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**PROJECT ON MANAGEMENT FOR RURAL  
DEVELOPMENT IN LATIN AMERICA**

**PROPLAN/A**

**1984 Activity Report and Working  
Program for 1985**

1412 I5978p 1985



**IICA**

**INTER-AMERICAN INSTITUTE FOR COOPERATION ON AGRICULTURE**

Office of the Assistant Deputy Director General for Operations



C RIA 307.412 J5773 P 115

**PROJECT ON MANAGEMENT FOR RURAL DEVELOPMENT  
IN LATIN AMERICA  
-PROPLAN/A-**

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**1984 ACTIVITY REPORT  
AND  
WORKING PROGRAM FOR 1985**

PROPLAN Internal Document-123

**INTER-AMERICAN INSTITUTE FOR COOPERATION ON AGRICULTURE**



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## INTRODUCTION

IICA and the W. K. Kellogg Foundation share the opinion that one of the major obstacles to rural development in Latin America and Caribbean countries is a lack of effective management at national, regional and local levels.

Therefore, in 1980 both institutions joined efforts in the launching of the "Multinational Project on Management for Rural Development in Latin America and the Caribbean" (PROPLAN/A). IICA committed itself to preparing annual reports which would summarize the year's progress and to presenting proposals for the following year's activities. This document has been prepared in fulfillment of that commitment for the 1984-1985 period.

The document has been organized in chapters and annexes. Chapter 1 presents a synthesis of Project activities undertaken in 1984 and those anticipated for 1985. Chapters 2 to 7 follow the same scheme for the hemispheric component and for each of the five country components. The last chapter presents some considerations for the guidance of future work.





## 1. OVERALL SUMMARY OF PROJECT ACTIVITIES

### 1.1 Synthesis of Project accomplishments during 1984

During 1984, the Project involved in the development of its activities approximately 500 executive technicians from 68 organizations of the agricultural public sector and almost 300 small producers in 18 countries of Latin America and the Caribbean area.

By means of multinational activities carried out by the hemispheric component, contact was made with directors and technicians of Bolivia, Brazil, Colombia, Costa Rica, Dominica, Ecuador, El Salvador, Grenada, Guatemala, Honduras, Mexico, Nicaragua, Panama, Peru, the Dominican Republic, Saint Lucia, Surinam and Venezuela.

As anticipated in the "1983 Annual Report and 1984 Activities Program", sustained technical cooperation was continued through the **COUNTRY COMPONENTS** in Colombia, Guatemala, and the Dominican Republic. This enabled us to achieve an increased managerial capacity for the implementation of specific processes which are essential to rural and agricultural development in the following: one Program and two Institutions of the Agricultural Public Sector in Colombia; one Agricultural Region in Guatemala; and, in the Dominican Republic, the Zone of Monte Plata and the Technical Undersecretary's Planning Office of the Agricultural Sector. As programmed, activities in support of the Rural Area of Integrated Development of the Río Aroa Valleys in Venezuela were concluded, and activities in support of a priority program of the Agricultural Sector of Costa Rica was initiated without delay.

Also, according to Plan, the **HEMISPHERIC COMPONENT** continued work on the development and adaptation of models, methodologies, and tools for the management of specific processes essential to agricultural and rural



development in Latin America. For that purpose, emphasis was placed on aspects related to group work as well as coordination of the roles of decision maker, executor, and adviser, for the purposes of effective management in relation to public officials as well as farmers. This was reinforced through a constant exchange of work among the country components which, at the same time, has facilitated the development and implantation of management mechanisms suited to individual circumstances. All of this contributed to the improvement and development of managerial capacity of public officials in the 18 above-mentioned countries, as well as to a qualitative improvement in the exchange of knowledge and experience with other interested agencies.

The **MANAGEMENT OF THE PROJECT** concentrated its activities on two principal tasks, the establishment of a new country component and the competent operation and integration of the efforts of the different components.

As for the establishment of a new country component, a considerable effort was required for the launching of the Project's activities in Costa Rica. The initial phase included a series of workshops with participation of directors and technicians from national agencies, requiring additional technical cooperation on the part of the Central Group of PROPLAN.

Because of experience aquired through the work of the components Colombia, Guatemala, Dominican Republic, and Venezuela, in the definition and implantation of management mechanisms suited to the conditions of each set of circumstances, and because of progress made by the Hemispheric Component in the approach to management of agricultural and rural development and to its course of progress, in terms of models, methodologies, and instruments for management of specific processes, it was possible to respond promptly to the request of the Government of Costa Rica for support in management of the Program for Increased Agricultural Productivity (PIPA).

As for the specific functioning of each of the country components, the job of management was carried out within the framework of a coordinated enterprise, involving directors of IICA's offices in the individual countries.



Such joint action has been responsible for the periodic defining of the Project's aims and priorities, in cooperation with the authorities in the various countries. In the case of Guatemala and Colombia, we call attention to the work carried out with the higher authorities of the agencies of those countries, the study of results obtained and of their potential for purposes of application in other geographic and institutional areas. In this way, decisions enabling a greater projection of this effort in those countries have been arrived at.

In respect to the strengthening of integration of the different components, the job of management is carried forward in two aspects. The first deals with intensification of exchange and analysis of methodologies and experiences in order to produce a "cross-fertilization" which enables a component, through a process of adaptation-trial-adoption, to introduce managerial methodologies, norms, procedures and instruments that originated in another component.

As an example, we point to the review of recent progress and the implementation of design adaptations and application of a methodology which facilitates coordinated action of agricultural public sector agencies at the regional and local level; this makes for an integrated presentation of their services to producers, in terms of the needs and potentials of the latter. This work was most extensively developed in Guatemala and is being adapted for purposes of enrichment of activities of other components.

The second aspect deals with the strengthening of work of technicians involved in the Project as an interdisciplinary team. The results of this effort were particularly valuable in connection with cooperative activities in countries which required the participation of technicians from various components. The "Multinational Course in Advisory Services and Decision Making in Rural Development Management" in the Central Office of IICA, with the participation of all the Project's technicians as instructors, was yet another product of interdisciplinary work. The course was structured along the lines of a unified conceptual and methodological approach which lent coherence to



the development of topics, enabling participants to make significant learning progress, as well as strengthening the quality of teamwork among the Project's technical personnel.

