

EXPERIENCE IN THE SPECIAL PROGRAM FOR FOOD SECURITY IN THE SOUTHEAST OF ZACATECAS, MEXICO

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Abstract

In Mexico, the Special Program for Food Security (PESA) is one of the instruments concerned with poverty, focusing on food security. In the southeast of Zacatecas, Campus S.L.P. of Colegio de Postgraduados, created the Agency for Rural Development AGRORURAL A.C. (ADR), enabling a group of associate technicians to facilitate development processes in communities of high and very high margination. The first year (2005-2006), the PESA program was implemented in the region, including 30 communities of seven municipalities; diagnoses of the whole zone, and for each of the communities were made. The second year, ADR elaborated and started the implementation of Regional Intervention Strategy (EIR), whose fundamental objective was to develop the capacities of the regional population and establishing the guidelines to promote development processes in the communities. Ten Centers of Communitarian Transference of Technology (CECOTTEC) were established, with two modular projects - traspatio and milpa (backyard and cropland) – both with innovative subsystems to achieve food security. At present, the modules are being implemented and the formal training process of the groups, participant in PESA, has been initiated.

Key words: *food security, communitarian development process, rural development agency.*

1. Introduction

In the current context of globalization, rural development has been characterized by multiple attributes, such as: local, participative, horizontal, bottom up, etc., all of them expressing the search of alternatives for the solution of the big global problems, poverty and food security outstanding among them. In Mexico, PESA has been implemented with the objective of establishing food security in communities of high and very high margination. The success of this effort depends on an adequate mechanism among the different actors involved in this task, evolving new actors, and the redefinition of others, whose role of links between governmental entities and the communities is of vital importance.

In the present study, the role of a professional extension services provider (PSP), and that of governmental employees in a communitarian Rural Development Agency (ADR) is conceptualized and defined; likewise, the experience of the Colegio de Postgraduados – Campus San Luis Potosí in planning an ADR is exposed as a study case. It is thought of integrating in the development processes of the southeast of the State of Zacatecas as facilitators based on implementing PESA methodology as an instrument of learning.

In order to fulfill the objectives of PESA, the ADR carries out a series of activities and generates instruments for facilitating the task of a rural development agent. Resulting from this experience, ADR elaborated an EIR, which might allow participating in development at communitarian and regional level. The purpose of the present paper is to show the experience in PESA, generated in the southeast of Zacatecas.

2. Objective

To expose the ADR incubation process, and presenting where and how it influences the implementation of PESA through an EIR, and specifically at CECOTTEC for achieving communitarian and regional development

3. Frame of Reference

3.1. Poverty and Food Security

Currently, Mexico has approximately 103 million inhabitants. Conservative data indicate that around 20% of the population lives in absolute poverty and 50% in moderate poverty. Twenty-four percent of the population lives in the rural environment, 60.7% of which under conditions of absolute poverty (World Bank, 2004). Cortés et al. (2002) points out that absolute poverty at country level is superior to 30%; however, there is agreement, that families under extreme poverty conditions do not even have the minimum income to cover their basic needs of food. Coneval (2008) informs that in Mexico there are 44 million 700 thousand people living in a situation of poverty, 14 million 400 thousand of them facing hunger which constitutes the most destructive and difficult poverty to deal with.

Due to the recent worldwide financial crisis, the increase of food prices, and the increment of unemployment rates, food poverty in Mexico has a tendency to maximize. Therefore, fighting poverty, which is intensifying in the rural environment, has been outlined as a major goal of public policies in our country; and the need of strategies that lessen the situation has been emphasized. Within the initiatives heading for reducing the problem and particularly, the aspects related to food shortage, since longer than a decade, the implementation of PESA in our country has been being worked on. www.sagarpa.gob.mx/sdr/pesa.

