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Popular participation in its various forms as an important factor
in development and in the realization of human rights

Report of the Secretary-General

Addendum

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I. COMMENTS RECEIVED FROM GOVERNMENTS

MEXICO

[Original: Spanish]

[7 July 1983]

1. Subsequent to the paper on popular participation in the political, economic and social development of Mexico, presented at the International Seminar on Popular Participation by the representative of Mexico, and in accordance with the general features of the National Development Plan submitted by the Federal Executive on 30 May 1983, the Government submits the following comments.
2. The paper points out that, having achieved independence as a result of a popular revolution, the Mexican nation constituted itself as a representative, democratic, federal republic based on immutable principles, such as the principle that sovereignty resides in the people, that all public power stems from the people and that the people has at all times the right to alter or amend the form of its government.
3. It further states that, despite the changes that have taken place over time, the Mexican State has remained true to these principles, which have always guided Mexico's political, social and economic development.
4. The philosophy of the Mexican State is an amalgam of the philosophies of the popular movements which have shaped the State; in this connection, it is worth drawing attention to the Constitution of 1917 which, by defining democracy not merely as a legal and political structure of the State but as a way of life based on steady improvement in the people's political, economic, social and cultural life, outlines the ideals of social justice.
5. The present Constitution gives primacy to social justice over property rights and contains a pledge by the State to guarantee the rights of the working classes.
6. Mexican citizens have a right and a duty to participate directly, by secret ballot, in the formation of the organs of power; these are, at the federal, state and municipal level, the political instruments through which the people exercises its sovereignty; although the federated states are free and sovereign in all matters pertaining to their internal government, the latter is subject to the principles of the federal agreement and its form must be structured according to the republican, representative and popular system, having the free municipality - whose organs are elected directly by popular vote - as the basis for its political organization and territorial subdivision.
7. In recent years Mexico, true to its tradition, has been encouraging the institutionalization of an egalitarian class in which all inhabitants of the country will be guaranteed a standard of living sufficient to permit them to develop their human potential. On 29 December 1982, the President of the Republic issued a decree promulgating the Planning Act. The general objective of this Act

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is to establish the basic norms and principles according to which national development planning will be executed and to channel the activities of the Federal Public Administration accordingly.

8. The Act also establishes the bases for the integration and operation of the National Democratic Planning System; the bases on which the Federal Executive may co-ordinate its planning activities with the federal entities pursuant to the applicable legislation; the bases on which to promote and guarantee democratic participation by the various social groups, through their representative organizations, in the formulation of the Plan and programmes referred to in the Act; and the bases on which individual actions may contribute to the achievement of the objectives and priorities of the above-mentioned Plan and programmes.

9. The mechanisms for action provided for in this legislation are designed to ensure the effective fulfilment of the State's responsibility for the overall development of the country. They should be used to achieve the political, social, cultural and economic goals and objectives referred to in the political Constitution of the Republic. To that end, planning is based on the following elements:

(a) Strengthening of national sovereignty, independence and self-determination in the political, economic and cultural areas;

(b) Preservation and improvement of the democratic, republican, federal and representative system established by the Constitution;

(c) Consolidation of democracy as a way of life, based on the steady improvement in the people's economic, social and cultural life, thereby prompting the people to participate actively in the planning and execution of government activities;

(d) Equal rights, provision for the basic needs of the population and improvement of the quality of life in every respect with a view to achieving a more egalitarian society;

(e) Unqualified respect for the rights of the individual and for social and political rights;

(f) Strengthening of the federal compact and of free municipalities in order to achieve a balanced development of the country, while promoting the decentralization of national life;

(g) A balance in the factors of production so as to protect and promote employment under conditions of economic and social stability.

10. Planning makes it possible to determine the objectives, goals, strategies and priorities for which resources, responsibilities and periods of execution will be allocated, activities will be co-ordinated and results will be evaluated.

11. The Planning Act already mentioned establishes that it is the responsibility of the Federal Executive to conduct the national planning of development with the democratic participation of the various social groups, in accordance with the provisions of that Act.
12. With respect to social participation in planning within the context of the National Democratic Planning System, provision is made for the participation of and consultation with the various social groups, so that the population can express its opinions regarding the formulation, updating and implementation of the National Development Plan and of the programmes referred to in the Planning Act. Similarly, organizations representing workers, peasant farmers and popular groups; academic, professional and research institutions; management bodies and other social groups will participate as permanent consultative bodies in the aspects of democratic planning related to their activities through forums for popular consultation which will be formed for that purpose. It is envisaged that deputies and senators to the Congress of the Union will participate in these forums.
13. The Plan will indicate the sectoral, institutional, regional and special programmes to be drawn up in accordance with the Plan; their duration will not exceed the Government's constitutional period of office in which they are approved, even if the forecasts and projections embodied in them refer to a longer period.
14. With regard to the implementation of the Plan and the programmes, co-ordination is to be effected with the bodies representing the social groups concerned or with individuals in accordance with the general guidelines laid down by the Act. The Federal Executive will encourage the input of individuals and, in general, of the population as a whole, in order to promote consistency of the objectives and priorities of the Plan and corresponding programmes. Co-ordination in the implementation of the programmes will be entrusted to state governments, under appropriate agreements.
15. In accordance with the afore-mentioned provisions, on 30 May 1983 the President of the Republic submitted the National Development Plan for 1983-1988, as a result of an amendment to article 26 of the Constitution providing that the State shall set up a National Democratic Planning System in the manner and within the time-limit established by the new Planning Act.
16. It should be stressed that the Plan reflects the political desire to respond to the current challenges which the country faces in its development with the broadest possible participation of society. It embodies the Government's responsibility under the popular mandate received in the presidential election of 4 July 1982 to promote change through institutional means, justice, liberty and the law. Thus democratic planning, as a principle and instrument of government, rejects authoritative approaches in solving national problems and substitutes an institutional system which is politically pluralistic, economically mixed, and culturally popular and nationalistic, and is engaged in a constant struggle to achieve a more egalitarian society.
17. Within the new normative framework of democratic planning, social participation has been made a constant and constitutional factor. Accordingly,

the Government of the Republic, in February 1983, formally inaugurated the work of preparing the Plan and called upon society to participate in the activities of the forums for popular consultation.

