Study Report on Supporting Organization

for Gender Consideration

in Rural Communities

FY1996 Report

March 1997

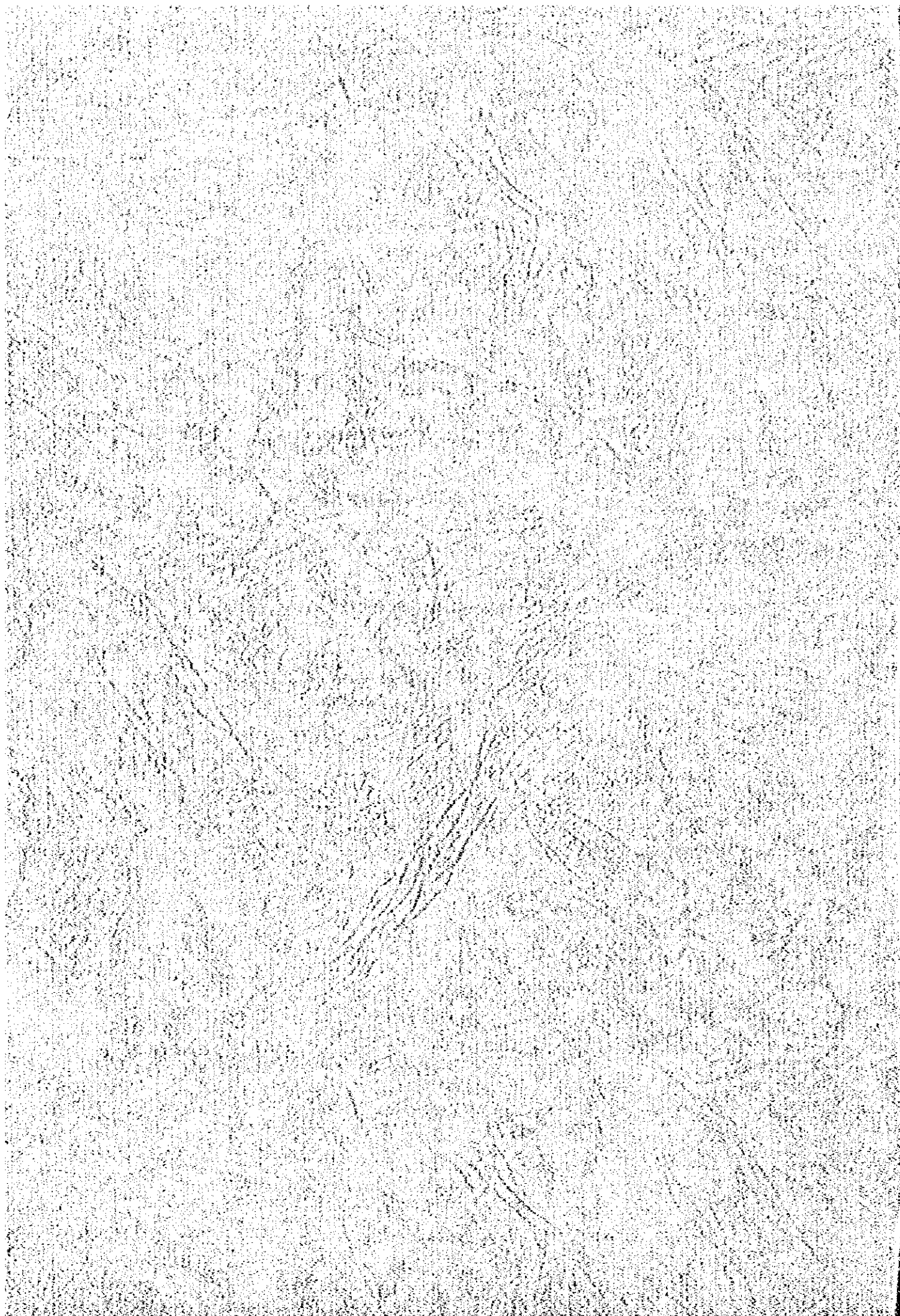Japan International Cooperation Agency

PREFACE

Greater emphasis has been placed in recent years on the need for implementation of technical assistance that properly positions socially and economically underprivileged people including women as fair beneficiaries of development and urges their participation as active torch bearers of the development amidst the increasing awareness worldwide of the importance of the role of women in development (Women in Development, WID).

This was the background in which the Japan International Cooperation Agency (JICA) implemented the study and research project of "Technical Cooperation Toward Upgrading Technical Levels of Rural Women in Developing Countries" for five years starting in 1991 to identify an executable form of assistance with considerations for women in agricultural and rural development in developing countries. In this project, development of rural fact-finding survey methods with emphasis on gender perspective as well as project formation, monitoring and evaluation methods related to such development were examined in view of the experience of agricultural extension projects and rural livelihood improvement projects in Japan while grasping the situation of women in agriculture and rural life in developing countries through overseas field study projects.

In FY1996, we conducted study and research focusing on farmer organizations that play an important role in realizing sustainable development of agricultural and rural development projects based on the studies results of the last 5 years. This report compiles the results of studies regarding the ideal organizational support for the enhancement of rural life with consideration for women by using examples of women's organizations from both home and abroad as reference. It is our hope that this report will be utilized extensively by the related parties.

Lastly we would like to express our heartfelt gratitude to the members of the study committee and the working group led by Dr. Mitsugi Kamiya, President of the Food and Agricultural Policy Research Center, for their guidance and assistance to this project and to the relevant personnel of the Ministry of Agriculture, Forestry and Fisheries for their support.

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Hideo Ono
Director,
Agriculture, Forestry and Fisheries Development
Study Department
Japan International Cooperation Agency

TABLE OF CONTENTS

INTRODUCTION AND SUMMARY

After being introduced at the International Conference on Population and Development (Cairo Conference) in 1994, the guiding principle of "Empowerment of Women" has become a major keyword along with "Gender Equity" not only in a series of international conferences such as the Social Development Summit in Copenhagen and the Fourth World Conference on Women in Beijing in 1995 but at many development-related conferences. In addition, the World Food Summit which was held in Rome in November 1996 pledged in its "Rome Declaration on the World Food Security" that it would "continue its effort to achieve world food security and eradicate hunger in all countries, starting with the goal of reducing the number of undernourished population by half by the year 2015" while declaring that "promotion and protection of all human rights, including rights of development, and fundamental freedom as well as full and equal participation of men and women are indispensable for achievement of sustainable food security in the world."

In the Human Development Report prepared by the United Nations Development Programme (UNDP), the fundamental objective of socioeconomic development is defined as expansion of people's options. It further states that the following three essential components are at the core of this approach. They are: (1) equal opportunities for all people comprising the society; (2) sustainability for carrying over such opportunities to the next generation; and (3) improving abilities of all types to enable all people to participate in the flow of development and benefit from such development. To elaborate on this fundamental objective of socioeconomic development and its components from the viewpoint of gender, it can be referred to as equal opportunity of choice for men and women and execution of options by women, i.e. seeking development of women's abilities so that they themselves can participate in socioeconomic change. It can be said that the subject of our examination for this fiscal year is to deepen our examination of concrete ways for approaching "empowerment of women" and the ways in which voluntary action for "empowerment" can be supported.

As agricultural and rural development through offering of material incentives and transfer of modern technology has not been necessarily effective, attention is being focused on the problem of the poor and women who are left behind the economic development that has been achieved by some. It is said that poverty has the face of a woman because 70% of the poor estimated at 1.3 billion are women. While women's literacy rate is said to have improved by 65% in the last 20 years, participation of women in the labor market improved only by 4 percentage points from 36% to 40% and their labor remains to be underestimated. Particularly in rural areas, much of women's labor is unpaid despite the fact that they are important workers in household work as well as in production activities. In a society where social status comes with the ability to earn money, socioeconomic status of rural women has been overly underrated. Our task lies in examining the method through which the power of rural women can be mobilized in the process of development in such context and improve the standard of welfare for the entire rural community.

The first phase of the Examination Project for Supporting Organization with Consideration for Women for Improvement of Rural Life (1991 through 1993), which had been carried out by the Association of International Cooperation in Agriculture and Forestry (AICAF) under the consignment of the Japan International Cooperation Agency (JICA), started by identifying the socioeconomic activities of rural women and analyzing the problems that exist in improving their status. The study and examination performed in

the first phase deepened our awareness of the realities of rural life while revealing our lack of awareness about the mode of behavior adopted by farmers and rural women and the values that underlay such behavior for stabilization of rural life. Thus the need for baseline survey on rural life to fill in the gap was stressed.

In the second phase (1994 through 1995), the method for positioning the establishment of the afore-mentioned study on realities of rural life and the baseline survey emphasizing social and gender perspective in the chain of flow from formation, implementation, and evaluation of the project, i.e. where in PCM (Project Cycle Management), was examined. In this process of examination, we deepened our understanding through repeated studies on the status of socioeconomic activities of rural women and inhibiting factors that exist. In addition, we have accumulated knowledge on how to approach the problems by learning from the experience of international organizations and various developed countries.

In view of the results of examination performed in these five years, a decision was made to implement the Examination Project for Supporting Organization with Consideration for Women for Improvement of Rural Life with the recognition of the need to examine the procedure for empowerment, i.e. fostering of social ability of farmers and rural women based on their voluntary will as well as the measures for supporting its promotion. The aim of this project lies not in supporting formation of organization to serve as recipient of assistance projects but in examining the conditions that are needed to enable farmers and women who support their livelihood to together change their livelihood and economic activities while adapting to socioeconomic changes that occur in a rural community.

The examination process started by examining relevant cases in various projects. Information on as many as 20 cases was collected by the members of the Examination Committee and the Working Group. In collecting this information, the objective and content, implementing agency, time and place of imple-mentation were sorted according to a certain form for a wide range of projects. Ultimately, three cases were selected in terms of both the region the form of cooperating organizations. Moreover, a case from Japan was added, resulting in a total of four cases examined while using past survey cases for reference as required. Chapter 2 comprises a description of the content of those four selected cases and matters that are related to organization of farmers and women. Incidentally, information from the baseline study implemented from November to December 1996 in Bolivia has been utilized in the description from Chapter 3 onward.

The basic framework of analysis was discussed at the time of performing examination and report writing from the viewpoint of importance of having a common awareness of the problem, the background of which shall be briefly presented here. The discussion took place because new ideas and concepts on "development" and "international cooperation" are being brought forward one after another in recent years. As mentioned earlier, the need to focus on farmers and women who play the leading role in rural devel-opment is being strongly recognized because the lessons on international cooperation were learned from the fact that rural development projects based on offering of material incentives were not necessarily producing results. People participation and gender considerations are manifestations of such trend, and it is a fact that such awareness has become even stronger among us in the process of advancing this exami-nation project.

Chapter 1 describes the content of what we regard as basic framework, which is briefly summarized in the following. A new concept of development is discussed here at first. In a word, development is a

process in which social transformation is advanced; with male and female residents participating in this process by having equal opportunities to make their own choices, becoming caretakers and beneficiaries of change at the same time, and enhancing their abilities so that they can execute such choices. In other words, an emphasis is placed on looking at "human development" or "empowerment" as a guiding principle. People participation and emphasis on community, i.e. voluntary expansion of technological options for stabilization of rural life and ongoing improvement, are being discussed as a new direction in agricultural and rural development projects. The importance of including in such options the knowledge of farmers and traditional skills to enable people to utilize the resources they are given under varying conditions is being indicated. It further asserts that the organization of farmers and women is intended to create not a recipient of project activities but a system that will enable them to not only generate income but improve and stabilize their livelihood in a sound manner in the process of development; and that support for organization with consideration for women means offering support in improving the role sharing between men and women in the process of activities that attempt to improve and stabilize the livelihood shouldered by rural women.

Chapter 2 gives an outline about the following four projects that have been taken up as cases and explains about the origin and activities of respective organizations. These projects are: Southeast Sulawesi Integrated Agricultural and Rural Development Project implemented by JICA in Indonesia; Isinamva Community Development Project implemented by an NGO named Isinamva Community Development Center in South Africa; Costa Rican Arenal Conservation and Development Project (sustainable agricultural development with people participation) funded by the Canadian International Development Agency (CIDA); and Aomori Prefecture Nagawa Cherry Center Group 101 (direct sales from producing center) which is an example of activities by women's organization in Japan. Various information that are offered in this chapter serves as the material for analysis and description in respective chapters from Chapter 3 onward.

Chapter 3: Various Factors for Formation of Group Organizations begins by discussing the need for organization of local people, particularly women, and analyzes the factors involved in establishment and continuation of an organization by dividing them into approaches that are made from outside the community and various conditions that are unique to the community, while discussing the ways through which establishment and continuation of an organization can be supported and pointing out the importance of the role to be played by the leaders. Moreover, it assesses the results of organizational activities of women according to the cases in Chapter 2 and the experience in Fiji by categorizing them into economic activities, social activities and human (educational) activities.

Chapter 4: Issues from the Viewpoint of Daily Life for Supporting Organization of Women in Agricultural and Rural Development Project discusses the process of grasping the realm of women's activities through gender analysis, i.e. how to go about knowing the realities of their lives and take a new look at their lives, and points out the importance as motivator and promotor of extension staff that involve themselves in this process from outside the community. Then it discusses the considerations that must be given in group making and training, i.e. its content, subject, person in charge etc., and explains about the requirements of a leader and content/method of leader training.

Chapter 5: Tasks and Measures Related to Fostering of Women's Organizations in Agricultural and Rural Development Project discusses the points for fostering organizations in a planned manner after

indicating the need to know external environment (including institutional and policy environment) for the activities of local people, as well as characteristics of an organization, e.g. purpose, membership and decision-making mechanism, as a premise for supporting organization. In other words, it asserts that the perspective must be clarified with regard to matters such as how to go about knowing what the group wants, what kind of thinking and plans they have adopted in solving the problem, and how they are going to foster the organization in response to changes in the society, and refers to goal setting and method of activity that are needed for this purpose. It further discusses the information activity for urging repercussive expansion of organizational activities, organizational networking and fostering of leaders as well.

Chapter 6: Concept of Participatory Development with Consideration for WID and Gender and Support for Organization mainly talks about the ideal voluntary selection of opportunities by men and women in the development process. It asserts that fostering of social ability is something that must be considered on the premise of external environment including macro-socioeconomic framework and resource use and management system in real situations, and that participating in the development process means objectively grasping the problems that are actually encountered by the community and having the ability to materialize the procedure and means for solving such problem.

In view of the foregoing discussions, Chapter 7: Remaining Tasks for the Future discusses the specific problems that must be taken into consideration at the time of preparing the actual agricultural and rural development project, i.e. project formation. While some of the issues explained here have been discussed to some extent in other chapters, they are stressed in a more comprehensive manner. The first issue involves the manner in which the position of the project being planned is grasped or understood. It means that, while the project itself is an issue of a certain community, there is a need for coordination with a macro-oriented development strategy along with understanding of conditions that are unique to the region. The second issue involves fully understanding the motivation behind the local people for developing and changing their community and the desire behind their action. The importance of baseline study which has been stressed repeatedly is pointed out anew. The third issue is that the existing internal system must be reformed in order to realize the desire. To this end, the need for empowerment and awareness change is stressed. Thus it is pointed out that there is a need for coordination from a comprehensive perspective in addition to improvement of technical and economic abilities to advance reform of the entire society and improve its standard of living.

We have studied various cases to examine the conditions that are needed for organization of rural residents with particular consideration for women and the manner in which such organization should be handled. However, the number of cases that were used as reference is not necessarily high, which means that the examination of socioeconomic characteristics, e.g. methods for approaching the problem in view of differences in level of development, is by no means sufficient. It appears that carrying out examination in greater depth is necessary by collecting further examples.

Thus the ways in which the abilities of the people, particularly those of women, should be mobilized in seeking empowerment of all the people while giving consideration to the endowment with resources and structure of life unique to the community and effectively utilizing available resources and skills, are discussed throughout the seven chapters. It must be added that, although the writing of each chapter has been shared by several authors as shown at the end of the report, the content of their writing is the result of discussion or joint effort among several members of the working group who were in charge of respective chapters.