## 1.2 Summary of Plans for 1985

In 1985 activities will be directed fundamentally to consolidation of recent achievements. The **HEMISPHERIC COMPONENT** will attempt to complete the already-begun review and systematization of resulting documents, with a view to incorporating the different achievements into the configuration of the global management model and establishing a solid groundwork for the structuring of a set of partial models for management of specific processes essential to agricultural and rural development. The Multinational Course, to be offered for the third consecutive year, will undergo a modification of structure and content; the lessons learned in the workshop of the previous course will be incorporated in such a way that basic units are restructured, for a greater coherence and better utilization of the fruits of recent achievements. Relations with institutions incorporated into the Hemispheric Network will be strengthened.

To the **COUNTRY COMPONENTS**, the year 1985 will represent the consolidation of progress made and the completion of foundations of experience-broadening.

**PROJECT MANAGEMENT** will foster the proper functioning of each component and in the case of the Hemispheric Component, will particularly aim at integration of efforts of the Central Group and the Country Groups, an integration which at the same time will be reflected in improved service to the countries through country components. Among the primary concerns of Project Management will be the evaluation of the IICA/W. K. Kellogg Foundation Agreement, the termination of the project and the forging of mechanism necessary for continuity of its activities.





Notwithstanding the extreme importance of all the above-mentioned points, the continuity mechanism is among those which demand the greatest attention since it is pivotal and, without it, all of the previous accomplishments may be diminished. In this connection, for the achievement of the program's projected potential, finances will be a determining factor.



2. ~~COMPONENT~~2. 1984 activities and Plans for 1985

In 1984 the hemispheric component's work involved development and adaptation of management models, methodologies, and tools, through activities which emphasized the psychosocial perspective on the part of management. These activities incorporated experiences of country components and results of exchange of experience with other agencies.

The improvement and development of managerial capacity went forward, mainly through the "Multinational Course in Advisory Services and Decision Making in Rural Development Management". This course was offered for the second consecutive year<sup>1/</sup>, with the corresponding modifications in topic areas as a result of progress made by the Project in the second semester of 1983 and the first semester of 1984.

Likewise, work was continued on the exchange and dissemination of information and experience in Project subjects through contact with other institutions which have been incorporated into the Hemispheric Network being developed by the Project and with other IICA projects in Program IX.

In 1985, we anticipate the continuation of the above three categories of activities. The systematization of models, methodologies, and tools of management based on results at the level of country components is still underway.

Consequently, instead of introducing new topics, tasks begun in 1984 will be brought to completion. This will make it possible by 1985, the year of the Project's termination, to finish the series of "PROPLAN Documents", which will require review, editing, and publication of the material that will have been generated in the form of internal documents.

In relation to improvement and development of managerial capacity, the



third "Multinational Course in Advisory Service and Decision Making in Rural Development Management" will be organized and presented in 1985. For this purpose, the exercises, visual aids, and support materials will undergo revision, the course units will be brought up to date and a new workshop will be designed. Participation, in this event, of 20 officials from at least 10 Latin American and Caribbean countries is anticipated.

As for the Hemispheric Network, there will be a continuation of efforts for the maintenance of contacts established with agencies incorporated for the purpose of enrichment of experience and knowledge exchange.

## 2.2 Specific activities carried out in 1984

### a. Development and adaptation of management models, methodologies and tools

1984 saw a continuation of development and adaptation of management models for different specific processes of rural development through tasks related to the psychosocial perspective of management. This perspective has special significance because it takes in whatever concerns farmer participation. Directly related to this is the work on behalf of the systematization of Project experience in the field of interinstitutional coordination for integrated provision of support services to the farmer. Efforts were also made to introduce microcomputers as a support instrument for some aspects of advisory services and decision making.

#### - Interpersonal and intergroup relations for rural development management

The review of work experiences under the operational group conception was continued and a document referring to program and project management was drawn up. The basic document on group operativity



in connection with the management of the development process was revised and exercises were prepared and tested for the diagnosis of group performance and for the acceleration of the group integration process.

As was appreciated in evaluations made during and after training activities, the value of the above to work relating to national and multinational training as well as to technical support of the Project in the countries was clearly evident. Other important evidence of this value are the agreements that were arrived at with officials in the countries for the systematic incorporation of group work aspects, coordination of efforts and participation of local producers in tasks related to management of the development process.

- **Coordination of roles of decision maker, executor, and adviser in management tasks**

This topic is intimately related to the above and together they constitute the focal point of the Project's work within the psychosocial perspective of management of the development process.

Dramatization was employed as a teaching technique in dealing with this topic, following up on last year's experience. The existing script was brought up to date and with the support of professional actors, a video-cassette was made. The subject was a role conflict situation in management work under the conditions in which the Agricultural Public Sector operates in countries of the region, and a scheme was devised for the consequent analysis from the viewpoint of the role adviser, in one case and, in another, from the viewpoint of the role executor.

This material was used in three different training events and was





proved to be a worthwhile and effective device for dealing with the topics concerning situations familiar to the participants. In addition, dramatization is of great motivational value, facilitating the learning process and offering significant advantages vis-à-vis other traditional devices.

- **Interinstitutional coordination for integration of producer support services.**

As a follow-up to cooperation activities carried out by the Guatemala component, work was started on the generalization of conceptual and methodological aspects, which take in previous efforts in other country components. A product of this work during the present year has been the preliminary documentation of methodology to facilitate coordinated action of agencies of the agricultural public sector at the regional and local level, for the integrated performance of services.

This methodology takes in the aspect of active participation of producers in the analysis and posing of alternatives for the direction of programs of technical assistance, credit, research, and commercialization at the local level, this is fundamental if public sector services are to be performed in terms of the needs and potentials of the producers.

- **The guidance system and management of specific planning-implementation processes.**

As a result of the above-mentioned work and its employment in the Project's multiple activities of training, dissemination, and exchange, the need is apparent for the amplification of the basic documents concerning the overall topic of management. Based on this, in the latter part of the present year, a review of such documentation was initiated. This will enable the conclusion of



the process of generation and adaptation of models, methodologies, and tools for management, completing the series of PROPLAN Documents.