3.2. PESA in México

PESA is a program supported by FAO in various countries where food is a basic problem; the program is regarded as a tool of **techno-methodological** support and it allows visualizing the restrictions under a determined approach or model of rural development and searching alternatives to surpass them (www.sagarpa.gob.mx/sdr/pesa; FAO-PESA-SAGARPA, 2006)

For PESA, food security is understood as “Physical and economic access, by all people at all times, to the basic food they need” This process is observed in dynamics linked with problems of poverty, human capacity, job creation, and generating income, **a virtual spiral, which may move upwards as well as downwards**, in continuous evolution. The process recognizes different levels, from the international and national one, to the home and individual level (FAO-PESA-SAGARPA, 2006). PESA-Mexico has the objective of “developing capacities to reduce poverty in the population living in communities of high margination through ADR’s that participating promote micro-regional development by means of integrated projects, strengthening local management and interinstitutional coordination” (FAO-PESA-SAGARPA, 2007).

PESA application strategies are directed by a National Technical Unit (UTN) and the interested State governments. The implementation of PESA in Mexico was initiated with a pilot phase in the year 2003 in 12 municipalities of six states: Aguascalientes, Guanajuato, Jalisco, Michoacán, Puebla, and Yucatán; the methodological and technical contributions of FAO were adapted to the national conditions in order to generate an application outline at national level. The implementation of the program is contemplated focusing on process facilitation through multidisciplinary teams related to the rural sector. Once the relevance of the program

demonstrated and the methodologies for its implementation established, it went through a phase of expansion to increase its cover. For the time being, it has been applied in 16 states, 65 regions, 641 municipalities, and 3730 communities (www.sagarpa.gob.mx/sdr/pesa).

In the period of expansion, the implementation of the program was supported by established agencies or by preparatory work in the micro-regions of service. These agencies were strengthened in techno-methodological aspects and infrastructure, to become an ADR. In the cases where those agencies did not exist, the creation of ADR's was initiated with the support of academic and research institutions, thus, the incubation starting from the selection of a PSP team.

3.3. The Agent of Rural Development

Development *per se* involves the collaboration of multiple actors who integrate and establish synergies which lead to its achievement. In the rural environment at community level the development process requires, among other elements, a catalyst, an agent, whom Izquierdo (2002) defines as "an organizer, agitator, and activist, who operating with profound knowledge in the live tissue of the territory, must be able to stimulate reactions among people and local resources to generate local development". One aspect of vital importance within the field of rural development has been the role "intermediary agents" of rural development have played, in other words, those **actors situated** between institutions and "beneficiaries". It is worth pointing out that in the ancient conceptions of **extensionism**, they worked as agents transmitting knowledge of the institutions to the beneficiaries, and the latter were looked upon only as those receiving and applying technologies. As such, the extensionists adapted to a development model of their time and fulfilled the tasks assigned to them, in a project where rural development was taken as a synonym for agricultural productivity.

3.4. Individual PSP's and ADR's in Mexico

Under modern development schemes, at least applying them in our country, the intermediary agents **have rendered service** as individuals up to recent years. Nowadays, the tendency seems to be heading towards working in multidisciplinary teams, focused on providing more integrated services, according to new concepts where agriculture and livestock are important but not the only object in terms of a more integrated rural development.

Therefore, the concept of **professional support** is wider with respect to technical extension and assistance, since other than these, it deals with aspects of qualifying, not only of productivity and support management, but also in search for economic efficiency (trying to generate aggregate value, connecting production units with agribusiness chains) with services like: diagnoses, strategic planning, project formulation, technical consultancy, managerial development, commercial strategies, education and training, resource administration, etc.(Aguilar *et al.*, 2005).

The PSP has been involved in numerous tasks to be done in rural environment, surpassing agricultural and livestock activities, which consequently, have led to working individually by task (project), and in areas sometimes unknown to the agent, and for whose optimal performance he is not adequately prepared. Therefore, the technological transference and innovation made does not have the desired impact, and hence, the development of the production units is not achieved, generating results, not very successful. Regarding this, it is stated that in the individualized work, projects are the means and not the object of services, when ideally, the processes and the reinforcement of capacities should be privileged (FAO-PESA-UTN, 2006).