Chapter 1 Toward New Agricultural and Rural Development Projects

1-1 Background of examination

In developing countries, many women are living in rural areas, engaged in farm work, and making various contributions to agricultural production and securing food while playing a variety of roles that are needed in daily life such as housework, child-rearing and health care for the family. Women play so important a role that enhancement of their agricultural and livelihood techniques is expected to contribute significantly to increased agricultural production, enhanced nutritional standard, and improved rural life.

In Japan, steady activities of the agricultural extension service and life improvement service have been continued for more than 40 years. It was under these services that activation of rural villages has been implemented through improvement of production/living techniques for rural women.

Examination Project for Technical Enhancement of Women for Improvement of Rural Life (Phase I) was implemented for three years beginning in FY1991 based on the aforementioned perspective. In Phase I, the present situation of women in rural areas of developing countries was grasped and the ideal method of assistance from Japan was examined in view of experience in Japan and in other countries.

Starting in FY1994, Examination Project for Technical Enhancement of Women for Improvement of Rural Life (Phase II) was implemented to examine the methodology of project forming, monitoring, and evaluation with consideration for rural fact-finding survey and the socially underprivileged in view of the examination project conducted over the past three years.

These results from examination and baseline survey conducted over the past five years were compiled into their respective reports and utilized extensively outside and inside the JICA.

In FY1996, a decision was made to implement Examination Project for Supporting Organization with Consideration for Women for Improvement of Rural Life by placing emphasis on farmer organizations that play an important role in improving rural life.

1-2 Purpose of examination

Discussion will focus on the organization that in offering assistance for rural development will be needed when inhabitants, who are actors of development, particularly rural women, voluntarily work together to solve a problem.

Assistance in development should not be evaluated for activities and results during the period of implementation alone but be examined in such a way that it would contribute to organization-building that is sustainable and reflective of inhabitants' will so that development could continue autonomously even after its termination. The purpose of implementing this examination project is to identify the direction and policy needed for offering assistance in the field of agriculture with people participation through examination of organizational support measures that will enable local people including rural women to develop their abilities and lead their lives with confidence and fulfillment, and thereby to prepare data which will serve as a reference in future assistance in this field.

1-3 Basic framework upon examination

First of all, it is necessary to identify the background in which the subject was taken up and how it is positioned in the agricultural and rural development project.

1-3-1 New direction of development

(1) Search for new development concept and its direction

a) From WID to gender (consideration for unique social and cultural factors)

Fundamental and indispensable livelihood activities that have been shouldered by women up to now should be reexamined by involving men in addition to the issue of participation of women in the development process.

b) Search for people participatory development style

The style in which participation of people who will become the subject of development is established to carry out the development is being proposed. Respecting needs based on individual lives of people and social demand, expanding development and technical abilities of the people through their participation, and thereby creating a community that can solve problems on its own is becoming established as a style of development.

c) Linkage between macro planning and micro planning

d) Concept of appropriate technology and traditional skills

Regarding technology transfer, the questionability of transferring technology as is that had great impact in developed countries had been indicated for a long time by development experts. It was from the background that the concept of appropriate technology was born.

The need to position traditional skills as one of the options arose to enable participation of many people.

(2) Advent of "human development" concept

After entering the 1990s, the United Nations Development Programme (UNDP) started to advocate the concept of "human development" to indicate the new direction of development.

(3) Human development and economic growth

Involvement with economic growth becomes an issue for concepts of this sort. Regarding this matter, the 1996 Human Development Report deals with the issue of "human development and economic growth" and clarifies their relationship by saying that "human development is the objective and economic growth is the means" and that "economic growth cannot be sustained without realizing sustainable human development."

(4) Human development and gender

Gender is a very important subject in human development. It is no exaggeration to say that it is the foundation of people engaged on development assistance. The importance of sorting out the problems of men and women in development , improving and equalizing women's position with that of men, and giving

careful consideration to the gender concept and unique cultural and social factors supporting such concept, is essential.

1-3-2 New direction in agricultural and rural development projects

It is necessary to sort out how the new approach to development as represented by "human develop-ment" as mentioned above is reflected in agricultural and rural development projects and how it relates to the issue of "how rural life improvement and organization with consideration for women should be in agricultural and rural development projects."

(1) New approach to development and agricultural and rural development projects

The role of rural development projects with emphasis on community has become very big.

Following the popularization of social survey methods incorporating the gender concept such as social gender analysis and comprehensive rural life study, it has become possible to clearly grasp the importance of women's role in agricultural production process. It can be said that planning and implementation cannot take place in agricultural and rural development projects without understanding the role of women. The concept of "farmer first" focuses on the knowledge of rural people, agricultural resources and the diffusion method used by the people and insists on the importance of agricultural science working together with the farmers in its study, research and extension.

(2) Agricultural development project and rural development project

Agricultural development: Aiming at increased food production and improvement of productivity

Rural development: Aiming at improvement of quality of rural life and enhancement of living standard for the farmers

(3) Positioning of agricultural and rural development projects at the Japan International Cooperation Agency:

1) The agricultural sector being at the center of socioeconomic structure in the community

2) Supporting economic and social activities of inhabitants directly and indirectly

3) Has a wide variety of aspects.

In all cases, however, sectoral approach to agriculture is followed by positioning them as integrated regional development in terms of concept.

1-3-3 Framework for the subject matter of examination

Development is defined as follows:

1) The whole activity in which social change (activation) is sought under the motive of "economic development" and spreading effect to surrounding areas is anticipated while adjusting new input to certain areas.

2) "Economic development" means making new input of technology and capital and organizing/reorga-nizing manpower for this purpose in a direct/indirect effort to increase the amount and volume of

production.

(1) Agricultural and rural development project and the subject of examination

Women play an important role in the rural areas of developing countries not only in agricultural production but also in maintaining rural life. A system that can build in a sound manner a pair of wheels comprised of income creation and improvement of living standard shall be created in the development process. This approach means that the women will be able to play a significant role in the development process. For this purpose, the way in which the process for enabling all rural women to participate is set up will become an important point.

(2) Development is social change

In this examination project, the starting point has been set on grasping development as social change. The goal of the survey is to identify the importance of women's participation, their grouping, and how to go about advancing the organization under the premise that the importance of women's role and improvement of their skills have become an indispensable condition in agricultural and rural development projects.

To realize better life, development requires some kind of input. As a matter of fact, technology, capital, concept, grouping, organization and institutional reform are input. Grouping, organization and institutional reform are nothing but a part of social change.

Chapter 2 Examples of WID Organization-Related Problem-Solving Activities in Agricultural and Rural Development Project – Case Studies –

2-1 Indonesia: "Southeast Sulawesi Integrated Agricultural and Rural Development Project: JICA

Period: March 1991 through February 1997

Implementing agency: JICA

(1) Outline of the project

This is village-building project seeking farmers' participation and sustainability that aims to increase income and improve livelihood through increased production of farm products at 8 villages in the under-developed Eastern District of Southeast Sulawesi. The development is put forward through activities such as improvement of production base, agricultural infrastructure and facilities, development of appropriate farm machinery, demonstration of farming and cultivation techniques and reinforcement of farmer organizations. In this project, improvement of village infrastructure such as land consolidation including irrigation works and construction of roads, bridges, and community halls will be implemented under an agreement with farmers, while projects that directly involve farmers including participation in construction, organization of user groups, introduction of required materials and equipment, and farmer training are carried out focusing on farmers' groups.

(2) Factors and background behind establishment of organization (external and internal)

In Indonesia, administrative organization has penetrated into each and every citizen/farmer as a result of organization policy of the government. There are groups for upkeep of facilities, business operation, maintenance of social structure, friendship, and study. The strong influence of external factors include: 1) administrative organizations such as town, village, section, subsection, neighborhood association; 2) organizations fostered by ministries and agencies (e.g. irrigation associations P3A, KUD, sports clubs, POSYANDU). Internal factors include: 1) business entity organizations (e.g. rice planting subcontract group, swadaya, home industry group; and 2) custom (semi-mandatory) (e.g. gotong royong, ceremonial occasions, arisan). A pioneer or a leader that manages the group will be needed because it assumes the form mentioned above.

(3) History of organization

The organization that has been established above is creating differences between the traditional society and modern society. The purpose of this project is to activate existing organizations or strengthen their functions. Aspects that were lacking were newly created. In particular, Dasa Wisma, which is an existing group, was used as the core in creating groups according to specific purposes when creating women's groups with the purpose of seeking activation of the society. There are also groups that were created voluntarily by the same ethnic groups (based on traditional social structure). Securing operating cost is an important factor in creating and maintaining a group. Government subsidies will play an important role in this regard.

(4) Status of activities

As this project is currently under way, sufficient amount of data is available and lacking data can be surveyed. In the project, the activities of rural women are taken up and courses in strengthening of rural women organizations and rural life improvement are being offered as a part of farmer training. In addition, activity support and creation of women's groups are being carried out in each village as a part of organizational activity support project called "mini project," offering financial and technical assistance for activities such as chicken farming, home garden, vegetable seed production, and home industry. This makes it possible to compare existing and new women's groups and offers materials on organization.

2-2 South Africa: Ishnamva Community Development Project: NGO

Period: Since 1979 (in progress)

Implementing agency: Ishinamva Community Development Center (in former Transkei Homeland, local NGO)

(1) Outline of the project

The project started from training of women leaders and formation of women's groups for the objective of building an autonomous community in the rural black district from which various livelihood improvement activities were born. In the first stage, emphasis was placed on activities that enabled people to analyze the situation they are in and become more aware of themselves. Group formation and cooperative formation were sought based on this self awareness. At the same time, efforts are being made in areas such as , local health, agriculture and education in addition to carrying out income improvement project. Economic orientation increased dramatically after the abolition of apartheid, creating slight confusion within groups.

(2) Factors and background behind establishment of organization (external and internal)

The organization was launched as an autonomous uprising of black people in homeland with oppression of human rights under apartheid as external social condition. Women played the central role as they could not depend on men who were working away from home for whites in farms and other places. Their bond became stronger by forming small groups to discuss their common problems and increasing their awareness of the situation. Firm understanding of the situation led to dynamic activities from that point onward. The number of participants has been decreasing since switchover of policy as easy financing became available through poverty eradication project for the blacks.

(3) History of organization

The organization started by local people based on human rights awareness in the black homeland during the apartheid period. Workshops for awareness formation were held many times in the beginning. Small groups were formed in this process, serving as the base for development of concrete livelihood improvement activities. It interprets the livelihood improvement not as a mere physical improvement of living conditions but as human internal development and reform of social system. After engaging in activities in areas such as health, education and agriculture, the groups that were able to set these activities on their way formed cooperatives. There are problems that cannot be overcome, such as marketing and operational weaknesses and problems related to the market.

(4) Status of activities

The organization is adhering to the rule that group forming process should raise internal awareness. Also noteworthy is the fact that the groups are not looking at livelihood improvement as physical improvement and approaching the matter from the perspective of "human development" as local actors. Success has been achieved in raising the awareness of the inhabitants.

2-3 Costa Rica: Arenal Conservation and Development Project

Period: Since March 1991

Implementing agency: CIDA, WWF Canada, MIRENEM (Ministry of Natural Resources, Energy and Mining)

(1) Outline of the project

A joint project funded by CIDA and carried out by WWF Canada and MIRENEM of Costa Rica. The objective is to realize both sustainable rural development and conservation of biodiversity, and aims for qualitative improvement of life for rural people. As a concrete measure, it has fostered inhabitants organizations utilizing regional characteristics based on social gender analysis conducted by ACA, which are being used to promote environmental conservation-oriented small-scale production projects for diffusion of appropriate forest resource management and sustainable agricultural production.

(2) Factors and background behind establishment of organization (external and internal)

In 1987, WWF Canada carried out a forest restoration, environmental education, and community development program in Arenal Conservation Area with local NGOs. Then the program developed into a project that would manage the entire ACA. A feasibility study was performed by a joint Canadian-Costa Rican team in 1990 and ACA Conservation and Development Project was launched by ACA and CIDA in March 1991.

(3) History of organization

Following preparation of guidelines for natural resource management, workshops and seminars were held for local people in an effort to start an environmental conservation-oriented preliminary project activity among local people based on environmental education, land use management plan and guideline. This made it possible to analyze the possibility of implementing small scale community projects, to select communities capable of doing this, and to present to the people optimal state of people organization for managing the project. Then people organizations were formed, and technical and financial support was given by ACA to those that were regarded as capable of implementing the project.

(4) Status of activities

Twenty small scale projects, of which several are projects organized solely by women, are currently being supported by ACA. Feasibility of the project is an important point in receiving financial support from ACA. Therefore, they are women's organizations that have been cleared by feasibility study conducted by ACA.

2-4 Japan (Aomori): Nagawa Cherry Center Group 101

Period: 1986 to present

(1) Outline of the project

* Activities for production and sales of processed Japanese apricot products were started through organization.

* Sales facility was built by requesting assistance from the village office (under the structural policy model community improvement sheme).

* Group 101 was formed by women from farm households (currently 96 members)

* The group is administered by Board of Directors which meets regularly once a month. The results of this meeting are reported to all members through a newsletter.

* Members take turns to work in sales and their products are priced individually by respective members and brought to the direct sales facility every morning.

* Accounting is performed by hiring a clerk to handle computer input.

* Sales proceeds are deposited to the savings account of respective members at the agricultural cooperative.

(2) Factors and background behind establishment of organization (external and internal)

Nagawa Town is an area where orchard cultivation is thriving and has the largest cultivation area of Japanese apricot trees in the prefecture. However, the market often entered a slump owing to unstable prices, making it impossible to achieve higher income.

* Traditional pickled Japanese apricot was the only processed product and no other method of effective utilization had been developed.

* Wishes emerged to add value to Japanese apricot and set the sales price of the product in one's own person.

* Request to make processed Japanese apricot foods was submitted by farm households growing Japanese apricot.

* The need for sales facility arose as a result of developing processed Japanese apricot products.

* The specialty promotion measure of the town office and demands of farm households coincided.

* There were respectable leaders who studied at the life improvement group.

(3) History of organization

* Life improvement group activities (supported by rural life improvement extension agents) had been in existence for 30 years.

* Meeting on establishment of a farm product direct sales stall and gathering at each settlement for invitation of membership were held. Establishment of facility through introduction of town office project. Organization of Group 101. Role sharing among directors and holding of monthly board meeting.

- Opinion survey among members regarding activity and presentation of outcomes as part of prefectural rural life improvement activities.

- Newsletter prepared by persons in charge and distributed to all members to report on the content of discussion at the board meeting. Participation in vegetable cultivation, improvement of quality of processed goods, participation in training on double-entry bookkeeping and personal computer, and participation in Sannohe direct sales network.

- Holding of direct sales network event, the group activities of women and elderly for mutual support and fostering farming won the Minister of Agriculture, Forestry and Fisheries Award.

- Holding of quality improvement training for processed goods and women's forum. Won the Chairman of Agriculture, Forestry and Fisheries Promotion Association Award at the Agriculture, Forestry and Fisheries Festival.

(4) Status of activities

- Was the first organization in the prefecture to implement direct sales activities and is still regarded as the target group by others.

- Although direct sales facilities are being opened in neighboring municipalities and regions, the amount of sales has been increasing at the rate of 10 percent a year.

- The fact that women were able to improve the income of farm households led to improvement of their status.

- Although women did not have much presence so far, local people started to have more appreciation for them by seeing them work in such a lively manner.

- The group is actively participating in local and volunteer activities and is therefore capable of demonstrating leadership in rural women activities.

Chapter 3 Various Factors for Formation of Group Organization

3-1 Need for organization of local people particularly women

The meaning of participation in women's project and the need for organization of women will be verified using examples in the previous chapter.

It can be seen that, while women are playing more important and central roles than men in life, their social and economic status is lower than that of men in all of the countries that are cited as examples.