**- Microcomputers in management tasks.**

Work in this area was limited to translation into Spanish of two documents and to the structuring of a training unit of introduction to this topic, which was developed in the Multinational Course. The first of these documents corresponded to the report made by the International Development Management Center (IDMC) of the University of Maryland at the Third PROPLAN Exchange Seminar held in San Jose, Costa Rica in December 1983. This document served as basic material for the development of the topic on the use of microcomputers in management tasks in this year's Multinational Course.

The second document published was the translation into Spanish of the "Acquiring and Using Microcomputers in Agricultural Development: A Managers' Guide" produced by the Development Project Management Center (DPMC) of the US Department of Agriculture. This is to be used as support material. The training unit of the Multinational Course was organized into three sections. The first dealt with the technological basics of microcomputers in terms of "hardware", "software", and data processing. The second was concerned with potentialities, limitations, and possibilities for use in development process management in Latin America. The third part involved practical application; various "packages" were selected for analysis and organization of data utilized in development project management.

b. Improvement and development of managerial capacity

Endeavors in this area during the present year were centered upon model, methodology and tool transmission for the purposes of



management of specific planning-implementation processes, upon analysis of these in light of experience acquired by management officials in 13 Latin American and Caribbean countries, and upon experience exchange within the context of units devised for Project training activities.

The above was carried out through a multinational course organized and developed by the Project as well as through support extended to three other national courses.

PROPLAN's main activity in this field was developed through the "Multinational Course in Advisory Services and Decision Making in Rural Development Management", which is revised in structure and content on a yearly basis in order to incorporate the results of recent progress achieved by Project components. The duration was five weeks (September/October) with the participation of 19 officials from 13 Latin American countries. The course was organized by the PROPLAN/A central group and Project technicians from the different components participated as unit instructors. Technicians from other Program IX IICA projects also contributed to the program.

As indicated above, the successful execution of this course required advance preparation involving revision and updating of basic documents, and training units dealing with the different subject areas of the course, as well as revision and designing of exercises as training unit support.

Course units were as follows: Latin American rural development planning and management experience; development process guidance in rural environment; coordination of advisory, decision making, and executive roles in development process management, rural development program and project management; techniques of situational analysis, of definition of objectives, and of strategy design; activity programming techniques; design and operation of monitoring and evaluation mechanisms; microcomputers and their importance in



advisory and decision making area, executive role in achievement of results, and interinstitutional coordination of Agricultural Public Sector services.

Innovations introduced during the course were: the topic of micro-computers (theoretical and practical aspects) and the use of dramatization as a training device. The latter aimed at the analysis of the implications of lack of coordination for the executive, decision making, and advisory roles.

However, the most outstanding feature of the Multinational Course was the restructuring of the practical phase; the workshop focused on analysis of current situations in government programs for the integrated providing of services to small farmers at regional and local levels. For this purpose, three agricultural regions of Costa Rica were chosen. In each were located three different experiences of public sector activity integration with producer involvement.

Methodology for characterization and analysis of the selected areas' conditions and for definition of alternatives for decision making was organized into four phases. The first included the examination of the most applicable aspects of the units previously used in the course and of their possible application in the selected situations; a scheme was devised for the gathering of information on certain aspects of management, in the light of the type of analysis necessary for establishing precise recommendations for the improvement of management effectiveness in each case. The second phase dealt with information gathering through interviews at the local and regional levels with program directors, Extension Service technicians, credit agents, producers, and representatives of community organizations. The third phase covers systematization and analysis of information obtained and preparation of a proposal for strengthening of the management experiences analyzed. Finally, the last phase involved the presentation and discussion of group work.





The favorable publicity given the Multinational Course by participants generated requests from member countries of IICA (responded to by the Hemispheric Component) for training at the national level. One of these requests came from the National Development Institute (INADE) of Peru for a "Course in Monitoring and Evaluation in Special Rural Development Projects in High Tropical Forests". The course, coordinated by INADE was attended by 30 officials from INADE and the National Institute for Agricultural Research (INIA). PROPLAN's Central Group, Technicians from IICA's Peru Office and from INADE, were responsible for the preparation and development of the course. Course materials came largely from PROPLAN/A.

A request for a "Course in Identification, Preparation, and Implementation of Agricultural Projects" in Suriname came from the IICA Multinational Planning Project for the Caribbean area and was met by the efforts of Central Group technicians. The course was attended by 30 technicians from Suriname, Saint Lucia, Dominica, and Grenada. Materials developed by PROPLAN/A were used in the unit on implementation of agricultural development projects.

In Costa Rica, a series of "Talks on selected aspects of Program and Project Management" was presented to 20 officials from regional offices and from the Regional Office of the Ministry of Planning and Economic Policy (MIDEPLAN). The topics included general aspects of project management, project identification, coordination and monitoring and evaluation.

There was also a "Seminar on Management for High Officials" organized by the Civil Service and the Costa Rica Ministry of Agriculture and Livestock (MAG). The Project collaborated through the performance and discussion of a dramatization entitled "A Decision Reached", and through the presentation of PROPLAN/A's approach to the problem of development process management. Twenty administrative officials from MAG attended.



c. Exchange and dissemination of knowledge and experience in planning and management for agricultural and rural development.

In 1984, efforts were continued in behalf of development and implementation of the **HEMISPHERIC KNOWLEDGE AND EXPERIENCES EXCHANGE NETWORK**. Progress was made along projected lines in both internal and external spheres of work.

As indicated in other reports, the external sphere of the Network's operations is made up of relations with national or international agencies, generally expressed in the form of reciprocal cooperation agreements. Relations in this sphere constitute a double benefit for the Project. On the one hand, they enrich technical reserves with information on methodologies, approaches, and experience developed by other agencies or groups, which may be applicable to the conditions of IICA member countries within a framework of generation, adaptation, transference, and adoption of suitable technology. On the other hand, participation in cooperation activities carried out by other agencies provides the opportunity for a broader propagation of the Project's work to groups interested in and committed to rural development management in the different countries.

The internal sphere of the Network comprises support relations or exchange with other technical cooperation projects of the Institute in areas related to PROPLAN/A. This sphere's activities have been strengthened since the Program IX constitution, as the basic unit for the defining and framing of the Institute's activities in the planning and management area for rural and agricultural development.