18. The topics and aspects analysed in the forums, which were selected on the basis of the concerns expressed during the presidential campaign, made it possible to identify national priorities and the major problems which will confront Mexican society over the next few years. These forums, organized within the framework of the National Democratic Planning System, covered separate fields.

19. The Plan takes account of the main indications derived from consultation with the people and incorporates them in the policies adopted. As a result of the activities of the forums, the channels of communication have been broadened and strengthened to enable citizens to have more information about government management and the institutional ways of influencing it. It is envisaged that the forums will become a permanent feature of social participation in planning and will continue their work in evaluating and updating the Plan through annual programmes.

20. During the first phase of their activities, the forums reflected the social and political plurality of the national community and the demand for greater participation in decision-making and in formulating, implementing and evaluating plans and programmes; they also reflected the willingness of citizens to engage in dialogue and commitments with the Government.

21. The main results of the popular consultation were incorporated in the National Development Plan at the broadest level, while the proposals relating to each sector of activity were included in the medium-term programmes and the more concrete points were dealt with in the annual programmes and the state and municipal plans.

22. Among the more general views that served as guidelines for the Plan, mention should be made of those having to do with social conditions that directly affect the living standards and quality of life of the community: these include people's access to employment; the determined fight against inflation; extension of urban services; just distribution of the benefits of development; establishment of an overall supply programme co-ordinating action by the public, social and private sectors; support for development of the food industry; environmental protection and improvement, with emphasis on the rational use of water resources; proper management of woods and forests; provision of decent housing as a way of combating land speculation; effective linking of the processes of education and production; review of structures and training of staff involved in the organization and promotion of sports and recreation; and efficient use of existing facilities for tourism.

23. In addition, citizens requested greater participation in decisions on political, social, administrative, economic and cultural issues, such as ways of creating jobs in rural areas so as to reduce immigration; improvement and extension of health service coverage; and substitution of domestic for imported drugs and medical instruments.

24. There proved to be a general demand that justice should be handed down in an expeditious and egalitarian way which would protect the entire population and avoid arbitrary acts by authorities, and that the various levels of the national system of administration and justice should be modernized.

25. Likewise, a repeated demand was voiced for decentralizing the various aspects of national life and strengthening the ability of local authorities and sectors to promote a more balanced regional development of the country. In this connection, the various social groups spoke in favour of regionalizing health services and basic education and teacher training; having local authorities participate more in the processes of employment, training and production; decentralizing plant and wildlife management; establishing co-ordinated programmes in urban, agricultural, livestock and industrial sectors, so as to balance the growth of tourist regions; giving guidance for rural training to enable peasant farming communities to take greater control of their production, place their social structures on a firmer footing and increase their productivity; eradicating rural backwardness; and giving legal status to the various forms of land tenure.

26. With regard to social and economic relations, proposals were made that would help to develop small and medium-sized enterprises and raise their supervisory and managerial standards; promote agricultural industries; combine action in the public, social and private sectors to promote local production of instruments and equipment and limit imports to the absolute minimum needed for priority production; maintain employment levels; consider ways of utilizing local technology in order to limit the indiscriminate import of technology; diversify export products, thus reducing the relative importance of oil exports; spur development of the petrochemical industry and make full use of the natural gas that is produced; consider ways of doing basic applied research and developing technology in priority and strategic areas; and create a transport system to meet the needs of the country.

27. The popular consultation was also extended to the states of the Mexican Republic. Respecting their autonomy, it was proposed that the state governments should draft and promulgate state planning laws, establish democratic planning systems and set up state forums in which local groups could participate.

28. As part of this process, the Federation signed with each state of the Republic the Single Development Convention to permit co-ordinated action.

29. The involvement of the financial community in the programming process and the system of planning that has been adopted provide the bases for extending the political and administrative capacity of the state and municipal governments while at the same time decentralizing various functions, in order to meet the demands of the people appropriately and effectively.

30. Finally, the contents of the Plan, which is organized into three main sections, should be noted. The first section establishes the frame of reference for formulating the general strategy. The second section contains the general guidelines for implementation of the Plan covering the various aspects of national life, and the third establishes the manner in which the various social groups can have a hand in implementing it.

31. The results of this analysis, when compared with the fundamental political principles, make it possible to determine the national purpose and objectives which will guide the Plan and the entire National Democratic Planning System.

32. In order to achieve this objective, a strategy is being proposed for economic and social development which is aimed at recovering growth capacity and raising the quality of development by means of two basic lines of action: economic reorganization and structural change.

33. Economic reorganization has three basic purposes: to combat inflation and stabilize exchange rates; to protect employment, the production capacity and basic consumption; and to recover the dynamism of growth through different means.

34. The third section of the Plan outlines the ways in which social participation will be integrated with the implementation and appraisal of national tasks. This section is particularly important because it suggests mechanisms by which the various sectors of society may participate in the implementation and appraisal of the activities laid down by the Plan, thus reaffirming the democratic nature of the planning process.

35. In this third section, the general outlines of society's participation in the implementation of the Plan should be noted.

36. Under the system of freedom of the Mexican State, the Constitution guarantees every individual (private individuals, professionals, workers, peasant farmers, ejidatarios, communal land workers (comuneros), small property owners and members of co-operatives) the exercise of economic freedoms; at the same time, professional, industrial, commercial, and labour freedoms do not infringe on the rights of third persons or affect the rights of society. There is a guarantee against arbitrary deprivation of occupation, property or rights, and an affirmation that expropriation of private property may be carried out only for reasons of public use and subject to payment of compensation. The right to appropriation and use of property and resources is recognized, provided that this is in the public interest and does not result in monopolies which would constitute undue exclusive advantages in favour of one or a number of given persons, to the detriment of the general public or of any one social class.

37. Also guaranteed are freedom of transit; the constitutional mandate to seek a balance among the various factors of production, harmonizing the rights of labour with those of capital; and the régime of free competition which sustains the market system, as long as it is not distorted to the detriment of the general interest.

38. In the framework of these concepts and under the mixed economy system, which recognizes the pluralistic nature of the political system, some general guidelines are presented below for various social sectors whose participation in the implementation of the Plan is essential.

A more just and egalitarian society requires new forms of participation and co-operation on the part of the social sector. The National Development Plan provides channels for developing them within the terms of article 25 of the Constitution.