Considering these problems for the year 2005, through and for the attention and implementation of PESA, creation is promoted and encouraged with incentives on the part of federal and state governments in some entities of the country - Zacatecas among them – and the ADR's, that integrate themselves by an interdisciplinary group of technicians, whose main function is to facilitate development processes in the local and regional area of the rural environment.

Thus, PESA defines the ADR as an interdisciplinary team of professionals with proper legal status, that have developed bonds of collaboration with the people of a rural area with high levels of margination, through working groups, economic organizations, Municipal Councils of Sustainable Rural Development (CMDRS), municipal governments, as well as state and federal government institutions with experience in participatory methodology and restriction analysis. It's necessary to consider human infrastructure and material needed to develop capacities in the local population on the design and execution of integrated projects of rural development, institutional coordination development, and reinforcement of local management; with sustainable policy of financial administration and development of their human resources (FAO-SAGARPA, 2006).

For Izquierdo (2002), an ADR could be defined as a horizontal organization of flexible structure with sufficient operational autonomy to get involved in the territory with the purpose of putting in order, planning, promoting, and managing the development process by means of detection and promotion of **undertakers and initiatives, rendering technological, formative, and financial services** to companies, and the **backing of all those actions** increasing competitiveness, quality, preservation of the environment and cultural heritage, welfare, identity, and the unity of rural society. Thus, ADRs are organizations of mediation among the State, the market, and the society, through which the strategy of local development is implemented.

4. Case Study

4.1. PESA in the state of Zacatecas

In the phase of development of PESA, Zacatecas defined two micro-regions to be assisted; one of them located in the north part of the state and the other one in the southeast; the levels of margination in these regions are higher compared with other areas of the state. The Postgraduate College, Campus SLP, has been in charge of the incubation and growth of an ADR to support the southwest region.

4.2. The semi-arid zone in the South

The semi-arid zone in the south is located in the central plateau of Zacatecas state; it comprises eleven municipalities, and for the case study only seven of these were selected. The region is located between parallels 21°50' to 22°40' north latitude, and the meridians 102°30' and 101°40' west length (figure 1). The altitude ranges from 2000 to 2600 above sea level, with slopes from 0 to 12%, the average temperature in the year ranges from 16 to 18 °C, and with a rainfall that goes from 350 to 500 mm a year. The weather is mild and moderately dry. The vegetation comprises bushes, grazing lands, cactus pear and maguey being the latter ones an important source of food or income. Generally speaking, the region has an overload of animals in the pecuaria activity, being the caprine the most followed by the ovine, and bovine. The important agricultural areas depend for their survival on dams, ditches, wells, and waterwheels.

4.2. PESA Communities.

In meetings with CMDRS, thirty highly marginalized communities were selected, the communities themselves took part in this selection; four communities were chosen for each of the following places: Gral. Panfilo Natera, Villa Hidalgo, Villa Gonzalez Ortega, Noria de Ángeles, Villa Garcia and the Community of Loreto with only two. (Figure 1).

