por estas organizaciones eclesísticas. En el ámbito nacional es lento pero creciente la importancia que van adquiriendo y en ciertos sectores aparecen estas instituciones como la única alternativa válida para los procesos de movilización y reivindicación de elementales derechos. Como hecho importante bien vale la pena señalar que al interior de las organizaciones auspiciadas por la Iglesia no solo que se persigue la formación de un liderazgo, sino que existe un verdadero proyecto de acciones que trasciende el ámbito puramente religioso y se proyecta hacia una visión integradora del ser humano. Precisamente de allí es que se ha producido una respuesta positiva a esta acción tanto por parte de los sectores urbanos marginales; así como también de los sectores rurales campesinos que poco a poco van engrosando las filas de estas organizaciones.

Finalmente, bien cabe destacar el hecho de que las estructuras del poder y del liderazgo son muy dinámicas y que aunque las tendencias tienden a perpetuarse, las modalidades a través de las cuales se manifiestan varían, lo que no quiere decir que los actores del liderazgo pertenezcan siempre a grupos nuevos, sino que los requerimientos del ejercicio del mismo demanden nuevas modalidades de proyección del poder.