The law shall establish machinery to facilitate the organization and expansion of the economic activity of the ejidos, workers' organizations, co-operatives, communities, companies owned largely or exclusively by workers and, in general, all forms of social organization for the production, distribution and consumption of socially necessary goods and services.

39. Participation by the organized workers' movement makes it possible to continue to raise the standard of living for workers through special programmes and actions aimed at increasing consumption of basic goods, satisfying essential needs, supporting of trade union shops and providing job training and wage protection, as well as through joint productivity committees and organizations for production and for protection of the consumer.

40. Social participation by peasant farmers is channelled through the producers' associations, ejidos co-operatives and peasant farmers' organizations, uniting their efforts to contribute to integrated rural development through the strengthening of their organizations, participation in programmes which provide for basic needs, production of food and proper distribution of benefits among the rural and urban inhabitants, creation of agro-industries, protection of the environment, and health and education programmes to improve the well-being of rural dwellers.

41. In the context of a mixed economy, the Constitution recognizes the need to encourage the activities of the private sector, in order for it to fulfil its important role in development. The Constitution (art. 27) protects the security, full exercise of freedom and dignity of individuals and groups.

42. The National Plan admits of all forms and combinations of property ownership peculiar to a mixed economy (national, public, private, social, communal, ejidal, co-operative); this system combines public, social and private initiatives, on the basis of an original and higher social function.

43. The private sector is broadening its existing channels of participation and formalizing them through the agreements and contracts provided for in the Planning Act. The various proposals made by business organizations in the popular consultation forums are being taken up in specific co-operation agreements and in the corresponding sectoral programmes.

44. The Plan requires the business sector to modernize and update its organizations; analyse more thoroughly each industrial branch, its marketing processes, levels of productivity and efficiency, cost structures and international competitiveness; and express its opinions on the tax and tariff aspects of investment decisions and on other subjects relevant to its participation in development.

Technicians, professionals and researchers have been assigned a fundamental role in efforts to review and improve the production processes and in the generation of technologies which correspond to national realities, applying their abilities to the task of reducing technological dependency and ensuring the transition of the country towards new ways of using national resources. There is a need for their support in the companies which produce basic goods and services and in training programmes, as well as for their advisory assistance in integrating scattered social groups.

In addition, the oft-cited Plan provides for actions directed towards specific sectors of the population such as youth, women and indigenous groups.

45. There is a latent concern that indigenous groups should participate more fully in state and municipal planning through the respective bodies, which are required to consult with the indigenous organizations on the methods and areas of implementing the programmes and activities which generally benefit or affect their economic or cultural situation.

46. The commitments of society to the actions of the State are set down in covenants, contracts and agreements for action which are based on specific programmes as established in the Planning Act.

47. In both the implementation and the appraisal of the Plan, popular participation is most effective when it takes place through the medium- and short-term programmes provided for in the Plan. The operational programmes, as well as the annual documents specifying the goals, resources and responsible parties, will serve as a basis for guiding participation in development.

THAILAND

[Original: English]

[19 August 1983]

48. The Government of Thailand indicates that its Fifth National Economic and Social Development Plan has encouraged people to fully participate in rural development implementation. The Prime Minister Office Regulation concerning rural development programme has also given significance to people's participation both in the planning and implementation of the plan in order to develop their own community. The objectives and principles of the new rural development policy guidelines are as follows:

- (a) To give first priority of development to the poverty-stricken areas;
- (b) To raise the standard of living of the people to the level of self-sustaining with basic services firstly throughout the rural poverty-stricken areas;
- (c) To emphasize people's self-help;
- (d) To solve actual problems of the people throughout rural poverty-stricken areas;
- (e) To encourage people to solve their own problems as much as possible.

49. As already mentioned, the Fifth Plan has attached great importance to people's participation in developing their own community; the rural people, therefore, have more chance to participate in any development project and to solve their own

problems. Nevertheless, during the first phase, the new rural development implementation was not as smooth as previously expected because people were unable to adapt themselves to the new system. This problem, however, has gradually decreased in the later years. Many of the rural development projects, thus, served actual needs of the people and they began to have a sense of belonging to what they gain from the projects. At present, most of the rural people have a better opportunity for many kinds of skill training that are compatible with their own economic and social environments. This new rural development plan is actually in accordance with General Assembly resolution 37/55.

UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND

[Original: English]

[19 July 1983]

50. The Government of the United Kingdom indicated its belief that popular participation is an important factor both in the development process and in the realization of human rights. Popular participation means the genuine transfer of power to people and their involvement in decision-making on matters affecting their well-being. The International Covenants establish specifically the rights of everyone to take part in cultural life, and take part in the conduct of public affairs, directly or through freely chosen representatives. Popular participation is fundamental also to the enjoyment of many of the other rights set out in the Covenants and the Universal Declaration, such as the rights to self-determination, to education, to freedom of association and to form and join trade unions.

51. On the particular question of workers' participation in management, employees in the United Kingdom are consulted over a wide range of government policies and are also represented on a number of national organizations, such as the National Economic Development Council, the Manpower Services Commission, and the Health and Safety Commission. Since the Government has a wider mandate stemming from its success in democratic elections and its support in Parliament, it is for the Government to decide how far it should take account of any such consultations in implementing its policies. As far as employee involvement in individual companies is concerned, the United Kingdom firmly believes that successful employee involvement depends as much on a spirit of co-operation as on the existence of formal machinery, and that it is therefore best introduced voluntarily. Such an approach offers flexibility by allowing firms to develop arrangements which suit their particular circumstances.

52. The United Kingdom finds that General Assembly resolution 37/55 provides a balanced framework and allows due weight to be given to popular participation and workers' participation in management and self-management. The International Seminar held at Ljubljana demonstrated that this is a broad and complex subject. Future activities should, therefore, focus largely on more narrowly defined subjects so that they may be treated in depth, with only an occasional review of the subject in its entirety.

ZIMBABWE

[Original: English]

[14 July and
19 August 1983]

53. The Government of Zimbabwe forwarded the following comments of several national Ministries in response to General Assembly resolution 37/55.