The Project's support to other IICA projects within the framework of Program IX contributed to the enrichment of the technical content utilized by the institution in technical cooperation activities, and to the consolidation of a conceptual, methodological, and operational unity for the Institute, through Program IX, facilitating a greater



utilization and better testing of the Project's results, thus broadening its sphere of operation.

Within the above-mentioned spheres of action, activities in 1984 have been aimed basically at the consolidation of exchange ties with other agencies and the continuation of dissemination and support to other IICA projects, mainly in the form of contributions of material and direct technical support training activities provided by the central group.

As examples of exchange and dissemination of activities between the Project and other agencies, we call attention to work carried out in cooperation with the following: the International Development Management Center, the Development Project Management Center, the Interamerican School of Public Administration of the Getulio Vargas Foundation, Regional Unit for Technical Assistance of the World Bank in Central America. We have also been in touch with the Central American Institute of Business Administration, the Institute of Higher Management Studies, and the Latin American Council of Management Schools.

An extensive exchange of documentation was carried on with the International Development Management Center of the University of Maryland and the Development Project Management Center of the USA Department of Agriculture. In a meeting with representatives of both institutions, it was agreed that during 1984, through the Project, selected works on the use of microcomputers for rural development program management would be translated and published. The Central Group was responsible for this work.

For the third consecutive year we collaborated with the Interamerican School of Public Administration of the Getulio Vargas Foundation (FGV/EIAP) of Brazil in their "Multinational Course on Agricultural Development Program Management". Twenty-four



Latin American countries, each having a role in the management of agricultural or rural development programs or projects, attended the course. This participation included conceptual and instrumental aspects developed by IICA/PROPLAN, for which training material generated by the Project was used. The course, in addition to having educational and training value for participating technicians, provided a special opportunity for the dissemination of Project achievements.

Another important activity of the exchange network was the support to the Regional Unit of Technical Assistance (RUTA) provided by the Central Group and implemented by the World Bank. This support consisted in providing instruction for a third of the training units in a Course in Agricultural and Rural Development Project Management which was given in Costa Rica for 25 technicians from the five Central American countries and Panama.

In the development of the units for which IICA/PROPLAN was responsible, the basic materials and exercises used were those developed by the Project.

The exchange of information was continued with other agencies having the same concerns, such as the following: the Central American Institute of Public Administration (ICAP, Costa Rica), the Central American Institute of Business Administration (INCAE, Costa Rica), the Institute of Higher Studies in Management (IESA, Venezuela) and the Latin American Council of Management Schools (CLADEA).

In relation to the exchange and dissemination of the Project within IICA, the main activities in 1984 were aimed at supporting other Program IX projects for the preparation and execution of training events; support was likewise given in the revision and adaptation of the operational mechanisms of the Institute.





As reported in the above section, ties were strengthened with Program IX projects in Peru and the Caribbean Multinational Project. In both cases, support was provided with material generated by PROPLAN/A and through active participation in course development in Peru and Suriname; in the latter, technicians from several Caribbean countries participated. In Chile and Mexico, support was given to Program IX activities with material generated by the Project.

We collaborated with the Program IX directorate on methodology adaptation and approaches to program and project management developed and implemented by the Project, as well as on their later incorporation by the Institute as mechanisms of operation, particularly in programming and monitoring and evaluation activities. This is yet another example of applicability and usefulness of work carried out in the area of management systems reinforcement, which in this case are employed in benefit of the Institute's own management.



### 3. COLOMBIA COMPONENT

#### 3.1 Synthesis of 1984 activities and plans for 1985

During 1984 the Colombia project made significant progress in training activities and joint projects with directors and technicians of the General Directorate of the Integrated Rural Development Program (DRI-PAN), and of the agencies that operate within the program's framework. These tasks were aimed at strengthening mechanisms for the spreading of methodologies designed and tested in previous years into different regions of the country within the Program.

Attention should be called to the dissemination and projection activities undertaken in Colombia as a result of other institutions' interest in utilizing the knowledge gained through successful experiences of the project's DRI/PAN Program. Collaboration took place between technicians of the Ministry of Agriculture, the Institute of Hydrology, Meteorology and Land Adaptation (HIMAT) and of the Colombian Institute for Agrarian Reform (INCORA), for the adaptation of management tools which would be useful for the projects and programs of the agencies mentioned above. In the same manner, other agencies such as the Colombian Agricultural Institute (ICA) and the Livestock Bank have expressed their wish once again that the Project's support will be available to them.

During 1985 the Project's activities will consist of two basic tasks. The first will deal with the systematization of the knowledge gained through training in the DRI/PAN Program and other institutions, this will include the designing of a training unit composed of management tools that have been developed and the experience obtained for the purpose of consolidating the effort in behalf of self-sustaining development of management capacity.

The second area will continue the work done with the Ministry of Agriculture and HIMAT, the activities will consist of direct technical support and training to increase the directorate's efficiency in connection with those



programs which provide services to small producers in irrigation districts. These activities will also contribute to the designing of the above-mentioned training unit.

### 3.2 Specific activities carried out in 1984

Cooperation activities with the DRI/PAN Program continued to be aimed at work done with regional and district teams, implementation of methodologies and tools for the strengthening of mechanisms of farmer participation in the definition and implementation of the Program's activities through district committees. With these technical tools, seven new activity programs were prepared at the district level (District Development Programs<sup>2/</sup>) for those districts which were incorporated into the DRI/PAN Program<sup>3/</sup> during 1984, in the Departments of Nariño, Norte de Santander, Caldas, Risaralda, and Antioquía.

The cooperation for the development of these activity programs was concentrated on setting up workshops to train selected groups of technicians in each of the districts. A total of 90 officials from different agencies participated and had responsibilities in connection with the program's implementation. At these events training was provided in the implementation of methods and tools that had been tried out in previous years in the selection of areas, diagnosis, production and marketing programming, and definition of objectives and strategies. These methodologies and tools include analysis and organization of information as well as group work among interdisciplinary teams and representatives of producers. Eighty campesino leaders from the seven districts participated in the preparation of these activity programs.