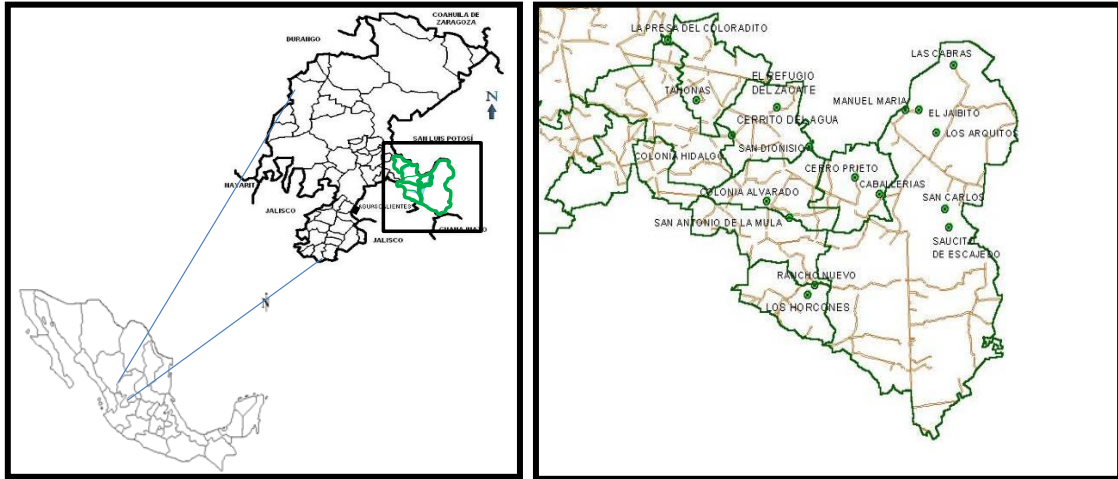


Figure 1. Location of the area of study and communities PESA

5. Results

5.1. Incubation of the ADR and implementation of the PESA

5.1.1. Incubation process of the ADR

The Postgraduate College, Campus SLP, as the incubator institution takes an active participation in the process of forming and training the professionals who constitute the ADR; the agency goal is to create a special program of food security, the program is intended to establish and consolidate an agency of support of an interdisciplinary profile, it is made up with technicians from the region, they are a mediator link between the state government and the communities.

The process takes up a three year period; in the first year the ADR is incubated and it is physically located. In the second year, post-incubation period, the aim is to consolidate and position the agency in the region. For the third year, the agency is intended to become autonomous and detach from the incubator institution, it is supposed that the agency has developed capabilities to support not only local groups within PESA but also the government bodies, enterprises, as well as particulars.

The criteria to select the PSPs candidates were rootedness and interest in the local development. Two obstacles to overcome were a) the tendency of working in an individual way, b) the perspective of focusing only on the product. The approach had to be changed to team work, and to appreciate not only the product but also the process as well as the results at a community level; these results could come from any activity either from group or individual. Therefore, it was necessary to strengthen competences of the candidates of the PSPs -within the team and outside it-.

5.2. Implementation of the PESA Program

5.2.1. First year results (June 2005 to June 2006)

The program was presented to the previously selected communities and endorsed by the respective CMDRs. The wide acceptance of the program was necessary in order to start the implementation of the activities, these started by constituting groups of work to devise **communal diagnosis**. The diagnoses exposed the problems of each of the communities and served as the bases for the **analysis of their specific problems** and their ranking; a plan of work was devised with each community.

The resulting information from each phase was analyzed in a participative way, this analysis enabled the elaboration of **integral projects** for each community; the projects proposed possible alternatives to different areas of the program; for instance backyards, plots, the most important food chain, and the diversification of products. The gathered information made it possible **to devise projects** to improve some restraining specific situations and to look for financing **to perform** communitarian initiatives, all of these under an evaluation scheme that allowed following the activities within the project.

All the actions in the program were targeted to the development and strengthening of competences as a means to increase and enhance the social capital of the communities. Development and strengthening should fortify the ability of the communitarian groups to negotiate, in such a way that initiatives become more important to support state strategies which are aimed to improve the living conditions in the rural areas. The PESA Program not only focuses on primary activities and added value but also concerns itself with the integration of the food chain, the development of a business vision, and the organizational skills of the producers.

5.2.2. Problem Identification

Regional Level. The following actions were taken in order to establish the bases for the intervention strategy of the ADR; during the first year, the information gathered about problems was analyzed. The following problems were identified as the most serious limitations of the region: deficient capacities of the producers to solve economic-productive, social-organizational, and environmental problems; 2) low level of personal development, 3) lack of organization of the rural population; 4) low exploitation of natural resources and endogen richness of the region; 5) low added value in products; 6) rupture of the food chain; 7) lack of funds for the production units; 8) migration.

Six lines of strategic actions are proposed in order to solve these problems: a) the development of human, organizational and managerial capacities; b) the organization of producers in rural communities; c) backyard demonstrative areas run by leader producers, functioning as field schools; d) added value to products; e) exploitation of natural resources -rational utilization and preservation of: soil, water, grasslands, native species-; f) articulation of food chains -crops of beans and maize, caprine-; g) financing of production units.