54. The Ministry of Community Development and Women's Affairs indicated that at independence Zimbabwe inherited administrative and institutional structures under which the provision of essential services showed a marked discriminative distinction between whites and blacks, women and men, and urban and rural areas. At independence, only political power transferred to the majority. Economic power remained in the hands of the few who controlled most of the means of production. In accordance with the socialist egalitarian principles of the new Government, a new social and economic order had to be established to suit the aspirations of the vast majority.

55. In the new social and economic order development is defined in both quantitative and qualitative terms. The qualitative aspect focuses on:

- (a) Participation of people in matters affecting their lives;
- (b) Changes in social and interpersonal relations;
- (c) Improving the relations of the people to their environment;
- (d) Making the human being the centre of development.

56. Attendant issues include upholding of human dignity, equal opportunities for all, social justice and the promotion of co-operation rather than competition, and collective action rather than individualism.

57. Quantitatively, development will be geared towards reducing the gap in productivity and distribution of income, wealth and services between urban and rural areas and between different social classes. Thus development now means social change as well as growth of the gross national product (GNP).

58. The Government has created certain agencies, such as the Ministry of Community Development and Women's Affairs, to implement the policy of involving the people in development processes. The contribution of that Ministry in that regard may be summarized as follows:

- (1) Mobilizing people into development projects with emphasis on popular participation in the decision-making processes;
- (2) Promoting formation of democratic community-level institutions in which ordinary members freely participate in decision-making;

- (3) Promoting income-generating projects on a freely co-operative basis;
- (4) Granting aid to self-reliant community projects;
- (5) Working towards the full participation of women in development processes by removing the legal, cultural and political barriers to such participation;
- (6) Training of community members in the skills that enable them to utilize local human and natural resources for the betterment of the quality of life in the communities.

59. The Ministry of Transport indicated that worker participation in decision-making on the National Railways of Zimbabwe is well developed at three levels: (a) the board level, (b) the collective bargaining level, and (c) joint consultation at the local level. At Air Zimbabwe positive steps have been taken to introduce direct workers' participation in the management of the airline's affairs. Within the Department of Meteorological Services popular participation is encouraged through workers' Committees that up to now, have not been very successful.

60. The greatest challenge for the Ministry of Youth, Sport and Recreation lies in the area of youth development which was totally ignored by previous colonial régimes. As such, the role that youth play in the development and realization of human rights cannot be over-emphasized. The Ministry has adopted a number of strategies to achieve this end, with youth development as the focus. It mobilizes youth into youth brigades, who are in turn provided with opportunities to undergo skills training and to participate in co-operative ventures as well as community-based projects. Sporting and recreational programmes have also been drawn up aimed at ensuring mass participation.

61. The Ministry of Roads and Road Traffic has several areas of responsibility. In road construction there is little scope for popular participation, but in road transport and traffic activities reference is made to people's needs and the views of the community.

62. The Ministry of Agriculture employs 1,250 extension workers, all of whom are in contact with the rural peasantry of Zimbabwe on an individual and organized basis.

63. The Ministry of Housing holds the view that people and housing cannot be separated. The relationship can effectively be described thus: housing is about development; development is about people.

64. The Ministry of Education is implementing government policy by which education and literacy are viewed as basic human rights in Zimbabwe.

65. The Ministry of Health has adopted a primary health care approach to improve the situation which existed at independence whereby a highly specialized predominantly curative health service was concentrated in the major urban centres despite the fact that over 75 per cent of the population live in rural areas. Zimbabwe's primary health care model has the following major aims:

- (a) Ensuring essential health care for all by the year 2000;
- (b) Eradication of all known communicable diseases;
- (c) Promotion of good health among the people by:
 - (i) Working towards achieving adequate safe water and sanitation for all;
 - (ii) Developing maternal and child health services;
 - (iii) Promoting breast-feeding for as long as possible;
 - (iv) Promotion of child and adult mental health;
 - (v) Working for early identification of health problems with an emphasis on community-based care wherever possible.

Of all the necessary conditions "popular participation" is one of the most important. The health model emphasizes prevention through the people changing their ways of life. To this end, the health model works for popular participation through decentralization of both health care and health promotion.

66. The Ministry of Health decentralization plans have reached an advanced stage with approximately 2,500 village health workers already trained and nearly 500 rural health centres already in action, and many more to come in the near future. Health committees have been formed within most district councils, and some at village level. These health communities further popular participation by bringing health workers closer to the people in health promotion activities and projects.

67. Finally it must be admitted that there has been less success in gaining popular participation in health and other developmental projects in the urban areas where less than a quarter of the population live, mainly because most of the urban residents are either employed or have access to an employed relative's remuneration, and seems less easily persuaded to participate in community-based projects.

68. The Ministry of Lands, Resettlement and Rural Development promotes policies and programmes which are intended to increase the participative role of the majority of the population in the rural areas, in productive activities and hence in the national economy. Because of low educational and literacy levels in the rural areas, the initial planning and project layout uses the top-bottom approach, but once the settlements have been set up, the bottom-up approach is then possible. In the Ministry's resettlement programmes settlers enjoy a high degree of freedom of expression and choice in matters affecting their daily lives. From the Ministry's point of view every effort possible is being made to incorporate objectives of the United Nations on local participation in pursuance of and the observance of human rights.

II. COMMENTS RECEIVED FROM UNITED NATIONS ORGANS

DEPARTMENT OF INTERNATIONAL ECONOMIC AND SOCIAL AFFAIRS

[Original: English]

[6 July 1983]

69. The relevant activities of the Department of International Economic and Social Affairs include those undertaken by its Office for Development Research and Policy Analysis and those of the Centre for Social Development and Humanitarian Affairs. The Office considers the issue of participation of people in the development process in the context of its responsibilities for the monitoring and analysis of economic and social trends and issues of international concern. The Declaration on Social Progress and Development provides a framework for the regular assessment of the progress achieved in various spheres of social life. It calls for "the active participation of all elements of society, individually or through associations in defining and in achieving the common goals of development with full respect for the fundamental freedoms embodied in the Universal Declaration of Human Rights". The 1982 Report on the World Social Situation included an analysis of this issue of participation in its political, economic and social dimensions. It also included a chapter summarizing the current situation with respect to the protection and promotion of civil and political rights. The next report on the world social situation, to be prepared for consideration by the Commission for Social Development, the Economic and Social Council and the General Assembly in 1985, will continue to deal with participation of people in the decision-making process and in the distribution of the fruits of development. The recommendations of the report on the International Seminar of Popular Participation will be used in the context of this work.