The work in this activity field enabled adjustments to be made in the design and resulted in the publication of methodologies for area selection, managerial operational summary, orientational framework, and production and marketing plans.



Cooperation activities in the monitoring and evaluation area were restricted to the designing of a monitoring and evaluation system. In this regard, work was done with technicians of the General Directorate Program on the development of a conceptual basis, identification of components, beneficiaries, information flow and sources, definition of tools, and indicators, as well as basic activities to be carried out by individuals and groups involved in the system. Progress reports have been submitted for consideration to the Program's Management Committee in order to decide upon activities to be carried out in this field during 1985.

Regarding cooperation with other agencies of the public sector, the work that has been done with the Ministry of Agriculture and its related agencies, and especially with HIMAT and INCORA, is noteworthy. There have been collaborative efforts with HIMAT and the Ministry of Agriculture through another project of Program IX. This was in behalf of workshops for the analysis of problems faced in programming, monitoring, and evaluation of the activities that take place, especially at the level of irrigation districts. HIMAT is the agency which at this level links the services of the public sector with the farmers who are represented on the district committees.

As a result of analyzing these problems, the cooperation effort concentrated on the agency's technicians, for the development of a methodology for programming of activities, which would utilize elements of other group work tools developed and tested by PROPLAN/A. To complement this activity a preliminary design was drafted for the operation of monitoring and evaluation mechanisms. This design was tested through the preparation of semestral reports on the work carried out, and included on-the-job training for a selected group of technicians. The members of this group performed tasks in the 13 HIMAT regions in order to gather information relevant to the decision making process at both the regional and national level. In the latter, part of this year all Program IX activities in Colombia were combined under PROPLAN/A, as a result of this integration it is hoped that the mechanism of expansion will be consolidated in accordance with HIMAT's conditions, and that activities will broaden to develop mechanisms which enable a strengthening of





ties with the private sector at the level of irrigation districts, which is where the participation of the farmers is concentrated.

Cooperation activities with INCORA were carried out through the development of training events in the area of project management. Training activities were conducted through the Agricultural National Training Program (PNCA). In short, there was a total of four courses and two seminars in which 120 national technicians participated.



#### 4. COSTA RICA COMPONENT

##### 4.1 Synthesis of 1984 activities and Plans for 1985

Working in cooperation with agencies of the agricultural sector, the Project in Costa Rica concentrates on the strengthening of management of priority programs and projects. In March 1984, activities for this purpose were initiated, in support of agencies involved in management of the Agricultural Productivity Increase Program (PIPA)<sup>4/</sup>. This program will represent the main effort on the part of the Costa Rican Government in the next four years in behalf of increasing the productivity of 38,000 small and middle range farmers in the country's eight agricultural regions. The Program is implemented by the Ministry of Agriculture along with other agencies of the sector. It receives financial aid from the IDB for the reinforcement of Technology Research and Transfer activities, and in support of increasing the availability of improved seeds and agrochemicals at producer level. The latter is carried out through the active participation of cooperatives or of producer organizations at the local level (Cantonal Agricultural Centers).

PROPLAN/A Multinational Project has made significant achievements in the development of suitable technology in the program and project management field. It was with awareness of this fact that the Costa Rican Government requested IICA's collaboration in the implementation of the above-mentioned Program. This cooperative effort has been undertaken initially for purposes of the designing and operation of institutional mechanisms which integrate activities of extension services, research, and seed production for coordinated action at local and regional levels.

Thus in 1984 a groundwork has been laid and extensive support has been received from Ministry of Agriculture authorities in behalf of a systematic effort toward strengthening the Program's management. The agencies responsible for the Program's execution, led by the National Program Office and with IICA backing, are committed to a series of tasks aimed at the adaptation and testing of suitable methodologies and tools for the Program's management,



including the definition of norms, procedures, and organization mechanisms in accordance with the Program's complexity and national coverage. The effort is sustained through the activities of interdisciplinary groups, and has enabled important progress to be made in on-the-job training of technical groups, utilizing the learning-by-doing method. Institutionalized methods of participation through cooperatives and the Cantonal Agricultural Centers provide a favorable testing ground for the strengthening of ties between the public sector and producers.

In 1985, activities of the Costa Rica component will be aimed at strengthening the Project's presence at regional and local levels. Top priority will be given to those activities related to completion, testing, and adjusting of PIPA management tools at local and regional levels, since such activities imply reinforcement of work at the regional level with Ministry of Agriculture officials.

At the national level, priority will be given to programming, monitoring, and evaluation adjustments, with particular emphasis on training activities so that personnel connected with PIPA at different levels may actively participate in development of tools, acquire skill in their use, and generate the necessary capacity for their continuous adjustment and constant improvement.

An attempt will be made to lay the groundwork for the broadening of PIPA's experiences, in behalf of yet another priority program or project of the Ministry, which will represent an effort to systematize the materials generated for facilitating documentation and transfer of newly acquired technology and experience.

#### 4.2 Specific activities carried out in 1984

Cooperation activities were initially aimed at the identification and analysis of tools available to MAG which could be adopted for PIPA management. National technicians, in workshops organized for that purpose,



succeeded in forging a unified set of criteria and making progress as a team in the development of common tools suitable to the characteristics of PIPA, sufficiently flexible for adaptation to the specific conditions of each region.

Through group work with Regional Extension Heads, such tools as the following were developed, forms and instruction manuals for producers records, for keeping records of farm visits and for design and evaluation of demonstration plots. The use of such tools is becoming generalized throughout the country. Likewise, the Manual has been created for the management of activities at agency level. The Manual is designed to serve as a basic tool for programming, coordination, monitoring, and evaluation of services to the producer. At this time, it is in the process of being tested.

As for organizational aspects and corresponding mechanisms, a workshop was held with participation of regional and national officials for the drafting of a definition of functions and responsibilities at regional and local levels in connection with PIPA implementation. This proposal was approved and adopted for implementation by higher authorities of MAG.