Community Level. Using collective reflection, the problems of each of the thirty communities are identified. The systematization and analysis of this information, by facilitation means, were done by members of the community; this process originated the integral project (plan of communitarian development), it considers the particularities of each population. As a result of the ADR participation during one year, a strategy of regional intervention (EIR) was designed, it serves as the basis to implement actions at a community level that are applied at a micro-region level.

5.2.3. The Strategy for Regional Intervention (EIR) and its implementation by the ADR

The ADR, as a catalyzing agent, uses the EIR as the instrument or the means intended to establish the processes of development in the communities and the region. The objective of the EIR is to integrate the necessary elements to trigger processes of development in the rural area of the southeast region of Zacatecas state. The EIR originates from the exposed problems in the Regional Diagnoses and from the Integral Projects (Plans for the Communitarian Development); once the limitations are analyzed, alternatives are proposed to solve these. The elaboration, approval and implementation of modular projects are the axes on which other Centers of Communitarian Transference of Technology (CECOTTEC) are conceived; these centers are perceived as a dynamic propeller of the rural development at both community and regional levels. The elements that compose the EIR, of the southeast region, are described in a sequential order.

Agro-ecological zoning and potential productivity. The area that encompasses the seven municipalities presents diversity in natural resources, weather conditions, soil quality, production practices, and technology; so in order to standardize the region, four zones with similar potential of production were delimited: 1) range and valleys; 2) uplands and valleys; 3) plateaus and valleys; 4) hills and valleys. Combining the results from the diagnosis, the current economic activities, and the detected potentialities, the ADR identified the common elements to devise a strategy of work, this should have a real impact and should be meaningful for all the activities; the viability to obtain the budgetary resources for the different proposals was also analyzed.

Under this context, the ADR decided to focus its efforts in two projects that were of an integrative profile; for that reason, related activities were grouped. These activities should take into consideration the problems and proposals devised at community level; the driving premise was that these should have a bearing on food security. Thus, backyard and plot projects are devised and presented to the institutional authorities (state and municipal) who are responsible for following through.

Modular Backyard project. This project is composed by nine subsystems, 1) organic fertilizer, 2) cactus pear planting under micro-tunnels; 3) hen and rabbit pens; 4) fruit trees planting; 5) intensive production in small areas; 6) fish pond; 7) agro-industry; 8) plant nursery; 9) storage of rainfall water. The implementation of this project allows the innovation on the productivity of the community by diversification of its activities and by an efficient handling of the few resources they have; this is done through the development of the people's capacities and by adding value to their products.

This project propitiates technology transfer at both local and regional level; this is done by improving technology implementation in production activities in the backyard, the purpose is to improve people's diet and to add value to their products. The project is a training alternative which is aimed to increase productivity in meat, eggs, vegetables, fertilizing, fish, curative plants, and byproducts. It is considered an integrative system which serves as a model that might permit the adoption of eco-technologies in the community and whose goal is to expand to neighboring communities. Expansion should in time build up a net among the different projects where the development of capacities intertwines with the creation of groups of producers within each subsystem.

The objective of the project is to contribute to food security at a local level and to increase the families' income by selling the surplus products with added value. Some technologies will be integrated, for instance: storage systems of rainfall water, drip irrigation systems; all with the

purpose that people may have fresh vegetables and fruits, and medicinal plants during the drought periods of the year.

Modular Plot Project. The second modular project consists of four subsystems: 1) germinados, 2) hydroponic, 3) silo, 4) cornfield. All the activities that make up this project answer essentially to necessities of production such as: harvesting fodder and vegetables under scarce water availability, keeping the quality of foraging maize, and producing native plants to restore the potential productivity of the grasslands. The implementation of both projects was approved for ten communities.