70. With regard to the Centre for Social Development and Humanitarian Affairs (CSDHA) popular participation is an integral part of the programme of work. In large measure, this is an outgrowth of its work regarding women, the aging, youth and disabled persons. The Centre has had a major role in organizing the special events or years associated with these special population groups. The plans or programmes of action adopted in the course of these events and years attribute great importance to the participation of these population groups in the development process.

71. The World Plan of Action, drawn up in Mexico City, for implementing the objectives of the International Women's Year and the Programme of Action adopted in Copenhagen (1980) for the Second Half of the United Nations Decade for Women aim at strengthening women's participation in development. Participation runs as a common theme through the plans of action adopted in consequence of the International Year of Disabled Persons (IYDP) and the World Assembly on Aging; participation is also a major theme of International Youth Year (IYY).

72. Another vehicle that helps promote participatory-type projects are the several trust funds that have been created by the General Assembly as part of the years for women and disabled persons and as part of the World Assembly on Aging. The Voluntary Fund for Women and the trust funds that were set up under IYDP and the

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World Assembly on Aging are already operational. These funds have provided assistance to a considerable number of projects, some of a participatory nature, in countries located in all the major developing regions.

Popular participation and disabled persons

73. The International Year of Disabled Persons 1981, which was proclaimed by the General Assembly in 1976, had as its theme "full participation and equality". The World Programme of Action concerning Disabled Persons, adopted by the General Assembly in resolution 37/52 of 3 December 1982, is based on the principles of equalization of opportunities and of full participation of disabled persons in the development of their societies. Paragraphs 91-94 specifically provide for greater participation by disabled persons in decision-making processes. The Centre is responsible for monitoring the implementation of the World Programme of Action.

74. The Trust Fund for the International Year of Disabled Persons, established by General Assembly resolution 32/133, has been used to provide support services, including support for organizations of disabled persons in developing countries.

Popular participation and the aging

75. Popular participation is an important component of programmes relating to the aging. This is underscored in the Vienna International Plan of Action of Aging which was endorsed by the General Assembly in resolution 37/51 of 3 December 1982. The Plan of Action, the first international instrument on the question of aging, recommends that Governments and intergovernmental and non-governmental organizations should give special attention to programmes that assist the elderly to participate fully and effectively in development. CSDHA is responsible for reviewing once every four years the implementation of the Plan of Action.

76. The Centre, as part of its activities to realize those objectives of the Plan relating to popular participation, encourages the participation of young retirees to volunteer their services and expertise to community-based programmes for the elderly. It also supports, through the Trust Fund for Aging, various programmes that have a participatory component.

Popular participation and youth

77. "Participation" along with "Development and Peace" are the three themes of the International Youth Year. The Specific Programme of Measures and Activities for IYY, which was endorsed by the General Assembly at its thirty-sixth session, suggests numerous areas for action and identifies various priorities. One priority is "to expand the base of youth participation at the national and subnational levels through mobilization and provision of services" (A/36/215, p. 27). The Specific Programme of Measures and Activities also sets forth basic themes for national action. Among other things, it calls for the establishment of national priorities to promote the active participation of youth in policy and decision-making processes relating to development (ibid., pp. 28-29).

78. Five IYY Regional Meetings will be held in 1983. They will discuss (a) the assessment of the situation of youth in each of the regions and (b) the regional plan of action for youth. Popular participation will be a major theme for consideration in both these items. CSDHA will, in connection with IYY, undertake a study on "Youth Participation in Development".

Studies on popular participation

79. CSDHA is undertaking, as part of its regular work programme, several studies on related aspects of popular participation. The themes of these studies are:

(a) Women and decision-making, policy formulation and development planning: the study will be concerned, in part, with women's participation in these processes at the local level in both urban and rural areas;

(b) Role of the family in development: special attention will be given to the interaction between the family and different sectoral areas, notably health, education, social welfare and employment;

(c) National organizational arrangements for social welfare: the study will focus, in considerable measure, on policy measures to enhance popular participation in administrative processes for development;

(d) Popular participation in urban planning: this study will consider the social, institutional and other factors that are necessary to promote citizen participation in urban planning: the report of an expert group meeting, which will be held in November, will serve as one of the inputs to the study;

(e) Popular participation and local-level action: this study will consider, among other matters, the spatial dimension to participatory development.

UNITED NATIONS CHILDREN'S FUND

[Original: English]

[8 July 1983]

80. UNICEF is a firm advocate of community participation and makes strong efforts to include participatory strategies in its programme co-operation with developing countries. The UNICEF report submitted to the International Seminar on Popular Participation held at Ljubljana in 1982 aptly summarizes our approach and many of the lessons learned. An updating could add more details but would not substantially change the results.

81. UNICEF is at present preparing a chapter to be included in its programme manual for field staff, which will establish a set of principles and guidelines for promoting community participation in country programmes.

82. For the past two years UNICEF has given significant priority to training seminars for its own staff as well as to their national partners on how to integrate community participation into country programmes. This has been undertaken largely by two New York-based Policy Specialists on Community Participation and Family Life in collaboration with selected field staff, especially members of UNICEF's 100-plus Community Participation Knowledge Network.

UNITED NATIONS RESEARCH INSTITUTE FOR SOCIAL DEVELOPMENT

[Original: English]

[9 August 1983]

83. UNRISD has carefully studied the report of the Ljubljana seminar (A/37/442) and generally approves of its conclusions. Many important points and issues are mentioned, some in more detail, others are only superficially hinted at. In general, the report is however at such a level of generalization - which seems almost inevitable for this kind of general document - that it loses its practical and operational usefulness. Also, no clear definition of popular participation is given; on the contrary, different definitions seem implied in different statements of the report. They range from a definition equating participation with purely economic participation to one equating it with institution-building and to the wider reaching definition equating increased participation with redistribution of societal power.

84. UNRISD has recognized the central importance of participation, both as a means and as an end goal of development. In 1977, when defining a new medium-term research strategy for the Institute, UNRISD selected "participation" as one of the two major themes around which the Institute's work should be organized. Since 1979 a major programme of research on this issue has been carried out which has just concluded its second phase, involving about 15 country studies, mainly in Latin America and Asia. Results from these studies will be published in the coming months, and a global overview report will be written in 1984.