In the field of programming of PIPA's activities, cooperation was begun by working with National Program Office technicians on a methodological manual for 1985 programming (Operational Plan). The programming tools and methodologies developed and employed by the Project in other countries were used as input. When the Manual was completed, interinstitutional groups of Program-connected technicians were organized in each of the eight regions. Work was done with these groups, in eight regional workshops, in training and in information systematization pertinent to the main problems which limit productivity and profitability of major products, an order of priorities was established for problems and potentialities for transfer of technology suitable for farmers' use. In this way progress was made in the use of the manual for Program Activities preparation for 1985.





In the field of monitoring and evaluation, cooperation activities have been concentrated on support for the Executive Secretariat of Sectorial Planning of Agricultural Development and Natural Resources (SEPSA). According to an agreement between the IDB and the Government of Costa Rica, this office is to a large degree responsible for the monitoring and evaluation of PIPA. Support was given in the preparation of a monitoring and evaluation methodology at all levels of the Program and in the designing of the corresponding tools for the gathering and analysis of information and preparation of reports<sup>5/</sup>.

Among the resulting tools are the questionnaires for producers for purposes of establishing a "base line" for Program activities, a guide to identification, hierarchization, and validation of problems through processes of group work with technicians and producers, formats for gathering and processing of data and information and for the decision file, proposals of norms and procedures for preparation of periodic reports, warning reports, and proposals for the conducting of meetings at PIPA's various levels of operation.

In all cooperation activities, the approach followed in relation to national technicians and officials, was based on the concept of on-the-job training, that is, the principle of learning-by-doing is applied and group work is emphasized for purposes of designing as well as for application of PIPA's management tools. This year we have involved in training activities, 20 officials from the National Program Office, 4 from SEPSA, 8 Regional Extension Chiefs, 25 officials from the Agricultural Research Office, and more than 200 MAG technicians at the regional level.

It is important to note here that for the development of tools requiring PIPA management at the local and regional level, 11 seminar-workshops were held with the participation of Regional Extension Chiefs and officials from the National Program Office and various other agencies having some responsibility in the implementation of PIPA. This work strategy led to significant progress, favoring the coordination of concepts, the defining of a single unified strategy of actions, and the systematized contribution of experience through group work.



## 5. GUATEMALA COMPONENT

### 5.1 Synthesis of 1984 activities and plans for 1985

Project activities in Guatemala continued to focus upon Agricultural Region VI<sup>6/</sup> with the goal of making gradual progress in the introduction of more effective management mechanisms at the regional level, taking as a starting point the results of pilot work being carried out by the Project. Activities were continued, with emphasis on development and adaptation of methodologies, norms, and procedures, as well as management tools, in cooperation with national officials, through learning and transfer by doing.

In 1984 significant progress was made toward improved efficiency and effectiveness of the agencies of the agricultural public sector in the pilot area<sup>7/</sup> for the integrated provision of services to the small farmer. Tools and mechanisms of coordination were designed and put into practice; they are now being used by the agencies. These mechanisms enabled the enhancement of active participation of producer in the establishment of priorities for implementation of the institution's programs.

The designing of management tools was supported, basically, through continuous workshops with participation of officials of agencies involved in the Project; special emphasis was placed on group work. This technical cooperation mode, characteristic of the Project, also enabled the agencies technicians and directors to receive on-the-job training for better performance of individual and group roles.

In 1985, work will proceed in Region VI toward the consolidation of capacity to employ tools of analysis and decision making on the part of technicians and directors of agencies involved in the Project. For that purpose, tools and methodologies developed to strengthen coordination mechanisms adopted in the integrated providing of services to producers will be reviewed and adapted; training activities will continue, and the introduction of two new geographic areas will be a significant step forward.



In these activities, special emphasis will be placed on establishing the appropriate relationship between management mechanisms now being developed at regional and local levels as well as at national levels. Special attention will be given to the strengthening of mechanisms for participation of the region's producers. Another priority will be the completion of development of methodologies and tools for a more effective performance of the management feedback function, for which purpose a Management Feedback System will be designed and tested at the Region VI level. In support of the Project's strategy of experience spreading, training in the manipulation of tools and methodology used in Region VI will be provided to technicians and directors of other regions.

## 5.2 Specific Activities carried out in 1984

In cooperation with the Regional Development Council of the Region (COREDA VI) a methodology was designed and put into practice for the preparation of regular progress reports on results obtained; this will strengthen the monitoring and evaluation work of the integrated action of agencies in the area of the Project. For the development of this methodology a review of each institution's particular information mechanisms was necessary in order to provide a coherent flow of information, enabling a joint analysis to be made.

Support was continued to the work of adaptation and application of tools for the defining of goals and strategies and the integrated programming of activities designed and put into practice during the previous year. For this purpose, tools of group work for the drawing up and validation of information utilized by the Project in other countries were incorporated into this year's program. With these tools an efficient job was done, among technicians and producers, of identifying limitations on provision of services and establishing corresponding priorities, of setting forth jointly courses of action aimed at improving the agencies' effectiveness. Proposals for these courses of action included the setting forth of decisions to be made at the national



level; these decisions were analyzed and adopted by the Higher Council of Coordination of Food and Agricultural Public Sector (COSUCO).

With the incorporation of services of technical livestock assistance (DIGESEPE) and of conservation of natural resources (INAFOR) in behalf of regional integration of services, the application of programming tools has had a broader projection.

It is important to note that this year the Project collaborated with the Minister's Office in the drafting of reforms of the legal framework which provides for COREDA's organization and operation. The need for these reforms arose from COREDA's experiences during the period when it functioned as a group management organization, and they were introduced in order to strengthen COREDA's power to make decisions and to perform advisory services at the national level.

On the other hand, through a workshop in which supervisors and extensionists of DIGESA's Region VI took part, we collaborated with the Regional Management of DIGESA, on the specification of functions, norms, procedures, and tools for the strengthening of mechanisms for supervision and evaluation of agricultural technical assistance. Likewise, a methodology for the evaluation of results of that assistance was designed and tested. Also, support was given for characterization of the agricultural technology prevalent in the area of the Project and for the drawing up of seven modules of optimum technology<sup>8/</sup> which served as a guide for technical assistance agencies in activities of technological dissemination in Region VI.

During the present year collaboration was continued on the drawing up of production plans at farm level; these plans are basic tools for the integration of tasks of technical management and for the granting of credit to farmers in the Pilot Area. Periodic training activities in the use of methodology designed the previous year for this purpose were made available to credit and extension agents and supervisors.