In the example from South Africa, the majority of men among the blacks that were driven into homeland as a result of apartheid had to work away from home. The women that were left had to take on the work that had been carried out by men (farming, cattle raising, home construction and repair) in addition to their household work, living on meager remittance and farming. Despite the importance of their roles, women's social status was low and hardly had any decision-making authority about anything as they even had to obtain permission from men to participate in cooperative activities and go to a market.

In Costa Rica, too, cash income from selling, say, cattle goes to men even though women are engaged in heavy labor such as cattle raising in addition to housework and child-rearing. Also indicated is the low social position of women as exemplified by the custom of giving a higher priority to educating boys than girls and the need to obtain permission from men to attend meetings.

While the importance of consideration for women is also brought up from the viewpoint of consideration for the socially underprivileged, in looking at rural development in terms of improving the living standard of inhabitants it is also important to place emphasis on the roles played by women in daily life, agricultural production and product processing and incorporate women's view which has close relevance on daily life. These are points that have been repeatedly reported and asserted in the examination projects over the last five years, and although difference exists in phase of implementation among projects that are used as examples*, it can be seen that participation of women has been brought forward based on such understanding.

The words of a person involved in the project in the example from Costa Rica left a strong impression: "Nature conservation and gender issue are two sides of a coin. Sustainable development nor rural development cannot take place if either one is missing. (omitted) Gender issue is something we cannot avoid if we are going to seek high quality of life."

Recognizing the importance of women's participation in the foregoing development projects, women's organizations serve as the means to urge their participation and, at times, establishment of such organization itself becomes the goal of the project. The role played by an organization in a project is related to the issue of whether existing group should be used or a new organization is needed.

In the example from Indonesia, the goal of the project was set on activating the production activities of villages and seeking increased income, and farmers' organizations were formed as recipients of this

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Remarks: * Although participation of women was not initially stressed in the example from Indonesia, emphasis was placed on WID perspective as activities of the project advanced.

project. Among them, women's groups are significant in the sense that they offer the potential of women's participation and talents that would shoulder the improvement of livelihood in the village. Strengthening and utilization of rural women's groups which are terminal units of the public administration are included in the project activities, and training and activities for women were conducted for women's groups. The reason behind such utilization of existing groups is the uniqueness of Indonesia where public administration has been organized down to inhabitants' level and functioning quite properly. Aside from existing groups, however, new rural women's groups were formed with regard to income enhancing mini-projects that were carried out as an extension of activities by women's groups. The reason for forming such a group was that a group consisting only of rural women would make it easier for people to assemble and work together for activities because of their common interests and orientations.

On the other hand, there is an example from South Africa where forming an organization itself has become the goal of the activity. As traditional community organizations have been dissolved here due to extended oppression from apartheid, the project aims to form groups among highly-motivated people in the village to address common local problems, hoping that the trusting relationship that will be created through group activities would lead to restoration of local community including mutual support. One of the objectives of the activities is to "change the male dominance by enabling the women of homeland who have been oppressed in many ways to realize their potential and giving them confidence."

Step-wise evolution of groups has been planned in such aspects as "awareness of oppression" through group activities, technical and operational improvement in productive activities for concrete needs, and self-supporting operation of cooperatives. Group activities involving agriculture, sewing, baking and knitting have become a step-wise means for achieving the goal of building a viable community. However, the problem that no group has reached the final stage of self-supporting group activity has been pointed out.

Women's organizations in the examples from Indonesia and South Africa are in contrast to each other in that their means and end are opposite. Either organization as means or organization as end, which has often been the topic of discussion in examination meetings, is also an issue which is closely related to what a development project should be. Although organization as means is necessary owing to the characteristics of the project, if "human development involving self discovery, attainment of humanity, and psychological freedom in addition to economic, social, and political development" as indicated by the example from South Africa is an issue that cannot be avoided when considering rural development, the meaning of women's organization in this context will be more evolutionary than just a recipient of activities. Linking the opportunity for decision-making and confidence that women gained through their activities with improvement of daily life is more important than gaining knowledge and skills and creating income through activities of the organization. Comments that were heard during the process of organization include, "there was a merit of forming women's networks and sharing of information among women," "women were able to discover their abilities that they had not been able to discover before" (Costa Rica), and "(women) have become confident" (South Africa).

In addition, they were exerting influence of the family and community as "the spirit and energy of women create family cooperation in the home and participate in management of the family farm", thereby "animating the atmosphere of farming and mountain villages" (Japan). The experience from the examples — that activities which promote empowerment of women leads to activation of community- appears to be important from the viewpoint of sustainability of development project as well.

On the other hand, merely stressing the point of promoting women's participation and women's organization may invite overburdened labor on the part of women. In the example from Costa Rica, it was said that owing to traditional role sharing by sex "implementation of project for women has an aspect of forcing overburdened labor on women and, therefore, improvement of existing social environment on the premise of role sharing between men and women is indispensable for sustainable rural development." And as the gender issue is also closely connected with the historical and cultural background of the community in question, there are aspects that require considerable discretion. However, sustainable rural development cannot be realized without considering how men and women recognize and share the responsibilities women have in livelihood in advancing the development.

In the project in Costa Rica, gender workshops and gender training were conducted, requiring participation of local people including men. In reality, the results of the training are "giving significant influence on transformation of men's awareness" and producing results in promoting participation of women and organization of women's groups. The example from Costa Rica will be one of the examples that will show the direction of "supporting organization with consideration for women."

3-2 Factors for materialization of women's organizations

The smallest "form" of organization is a "group" as small group (informal encounter group). So in this chapter, this "group" will be described from several aspects.

In this section, the factors that will materialize women's groups will be examined. Table 3-1 is an extraction of these factors from the four examples in Chapter 2 and a survey case in the South Pacific (Fiji) where the author had stayed for ODA agricultural cooperation (Yasuki Fujita, "Study on the Effectiveness of Group Activities by Rural Women in a Developing Country and Factors for Their Materialization and

Table 3-1 Factors of group materialization

	Factors of materialization
External	*1) Impact from outside (e.g. government recommendation, project introduction) *2) Existence of external leader (e.g. extension agent) 3) Existence of guiding body that promptly and sensitively to grasping and addressing the needs to solve spontaneous problems
Internal	*1) Presence of existing organization *2) Existence of internal leader *3) Understanding and cooperation of the family *4) Sense of crisis and urgency to solve the problem with regard to livelihood and farming *5) Handing down the custom of mutual aid 6) Existence and understanding of village community 7) Common and homogeneous family environment 8) Experience of cooperative activity 9) Prospect of obtaining operating cost

Note: Asterisks denote factors common to all the four cases cited (excluding Japan).

Continuation," *Rural Research* Vol. 79, September 1994). Factors of materialization have been divided into "external factors" which are factors that have exerted influence from outside women's groups and "internal factors" which are factors inherent in women's groups and their members. Such viewpoint and classification are necessary in identifying the measures and methods for supporting "group formation."

3-2-1 External factors

Common factors in the four cases except for that of Japan were 1) Impact from outside and 2) Existence of external leader. "Outside" in "impact from outside" corresponds to the project and government and in that sense the impact is "government-made," although it must be highly valued in that it had favorable influence in materialization of the group. In developing countries, it appears that government leadership is inevitable for the time being considering the scarcity of opportunities for women to come in contact with the outside world and shortage in terms of volume and channel of information. Accordingly, the government and internal leaders will have to give consideration to people participation and provocation of spontaneity among the people at all times.

As for the "existence of external leader," the "leader" corresponds to "extension agent" employed by the government and "impact from outside" is motivation and "existence of external leader" is indispensable for starting the group later on. It is only after these two are combined that greater effectiveness is achieved. The existence of extension agent becomes more important as it will be necessary to clarify the group's goal, create rules of group operation and introduce skills that are needed for the activity.

"Existence of guiding body that promptly and sensitively to grasping and addressing the needs to solve spontaneous problems," which has been cited as another external factor, is that which concerns the case in Japan. Incidentally, women's groups in Japan are presently being formed according to spontaneous needs based on the history of their activities originating from Life Improvement Groups which came into existence with the inauguration of agricultural extension service after the war and advanced with the higher status and independence of women in recent years. This is the background behind this factor. "Guiding body" in this case refers to town offices and agricultural extension centers.

3-2-2 Internal factors

Common factors include: 1) Presence of existing organization; 2) Existence of internal leader; 3) Understanding and cooperation of the family; 4) Sense of crisis and urgency to solve the problem with regard to livelihood and farming; and 5) Handing down the custom of mutual aid. Remarks on these factors are as follows.

First of all, "presence of existing organization" and "handing down the custom of mutual aid" seem to be connected with "existence of village community" in the case of developing countries. Therefore, it will be important to address these factors by assuming the existence of village community in the background.

"Existence of internal leader" is another important factor that is played often by <the wife of village chief>. It also goes without saying that "understanding and cooperation of the family" is an indispensable factor of materialization. Lastly, "sense of crisis and urgency to solve the problem with regard to livelihood

and farming" has the potential of becoming the purpose of forming groups and purposes of their subsequent activities and, therefore, the degree of clarity and awareness on this matter could become the most significant factor in group materialization.

"Prospect of obtaining operating cost" is not a common factor but appears to be a considerably important factor. Although this point did not become an issue in the three cases of this examination because the groups were formed within the framework of project, it generally poses a concern at the time of formation. This point was brought up in the Fiji example.

An attempt for extraction of materialization factors for women's groups was made with regard to the five cases. Let us now take a look at <position and status of women in family and society and problems encountered by women> which is also the background of these factors (the so-called "indirect cause"). Some of the main points raised include: "having to work continuously for farm work, housework and child-rearing" (8 to 14 hours in Costa Rica); "need permission from husband to engage in social and economic activities" (South Africa, Costa Rica); "men want women to stay home and not go out of the house" (Costa Rica); "men use violence against women" (South Africa); "oppression by men and excessive work load are making women act coercively against children" (South Africa); "women do not have right to make decisions about land ownership and money" (Costa Rica); "profit from farming (e.g. money from selling cattle) goes to men's pocket" (Costa Rica); "community has antagonistic attitude against women" (South Africa); "women play the key role in conservation of natural environment and socioeconomic development" (Costa Rica); and "a trend is growing among local women to start value- added agriculture (e.g. processing of farm products) (Japan).

3-2-3 Method of support and cooperation

When considering the foregoing materialization factors and their background, reference must be given to the method of support for <materialization of rural women groups>, i.e. the roles and methods employed by external leaders and the expectations from international cooperation which is derived in connection with such matter.

(1) Fostering of groups begins with <group formation> and <group formation> requires motivation. Ideally, such motivation should come spontaneously but cannot be expected in developing countries owing to shortage of volume and channel of information, closed nature of communities, and lack of leadership. That is why an impact must be given from outside and the examples in this examination are no exception to this rule except for the example from Japan. Although such impact is often given through government campaigns and government leaders, it is not proper to negate this pointlessly as something imposed by the government. The point is to expect that the motivation will change from government-led motivation to voluntary motivation of prospective group members through eager discussions by both internal and external leaders.

For this reason, trained external leaders (such as extension agents) must be posted to create motivation through external impact. Training of leaders that will be involved in women's groups requires instructions on the gender approach and method of instruction in addition to those on methodology of group fostering. Support through international cooperation is desired for fostering and training of these external leaders.

(2) Attention must be given to existing groups, both formal and informal, at the time of group formation

because understanding and support of these existing groups will often facilitate formation of new groups based on existing groups.

In the developing countries, people discover that informal groups exist in a community when they enter the community and deepen their contact and that the community exists as a formal group (base group <community group, kin group>). In the previous example, one realizes that the existence of these existing groups became the main factor of materialization. In particular, the existence of "community" and the perception of women by such "community" will probably have a strong impact on the materialization of women's groups. Therefore, advance approach made by an external leader for educating these existing groups is effective for forming groups.

(3) "Understanding and cooperation of the family" is an important materialization factor for women's groups. For women, it is not possible to become a group member or participate in its activities without this factor. Therefore, there is one aspect that must be added here and that is <understanding and cooperation> of husband who is at the center of the family.

As mentioned earlier, there are situations in the examples of this examination where <understanding> of husband toward his wife is lacking not to mention his reluctance in offering cooperation. It is hoped that formation of women's groups and continuation of their activities will advance by deepening husband's understanding of his wife and by cooperation assuming sharing of responsibility between men and women according to gender. Then what are the things that can be done to facilitate this?

To mention one of the methods, consideration and ingenuity for involving men directly and indirectly are needed to foster women's groups. For this purpose, it may be effective to conceive a project that fosters men's groups and enable both groups approach the issue. Such activity may open the way for fostering understanding for women and realizing cooperation based on gender.

3-3 Factors for continuation (progress) of women's organizations

The functions of a group, if formed, cannot be demonstrated unless its activities are developed and continued. This section will discuss the factors for continuation (progress) of women's group activities. Table 3-2 extracts the continuation factors according to the same premise and procedure as materialization factors and sorts them into external and internal factors.

3-3-1 External factors

Common factors include: 1) Offering of training opportunities; and 2) Existence of external leader (e.g. extension agent). To begin with, "offering of training opportunities" ranges from training for arousing membership and leadership for facilitation of group activities, technical and skill training for economic activities (e.g. farm product processing, vegetable growing, handicraft, sewing), and livelihood skill training. Training for internal leaders is also considered necessary. Training involving operational skills for the group (e.g. rule making, marketing, fund management) is desired.

Along with materialization factor, "existence of external leader" is also an important factor. Expectations exist within the group to have its leader take charge of matters such as giving advice on group

Table 3-2 Factors for continuation of group activities

	Factors for continuation
External	*1) Offering of training opportunities *2) Existence of external leader (e.g. extension agent) 3) Support from the project 4) Support from guiding body etc. 5) Connection with related projects
Internal	*1) Existence of internal leader *2) Assertiveness, cooperativeness, and independence of members *3) Sense of satisfaction among members *4) Understanding of the family (particularly husband) *5) Understanding and support of the community 6) Reinforcement of spirit of mutual aid 7) Democratic sharing of profit 8) Voluntary securing of operating fund 9) Ownership of assembly facility

operations, providing guidance on technology and skills for economic activity and that on livelihood skills, and creating connections with the government and other projects. At the same time, ongoing allocation that will allow external leaders to provide guidance and advice consistently after the formation of the group is needed. It is therefore an aspect in which fostering and training of manpower is required and international support is desired.

Other external factors that have been raised such as "support from the project", "support from guiding agency", and "connection with related projects" are, after all, support which is offered through various projects that are implemented by public bodies such as government and prefecture, ODA and NGO.

One must understand that there are three cases in regard to this matter. First is the case in which connection with advantageous project is realized and applied as a result of an effort of an internal leader based on clarified needs resulting from full discussion within the group. The second is the case in which connection with advantageous project is realized and applied as a result of an effort of an external leader. The third is the case in which the group is already a component of the project or scheme. It goes without saying that being able to apply the first case would be most effective.

3-3-2 Internal factors

Common factors include: 1) Existence of internal leader; 2) Assertiveness, cooperativeness, and independence of members; 3) Sense of satisfaction among members; 4) Understanding of the family (particularly husband); and 5) Understanding and support of the community. To add a few remarks as was done in external factors, internal leaders are often wives of "chiefs" of communities in the traditional society in the initial stage of group formation. However, they are replaced by others after entering the stage of continuing and developing the activities of the group. In the example from Fiji, the leader was changed from village chief's wife to several members of the group in their 40s and 50s who are adept in livelihood skills. It is said that the new leader must be equipped with popularity among group members, i.e. to have

the personality of becoming an advisor in addition to having livelihood skills. In the process of group activities, there is a need for communication between group members and internal leader. There is also significance to the fact there is more than one leader because a wide variety of contents and technology must be introduced and acquired in the process of continuing the group activity.

In addition to the existence of competent internal leaders, "Assertiveness, cooperativeness, and independence of members" is also indispensable for continuing group activities. In other words, <having the members possess the membership is the key to continuing and developing group activities>. Such development of membership is a matter to be attended by internal and external leaders, not to mention the effort on the part of members themselves.