III. COMMENTS RECEIVED FROM SPECIALIZED AGENCIES

INTERNATIONAL LABOUR ORGANISATION

[Original: French]

[12 July 1983]

85. Since the International Labour Organisation itself has a participatory structure, which in fact is tripartite in nature, it is particularly well placed to follow up many of the points raised in the report and conclusions of the International Seminar on Popular Participation held at Ljubljana in spring 1982.

86. This concern to adopt participatory formulas as far as possible is consistently reflected in the various activities of the organisation, including the international labour norms which it adopts and the implementation of which it monitors.
87. Thus a great many international labour conventions and recommendations include provisions calling for participation, and particularly the participation of employers' and workers' organizations or sometimes even organizations representing other groups, in the formulation and implementation of the measures laid down in these conventions and recommendations. These provisions are often concerned with consultations, but may also refer to other methods such as the conclusion of collective agreements on the subjects concerned. Mention may be made, among many other examples, of Convention No. 122 and Recommendation No. 122 on employment policy, 1964, Convention No. 142 and Recommendation No. 150 on human resources development, 1975, and Convention No. 155 and Recommendation No. 164 on occupational safety and health, 1981.
88. Several international labour conventions and recommendations are specifically concerned with participation, such as Convention No. 144 and the supplementary recommendation concerning tripartite consultations on international labour standards, 1976; Recommendation No. 113 concerning consultation and co-operation at the industrial and national levels, 1960; Convention No. 98 concerning the right to organize and collective bargaining, 1949; Convention No. 154 and Recommendation No. 163 concerning collective bargaining, 1981; and Recommendation No. 94 concerning consultation and co-operation at the level of the undertaking, 1952.
89. The programme of action adopted by the Tripartite World Conference on Employment, Income Distribution and Social Progress and the International Division of Labour, which was held at Geneva under the ILO auspices in June 1976, noted that "a basic-needs-oriented policy implies the participation of the people in making the decisions which affect them through organisations of their own choice ... Governments must try to involve employers' organisations, trade unions and rural workers' and producers' organisations in decision-making procedures and in the process of implementation at all levels ... Employers' and producers' organisations, trade unions and other workers' organisations such as rural workers' organisations have an important role to play in the design and implementation of successful development strategies".
90. A whole series of studies and practical activities, particularly in the context of technical co-operation provided to developing countries - to their Governments and to their employers' and workers' organizations - and of meetings for the exchange of ideas and sharing of experience involve the promotion of participation in areas concerned with, for example, labour relations, workers' education, women and workers in the rural sector, co-operatives, employment and basic needs, including special programmes concerning public works.
91. The achievements of ILO in 1982 are referred to in the report of the Director-General to the International Labour Conference at its sixty-ninth session, in 1983 (of which copies in three languages are annexed hereto), for example, on questions of labour relations (pp. 50 and 51), workers' organizations, including

rural workers' organizations and workers' education (pp. 53-56), employers' organizations in developing countries (pp. 56 and 57), urban and rural employment and basic-needs strategies, including special public works programmes (pp. 64-73), technical and vocational training, including management development (pp. 73-80 and 101 and 102), co-operatives (pp. 80-82), human rights and international labour standards, in particular trade-union freedoms (pp. 43-46), and promotion of equality, particularly for young workers, women workers and migrant workers (pp. 47 et seq.).

92. Currently a study trip to Europe is being planned for African countries to study relations between Governments and employers' and workers' organizations in respect of training policies. Furthermore, special importance is currently being accorded to the fight against poverty through co-operatives, particularly agricultural co-operatives, credit co-operatives or co-operative banks, and multi-purpose co-operatives concerned, inter alia, with agriculture, marketing, credit and handicrafts. These multi-purpose co-operatives also enable small farmers to become involved in the official economic circuit, while avoiding the proliferation of middlemen. A manual on the organization and management of multi-purpose co-operatives is under preparation and may be used by development planners and institutions. A study entitled: "Co-operative Organisation and Services for land settlement" is also under preparation. It reviews the role and effectiveness of co-operative institutions in promoting popular participation in development and self-management in the context of "settlement schemes" implemented with State assistance.

93. A research-action project designed to promote the participation of rural youth in certain types of collective livestock-rearing is being implemented in villages in Bangladesh. A report on the theory and practice of action-oriented participatory research was submitted to the world sociology congress in Mexico City in 1982, and a report on the participatory organizations of the rural poor and possible strategies for rural development was submitted to a regional seminar on law and development in March 1983. Recently a project was launched in developing countries in conjunction with the International Centre for Public Enterprises, at Ljubljana, concerning the participation of women in public enterprises and in development as a whole.

94. Two subregional seminars on the promotion and development of workers' education institutions, one in Asia and the other in the Caribbean, are planned in August and November 1983. A regional worker's education seminar concerned with trade unions, industrial relations and productivity was organized in Mexico City in April 1983 and preparations are being made for a meeting for English-speaking West Africa, as a follow-up to an interregional project and subregional seminars for trade unions and co-operatives with a view to the development of self-managed co-operative-type enterprises established on the initiative of trade unions.

95. A project concerning the participation of rural women in their organizations and a project concerned with services provided by rural organizations in fields such as vocational training, literacy, health and the establishment of small production and repair enterprises are being planned for certain countries of Asia and Latin America; courses on these subjects have already been organized in the two regions.