The second project is intended to develop productive systems with an integral approach; this will allow an efficient use of the native resources by applying technology packages and eco-techniques as: ensilage maneuvers to preserve green forage, seed germination as a supplement to improve livestock diet; production of vegetables under hydroponic systems, and recovery of native species in nurseries; the latest with the purpose of reforesting the grazing lands and recovering the flora to provide shade for the livestock.

The projects have an evident productive focus; however, in their conceptualization their orientation is towards the development of capacities; to do this a strategy is applied; it involves the formation of communitarian promoters that will learn the management of each of the subsystems, and they will be responsible for instructing other producers or inhabitants of the community. The development of capacities is done under the premise of “**learning by doing, reinforcing by teaching.**” This is what gives both projects the connotation of Centers of Communitarian Transference of Technology (CECOTTEC), which constitute the axis on which the EIR is implemented.

The intersection that occurs among the proposals, common to all the communities, and the lines of work that are established in the EIR permit the ADR focus the efforts towards actions that can trigger processes of sustainable development; this happens as long as they are communitarian agreed initiatives; this initiates a strategy for the development of capacities in the region which uses the space of modular projects as an instrument.

5.2.4. Results of the second year (June 2006 to September 2007)

Communitarian Centers of Technology Transfer (CECOTTECs). The CECOTTECs are modular projects that are acknowledged as a strategy of integral sustainable rural development at the community level. The Centers impact the rural development of the region; they are oriented to fulfill the PESA goal “to defeat hunger and poverty by developing competences.” Additionally, these centers are considered as an alternative of integral formation and education for peasants, this education covers a number of issues, for instance: revaluing their ways, manners, and knowledge to use and handle their natural, economic, social resources. This education enables them add to their practices elements and reflections of modern agriculture which can be characterized by being intensive, agro-ecological and organic; these practices propitiate and set in motion processes of change and communitarian development in a participative way. These are spaces where family members can develop their capacities on how to handle food; places where new technologies can be adopted, and where producers exchange their experiences.

Ten CECOTTECs were established. Five of these centers base their operation on the backyard modular project. Through a geographic distribution analysis of the communities, it was decided to locate the centers in a strategic position so the community inhabitants could access easily, this allowed fostering their participation in the training of technology transfer. The goal is to develop capacities from the principle “learning by doing, reinforcing by teaching.” This is a

formative-educative process that begins from the moment they organize themselves to undertake actions that allow them to deal with their restrictions, to potentiate their opportunities and to propose alternatives for solving the limitations.

Stages of instrumentation of the CECOTTEC. In the short term and as a first phase of the strategy, the communities will establish those subsystems that do not require big investments and where they can use local materials, their own resources and labor; these guarantee a closer follow up, management, and care.

On a second stage, the institutional and inter-institutional coordination will be promoted as will the bonds among the PESA communities. These actions will be aimed to work, associate, and strengthen the links established with the different government institutions; strengthening enables the communities to participate in resources and supports from the diverse programs that promote rural development, likewise it allows them to get support from the local authorities in order to adopt the subsystems that require a higher investment.

Based in the knowledge and training acquired in the centers and based in the results obtained in the different subsystems, the third stage will involve the spreading of technology transfer of the CECOTTEC. The allocation of resources to establish productive projects will also be encouraged; these projects will be aimed to increase the production so the spare products can be marketed and become a source of income. The augment in the production may create jobs that could diminish migration tendencies. The proposed lines of action do not need to be followed in a lineal order, the implementation depends on different factors; for instance, understanding of the subsystem, level of organization in the community, level of participation, among others.

Operational strategy of the CECOTTEC. In order to coordinate the actions to start the CECOTTEC, it is necessary that the facilitators of the ADR organize small groups of work; in these groups each of the participants should make his the project and later pass it down to other PESA communities. The focus is to create synergies that favor the bonds among communities, municipalities, and government entities, all of this with the purpose of getting financing.

At initial stages, the integrants of the groups, from each modular project, will participate, this enables them to take turns in the training process; afterwards the already trained people will be in charge of training other producers, this with the support of PESA facilitators.