"Sense of satisfaction among members" is also an important factor. Rather, it may be the most important factor. It is the very factor inherent in members among internal factors without which the will to participate in group activities will not be generated. Items of satisfaction are listed in Table 3-3. Items of satisfaction are diverse as they reflect individual values. Therefore, the common items, namely "good for household economy", "acquisition of new knowledge and skills", "enjoyment of group activities and profit" are economic in nature. However, items such as "place for friendship outside of the family", "existence of advisors", "place for chatting and releasing stress" indicate through different expressions that group activities have the <function of offering time and mental release> for many women who are restrained by their homes, and may be referred to as common items.

Table 3-3 Items of satisfaction for group activities of the members

Items of satisfaction
*1) Good for household economy
*2) Acquisition of new knowledge and skills
*3) Enjoyment of group activities and profit
4) Improvement of problem-solving ability
5) Contribution to family and community
6) Assessment by family and community
7) Place for friendship outside of the family
8) Existence of advisors
9) Place for chatting and releasing stress

The fact that "understanding and support of the community" is listed in addition to "understanding of family (particularly husband)" is another feature of continuing factor. Group activities are developed in the community and in the involvement with the community and, therefore, cannot be continued with understanding of the family alone. That is why it is important to work toward obtaining "understanding and support of the community", which requires efforts toward <contribution to the community>. Eventually, this not only makes it possible to obtain "understanding and support of the community" but results in recognition of the social effect of group activities as well as conduces to improvement of social position of women.

Common factors among continuing factors have been discussed above. There are also factors such

as "democratic profit sharing" and "securing of voluntary operating fund" that are not common factors but factors that should not be overlooked. The premise for the former is that profit sharing becomes the subject of interest when economic activities of the group become active and becomes a problem at that time. As for the latter, "securing of voluntary operating fund" is necessary for spontaneous and voluntary group activities instead of depending solely on projects and related schemes for economic support of external factor.

3-3-3 Method of support and cooperation

In view of the foregoing materialization and continuation factors, the method of support for <continuation and development of rural women's group activities> , i.e. the role and method as external leader, and expectations for international cooperation brought about in connection with it will be explained in the following.

(1) The need of training for internal leaders and external leaders shall be stressed. Regarding internal leaders, training and offering of information with regard to operating skills of the group (e.g. rule making, marketing, fund management). Also needed is the training for promoting advent of the next internal leader. As for external leaders, training for guidance on techniques and technical and livelihood skills for group operation and economic activity are expected.

To perform the foregoing training and information offering, their measures are necessary. In concrete terms, this involves 1) development of various skills required by women's groups including livelihood skills that are suited for the country and region and establishment of research facility for this purpose, and 2) the need for establishment of training facilities to offer training on the results. These matters need to be included in the perspective of international cooperation not to mention the efforts made by national and prefectural governments.

(2) Much considerations are needed when offering economic support from outside for continuation and development of group activities. To begin with, motivations for forming a group includes cases in which it is formed to solve problems as spontaneous needs of women and those in which it is formed as a component of project or government scheme (some have the purpose of fostering the group itself and others have the purpose of fostering the group as means of achieving projects and government schemes).

Therefore, the state of groups must be considered and their measures be taken according to these cases. While non-economic support from outside shall be given to promote creation and securing of own capital as much as possible (although economic support is also necessary) for the former, external economic support will be needed initially but attention must be given to fostering voluntary groups eventually for the latter to make a shift to non-economic support to promote creation and securing of owned capital (for instance, recommendation of mini-project for women that enables creation of own capital, although economic support is also necessary).

(3) The experience that <groups biased toward desire for economic merit will collapse> is described in the examples. In other words, <members are not expecting only economic merit from continuation of group activities>. To elaborate on this, subconscious expectations for group activities include 1) place for release from home, consultation and chatting, and 2) place for gaining confidence through self-development. If that were the case, internal and external leaders as well as supporting bodies must take note of

this matter. In particular, it signifies <improvement of problem-solving ability> and intentional promotional function and guiding function are desired. In other words, recommendation of voluntary project (problem-solving learning method) and its execution by external leaders is effective.

3-4 Results of women's organization activities

Up to now, the <aim> of women's group has been described in connection with materializing factors and continuing factors <by giving top priority to acquisition of economic merits> in five examples. The <aim> shall be reexamined here because it will be the premise of the results of women's group activities. The results are compiled by example in Table 3-4.

Table 3-4 Objectives of women groups

Country	Objective	Actual activities	Related and supporting projects
Indonesia	Improvement of rural life	1) Improvement of agricultural infrastructure 2) Construction of agricultural facilities 3) Improvement of farming technique 4) Fostering and training of organization	Integrated agricultural and rural development project
South Africa	Recovery of human life and dignity	1) Securing of foo 2) Increase of income 3) Improvement of health and hygiene	Integrated rural development activity
Costa Rica	Sustainable rural development and environmental conservation	1) Farm product processing 2) Organic farming 3) Seedling cultivation 4) Home industry	People participation project in environmental conservation areas
Fiji	Creation of income for rural women and improvement of livelihood	1) Vegetable cultivation 2) Handicraft 3) Buying activity	Recommendation of fostering rural women groups
Japan	Creation of income for rural women	1) Processing of farm product 2) Direct sales of farm product	Extension service

The common aspect that can be derived from Table 3-4 is expectation for economic results such as creation of income for rural women and improvement of livelihood. In addition, emancipation from Apartheid in South Africa for recovery of humanity and independence and freedom of women in Costa Rica from the viewpoint of gender are unique and important matters although they are not mentioned in Table 3-4. Also worthy of note is the fact that social and human improvement results are included in the objective.

The results of continuation and development of women's groups today, despite different stages they are in, have been compiled by assuming the foregoing objectives in an effort to inductively identify the

effect of activities by women's groups. The results are compiled in Table 3-5.

Table 3-5 The results of group activities

Category \ Country	Economic	Social	Human
Indonesia	1) Improvement of home life	1) Activation of village	1) Clarification of purpose awareness 2) Strengthening of member awareness
South Africa	1) Acquisition of cash income	1) Participation in educational activities for children and youth 2) Activation of communication in the family 3) Improvement of health and hygiene 4) Creation of daycare center 5) Arousing the sense of solidarity of local community	1) Awareness of individual capacity and role 2) Improvement of knowledge and skills 3) Realization of having solved a problem in life
Costa Rica	1) Gaining cash income	1) Cooperation of husband and children in housework	1) Mastering of skills and discovery of individual capacity, 2) Release from home 3) Formation of women's network 4) Sharing of information 5) Changing the awareness of men
Fiji	1) Obtaining cash income 2) Purchase of subsistence goods 3) Production and supply of vegetables to school lunch	1) Contribution to village development 2) Advancement of women to village officer	1) Improvement of handicraft skills 2) Improvement of home management skills 3) Expansion of perspective 4) Subjective sharing of agriculture
Japan	1) Increase in cash income	1) Activation of local community 2) Cooperation of husband	1) Change in attitude (assertiveness) 2) Development of creativity 3) Independence (mental, economic)

The results from these five examples can be divided into three categories. The classification is made according to characteristics and the items of characteristics classification are "economic," "social", and "human" as seen at the top of Table 3-5. From the standpoint of a leader, "human" matters are also "educational" matters.

The actual content of their respective results was as follows. Firstly, a common factor among "economic effects" include "obtaining cash income", while "improvement of livelihood" and "purchase of subsistence goods" are also "economic effects" that cannot be overlooked because they are matters that are expected to be taken up by many groups and produce results.

"Social effects" can be divided into home and community depending on where the results are obtained and include items such as activation of group activities in their respective situations, raising the sense of solidarity, contribution to substantiation of facilities and improvement of women's position. The results they produce will contribute to facilitation of "economic effects."

"Human effects" can be divided into those for group members and those for people surrounding group members, and signify change in awareness of group members themselves, change in attitude, development and improvement of ability and formation of network for the former and improvement of relationship for the latter. The fact that more items have been raised here than in "economic effects" and "social effects" must be a surprise for the people of the community and outside parties, not to mention the members themselves. At any rate, these "human effects" not only give satisfaction to group members but serve as driving force behind activation of upcoming group activities.

To conclude the compilation and analysis of the group activity results, reference must be made to the three following points. The first point is the verification of coordination between the purpose of group formation and its activity and its results. It can be concluded that women's group formation and activity seeking economic and human results are producing valid results to some extent, although they are still in the process of finding clues.

The second point is the effectiveness of formation and activities of women's groups. As mentioned earlier, the results of women's groups can be classified into "economic", "social" and "human" aspects with close interrelationship existing among them. This suggests that women's group activities are bringing about economic, social and human effects while being mutually interrelated.

The third point is the impact of the results of women's group activities on its surroundings. These examples as well as the experience of the author up to the present suggests that considerable influence and impact can be expected from the formation of a women's group in a homogenous social environment. Even in such a case, however, it is difficult to expect the results of its activities to have impact on the surrounding areas because of their uniqueness. Further, impact and spreading of activity results, not to mention formation of a group, cannot be expected when social conditions are different.

Chapter 4 Issues from the Viewpoint of Daily Life for Supporting Organization of Women in Agricultural and Rural Development Project

4-1 Viewpoint of daily life as opportunity for the activity and the anticipated role of outside intermediaries

4-1-1 Agricultural and rural development project and organization of women as viewed in terms of daily life

Be it through organization of people or individual effort, the opportunities for actual activities of agricultural and rural development are found in the lives of the people, particularly when improvement of rural life is taken into consideration. The situation is the same when the act of development is that which takes place at the central research institute for the purpose of technological development because the technology developed is used by the people who live in the region and because technology is merely one of the means for supporting the life that exists with complex structure and interrelationship.

Starting with knowing the livelihood will make it possible to put women who are playing an important role in life as caretakers of livelihood. Women are at the center of life as they produce, exchange and sell agricultural, pastoral and live stock products. They also create things that are necessary in life through cooking sewing and weaving. Present situation, however, is that it has become difficult for both outsiders and the people alike to recognize the importance of the roles played by women because of the superiority of economic activities in the forefront centering around men plus customs. That is why the need arises to understand how livelihood is structured because it is not a self-revealing matter.

In addition, people are forming networks and getting involved with people around them to obtain the resources that are needed to support their lives. Such network includes patron-client relationships and mutual aid relationships as well as business aquaintances, competitors, and bystanders. It differs depending on the position people are in (e.g. gender, race, economic class, caste) and complicates the relationship among the local people.

4-1-2 Self analysis and analysis by others

"Who finds out how" is a big problem when "knowing the livelihood of other people". True opportunities for an activity will not arise if the people themselves do not have an objective understanding of the situation. On the other hand, however, it is very important that outsiders understand the present local situation and the need arises to have a viewpoint that understands the lives of the people without placing too much emphasis on the area of one's specialization. Roughly speaking, there are two ways to examine the local life: self analysis and analysis by others.

Analysis by others is performed by experts, government officers, field workers and extension agents. Up to now, emphasis in international assistance had been placed on enabling outsiders such as assistance agency staff, researchers and engineers to understand the livelihood of the people. When outsiders as experts study, analyze and diagnose the local life, local people will be in the position of patients receiving diagnoses. To make things worse, experts have a tendency to look at people's lives in the context of their specialization. Being outsiders, experts have the potential of giving new momentum to the community

because of their objectivity but they also run the risk of not being able to inspire the people as expected or even threaten the lives of (all or part of) the people or create conflict and friction among them. The community may also move in the new direction after the equilibrium of social relationships is tipped off. However, it is necessary to maintain the stance of carefully reading social changes and take the best possible measure and that requires understanding the lives of the people in the community in the context of their values.

Meanwhile, self analysis is performed by local people themselves. It will give rise to practical opportunities that will enable them to understand the situation they are in now and what they want to do in the future. However, self analysis is not something that takes place spontaneously because everyone is busy with their own lives. On the other hand, however, people have the desire to improve and change their lives somewhere in the back of their mind. Motivation and assistance from outsiders are often necessary in giving concrete shape to such fuzzy feeling and in coming up with a solution, and the role is expected to be played by intermediaries such as extension agents and field workers (hereinafter referred to collectively as extension agents). In the case of South Africa, success has been achieved in activating the enthusiasm of the local people by motivating them with candle making which used materials they were familiar with.

4-1-3 Role of outside intermediaries

Extension agents are capable of looking at the community from an objective viewpoint of outsider and offer relative way of looking at things to the villagers. They are also expected to have the ability to adjust the balance of interests fairly well in local communities where interests of all sorts have accumulated over the years. The key to such adjustment, however, is grasping the relationship among the people in an effort to determine who should participate as the subject of activity and in what form, how that can be promoted and who can play a central role in the activity. In particular, meticulous caution is required in picking up the opinions of socially underprivileged people and urging them to participate in the activity.

As mentioned earlier, local people have created their networks and organizations in a multilayered and intertwining manner prior to getting involved in the project with each network and organization having different characteristics and roles. Accordingly, when starting an activity it may be necessary to determine the characteristics of the activity as well as the characteristics of people's organization that will be participating.

In the example from South Africa, the questions "Was that a possible approach to begin with or was it not? Wouldn't the approach, the methodology, materialization factor and continuation factor be different depending on which goal was selected?" were raised in regard to this point as producers' cooperative-oriented activity was launched to increase income with the goal of mutual aid and community building. When inhabitants participate in a group activity, the outside intermediary of a project will have to be aware of matters such as the activity the group was involved in and its role before it got involved in the project, the relationships formed by the constituents of that group, whether the newly started activity is trying to utilize and empower the existing role (or relationship of its constituents) of the group or it is trying to add a new role (or create a completely new organization/relationship). While the approach may be enthusiastic particularly for the latter, it will require much consideration and ingenuity to materialize and a need may

arise to consider whether the approach itself was really adequate. For people will have to create their rules from scratch in the activity under new relationships and such rules may not be compatible with the context of their social relationships and values.

Extension agents are expected to play this important role of motivator and promoter. However, it is difficult for extension agents to put themselves in a totally neutral position because they are also human beings with subjectivity and their judgments are affected considerably by their ideas and values. They therefore must position the activities with their biases in mind. Thinking in this manner, the existence of experienced and high-quality extension agents will become important, as exemplified by the recognition of the need to train gender trainers in the example from Costa Rica. In many countries, the activities of government-employed extension agents are limited by factors such as lack of manpower, lack of budget, and low wages, making it difficult for them to carry out their activities effectively. Ideas that will enable them to work more effectively are needed. In this context, it will be important to exchange with other organizations that have accumulated experience and to conduct training for improving the competence of extension agents.

In the following sections of this chapter, reference will be made, by taking up the four examples mentioned above, to views that will take a new look at the realities of life in the area concerned that will provide opportunities for an activity, to ideal state and training of extension agents as a promoter that can motivate and support the activities of the local people, and to training of leaders who will become the core of activities.

4-2 Taking a new look at life in the region

4-2-1 Life is comprised of various factors

Life is comprised of various factors. It is materialized by men and women of all ages playing their respective roles as they secure resources that are necessary for life by sharing work and working together, by carrying out rituals and by enjoying festivals. The fact that the activities for empowerment of women which started from WID are currently turning into GAD is probably the result of realization that life is comprised of men and women and that one sex alone cannot make life work. When we look at women's group activities, for instance, it is often the case that an activity is stalled as women are unable to withstand the double burden of group activities and their daily chores because, as exemplified by the example from Costa Rica, husbands object to the participation of their wives or if not they are unwilling to cooperate in reducing women's workload. In addition, such overburdened labor of women is reproduced among them as it is passed on to their daughters and daughters-in-law. The success of women's activities in the Japanese example is partially attributable to the cooperative attitude of the husbands. However, such cooperative attitude among them is partially the result of recognition of achievements by women as they spend their income from their activities for the family, suggesting that women had to endure tremendous workload before getting to the point where they are now.

Also important is the fact that the lives of each inhabitant differs according to their attributes. Many factors including differences in race, wealth, and social class result in different ways in which people live.