96. Currently an interregional project concerning the provision of courses in economics for workers and their representatives should facilitate the choice among various possibilities and strategies for development. Already, a manual on economics has recently been published. Under this project, four regional and subregional seminars have been organized (in Asia, Latin America, the Caribbean and French-speaking Africa), and a fifth is planned for the English-speaking countries of East Africa in August 1983.
97. A regional seminar and a subregional seminar on worker participation in decision-making in enterprises are being planned for Asia in the light of recent requests. A study will be carried out in 1984-1985 concerning interaction between existing systems of participation and personnel policies. In recent months the pay section of the International Labour Office has prepared a comparative study of recent developments in respect of equal pay for men and women, and in 1984-1985 it will continue research on improving income distribution and reducing poverty, taking into account policies for stabilization, employment and development.
98. The most recent session of the International Labour Conference considered, among other matters, the social aspects of industrialization, and arrived at conclusions which suggest, in particular, that on the question of industrial and labour policies there is cause for urgent concern about freedom of association and protection against discrimination. These conclusions stress, in respect of bipartite and tripartite co-operation, which are considered to be essential for the effective formulation and implementation of industrialization strategies (in some cases, through national tripartite commissions for certain industries), that the existence of strong and independent employers' and workers' organizations which are aware of their responsibilities and are fully effective and, within Governments, of well-organized and effective labour departments, is one of the preconditions for tripartitism, good industrial relations and social and industrial progress.
99. ILO has always emphasized that the enjoyment of freedom of association or trade-union freedom is an essential condition for significant participation in the formulation and implementation of policies and programmes by employers, workers and other interested groups. Indeed, the ILO Constitution proclaims that "freedom of expression and of association are essential to sustained progress". Convention No. 144 concerning tripartite consultations on international labour standards, 1976, defines "representative organisations" which should be associated in the consultations in question as "representative organisations of employers and workers enjoying the right of freedom of association". Consequently, the action undertaken by ILO to promote and ensure freedom of association (through conventions, monitoring machinery or procedures, and programmes of practical activities) is of crucial importance in securing the conditions for effective participation. ILO has consistently recognized that trade-union freedom and participation ensured by representative organizations can have no meaning unless public freedoms are guaranteed.

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS

[Original: English]

[8 July 1983]

100. Following the World Conference on Agrarian Reform and Rural Development (WCARRD), held in Rome from 12 to 20 July 1979, FAO has oriented its work towards building up an anti-poverty approach based on two major principles. Firstly, all programmes should aim at equity through people's participation, and secondly, the beneficiaries of any programme or field project should ultimately be the rural poor - the small farmers, the landless, rural women and other disadvantaged rural groups.

101. In order to ensure a co-ordinated approach to people's participation as an integral part of FAO's work, an Inter-Departmental Committee on Rural Development was established by the Director-General and composed of the Assistant Directors-General of concerned technical departments. An Inter-Divisional Working Group on Rural Development, composed of the Directors of the Divisions concerned, was also established to review progress and to identify issues for decision by the Inter-Departmental Committee.

102. To assist countries in the implementation of the WCARRD Programme of Action concerning people's participation as an integral element in their national rural development strategy, FAO has prepared a document entitled "Key Principles for Operational Guidelines in the Implementation of the WCARRD Programme of Action". The document also serves as a guideline for introducing and strengthening people's participation in FAO'S programmes and projects. In order to further promote this process, staff orientation seminars on the implications of the WCARRD Programme of Action, with its strong focus on people's participation, have been arranged both at FAO headquarters and in the field.

103. In addition to ongoing efforts increasingly to infuse the principles of people's participation in FAO programmes and projects generally, special programmes are also actively pursued to develop appropriate popular participation models through field level action projects. Examples of such special action undertaken in a large number of developing countries are the programmes on people's participation through promotion of self-help organizations, community action for disadvantaged rural women, community development for forestry workers, and integrated development of small-scale fisheries.

104. Within the United Nations system, FAO is promoting popular participation primarily on the context of the activities undertaken by the ACC Task Force on Rural Development. To that effect, a special Panel on People's Participation, for which ILO acts as Convenor, has been established with a membership comprising several United Nations agencies.

WORLD BANK

[Original: English]

[5 July 1983]

105. Since the 1950's, the range of Bank involvements in development has increased markedly, demonstrated particularly by the increased focus on the alleviation of poverty and on a much broader spectrum of country economic and sector work.

106. Sections III, IV and IX of the Secretary-General's report refer to the importance of strengthening local institutions, processes and government to promote participatory planning and self-management. One of the major objectives of the Bank's urban development sector is to assist member governments to develop processes for the efficient and equitable provision of urban services and employment by strengthening municipal agencies and co-ordinating municipal investments in shelter, infrastructure, transport, employment and social services; and also, to shift the responsibilities (for both financial and manpower inputs) for urban development and management from the public sector to the private sector and the urban population itself.

107. Following a reassessment of the Bank's urban lending strategy in the early 1970s, the Bank began to place greater emphasis on the provision of technical assistance to establish a framework for investment from sources other than the Bank. To implement this new direction, two thirds of the Bank's 38 urban development operations in the fiscal year 1972-76 period were "sites and services" projects - designed to encourage the poor to construct their own homes on vacant sites that were provided with basic services. The emphasis on such projects reflected the perceived need to provide affordable shelter and infrastructure to low-income urban residents through the mobilization of private savings and self-help construction.

108. More recently, in addition to the promotion of self-help activities, the thrust of the Bank's urban development sector has been towards decentralization by strengthening local institutions and community organizations, providing technical training to local officials and on-the-job training to local people.

109. In the fiscal year 1983, the Bank financed 13 urban development projects in 12 developing countries for a total of \$525.2 million. Eleven of these projects, accounting for 85 per cent of the commitments, included major components for sites and services, slum upgrading, and/or strengthening of local institutions and governments. Urban projects in Brazil, Ethiopia, Haiti, India, Kenya, Pakistan and Tunisia all contain major sites and services components. The Ethiopia project and one in Morocco also include a construction loan component that provides for loans to individuals wishing to build their own homes through self-help or small contractors. The projects in Kenya and Pakistan both have as their main objective the strengthening of the financial and project management capacity of local authorities and institutions, and of municipal services and small enterprises. Finally, a \$100 million urban project in Korea calls for the support of policies and programmes for improving the delivery of housing to lower income families by

financing the development of land and housing by housing co-operatives and local authorities, and the Korea Land Development Corporation and the Korea National Housing Corporation.

110. The Bank in recent years also has designed more projects and has expanded its technical assistance and training programmes to include lending for manpower and human resources development. Section VI A of the Secretary-General's report refers to the role that education, information and participatory research play as key elements necessary for successful participation. The Bank's policy on lending for education has evolved substantially over the past two decades. From lending largely for infrastructure in the early 1960s, the Bank's education sector expanded its lending in the early 1970s to include non-formal education and training, educational radio and television, local production of learning materials and more comprehensive aid to educational planning and management. More recently, the Bank has further expanded its educational lending to cover primary education and the needs for education and training in rural areas.