In this way, each partner will transfer ecotecnias and practices from the modules into their backyards and production units; afterwards they will pass them to the rest of the members of the community. When the implementation of the module starts, people from neighboring communities will be incorporated, according to a previously defined net; the purpose of this is to transfer knowledge among the communities. Men and women will take part in the training in such a way that the latter have ample participation in the production activities. People will organize themselves in commissions and brigades to perform administrative and operational tasks -considering the different activities that each of them does within the community. Once the modules are fully operational, the participant families will adopt and reproduce the subsystems in their backyards and in the plot; they will get reinforcement by teaching the rest of the family members on how to take care of the modules. In order to reproduce the subsystems; it is necessary the community members use their own resources, after it will be necessary that resources from other institutions be allocated, and that government entities support the centers in order to consolidate them.

Impact of the EIR on the main systems of production. In addition to the CECOTTEC, the EIR considers the implementation of productive projects; these will be focused to solve the main limitations of the production systems so they have an impact on the regional market and reproduce successful experiences of the region as well. In the irrigation agriculture practices, the EIR considers that the priorities are the production systems of: vine, forage, vegetables, and staple grains; as for the rainfed agriculture the priorities are: cattle, bovines for meat and milk, as well as ovine for meat and wool.

It has to be noticed that, in the current circumstances, agriculture is mainly performed under rainfed conditions, although there are a few communities with small surfaces of irrigation lands. If the purpose is to have an important impact in ADR intervention, it is necessary to change the rainfed practices of crops like corn and beans. These staple crops are valuable for food security and the economy of the region so based on the CECOTTEC subsystems and the successful experiences of local producers a technological package will be defined. In the package, soil and water preservation will be emphasized, all of this with the purpose of reducing the problems that are brought about by soil erosion; another aim will be the utilization of rainfall; likewise activities as composting and fertilization will be re-introduced from the subsystems.

Conclusions

The bonding among the different participants in the communitarian development involves the sharing of the activities of the incubator; the activities have always been shared and discussed with the communitarian groups and the government entities as well as with the municipal and state authorities.

The founding of an ADR is not a guarantee by itself of its pertinence and permanence; links should be fortified in both horizontal and vertical ways. Therefore, it is considered that the ADR should be integrated to the Postgraduate College Campus SLP. Even though the creation of the ADR is associated to a program focused to communities of high marginalization, the field of action should consider a much wider portfolio of business; this considering the importance of the project and with the purpose of contributing to the development of people from different angles.

Although the ADR presents some weaknesses, strengths are also observed; the agency is supported by the institutions of the rural sector. It is constituted by an interdisciplinary team who makes decisions with a common goal and who is auto-critic. Gender is also an important consideration in the activities to be performed; the agency applies PESA methodology and it also has field experience, the latter because of the communities it supports. The agency has knowledge about the region and its inhabitants; it acknowledges the development of the capacities as an axis of its activities and the projection of the ADR is seen in broader institutional scenery.

Likewise in and for the region, opportunities can be observed to consolidate the ADR as an agent of communitarian development, it is a medium for the institutions to land its programs or projects, it is a medium to integrate other production units to food chains, to use the natural resources that are not taken advantage of. Other areas of opportunity are the ones that refer to the creation of conditions so the remittances sent by immigrants are used for productive ends.

The positioning and consolidation of the ADR as an agent of change is not exempt of threats. It has to be pointed out that there is no a contract that accurately defines the work conditions of the ADR with the incubators and with government entities. On the other hand, the resources of the agricultural sector do not match the agricultural calendars; this causes an irregular supply of resources. Another factor that influences is the "paternalism" or pheasants' practices where

they expect the government to solve all their problems, phenomenon that is enrooted in the region. Furthermore, the government policies are constantly redefined, and the regulations do not match the characteristics of the projects that are promoted by the ADR. In addition to that, when working with the elderly, they have a resistance to any changes

The PESA is the creation of the ADRs which is pertinent to the rural setting, it defines the proposals that rectify the deficits that present some programs and projects of traditional policies. Each agent involved must bring all his capacities to improve the living conditions of the communities with high level of margination.

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