4-2-2 Taking a new look at life through participatory methods

In the example from Costa Rica, workshops using social/gender analysis are held for participation by local people as a method for taking new look at their lives. The gender perspective is emphasized in these workshops because emphasis is given to the fact that fixed gender concept of the region is limiting women's participation in activities and in the decision making process. Having a new understanding of the importance of the roles played by women that were not visible in the development process was considered important. It is for this reason that participation of men in these workshops is the key. Gender analysis often makes men feel that they are being accused. In fact, their feelings can be inferred from the comment from the person who wrote about this example that "men who participated in the workshops were saying that they felt 'uncomfortable'". As gender analysis questions the social relationship between men and women that people had taken for granted, men, who had been living in a society in which they were predominant, must feel that their vested rights are being infringed. In this example, however, future development is of interest because men have started helping the housework after participating in a work-shop.

Methods called participatory rural appraisal and participatory learning and action are attempted by various people and organizations as means of taking a new look at life through people participation. Many of these methods utilize visual aids that facilitate common understanding and urge people participation in addition to giving emphasis on categorization, terms, and values of local people. They also share many views with comprehensive rural life survey which had been examined in the baseline survey [Japan International Cooperation Agency, 19941, 19952, 19963]. In the baseline survey, emphasis was given to creation of visual aids such as catalogs and maps using instant photos while attempting to give recognition to the wisdom of household matters and importance of their roles that was fostered by women by placing the viewpoint on home resources. It aims to give a close look to aspects that had been overlooked or unrecognized but were actually important.

Those involved in the project are expected to recognize the importance of the process of implementing the participatory method and its commitment to the local people rather than looking at it as a convenient method for obtaining useful results in a short period of time [Guijit et al.4, 1995]. When one says that the project was "planned with the participation of local people" or "planned by a group organized by inhabitants", what were the attributes of the people that participated, what were the attributes of the people that did not participate and for what reason they did not participate? In addition, as those who did participate are often tacitly required to say things and act in a way befitting of their attributes and occasion, the results drawn from a participatory method do not necessarily indicate truth for everyone [Cornwell et al. 5, 1995]. People who are put in disadvantageous position in the community (e.g. the poor, minority groups, women) may not be able to speak candidly or be subject to harassment from influential persons in the area as a result of having spoken candidly [Shah et al. 6, 1995]. Extension agents (and experts) would play an important role in properly identifying the social factors of the region that cannot be determined simply from superficial terms such as "participation" and "consensus among inhabitants" and in directing these factors in a better direction while maintaining compatibility between the project target and reality (or by seeking to change reality).

References

1   Japan International Cooperation Agency, "Report on Baseline Survey for Technical Progress of Women for Improvement of Rural Life: Philippines", 1994

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3   Japan International Cooperation Agency, "Report on Baseline Survey for Technical Progress of Women for Improvement of Rural Life: Nepal", 1994

4   Guijit I. And Cornwell A., "Critical Reflection on the Practice of PRA", 2-7, PLA (Participatory Learning and Action) Note 24, 1995

5   Cornwell A. and Fleming S., "Context and Complexity: Anthropological Reflections on PRA". 8-12, PLA Note 24. 1995]

6   Shah P. and Shah M. K., "Participatory Methods: Precipitating or Avoiding Conflict?" 48-51. PLA Note 24. 1995.

4-3 Approaches for training

Incorporating organization support with consideration for women into agricultural and rural development projects requires questioning of approach toward views about life, WID (Women in Development) and GAD (Gender and Development).

Training refers to the question of who does what for whom at what time, which place, using what method. This requires time and money, and the issue of burden sharing between the donor country and the recipient country also emerges. It also refers to the training content, training program and training method. Having staff specializing in training is a requirement. As exemplified by male and female extension agents that were posted for the project in Indonesia, local leaders similar to life improvement extension agents in Japan are posted in Isinamva NGO and Costa Rican ACA.

4-3-1 Training with considerations for rural women

Considering the approach toward training for WID-related issues, the following levels exist with regard to people who visit rural women who are the main figure and those related to development assistance project.

A: Rural women

B: Husbands and family members .... Main theme is to seek improvement and development of this
portion

C: Village level leaders and officers

D: Local leaders .... Persons of same nationality as A or persons from the donor
country

E: Those who offer training for D .... Persons of same nationality as A or persosn from the donor
country

F: Persons in charge of the project ...... Persons of same nationality as A or persons from the donor
at respective agencies   country

G: Persons in charge of accepting assistance in the recipient country

H: Persons in charge at the donor country

The majority of people involved in items B through H are men, and traditional views tended to neglect the matters related to rural women as being a micro subject in terms of social considerations. As there are as many women as men, social phenomena of WID considerations are an international macro issue. Full understanding of this matter is expected on the part of those offering assistance (H, F, E and D). At the same time, those in various levels of receiving assistance need to move forward by deepening their understanding through training and other methods. Ideally, it should be stated concretely in the assistance operations.

The content of local training can be divided into attitude forming and skill learning. In an effort to induce spontaneous action, attitude forming fosters WID or GAD-orientation, attitudes for scientific thinking, assertiveness, and group formation to solve problems. The other skill learning is that which improves the standard of living and local condition by acquiring skills in specialized technology, agriculture/forestry management, livelihood management, sales and marketing.

In selecting the content of training, preliminary studies will have to be performed to determine the skills that are required by the project but are not available and identify their content. Local people are highly competent in some cases. During the initial stage of the activities, full consideration that delves into manifested problems and analyzes them, while conducting workshops for technical exchange, sometimes reveals hidden but important issues on what the people wish to improve and what problems they feel do exist. In the event the local people are not competent, skill training will have to be approached by dividing the process into several sections.

As a result of giving priority to economic development in development assistance projects, attention is beginning to be focused on environmental destruction and increase in the poor. When impact on the inhabitants was examined by such social and economic development projects, it was found that their impact on men and women was different and that consideration had to be given to rural women in particular.

What is WID consideration and why such consideration is necessary? Promotion of WID and GAD requires full understanding on the part of leaders about the fundamental viewpoint of these concepts.

Reference: *Guide to WID Consideration*, issued April 1993, Japan International Cooperation Agency

• **Considerations from preparation stage**

The example from Costa Rica offers many suggestions regarding this issue. The Canadian International Development Agency (CIDA) which is offering financial assistance is allegedly the organization in which WID policy is most clearly positioned among major development assistance agencies of the world. What is particularly impressive in this example is the fact that the CIDA is placing emphasis on discussion with the inhabitants in the preparation stage of the project in an effort to form a consensus with the people on the side of receiving the assistance and that they are incorporating social/gender analysis from this preparation stage. The persons in charge of this stage are put through training in WID policy beforehand and seem to have full understanding of this concept.

• **Factors hindering participation of rural women and what has been taken up after improvement is made**

Also in the example from Costa Rica, when gender training had not been introduced "there was a

tendency to perform technical training and survey by excluding the area regarded as so-called 'women's work' from technical training. For instance, the staff that designed the project intentionally avoided the use of data with gender considerations. Moreover, the significance of having women participate in demonstration projects of small-scale operations for promoting social production had not been recognized".

The topics were taken up after the improvement was made through gender training include: (1) collection of basic data including gender viewpoint [1) economic activities, 2) profile on use and possession of productive resources, 3) factors providing for division of roles based on sex]; (2) development of program based on such data; (3) development of projects targeting women; (4) financial assistance; and (5) technical assistance.

It has been reported that, as a result of several discussions based on data held at workshops participated by men and women, sudden change in men was observed and husbands started to participate in housework.

• **Clues for solutions with considerations for women and poverty caused by apartheid**

Case of Isinamva (community development activity at Isinamva Community Development Center in the Republic of South Africa)

This example concerns the different problems faced by men and women with regard to poverty caused by apartheid. Incorporation of WID considerations offers clues for solution from the women's side. "Confinement in homeland through apartheid has had devastating impact on the family, society, and economy of the African people. Enclosure in low productivity land put these people in a situation where they cannot achieve even self-sufficient agriculture and could not live without cash income. A system in which the majority of men left their homes to engage in simple labor in mines and factories run by whites took shape. The family, women, elderly and children that were left behind had to make a living on agriculture that could not even produce enough to live on and meager remittance". Many ongoing training programs were carried out in the course of activities that had continued for more than 20 years in which "rural women clearly recognized the situation they were in through the process of activities seeking to solve actual problems with regard to agriculture, health, and income improvement, which, in turn, enabled the women of homeland who had been oppressed in many ways to take practical approach in the direction of changing male dominance by realizing their potential and having confidence" (according to a case report at the examination committee).

• **Improvement of gender bias slow even in Japan**

Many problems also exist in present day Japan with regard to WID considerations. For instance, in farm households capable of filing a blue return, more than 60% of women who work more than 6 hours a day, 150 days a year, are not receiving any monthly compensation for their labor. In one instance, a young wife of a melon farm confessed helplessly to a life improvement extension agent that it did not matter to her whether the melon sold for high price or not. Efforts are being made to solve this situation.

It was after 1975 that improvement of rural women's status was incorporated in the agricultural administration of Japan.

4-3-2 Creating the group for improving voluntary problem-solving ability of rural women

The common element in the four examples in Chapter 2 is the fact that women are settled in the village and are working every day for their family doing farm work, housework, child-rearing etc., while men are built into some kind of political activity or leave their home for better income. Men protect their family through their mobility, while women do the same by taking root. Women that are rooted face the natural environment of their locality every day for many hours and devote all of their time utilizing the land. Quite a few rural women are nurturing many of the resources that nature has to offer and working out measures to benefit from it on a sustainable basis.

To limit the content of training to livelihood perspective, WID tasks, and their development, the following proposal can be made by referring to the four examples that have been taken up in this examination. The subjects of training include persons in charge of development assistance project, persons in charge of training, local advisors, and relevant persons in the donor and recipient countries. Rural women, their family, and village level officers are subjects of the activities.

Content of training

1) WID considerations and their implementation - tasks from the viewpoint of livelihood and WID-related tasks
2) Recognition of realities and building confidence - confirmation of natural environment in the region and exchange of utilization skills
3) Learning about problem-solving and its implementation - introduction and mastering of special content to build on the above
4) Learning about group formation and its implementation - method of fixing joint activities of rural women with their friends
5) Independence of a group and its development - individual growth of rural women and growth of group, diverse activities
6-1) Development as public group - understanding the cooperation of local people and its implementation
6-2) Development as income creating group - improvement of acquired skills, business management, sales, market measures etc.

These training programs will be offered to the people of the region receiving development assistance. They are incorporated into workshops for WID-specific projects and can be incorporated at any stage of WID-integrated projects to seek maximum participation of women. As exemplified by the candle making at Isinamva, they will be carried out on an ongoing basis by starting with things that are readily available to recover the spontaneity of people who have given up hope and lost their eagerness owing to customs, poverty, apartheid and depopulation.

Those who have been dispatched because of their specific expertise to solve the problem of a region, when they need people's activity, may be able to incorporate workshops in the second process as a detour strategy. Since traditional superior technology often exists with regard to processing of local specialties, traditional skills shall be converted into diffusable technology through scientific analysis. In the third

process, as rural women are not aware of the fact that there is knowledge beyond existing technology and that it is possible to solve the problems they are faced with, they must realize that specialized knowledge and technology can contribute to solution of the problem which will serve as the starting point for making them aware of the need for knowledge and inspire in them an active will to learn. Examples from Costa Rica and Isinamva demonstrate this. Small-scale projects have much to offer in this stage.

• **Local advisors shall improve their sensitivity to grasp effective content from the comments of rural women**

They shall discern the actual livelihood and farm work from the data obtained in advance, tour the areas in question and visit each household to see and hear about their livelihood. One of the important things to do is to examine why things are as they are with regard to what they saw and heard. Ingenious questions are the key to bringing out effective comments and encourage the person.

<Ideas for approaching the matter from the four examples>

• **Beginning of participatory projects and their development**

Example from Costa Rica (project participated by people in Arenal Conservation Area in Costa Rica)

"It is women that look after cattle and perform housework and child-rearing according to division of roles based on sex. Women work 8 to 14 hours every day. The daily burden of such hard work is placed on women but when the cattle is sold, cash goes to men's pocket. In addition, it is men who attend cheese making workshop and it is their sons that they bring with them, which allegedly is based on the priority given to educating boys."

One can infer from this example a tradition that justifies putting the cash in men's pocket, men attending beneficial meetings and placing women in charge of hard work. Another aspect that cannot be overlooked is women's taking care of cattle and farm work accompanying such work. A person working more than 8 hours a day for a period of 150 days, for instance, will qualify for key agricultural worker in Japan. Daily work involving management of natural resources is in the hands of women. In most cases, they closely observe changes in nature, utilize them empirically, and come up with ideas to benefit from the environment on a sustainable basis. In other words, they are experts in the management of natural resources rooted in natural features of the locality. Getting together ten or so of these rural women and bringing out their effective comments through well thought-out questions is the starting point of "improvement of voluntary problem solving ability of rural women". They also know which plants that grow in their garden adds flavor to food and prevent disease. Wisdom need to solve various problems that occur at the time of child-rearing is passed on from mother to daughter and among neighbors. By being told that their ingenuity which they thought was socially and economically trivial is actually wonderful, they gain confidence and start working on their next voluntary ingenuity. They will also pay more attention to what the advisor that gave her this confidence has to say. An important aspect in developing things this way is the effort on the part of local advisor to foster among them an "ability to talk, think, judge and make decisions on their own".

• **Fostering groups of ten women under government guidance for the village**

Included in the example from Indonesia is the group of ten women organized by the administration

called Dasa Wisma. It is possible for groups of this size to consciously carry out activities that enable women to experience personal growth and merit of working together. There are twelve of these groups in Lanomeet Village and they are groups comprised solely of rural women having the common ground of agriculture. Three of them centering around migrants from Java are particularly active. A female extension agent employed by the project is Javanese and plays an important role. Women are put in charge of accounting because it is another role that is difficult for men to play in the development project activities. Efforts are also made in connection with development projects to have these groups recognized as a member of the community seeking activation of the village so that these existing groups can strengthen their organization and carry out activities of their own. Mini-projects are started at an early stage of the project, and support offered in terms of materials and skills are leading the way for women's group activities in other villages. In "activation of the village", extension agent, village chief and his wife are working together to maintain the balance among different ethnic groups in the area. "Providing equal amount of information to each ethnic group" was a necessary consideration on the part of the person in charge of the project.

• **Local NGO that has won the trust of rural women (example of Isinamva)**

Isinamva Community Development Center, the implementing body of the project, is a local NGO that has been established by a black minister and his wife and has been active since 1975. A service-oriented life improvement activities were performed by the founder for the first five years. It has been engaged in active awareness movement and cooperative-oriented groups activities since then and has continued to do so for 17 years until now. Although the NGO is positioned as an external organization in the example, it has the same kind of close psychological distance with rural women as life improvement extension agents of Japan because they are local advisors of the same nationality. In addition, the fact that it has succeeded the founder's spirit of service and has some charisma is another factor. Foreign countries implementing development assistance projects can include fostering of leadership similar to the NGO in Isinamva as one of the goals of training.

• **Public activities and income creating activity**

The question arises as to how local advisors should address these issues in the groups activities that have grown. Life improvement groups in Japan also experienced similar problems long time ago and had been discussing about it. It is not possible to say one activity is better than the other because of the ability and circumstances of group members. The decision has to be made by each group member. Those who want to utilize the processing skill they have acquired to expand the project to sales are forming a different group as it would incur some risk. They invest small amounts and form a processing and sales association without leaving the group. Each member can make their own decisions because of their differences in terms of age, stamina, family and farm size. It appears that this has become somewhat of a problem in Isinamva. In Isinamva, "many groups are unable to overcome the obstacles of marketing and market competitiveness and have no prospect of repaying the loan. Possible causes include external factors such as difficulties accompanying introduction of market economy after abolition of apartheid in addition to technical deficiencies such as proper advance marketing and fund management". As seen in the aforementioned case in Indonesia, material and technical support must be offered from outside to groups that wish to engage in income creating activities. In addition, as a national policy faculty development, subsidy for facilities and financial assistance have been offered to rural women organizations in several countries

including Japan, Thailand, and Malaysia and succeeded in getting them back on the right track.