111. In fiscal year 1983 the Bank financed 21 education projects in 19 developing countries, totaling over \$547 million. In China, for example, the Bank is supporting the Government's programme to strengthen higher education and research in the agricultural sciences by providing \$75.4 million in financial assistance to 11 agricultural colleges, six research institutes and a new National Rice Research Institute. And in Yemen the Bank will provide \$10 million to expand training facilities, notably in rural areas, and to improve teacher-training curricula. The expansion of literacy and basic occupational-skills training in rural areas and assistance to the Ministry of Education will benefit about 15,000 people annually.

112. Training as a component of World Bank projects has also expanded in recent years. In fiscal year 1982, financing for training components totalled \$185.15 million, as compared with \$177.64 million in fiscal year 1981 and \$148.65 million in fiscal year 1980.

113. In line with its increased focus on poverty alleviation, the Bank is giving greater attention to basic needs in the areas of population, health and nutrition (identified in section VI B of the Secretary-General's report). Recognizing the importance of local self-reliance, the Bank is increasingly striving to foster indigenous capacity in health care, while efficiently reaching the greatest number of rural and urban poor.

114. In fiscal year 1983, the Bank finances seven population, health and nutrition projects in seven different countries for a total of \$118.4 million. All of the projects in some way seek to strengthen local health-care services. For example, in Senegal, the Bank is providing \$15 million to improve maternal and child health-care services to a large segment of the rural population. The project will help strengthen basic health services and the capability of the Ministry of Public Health, provide in-service training of health personnel, and develop health-education services.

115. Closely related to improved health and nutrition are sanitary water supplies. In addition to its regular sector work in water supply and sewerage, the Bank is

currently designing hand-pump water systems in the rural and urban slum areas of several African countries. These systems are being set up so that the local population can both operate and maintain them. To execute these projects, the Bank is working in close collaboration with local non-governmental organizations and UNICEF, and some government ministries are becoming involved at the local level. It is anticipated that by mid-1984, training materials will be ready for distribution.

116. Regarding section VII of the Secretary-General's report entitled "People's participation in rural development", the World Bank adopted in the early 1970s and is now using more extensively the training and visit system of agricultural extension. The system aims to improve the use of existing resources by providing farmers with relevant, clear and sensible advice which depends on close two-way contacts between farm families, extension workers, researchers, and administrations; it functions by allocating precise responsibilities and by timing activities carefully. Village extension workers visit small groups of "contact" and other farmers at least twice a month to teach them three or four carefully chosen recommendations about what to do over the next two weeks. The farmers attending the sessions then pass the advice on to other farm families; thus, one extension worker creates an information network of between 500 and 1,200 farm families.

117. Based on its initial success in India, particularly with crops under irrigation, the training and visit system has also been adopted in Bangladesh, Indonesia, Nepal, Pakistan, the Philippines, Sri Lanka, Thailand, and recently in East and West Africa. In August 1982, there were 64 Bank-financed projects explicitly using the training and visit system, and 23 that incorporated elements of it.

118. The Bank has also collaborated extensively with non-governmental organizations in the preparation and execution of agriculture and rural development projects and in the provision of sector-related training. For example, in 1982, the Association Française des Volontaires du Progrès (AFVP) provided co-financing and volunteer personnel for a Bank forestry extension and research project in Haiti. To develop a substantial reforestation and forest management capacity, the AFVP will execute the training component to include forestry training and education at the graduate, technical and primary school levels. In another case, the Movimento de Educação de Base (MEB), a Brazilian non-governmental organization, collaborated with the Bank in providing educational and training services for the Ceara and Sergipe Rural Development Projects. For the former, the MEB organized training courses for women in nutrition, food conservation, and other household activities. For the Sergipe project, MEB provided assistance in the curriculum revision of primary schools and community learning centres, teacher training, and occupational training in various areas of community development for adults.

119. These are only two examples among an increasing number of Bank/non-governmental organization operational associations in a wide range of sectors. In fiscal year 1983, co-operation on project work focused on the agriculture sector, followed by education and urban development (this last also involving substantial popular participation). In the field of development education, the

Bank supported information activities carried out by non-governmental organizations particularly in the Bank's Part I countries.

120. As the Bank's strategy has been redirected toward alleviating conditions of extreme poverty and increasing the well-being and productivity of the poorest segments of populations, so has its awareness been sharpened of the role of women in development, identified in section VIII of the Secretary-General's report. Reflecting this growing concern, the Bank established in 1977 the post of Adviser on Women in Development to monitor and advise on the effects its projects were having and would have in the future on the status of women. The aim is to see that women are treated as an integral part of a project's design, and to assess its impact on women as a part of its costs and benefits.

121. Efforts are made to review all Bank education projects; other types of projects that most commonly have important effects on women are in the sectors of agriculture and rural development, urban development, industry (including artisanal activities and small-scale businesses), and population, health and nutrition.

122. In fiscal year 1982, the Bank financed projects with education/training components addressing the particular needs and activities of women in several countries, including Jordan, Liberia, Malawi, Morocco, Paraguay, Portugal and Rwanda. In Jordan, for example, the Fourth Education Project covered technical training in office management and nutrition, training of health personnel, and vocational training in commerce, telecommunications, floriculture, child care and dressmaking.

123. Agriculture and rural development projects in the Ivory Coast, Liberia, Paraguay and Portugal included extension components that provided for female extension workers and home economists in order to better reach farmers' wives and women farmers. Extension services included instruction in a range of areas from nutrition, health care, and family budgeting to care of livestock and poultry. A fiscal year 1983 rural development project in Brazil is particularly comprehensive, extending into less conventional areas. Under the project, female extension workers would encourage the expansion of home gardening, assist in the formation of users' groups for water facilities, provide advice on health and nutrition, and work on community organization in general. Under the island fisheries component training courses would be offered for women engaged in fish processing and marketing; and under the small business enterprises component, technical assistance and training courses for small business operators (including women) would be offered. In addition, a survey of the industrial sector, including the production activities of women working at home, would be undertaken. The survey would identify prospects for expansion in this sector. The education component would aim at improving the quality of rural primary education, and include in-service training of primary education teachers and supervisors (mostly female). Under the health component, rural health services and water supply would be expanded and improved, and 200 local midwives would receive training. Finally, the impact on women of the above project components will be monitored by determining their participation in project activities and by assessing changes in women's earnings and employment.