Emphasis was continued on group work and development of work teams at the different decision levels linked to activities in the Region. This was so that the roles assumed by the decision makers, advisers, and executors involved would be suitably coordinated for an effective management of the programs. For this purpose modifications were made in the methodology designed for improving the mechanisms of vertical linking of national and regional managerial levels, through a seminar carried out with the participation of regional members of the Higher Coordination Committee (COSUCO) and of COREDA.

It is important to point out that the greater part of cooperation work on the designing and implementation of methodologies, includes ongoing training activities based on the learning-by-doing principle. There were periodic workshops with participation of COREDA members and technical teams from the various agencies. Techniques were studied for the improvement of group management performance and the decision making process, as well as group work methodologies for evaluation of effectiveness of services, programming of activities and designing of objectives and strategy.



## 6. DOMINICAN REPUBLIC COMPONENT

### 6.1 Synthesis of 1984 activities and plans for 1985

In 1984 Project cooperation in the Dominican Republic focused on two spheres of action. The first concerned the launching of the Small Producers Project (SEA/FIDA)<sup>9/</sup>, financed by the International Fund for Agricultural Development (FIDA), in the zone of Monte Plata; the second concerned the defining and implementation of national policies of SEA for promotion of production. The defining of these spheres came out of a coordinated effort between the Project and the new SEA authorities early in 1984.

In relation to policies for encouragement of production we collaborated mainly with the Technical Undersecretariat of Planning of the Agricultural Sector (STPSA) in the adaptation and use of methodologies for policy analysis and in the preparation of the orientational framework for the Sector.

Cooperation on project management with SEA/FIDA project was continued through work with the involved technicians and directors on the study and revision of methodologies and tools (developed and applied in another zone) for the specific conditions of SEA/FIDA Project. All the technical material produced by the Project was reviewed before being published and distributed to the country's educational institutions and centers of learning.

In the same sphere, we cooperated in the designing and the initiating of procedures for the strengthening of coordination between agencies and participation of producers who are beneficiaries of the SEA/FIDA Project. The cooperation effort during the year involved the training of more than 40 national directors and technicians; typically, activities of adaptation and tool development were carried out through learning-by-doing.

In 1985 cooperation activities will be concentrated on strengthening SEA/FIDA's management task in Monte Plata as a phase preparatory to a later broadening of scope of other selected projects being implemented in the



country's central agricultural region. The material to be used was developed and applied in the Dominican Republic as well as in other country components, following the corresponding adaptation process through joint enterprise with national directors and technicians. Priority areas of activity will be those of institutional coordination mechanisms and of contact with beneficiary producers. Special attention will be given to the designing of suitable modes of management of centers through which integrated services are provided for the storing of agricultural products and for the sale of input and basic consumer products to producers (CENSERI) in the SEA/FIDA area. In addition, we hope to gradually incorporate into SEA/FIDA Project mechanisms other directly involved agencies, such as the Agricultural Bank, the Government Secretariats of Public Works and Communications, and Public Health and Social Assistance.

#### 6.2 Specific activities carried out in 1984

In order to support the process of definition and implementation of national policies for promotion of agricultural production a work team was created with STPSA technicians for the task of preparing a manual for analysis of specific government policies on agricultural and forest development. This manual describes and explains the implementation, in collaboration with the local agents concerned, of the phases of information systematization and designing of proposals for policy alternatives. On the basis of the manual, policy proposals were drafted and subsequently adopted at upper levels of government decision making for purposes of defining those that will be in effect during 1985-1987.

For implementation of the policies defined, we collaborated with another group of SEA technicians on the drafting of programming guidelines for different Crop Commissions. This work's purpose was the establishment of institutional norms and procedures regulating the operation of the commissions, which have been created with private sector participation, for purposes of encouraging cultivation of the country's most important crops.



These guidelines were introduced this year as part of the operational framework of the commissions in order to strengthen their advisory services at upper levels of SEA decision making.

Management activities support for the SEA/FIDA Project in Monte Plata evolved along with the Project itself as it was put into practice. Dissemination of existing material was emphasized. Twenty one documents selected and produced by the Project in recent years were edited, reproduced, and distributed. These documents are concerned with methodologies and tools, proceeding of training events and description of achievements and experience acquired in the application of methodologies. Distribution was concentrated at the level of SEA, other agencies of the sector and centers of higher education. In the area of organization for SEA/FIDA Project implementation, there was cooperation on preparation and application of the project's organizational manual, which deals with norms, procedures, and tools for the achievement of an effective coordination between the agencies, and for improving the quality of participation of project beneficiaries.





## 7. VENEZUELA COMPONENT

### 7.1 Synthesis of 1984 activities

The activities of the Venezuela Project ended in 1984 upon expiration of the agreement with the government to support the management of the Integrated Development of Rural Areas Program (ARDI) and, specifically, to support cooperation for the strengthening of management of the Project in the Aroa River Valley (ARDI-AROA).

On the one hand, activities were aimed at cooperation in the preparation and adjustment of the annual ARDI-AROA program; for that purpose the programming methodology which had been developed and tried out in prior years by the Project was reviewed and applied. On the other hand, there was cooperation in behalf of training and dissemination events; documentation was prepared in connection with tasks performed for the strengthening of ARDI-AROA Project management and results thereby achieved.

### 7.2 Specific activities carried out during 1984

During the first trimester of the year work was done with the management and technical team responsible for ARDI-AROA management on the preparation of the Annual Operational Plan for 1984, taking into account and incorporating the necessary adjustments resulting from government changes. The previous year's methodology was brought up to date and, based on experience, the necessary changes were proposed in such a way that they could be used for ARDI projects, as well as for the management of other priority programs of agricultural development in this country.

The modified methodology was submitted to authorities at the national and regional level for their consideration. In reference to these subjects, cooperation took place with officials of the Regional Office of the Ministry of Agriculture in the drawing up of an Operational Emergency Plan for the



**Agricultural Sector of Yaracuy**, which is being implemented by the new state authorities with the participation of all agencies connected with the agricultural sector.