• **Specialty processing research groups forming network to expand their activities and obtain public funding**

In the example from Aomori (Japan: Nagawa Cherry Center Group 101), the municipality is offering assistance in providing facilities and the agricultural extension center is assisting in the field of skills, management, and group fostering. Amidst the local trend in which life improvement groups had been continued for 20 years in the area since the age of their mothers, the first processing research group (a group pursuing processing and sales to generate income) was formed by 30 people in 1986 according to activity results table. Since four years later, 7 more groups for income generation have been formed. Efforts are being made to obtain public funding by inviting other people who wish to join the group and expanding their income generating activities. This example may have something to offer in terms of overseas assistance.

4-3-3 Training programs and methods

Offering training programs at the time of picking out a project to allow male and female participants to discuss through workshops is an effective way to foster assertiveness.

According to the example from Costa Rica, workshops were held at the time of picking out a project for local people and the training program was held for 290 days (Table 1 Changes in Number of Days for ACA Workshop Training). In this program, 29% of the time was spent on technical matters involving agriculture in forests, 21% on rural education, environmental education and human resource development, 22% on WID and its management, and 28% on other matters. The program was characterized by allocating less than half of the time period to technical matters and the rest to education, social aspects, WID etc. Gender trainer took up WID in the workshop.

An effective way for local advisors to offer training to rural women and men is holding workshops in the area in question. Participants discussing clamorously to questions is the fastest way to convince the people.

If literacy rate is high, PCM and card sorting method (writing down one's own comment on a memo and sorting them afterwards) are also effective ways to solve the problem. Training on academically established knowledge shall also be converted into exercise and workshop by incorporating discussion based on pictures and drawings.

The knack to a long-lasting training for rural women includes allowing members to come in and go freely (because they attend amidst excessive workload and have to miss the training for family business) and creating a congenial atmosphere in the group to allow members to teach and communicate with each other. Mutual understanding that members would volunteer to look after the group when their family situation allows is also important.

4-4 Leaders and fostering leaders

4-4-1 Leaders are those who can become the core of activity

The aspects of leaders in the region receiving assistance are picked out from the examples in Chapter 2 in the following.

- In the example from Indonesia, "there will be a need for a core person in implementing the development. They are the ones that are normally called leaders. If this person moves up too high in the ladder of public administration, he or she will become government or administrative leader and the development will tend to take place in top-down manner. Although traditional society and modern society coexist in Southeast Sulawesi, village development cannot move forward without the village chief (according to a report at the examination committee). In the example, descendants of the old royal family such as female village chief and her cousin who is married to the chief of next village appear as leaders. Being a village development participated by people/farmers, the project posted a Javanese woman as extension agent because of large immigrant Javanese population as well as a male extension agent married to a sister of the female village chief. The descendants of the royal family of indigenous people have formed leadership at present.

- In the example from Costa Rica, no individual has been mentioned because it is a participatory project carried out by the Costa Rican government with assistance from the Canadian government and cooperation of Costa Rican NGO, although the NGO seems to be the leader. Gender training is offered in Arenal Conservation Area (ACA).

- In the example from Isinamva, the black minister, his wife, his daughter and the people of NGO who were brought up by them are taking the leadership. A charismatic leader with spirit of service has been accepted because of the serious degree of poverty.

Since rural development is a project carried out with a large number of local people, its leader will have to be accepted by them for the project to succeed. Regions where development is just starting naturally have their traditional society. Background such as coming from good stock and being a man of religion appear to be the prerequisite for being accredited as the leader.

However, even such leaders cannot win the support of NGO and the people for an extended period of time unless he or she has the will to create other leaders by training those equipped with expertise for the development of the region and incorporating them into the organization. It is also the requirement for obtaining international assistance.

Talented people assuming a responsible position and becoming leaders over time is something that is experienced on a first hand basis. However, men as well as women rarely assume such position. In a society with caste system, there are cases where women of the upper class receive college education and are relieved from daily housework at an early point in time to pursue other possibilities. The female village chief in the case from Indonesia is probably an example of this. Existing leaders are also working to assist women in their region as improvement of women's position has become the focus of attention worldwide.

Once the movement of rural development is started, leaders with expertise go into action. Group leadership system is created as male and female experts trained in higher education work together by bringing in knowledge in required areas. Expert groups from donor countries correspond to this at present,

although such groups of organized leaders need to be created among the people of the region receiving assistance. In Japan, field offices in respective areas including agricultural extension center are working together with municipalities.

4-4-2 Understanding of WID and local vision required among leaders

It is important for leaders to be thinking about a step ahead in the future at all times. Information is limited in regions receiving assistance. Even though we live in the age of information, the information is also limited by the awareness of those who receive it. Only a handful people know about WID and GAD.

As the people of regions receiving assistance have no knowledge of these concepts, work must start from understanding the present situation as was in the case of gender training in Costa Rica. The issue starts from having women attend in such training. Rural women also need to understand what lies ahead of the cooperation. While training rural women, men must also be turned into promoter of practice by learning about the characteristics of environmental resources, mastering resource management skills, and becoming convinced that it is a sure step toward development of the region

People who are in the position of being leaders understand that improvement of livelihood which starts with WID considerations leads to the vision of local development when women demonstrate their abilities at training and other social activities. It is an indication that the awareness of looking at things in a new way has been fostered among the leaders.

A person in charge at the Ministry of Agriculture, Forestry and Fisheries visited neighboring prefectures with persons from the life improvement section 20 years ago and had a discussion on area-building with several farm managers. Their comment, "Honestly speaking, we had not been thinking about these matters because we were busy thinking about how to manage our own farms" left a strong impression. Since then, environmental inspection mapping was performed as part of living environment improvement project for farming, mountainous, and fishing villages. Men and women of all ages formed groups to inspect every nook and corner of their village and entered what they discovered in a map that was spread out at the community hall. A thoughtful old man visited the hall every day to write down his thoughts. Local vision was created through people participation by sorting this information into matters that can be improved on a village basis and matters requiring support of government agency. One village had 35 settlements and prepared a map for each of them. This project has been experienced in prefectures throughout Japan over a period of several years. The example of Aomori Prefecture is based on such experience by the local people. Trusting relationship with inhabitants may become a requirement in multiethnic regions. It may be worth experimenting.

4-4-3 Leader training

There is an issue of how much project information should be conveyed to whom. For instance, among the seven items comprising the project in Indonesia, the third item is "implementation of project with consideration for farmer participation." In such case, to what extent should the leader approve their participation in fields such as offering labor for construction, taking charge of waterway management, and most importantly, "selection of construction area under the initiative of the farmers". Although this will

not be a problem if the location is decided by agricultural civil engineering, there may be cases where consensus cannot be reached among leaders with regard to the conditions for selection and the kind of proposals that should be made. Agricultural civil engineering knowledge and conditions for selection will have to made public to train leaders in people participatory projects. Leader training in such case will have to be offered by fostering awareness through workshops and exposing them to all the aspects of the project. There are many cases where increasing the amount of information fosters good leaders.

Development project is a process of creating social infrastructure by fostering caretaker organization in the region with emphasis on skill development and creating a system in which related parties can take action based on mutual understanding and continue to do so even after the project is completed. Various types of leaders are doing their job throughout the period of the project.

The following six types seem to be working together.

1) Production skill leader - conveyance of technical and practical skills concerning skill development and production
2) Livelihood skill leader - conveyance of practical skills concerning skill development and life improvement
3) WID-related leader - gender equality, equal opportunity, and joint participatory society-building
4) Group development leader - group growth and fostering of leader group
5) Mutual learning leader - growth of individuals with problem-solving thinking faculty and joint learning
6) Local management leader - thinking about cooperation and growth of the entire locality

Leaders that are in the position of village chief should ideally be able to take out spontaneous effort of these types of leaders. It is also important to give consideration to enable fostering of various types of leaders among local people including rural women and offer opportunities for them to receive training abroad.

Chapter 5 Tasks and Measures Related to Supporting Women's Organizations In Agricultural and Rural Development Project

5-1 Grasping the status of activities by local people

5-1-1 Institutional and policy climate

So long as the official development assistance is provided via the government of the recipient country, it goes without saying that careful inspection of the policy and institution of the recipient country is required to improve the effectiveness of the assistance. Support for organization is no exception to this rule. Socioeconomic situation of developing countries is going through significant changes as a result of progress of political democratization and implementation of structural adjustment measures of the economy that have taken place in recent years. In particular, our knowledge of whether sufficient attention is given to equipping of legal system including cooperative law and policy-related approach concerning organization support amidst the advancement of transition to market economy on the policy level is very limited.

Based on such awareness, it is necessary to perform a study for obtaining overall knowledge about the existing rural organizations in the recipient country and about the institutional and policy climate involved in their existence. The following two points are the primary objects of this study.

1) Legal system and policy involved in fostering of rural organizations

Fostering of rural organizations has been sought in many countries as one of the means of agricultural development in the process of reaching the present stage from the colonial period after independence. It can be said that the characteristic of institutional and policy climate in such process was fostering of government-led (top-down) organization. The results shall be examined in addition to assessing the existing institutions and policies.[1] Viewpoints of particular importance are gender and development and changeover to market economy.

2) Government authority in charge of rural organizations, their roles and capability of executing its service

The counterpart body of agricultural development project does not always possess the administrative authority in formation and fostering of rural organizations.[2] In such cases, the project will be working with a counterpart with little experience in supporting organizations and lacking the capability of executing such support. In addition, in the event a government body specializing in improving the status of women exists, adjustment with the counterpart body will be necessary to realize smooth and effective management on the site.

This is baseline information indispensable for a development assistance project in examining organization support that must be studied at an early point in time. If existing survey data and academic research results are available, the work can be started by analyzing them. As mentioned earlier, however, socioeconomic condition of the developing countries in recent years are going through major changes. It is necessary to take this point into consideration and carry out studies that take the new socioeconomic environment into view by using local consultants.

5-1-2 Communal body and functional body

In view of the aforementioned survey, a fact-finding study will be conducted (concurrently if there are time limitations) in project areas through social and gender analysis. As realities of this study will be explained in detail in other chapters of this report, a brief examination will be added about the background which requires rural fact-finding study from the viewpoint of "communal body and functional body[1]."

Since the subject of this study is assistance activity for supporting an extremely unrefined "gathering of people (organization)" that reflects the realities of the actual society, an ongoing effort for deepening an insight about the rural community in question is required. Since rural community itself is dynamic, and since changes in external environment (including the aforementioned institutional and policy climate) and transformation of rural community are not unrelated, rural studies of the past have not been able to present a universal standard that will facilitate typification of rural villages. In other words, each rural village is a community with "character" in which a traditional system for utilizing and managing local resources which has been fostered in the environment created according to natural, cultural, and socioeconomic (e.g. local administrative system and local market) conditions of the concerned area exists.[1] Rural fact-finding survey is an attempt to clarify this "character", while gender analysis uses gender as its concept of analysis.

Incidentally, it is the "functional body" for achieving certain development objective, not the community, that we are trying to support through development assistance. The reason we still try to know about the community is because we recognize that, as long as development assistance is input of development resources from outside and our main concern is who it is used by, how it is used and managed to give fruit to sustainable development of the area, knowing the characteristics of the community is the basic requirement. In other words, the functional body we are trying to support is formed strictly inside its community. We also hope to obtain some clue as to the framework (norm) that can be offered to the manner in which development resources should be managed and utilized by functional body by studying the "traditional system" of the community.

The foregoing argument suggests that one of the shortcuts for achieving the objective of the study is to focus on the state of functional body that already exists (or existed) in the area covered by assistance. The "state of functional body" referred to here include the following:

1) Objective and factors for materialization
2) Composition of membership
3) Development resource and actual organizational activity
4) Decision-making mechanism
5) Vicissitudes and their background

Analyzing them in connection with "traditional system" and external environment will make it possible to grasp the "tasks" involved in supporting organization. It goes without saying that herein also gender will be the basic framework for analysis. And it will be possible to approach its feasibility by examining the project according to the characteristics of the tasks that have been extracted (similar study and analysis shall be performed for organizations that are in similar environment even when proper subject does not exist in the area covered by assistance).

Thus, it is important to clearly keep in mind the difference between community and functional body when implementing a rural fact-finding study. This will make it possible to obtain useful information about

formation and fostering of functional body with development objective that we are trying to assist.

Footnotes:

1　Since the 1980s, shift to market economy through structural adjustment policy of the economy has been promoted in many of the developing countries (particularly in Sub-Saharan Africa). In the agricultural sector, liberalization of distribution of inputs and products as well as privatization of government agricultural credit agencies have become its main means of policy. Although various measures for fostering "private sector" are being considered amidst such movement, farmers' organizations and rural organizations are not necessarily being clearly recognized as part of private sector. "Development of Agricultural Cooperatives and Farmer Organizations in Malawi" is a study report that was prepared by JICA under its policy advice-oriented expert support expense. Attempts are also being made to examine the impact of such policy change on micro level with gender as analysis concept. Takane (1993) has sorted its study trend concisely.

2　In Malawi Republic, for instance, Ministry of Agriculture and Livestock Development is the implementing body of agricultural development projects, while cooperatives in general including agricultural cooperatives are under the jurisdiction of Ministry of Commerce and Industry. In addition, Ministry of Women and Children Affairs, Community Development and Social Welfare has accumulated practical experience through implementation and operation of credit guarantee scheme with regard to formation and fostering of women's groups.

3　The terms "community and functional body," quoted from Sakaiya (1993), correspond to "community and association" as referred to in group typology of sociology. According to R. M. MacIvor, community is "a range in which communal life is differentiated from that of other areas on the basis of its locality and community sentiment. In contrast, association is a group that has been artificially organized on the basis of common interest of the people for realization of certain objective (Sumisato, 1967)."

4　Sato (1995) referred to this as "intrinsic factor of society" and lists the following as items that need to be considered at the time of development.

　1) Concept surrounding development assistance (evalution outlook, development outlook, assistance receiving outlook)

　2) Situation inside the community (resource allocation situation, ideal leadership, monopoly situation of knowledge and technology, gender as inherent factor, non-uniformity of community, mutual assistance system, source of values and norms)

　3) Situation surrounding the community (ideal situation of authority and public administration, access to outside society, conflict of interest with surrounding society)

　4) Various factors concerning culture

　These are factors that are deeply involved in the ideal situation of an organization. They not only offer important viewpoint in fact-finding study but verify its process of change through monitoring of development projects.

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5-2 Intentional and planned fostering of group organizations

5-2-1 Goals and tasks

Agricultural and rural development projects have achievement goals according to their subjects and establish tasks and plans for their realization (RD and TSI in overseas technical cooperation). Approaching participation by group organizations of local people from the planning stage in anticipation of self-help effort for realization and continuous development is considered to be effective. Among local people, women have strong influence on area development as they are directly involved in many aspects of livelihood. This is because they are shouldering more than half of agricultural production while taking main charge of livelihood and consumption and educating children. However, they are often dependent on men on surface and are given low social status, and their abilities are not fully utilized.

Solving these problems is indispensable for the development of a project. Furthermore, participation by group organization facilitates solving of these problem even though it may require time to reach consensus. Actual problems include income creation, improvement of women's status and development of their ability, although problems to be solved must adapt to the local society. It is difficult to give priority to these problems as they are interrelated.

A group must be an existence in which two or more people recognize the problem and influence each other. When they get together, naturally different personalities and abilities are demonstrated (leading to role-sharing) regardless of whether they are official or unofficial.

Such existence is always found in human society, and the effort to make it more effective is group fostering. Therefore, the goal and task of fostering is to enable the group to approach problem finding, goal setting and problem solving. Group activity is not mere means but its goal is to start its activities because the group relationship improves human and group ability and solves problems.

The actual procedures are described in the following.

5-2-2 Development of task-solving activities (fostering of group organizations)

1) Grasping the present situation---Begins with a study, the method for which is diverse and is full of examples. When the examples are checked, it is not clear how some of them are grasped and used. Matters that are related to the subject must be studied through hearings, observations and measurements, which means that the subject must be clear. It is not necessary to be too concerned about figures in such case (qualitative study-RRA compatible).

The group organizations in the area covered, both official and unofficial, are important. Kinship, territorial groups, and tattling groups shall be included. To put it differently, it is an information network (communication channel) which includes positions and roles based on personalities and emotions of members in addition to historical background. Moreover, purpose and content of the activity and expectations of the members are needed to consider the next step.

Participation of local people is desired from the initial planning stage in this study because it will deepen their understanding about the project and gives rise to various ideas.

2) Creating opportunities for grouping—It is said that grasping the needs of local people is important in promoting a project. Questionnaire surveys are conducted for this purpose. In individual surveys, however, appropriate response that will lead to problem solving activities often does not come out. Moreover, true intentions may be revealed in group tattling. It is this informal group activity that provides the opportunity for grouping because it is enjoyable, fun, and rewarding.

Such an opportunity may arise from housewives' gossip at the well or church or from approach by government agencies (not inducement but suggestion) to promote the project. At any rate, it is the first step at which group activity becomes functionalized.

3) Content of group activity—The five steps of problem solving thought proposed by an American philosopher named J. Dewey and the four-stage development of the educational project method conceived by a German pedagogist K. Patrick should be implemented by everyone in the group.

To dwell on grasping the needs of the people and their measures in terms of problem-solving thought, the sequence will be as follows:

   i)   present general issues that everyone might have,

   ii) sort out and clarify the issues,

   iii) present as many solutions and ideas as possible with regard to the issues that have been clarified,

   iv) verify scientifically whether the solution that has been presented (including self-help effort) is feasible, and

   v)   implement the solution as a project.

Group thinking means expecting more advanced ideas and new values to be born by allowing individuals to express and exchange their ideas in a group. The term "project" is a considerably broad concept. To summarize this:

   i)   there is a task that must be solved and a target that must be reached,

   ii) prepare a plan to achieve the task,

   iii) implement it according to the plan, and

   iv) compile and evaluate the process and results. Then another task is born from there. Greater force is generated for solution activities when approached as a group than as an individual.

5-2-3 Development process of groups as general theory

Human values (attitudes) and behavior receive various influences and change with time. Development or growth takes place when that changes into an ideal state. It is also said that human behavior is a

synergetic product of humanity of that person and the environment. Therefore, the person's humanity, his/her environment or both will have to change that person's behavior. Meanwhile, all phenomena have their causes. This means that phenomena cannot be changed unless the cause is changed.

Considering group activities in view of these matters, it is natural that the ideas of the members change with time when two or more people form groups. Predicting changes in group activities or directing these changes in desirable direction require measures for oneself or others with understanding of general process of change. Whether a group activity declines, achieves its goal and dissolves, or develops into higher stage or organizational activity depends on these measures. The development process is divided into three stages and a theory about its cause and how it is addressed is quoted below (Note: Masashi Shono, *Theory of Group Guidance in Extension Guidance*, 1967).

1) Preparation and formation period—Communication for mutual understanding always takes place among members at the initial stage of groups that are spontaneously formed. Group relationship is formed as this tattling continues for several times and a relationship that enables people to frankly discuss their ideas and feelings is established. This relationship is a state in which the mental tension is released and is referred to as a release. As this release advances, mutual effection is deepened and develops into a sense of companionship (compassion, sympathy, trust).

People have many kinds of desires. The force that tries to fulfill that desire is expressed as action which is satisfied when the desire is fulfilled and leaves frustration when it is hindered. Within the group, desires of the members are expressed as mutual expectation and the sense of companionship becomes stronger when it is fulfilled.

The first step in formation of a group is active communication for mutual understanding and mutual release which are also essential factors for development of group activities.

2) Ascension and development period—A state in which group activities are actively being performed. Members are participating in the activities well and are actively engaged in discussions. Many proposals are made and accepted by all. A sense of companionship as well as sense of belonging is born, and common sense of purpose, although vague, is shared by the members. Leadership becomes stronger through mutual understanding (guidance by members) and mutually recognized.

As this is also a period when expectations of the members toward the group are integrated and clarified, concrete proposal for group activities by the members becomes important. The issue is not whether dissatisfaction remains among the members but whether such dissatisfaction is released and presented as new proposals and opinions.

The process of reviewing new proposals and releasing the evaluation of the results of action has significant impact on the development of the group. It is a process of problem-solving thinking by the group. In this process, group's goal becomes clearer and mutual understanding of the members is deepened.

This period and process are the most important part of group organization activity. Whether problem-solving thinking is carried out sufficiently in an open environment and whether appropriate proposal and support are offered when things reach a deadlock determines whether the group activity will achieve its goal in the future. Improved results of group activities lead to greater satisfaction among its members and increase their sense of belonging and group morale.

3) Maturity and stabilization period—Once the group members become fixed, the goal becomes clear and activities for that purpose become active, the group forms an official corporation. It will have to have a name, rules for joining and withdrawing from the group, division of work related to group operation, system for role-sharing, procurement of funds and materials for the activities and safekeeping and management of assets. Norms such as rules, regulations, and arrangements are born and organization of a group is performed.

When the group is small, decisions can be made by oral agreement and take root as group culture in the form of customs and precedents. When the group is large, however, they are codified and regulate the activities of the members.

As a result of the activity, the results are achieved and the desires of the members are satisfied. However, the degree of satisfaction is different. Some will be satisfied but those who had higher expectations will be discontent with the present situation. Unless mutual release is performed among the members about satisfaction and dissatisfaction at this time and unless expectations of individuals for the group are reintegrated under mutual understanding, some members may drop out from the group and the group will face the risk of breakup. It can be said that the group has entered the period of preparation and formation for moving on to a higher dimension. As activities are performed in organized manner during this period, the group may be faced with many internal problems.

Generally speaking, people become ignorant about things that are outside of themselves and people around them. When the number of people increase, communication among members tends to decrease, and irresponsibility and dissatisfaction are generated within the group, which, in turn, lowers the productivity of the group. Activities eventually turn into formalities, the morale and independence of the members are lost, and their sense of belonging to the group may be lost. Internal leaders must predict and perceive these movements and take measures to prevent such tendencies.

The development of group organization activities occurs through the three aforementioned stages in a spiral form.

5-2-4 Group organization fostering plan (responding to development process)

Among the goals, tasks and plans regarding development project starting with grasping the present situation, the plan is how to go about advancing the fostering of group organization for local women. Methods for moving on from the present state to the next step in a limited period of time include problem-solving thinking and problem-solving project activities performed by the group.

1) Recognition of purpose—Interrelated objectives and means including improvement of women's social status and ability for enhancement of livelihood and improvement of living standard, improvement of labor hygiene and creation of income for economic affluence are conceived. Recognition that means for higher purpose are established as means for lower purpose is important.

2) Establishment of tasks and goals—In many cases, urgency in terms of goal from the local viewpoint is improvement of productivity, with creation of income (pocket money earning) having the greatest impact on the activity of women's organization. However, as improvement cannot be achieved if people have to work harder or become ill, they must be established under mutual understanding among the members based

not on individuals but on group activities (influenced by the environment, gives rise to ideas) while judging the conditions and abilities of individuals and their family.

Tasks also range from handicraft skills to livelihood skills related to food, shelter and clothing, child rearing and hygiene, cultivation and breeding skills and sales. Integration and grouping may also become necessary according to needs and interest among members. Those that are likely to succeed shall be selected according to stage of group's maturity. They are referred to as mini-projects in the examples.

The goal does not necessarily have to be a number and can be a situation. Importance lies in members setting their own goal. It offers motivation for the activity, makes the members aware of their ability and stimulates effort. Needless to say, support and encouragement from outside are important.

3) Problem-solving activities—The form of development can be divided into four patterns; i.e., approach the same issue collectively at the same place, approach the same issue collectively at different places, approach different issues individually at different places, or combination of these approaches. The approach taken will differ depending on the issue, condition of location, and intention of the members. Each approach has its characteristics, merits, and demerits. The approach will be chosen by making the most of the group's characteristics and judgment made in view of the result by members and the leader.

Activities are developed by period in time series. Recording the activities is also important. Whether to share the responsibility of record keeping among members of the group or do it on an individual basis should be decided in advance. This will contribute to evaluation for planned activities in the future at some point in time.

4) Method of activity—This is the method of activity that will enable group organizations to demonstrate their functions. It is a method that will enable the members to influence each other by sharing their roles according to their personality, ability, and title. Therefore, it is the place where individual demonstrates his or her ability for the group and includes meetings (regular, extraordinary), joint work, tour visit, inspection, and training sessions.

What should be added here is the creation of atmosphere for the meeting. It is important to enable each and every member to express their opinion, hear what they want to hear, and sometimes have conflicting discussions, so that the meeting will give rise to new ideas and be looked forward to by the members.

Group organization fostering plan is that which expresses the above items 1) through 4) in certain format which is activity plan from the member's point of view. A plan that is created with no hidden secret is the plan that is realizable and sustainable. However, the plan is subject to change because changes in situation always occur and must be dealt with properly.

5-3 Spreading of group organization activities

5-3-1 Fostering of rural women groups in developing countries

In rural areas of developing countries, it is difficult to spread what the leader considers beneficial for farm households through interchange among farm households. This is attributable to 1) lack of information channel in rural areas, 2) expanse of rural areas and remoteness between villages, 3) diversity of social

structure brought about by complexity of ethnic composition, 4) restrictions for social activities of women, and 5) diversity of culture.

However, what is worthy of note among the recent trends of developing countries is the fact that formation of rural women groups and their activities has become active and bringing about economic, social, and personal effect. According to a study on existence of women's group in villages conducted by Japan Overseas Cooperation Volunteers ("Report on Examination Project for Technical Improvement for Women for Enhancement of Rural Life: Second Year", edited by Japan International Cooperation Agency, March 1993), women's groups existed in 33.3% of the villages in Africa, 59.1% in Asia, 71.4% in Oceania and 75.0% in Latin America.

Then why did the formation of women's groups spread in these developing countries and caused their number to increase? Did the difficulties mentioned earlier disappear?

In response to permeation of monetary economy, education system, and diffusion of durable consumer goods, rural women in developing countries have started to perceive the need for group activities for purposes such as 1) profit-making activities that would help the household, 2) improvement of livelihood for the family and village, and 3) search for involvement in independent agriculture.

In response to these needs of rural women, governments of developing countries and NGOs are

Table 5-3-1 Examples of group activity fostering measures in the developing countries

Country name	Existence of life improvement guidance system	Status of fostering group activities by rural women
Malaysia	Yes	There is an agency in charge of fostering farmer organizations. As of 1990, there were 825 women's groups with membership of 23,000 in the Peninsular Malaysia promoting life improvement, measures for meeting household expenses, beautification of environment and hygiene.
Sri Lanka	No	Women's Bureau has prepared a leader training project and income improvement project to promote guidance in stock raising, sewing, handicraft, and vegetable gardening.
Ghana	Yes	The foundation for group formation was established with literacy movement of 1972. Promoting guidance in nutritional improvement, processing and storage of farm products, and household economy.
Kenya	Yes	As of 1990, there were 12,046 women's groups with membership of 275,176. Promoting guidance in nutritional improvement, family planning and measures to increase household expenses. A competition of group activity results was held every year.
Honduras	Yes	Maternal-child planning programs are undertaken through cooperation among different ministries. Women are forming groups for improvement of livelihood, promoting guidance in nutrition, health, hygiene, production, processing, and sales.
Fiji	No	Ministry of Women and Welfare has been recommending group activities by rural women since 1983 for improvement of rural life and promotion of profit-making activities for household expenses.

Source: "Report on Examination Project for Technical Improvement for Women for Enhancement of Rural Life: Second Year", Japan International Cooperation Agency, March 1993 and survey by the author.

starting to encourage group activities in view of 4) purchasing activities for agricultural inputs and subsistence goods, and 5) organized reception of guidance by government and others in addition to the goals of rural women. Examples of group activity fostering measures taken by the governments of developing countries are as shown in Table 5-3-1

This table suggests that the guidance and extension system for life improvement is functioning directly in many cases and that, as for the content of group activity fostering, guidance is being offered in income creation, household economy management, and health and hygiene.

To quote from the example of Fiji where the author stayed and performed a separate study, Women's Bureau of Ministry of Women and Welfare is in charge of fostering group activities for rural women. The country is divided into four regions and several officers are sent to each region to provide on-site guidance. Recent activities related to life improvement include diffusion of sewing skills and smokeless stoves and nutritional improvement. Smokeless stoves are equivalent to "oven improvement" which was introduced in the process of rural life improvement in Japan. Organization of groups is taking place on a national level under the name of Fiji Women's Association.

A study of background and process behind the formation of rural women's groups and spreading of their activities in developing countries indicates that the needs for creation of income, improvement of livelihood, and improvement of women's status have increased among rural women and that efforts were made by governments and NGOs to respond to such increase in a timely manner by fostering groups and promoting the effectiveness of group activities (including their results). In other words, it can be seen that fostering measures from outside were effective in spreading <group formation and group activities> to many villages. Accordingly, when the condition mentioned at the beginning is considered, <promotion function of guiding agency and organization would be essential>.

However, the fact that must be considered by the related parties including the guiding agency and organization is to avoid situations such as 1) turning these groups into subordinate organization of the administration, 2) turning these groups into organizations utilized by politicians, and 3) organization-building based on top-down method. They must work toward independent and voluntary formation of groups by rural women and development of lively activities.

5-3-2 Methods for forming rural women groups and promoting spreading of their activities

Then what kind of approach shall be followed to enable guiding agencies and organizations, i.e. extension agents, in promoting formation of women's groups and spreading of their activities in the region? One of the ways of achieving this shall be introduced in the following by using an experience in Japan. Incidentally, <a campaign for formation of rural women's groups> and financial measures to support such group formation (as occasion may demand) must be offered on a national level to promote such activities.

1) Conveying information

Firstly, formation of progressive rural women groups and the process and results of their activities must be conveyed not only to local women but to as many people as possible.

Methods for conveying such information include: 1) conveying through village chiefs and key farmers;

2) conveying through newsletters if there is any; 3) putting up posters with drawings and text at places where people gather (e.g. assembly halls and agricultural processing plants); and 4) utilize progressive rural women groups to dispatch information themselves (e.g. holding festivals to introduce the results of their activities, opening direct sales stalls for their products).

Incidentally, there is a direct method and an indirect method for conveying information. The direct method involves the leader conveying the information directly to the local people through verbal and other means. The aforementioned method is the alternative to the direct method, i.e. the indirect method. Any *communication with intention of spreading information shall aim to generate exchange of information* through interaction among local people. Indirect method is effective in such cases because people who saw newsletters and posters starting making inquiries about the group and interact.

2) Connecting women with progressive groups

To connect women with progressive groups, they will have to be informed about the results achieved by such groups and invited to visit. Following up on this matter thoroughly is the starting point of activities by external leaders in promoting group formation. This will start an exchange between many women and progressive groups as well as between women that visited the group, which, in turn, will promote group formation. Mutual stimulation between women offers a stronger motive than guidance from a leader.

Interaction between groups will also have to be promoted to enhance their activities, let alone formation of groups. One of the methods for this purpose is to hold gatherings to promote exchange. While it would be good to start with groups that are challenging similar tasks, effort shall be made to gradually expand that to groups working on different tasks. Another way to do this would be through intermediation of cooperating relationship. Once group activities develop, people start to understand that some groups can benefit by complementing each other or working together. Such intermediation between groups also promotes exchange between groups.

3) Discovering and fostering internal leaders

Activities of internal leaders which are carried out under cooperation with external leaders are also important in promoting formation of local groups and spreading of their activities. That is why it is necessary to discover and foster internal leaders who would play such a role. Internal leader, as referred to in this report, points to leaders in the group as well as leaders who are actively offering recommendations and advice in group forming within the village or country.

Viewpoints to be considered in discovering internal leaders include: 1) possession of many communication channels inside and outside the village; 2) possession of detailed knowledge about livelihood skills; 3) possession of superb livelihood management skills; 4) reliance from the local people, 5) interest and passion toward new things; 6) ability to negotiate with pertinent agencies; 7) skill in group management; and 8) abundance of experience in social activities. Other attributes include: 1) possession of social title; 2) upper middle class economic status; 3) likable personality; and 4) age in their forties or fifties.

The fundamental talents and abilities to be possessed by internal leaders include recognition of the need for formation of rural women's organizations and their activities as well as ability to form groups. However, people possessing the aforementioned characteristics and attributes often are equipped with these talents and abilities. Moreover, such talents and abilities are further sharpened as they continue with their activities as internal leader.

In concluding this discussion of "spreading of group organization activities," reference must be made to the aspects of this matter that requires international cooperation. This first aspect is the system and organization for supporting external leaders and their activities, i.e. support for improvement and substantiation of extension system and organization. The second aspect is the support in terms of content, method, and facility for training external leaders in addition to that for group formation and its activities. The third aspect is the support for content, method and facility for training internal leaders.

Chapter 6 Participatory Development with Consideration for WID and Gender and Support for Organization

6-1 Participatory development approach

The goal of socioeconomic development in developing countries is said to be the realization of development process which is sustainable and harmonious with the environment as well as social equity in which economic disparity between social class, region and gender is diminished, with the ultimate goal of creating a mechanism in the society that would enable it to develop independently without assistance from overseas ("Participatory Development and Good Administration" Report from Assistance Study Groups by Area, march 1995, Japan International Cooperation Agency). For this purpose, people involved in development must have equal and appropriate opportunity to participate. In order words, it indicates the importance in allowing local people to spontaneously participate in various economic activities as caretakers of development and enjoy the benefit of development themselves. To allowing them to spontaneously approach the process as caretakers of development, the local people must control or implement the series of processes from planning and design to implementation and evaluation of the development project so that they will be able to acquire the ability to mobilize the required physical and human resources (social ability). In other words, the people participating in development project must take responsibility for their decision-making, implementation of plans and sharing of profit.

"Participatory development" is an approach that would enable the benefits of development to permeate amongst the people that have participated under the premise of such voluntary participation of local people. At the backdrop of the participatory approach coming into existence was the lesson learned from the fact that promotion of development project in the past had created socioeconomic disparity between social classes and gender and diminished the efficiency and sustainability of development. Another important aspect of participatory development is the fact that "participation" is positioned as a measure for addressing new tasks such as environmental conservation, democratization and liberalization of economy in addition to seeking higher efficiency and effectiveness of development project through "participation". It has been pointed out that "participatory development" approach has a tendency to take root when local resources held in common, e.g. natural resources such as water and land, are collectively managed. ("Tasks and Outlook of 'Participatory Development' Approach", FASID International Symposium Report, Foundation for Advanced Studies on International Development, March 1996).

Incidentally, "participation" is not a concept that started attracting attention just recently. At least during the 1960s, terms such as "self-help effort" and "people participation" were used often in the process of carrying out community and rural development and such terms were fully recognized. After entering the 1970s, equitable distribution of income and eradication of poverty came to surface as the central theme of assistance. In this process, emphasis was placed on specifying the groups that rarely had the opportunity to benefit from development and on designating such groups as the subject of assistance to which offering of basic human needs (BHN) was concentrated while recognizing that direct participation of people in planning and implementation of the project is essential in making the assistance an efficient one.

Thus participatory development is a bottom-up approach that begins by identifying the problem that requires assistance such as poverty and then asks the local people to participate from the planning stage.

However, it does not mean that top-down approach under government leadership is not necessary. As long as participatory development is pursued, adjustment of macro economy operation and development plan is an important matter and it is also necessary for the government to demonstrate strong political leadership and offer financial and managerial support.

In addition, participation of people should not be temporary and the quality of participation should gradually improve. In other words, while organization is expected to advance during the process of people's participation in development project, although formation of participation process, such as improvement of resource management ability of the created organization, rule making and internalization of its mechanism, and establishment of external negotiation ability, has to be sought. Moreover, formation of participatory process requires improving and strengthening the traditional system of the community as an alternative development method, combining native informal knowledge and skills of the community with more formal imported scientific knowledge for that purpose, improving technical level and expanding area of activity in the direction of effectively and efficiently utilizing the resources that are gradually becoming scarce, and fostering internal leaders while accumulating learning and experience within inhabitants' organizations through support from NGOs. Furthermore, making people participation voluntary and lasting requires that it be accompanied with a broad range of BHN fulfillment, deregulation for removing factors hindering participation, sound financial management, and improvement of infrastructure.

In other words, the important point of "participatory development" approach is to empirically learn and master the skills, knowledge and attitude needed to maintain and manage the result of development by having the people themselves independently undertake the entire process of the project. In this process, it is expected that the problematic conditions related to production and livelihood of the people is grasped objectively and enable recognition and realization of group-oriented response based on self-help effort toward their solution.

6-2 Fostering of social ability which will serve as the key to promotion of "participatory development"

The aforementioned viewpoint must be fully taken into consideration when building participatory development with consideration for WID and gender. As have been stated repeatedly in respective chapters, for local people including rural women to approach "rural development" actively and voluntarily, the organization must have within itself the ability to create a functional organization and keep it developing, particularly the social ability to effectively utilize and manage the resources, services and technology offered from outside. Furthermore, this must be supported by reinforcing the social institutional mechanism in such a way that demonstration of such social ability would be possible. The social institutional mechanism referred to here is a security device that can institutionally bear the risks that occur in the process of the activity so that the organization that was created can demonstrate its function fully.

Even if rare resource or superb technology is introduced in a situation where the organization backed by social ability is lacking, it is very doubtful how much that would contribute to progress of rural development.

In general, the socially underprivileged such as rural women are put in a position where they own only a part of, or cannot have access to, fundamental resources needed for production and livelihood because

of the constraints of the social structure within the community. As a result, these people are deprived of opportunities for empirically forming the ability to independently manage and operate the resources needed for their production and livelihood. Therefore, the will to approach their own problems in a collective and organized manner is not aroused and fostering of social ability has its own limits.

As the degree of market's maturity and access to it, or the degree of improvement of regional administration system and access to it differs considerably between countries and regions owing to the external environment surrounding the socially underprivileged, i.e. difference in stage of economic development, there will naturally be significant difference between the will to approach the formation of people's organization and how to respond to it. In regions where the market has matured and regional administration system is put in place, social ability must be fostered relatively promptly. Conversely, in regions where the market has not matured such ability will not be fostered owing to constraints of the traditional social and institutional structure. Moreover, as ecological environment in which actual production and livelihood activities are performed differs from region to region, content and range of economic activities as well as the priority of such activities will differ.

Therefore, the method of fostering social ability or the condition of organization in which social ability is inherent will have to differ significantly according to socioeconomic characteristics of the community and degree of economic development (market maturity) that the community has as the actual "field" and to the state of institution and policy that has been offered.

What kind of path is social ability expected to take as it is improved? Every community has its system for utilizing and managing the resources that had been created traditionally or empirically (internal system). It has been created so that inhabitants can utilize them collectively under limited resource endowment and seek mutual sustenance and survival. In other words, it is a functional system that has been created mainly by the organization formed by inhabitants to achieve a specific goal under a certain norm. If the external system that surrounds the region, e.g. market economy system or regional administration system, changes, the internal system will achieve self adaptation and self transformation to attain the goal of the community and continuation of organizational activities by selectively incorporating such changes (strengthening of self-organizing ability). If in the process resource, service, and technology are offered from an external system in required quantities in a timely manner, organizational activities will become even more active and achievement of the goal will be accelerated. Internal system will transform in the direction of advancing the method of resource utilization and management through trial and error and learning opportunities, and the social ability of the community involved in management and employment of resources will surely improve.

Thus it was explained above that "participatory development" approach is effective for sustainable evolution of rural development and that the precondition for such approach to demonstrate effect is improvement of social ability for managing and employing local resources and resources given from outside. Improvement of social ability, after all, is a direct receptacle of resources, services and technology offered from outside and is determined by how fostering and strengthening of the organization (which is the subject of activity) is achieved.

6-3 Participatory development with consideration for WID and gender

What are the points that need to be considered when building participatory development project with consideration for WID/gender or when fostering organization that incorporates WID/gender perspective?

Empowerment approach is one of the approaches for participatory development project with consideration for WID/gender. Its final objective lies in allowing women to become independent through participatory development, becoming more socially powerful, changing the social structure by organizing themselves and achieving sustainable socioeconomic development. Empowerment approach not only gives social power to individuals (women) but places emphasis on networking on grassroots level and among women while aiming to improve the position of the socially underprivileged including women from a long-term perspective.

In concrete terms, the action program would consist of forming and implementing projects for women to promote participation of women in the project and improve the abilities that they have while allowing women to form organizations by playing the central role in the activity and participate as core existence (mainstreaming). In such a case, it goes without saying that full consideration must be given to various social relationships including gender instead of focusing solely on women's activities.

Social roles and needs of men and women differ in many ways from community to community and such differences must be taken fully into consideration in planning and implementing development projects that consider the improvement of social and economic situation women are in. In addition, it is important to properly assess, and consider in project planning, the roles of women in economic and social activities which had been overlooked up to now. Particularly in drafting and planning a participatory development project with WID consideration, activities concerning production and livelihood by groups comprised mainly of women require considerations that would enable women to effectively demonstrate their abilities in the process of project implementation.

How is the aforementioned social ability afforded to the group when an existing group of women is positioned as an important promoter for promotion of participatory development and as a receptacle for resources, services, and technology offered from outside? This is the point in participatory development. In doing so, it is necessary to study in detail the background behind the realization of group activities of women (realization factor) and the basic factor that enabled the activities to keep developing (continuing factor) so that its content can be utilized for sustainable development of the project. At any rate, analysis of present situation concerning the place for planning and implementing the project and women's activity group is essential.

In addition to social/gender analysis (social roles of men and women in the concerned area and in fields of cooperation, relationship between roles that were shared by men and women, analysis of present situation regarding gender needs), realizing factor and continuing factor of women's groups that already exist as well as social roles and needs of women's groups involved in production and livelihood will have to be included in items of the baseline survey for development.

The major points of study and analysis concerning the organization of women's group activities, in view of Harvard analysis in social/gender analysis methodology, are: 1) preparation of activity profile (grasping activity status of organization in the society); 2) preparation of profile of organization for access and control over resources and benefits; 3) analysis of factors affecting organizational activities as well as

access and control; 4) prediction of effects fostering and strengthening of organization will have on project development. In addition, efforts must be made to incorporate baseline data concerning 1) through 4) and the results of their analysis into each stage of project cycle, namely project selection, planning, implementation, and evaluation, review the role and potential ability of women's organizations in the concerned area to create opportunities for utilizing them while enabling project results to contribute to improvement of social capacity of women's organizations.

The gender situation differs considerably between regions of the same country and between social classes of the same region. As the content of activities by women's groups in a specific development project varies considerably, the precondition for advancing development project would be to identify the organization whose improvement of social ability is deemed essential as target group.

If women's group organization is lacking despite the plan to promote participatory development project with WID/gender consideration, there will have to be an advance research to support its creation, i.e. a detailed field study for building up the target such as the characteristics and function of the women's group as well as its scale and how to go about forming it.

The information for study and analysis that will be necessary on existing women's groups or at the time of forming a new group can be gathered from NGOs that are working in the region, key informants who have access to detailed information about the locality, and local consultants. Needless to say, hearing the opinion of women is essential.

The next task that must be addressed when the content, characteristics and functions of women's group activities are identified through implementation of such advance study is to devise measures for removing obstacles in advancing participatory development centering around women and to reconstruct women's group which is most compatible with participatory development and can fully demonstrate its ability for this purpose. It is particularly important to consider fostering of a group with inherent social ability.

Matters that need to be considered in enabling women's groups to internalize social ability can be summarized as follows. Firstly, women's groups in the region must recognize the problems they face objectively and look at the activities for addressing such problems (development project) as tasks they have to address voluntarily in solving those problems. Secondly, it is necessary to learn through experience and study the ability to materialize effective procedures and methods for properly fulfilling women's needs in response to enhancement of awareness about their tasks. Thirdly, women's groups need to be reorganized by having women participate in the series of management and administration from planning to implementation and evaluation of the project to get more flexibility in solving their problems.

While considerable amount of time and effort will be required in internalizing social ability, it is also evident that progress of participatory development cannot be achieved easily without them.

6-4 Evaluation of participatory development with consideration for WID and gender

Among the examples of studies in this report, "Southeast Sulawesi Integrated Agricultural and Rural Development Project in Indonesia" shall be taken up in an effort to identify the points that are being considered in fostering social abilities of women's organization groups that are considered to be playing an important role in advancing the project and matters that require consideration in the future. In doing

so, the content of a report previously published by Japan International Cooperation Agency entitled "Poverty Issue and Its Measures: Community and the Need for Fostering Its Social Ability" (March 1995) shall be used as a reference. The main points of this report will be introduced along with some supplements.

The background and history behind formation of this project, its objective, actual activities, and the outline of socioeconomic condition in Kendari District of Southeast Sulawesi Province where the project was implemented will not be discussed here because these matters have already been discussed.

In this report, the points that were considered in fostering social ability of the organization are summarized into the following three points. The first point is that efforts were made for bottom-up planning by recognizing the importance of people participation and inhabitants' organization from the formation and planning stage of the project while examining measures for strengthening various existing organizations that had been formed by local people and utilizing them in the project. As a result, the direction of actual cooperation that was needed to have inhabitants' organizations, including women's groups, participate in the project to utilize and strengthen their abilities was identified.

The second point is the incorporation of "strengthening of inhabitants' organization" as an independent component of cooperation in addition to cooperation from Japan in fields such as infrastructure improvement, farming guidance and machinery guidance. Study of existing organizations, preparation and implementation of training programs for organizational strengthening and creation of mechanism for voluntary participation of local people were carried out to promote participation of farmer organizations and local people in various activities of the project.

The third point is establishment of a farmers' and women's group fund to increase the effect and sustainability of project activities. It was an effort to have farmers and women's groups establish a fund and voluntarily apply the fund so that it can be invested to improve the productivity of their farming through improvement of agricultural infrastructure and joint purchase of agricultural inputs and also to improve livelihood. As a result of this fund investment by the groups under the guidance of agricultural extension agents, resource management and administration ability of the group, i.e. social ability of the organization improved dramatically.

The establishment of group fund was phenomenal in the sense that local people including farmers and women, who were the main players of project activities, were able to improve their self-reliance ability of utilizing the resources that were offered from outside through the experience of investing and managing their funds. The fact that establishment of such funds are making project activities sustainable and effective cannot be negated.

The matter of particular importance here is to extract and sort out the factors in the background and people's needs behind the establishment and continued development of funds. As mentioned in the report, the premise of establishment and continuation of the fund is the fact that characteristics of the region, social structure, behavioral pattern and needs of the people have been grasped through elaborate socioeconomic study in the project area. Studies are conducted both before the project is launched and during the project, and efforts are made so that the study results will be fed back to the content of fund activity at all times. Study results are not limited to the activities of the fund to begin with and are utilized in various components that comprise group activities. The existence of an extension agent who monitors the fund so that it will be managed and administered properly and give advice accordingly must not be forgotten. In short,

the existence of these studies and the extension agent is the fundamental factor that brings about establishment of the fund and its continuation.

Meanwhile, points that must be considered in raising the social ability of inhabitants' groups in the future include raising the quality of local extension agents and project counterparts that support the improvement of social ability from the side, fostering leaders within the group and raising their quality, and maintaining close discussion between extension agents/project counterparts and internal leaders for development of effective project. In doing so, the effort to raise the quality of both external leaders such as extension agents and project counterparts and internal leaders shall be made flexibly according to project characteristics of participatory development, content of activity, scale, degree of women's participation, and social characteristics of the project area. Above all, it is important to bear in mind that the support for improving the social ability of organization is a complex and long-ranging task.