During the first semester of the year direct advisory services and on the job training were provided for the directors of the three ARDI-AROA zones in the performance of their respective management tasks. In April of 1984 support was given for a seminar-workshop about "Information Systems in Agricultural Development Programs and Projects" at the headquarters of the Foundation for the Development of the Midwestern Region of Venezuela (FUDECO). Thirty-nine technicians from national and regional levels of the Ministry of Agriculture and Livestock and other related agencies, as well as from ARDI-AROA, participated in this event.

The organization and conducting of the seminar-workshop was a joint effort of the directors and technicians of ARDI-AROA together with technicians of the PROPLAN/A Project and IICA's Venezuela Office. The agenda consisted of presentations on the approach of the PROPLAN/A Project, as well as the component's experience in program and project management, operational plans, and managerial information systems. FUDECO and MAC officials presented their experiences with information systems in general. The work groups formed at the workshop stage generated a list of recommendations for an improved preparation and implementation of operational plans and projects, and of information systems for the agricultural development of the Midwestern Region.

There was participation in an ARDI-AROA analysis workshop, which took place at the University of Los Llanos in the State of Apure; support experiences provided by the Project for the strengthening of the ARDI Program management were presented.

Finally, a report was prepared containing the experience accumulated during the activities of the Venezuela Component. It recorded strategies and achievements as well as lessons learned from experience in the ARDI Program and especially in the ARDI-AROA Project.



## 8. SOME REFLECTIONS ON FUTURE WORK

Progress made by the Project to date enables us to confirm the propositions set forth in the basic document of IICA/W. K. Kellogg Foundation Agreement. This line of thinking proposes that one of the major obstacles to the success of public sector efforts in Latin America and the Caribbean on behalf of rural and agricultural development objectives, is the limited capacity of agencies for competent development management at the national level, as well as at regional and local levels.

Efforts made to correct the situation have not achieved the desired results. This has been due in part to the fact that corrective actions are based on a superficial perception of the problem, -the root causes have not been exposed- and because some of the most frequently applied solutions (for example the creation of Coordinating Units for important programs and projects) are hampered in their execution by severe limitations.

In order to circumvent restrictions imposed by Latin America's established bureaucracies, funding agencies are currently requiring as a condition for the handing over of loans, that the implementation of important programs and projects be placed in the hands of Coordinating Units especially created for that purpose; such agencies must initially meet a series of requirements in order to be able to receive the anticipated disbursements. This, of course, has not solved the problem; on the contrary, the difficulties encountered by these new "Coordinating Units" in their unavoidable contacts with the established bureaucracy, are no longer simply the result of established norms and procedures; Due to the special status seemingly implicit in their existence, the Units provoke a rejection reaction, making their management task even more difficult.

This panorama, in the case of the agricultural sector, becomes even more grim when these new units come up against the limited managerial capacity of the professionals responsible for the job of unit management. These professionals generally have distinguished themselves in their area of



specialization within the field of agriculture, but many of them have received no training in the tasks necessary for the effective administration of a program or project.

At the same time, we have seen that the conventionally-developed disciplines of planning and management (adequate for purposes of other realities) severely limited for the purposes of coping with situations of uncertainty, social conflicts, and the deepening economic and financial crisis, all of which are confronting the agricultural sector's activities in Latin America and the Caribbean.

The alarming exacerbation of the situation detailed above, prompted the Project to proceed with their review of accomplishments, in light of results achieved in the countries where we operate, as well as to continue supplying new elements. These new developments confront us with the need for integrating them into new management models adapted to specific processes essential to agricultural and rural development. Such models must be translated into methodologies, norms, procedures, and management tools as required by the situation prevailing in the country components. Furthermore, these management mechanisms must incorporate a new way of thinking and acting according to which the combined efforts of public officials and farmers in the coordinated performance of the roles of decision makers, executors, and advisers, not only is appropriate, but is also seen as a necessary condition for resolving conflicts and coping with uncertainties and crises. In short, it is pivotal to the effective management of agricultural and rural development in the context of this new reality.

Past experience indicates that these elements will be present in the situation which the countries of Latin America and the Caribbean will face in the coming years, as they strive to better the situation of the small producer, to increase the food supply and, in general, to improve rural welfare. It is therefore important to consolidate the accomplishments of 1985 and to structure a mechanism that will provide continuity for the Project, in order to be able to reach the projection promised by the potential we have generated.





## NOTES

- 1/ This refers to the Multinational Course on Advisory Services and Decision Making in the Rural Development Management, which was given at IICA's headquarters in San José, Costa Rica, between September 3 and October 5 of 1984.
- 2/ The District Development Plans are medium-term programming tools for the combined activities of production, commercialization, infrastructure and social services activities of the DRI/PAN Program at the local level. The Plan also includes a diagnosis, analysis and specification of alternatives, orientational framework and the resources required for the duration of the plan.
- 3/ A DRI/PAN District is a homogeneous geographical area in terms of ecological, agricultural and cultural conditions, and significant population of small food-producing farmers. The DRI/PAN Program provides them with integrated support services for agricultural production, social services (education, health), and infrastructure (roads and electricity).
- 4/ Tropical Agricultural Center for Research and Learning (CATIE), University of Costa Rica, National Seed Office, Grain and Seed Research Center, FERTICA, FEDECOOP and National Production Committee.
- 5/ The main document of the monitoring and evaluation methodology was presented and approved by IDB. Still pending the presentation of the specific tools to be given to that institution in January 1985 and which will undergo testing in the entire country.
- 6/ Region VI consists of the Departments of Jutiapa, Jalapa and Santa Rosa in the East of Guatemala, which borders on the Republic of El Salvador.
- 7/ The Pilot Area is a homogeneous geographical area, composed of the municipalities of Jalpatagua, Jutiapa and Quezada and covers a territory of 900 square kilometers. It is called a pilot area because it is the laboratory where the management task has been analyzed and where the methodologies and tools for the management of the planning-implementation process of Region VI have been developed, tested, and revised.
- 8/ The optimum technology module is a tool which collects and integrates the most favorable agricultural technology available, by crop, and productive livestock activities. As an administrative tool it enables the integration of research results into agricultural extension activities.
- 9/ The Project financed by the International Fund for Agricultural Development (FIDA II) of "Development of Small Producers" is aimed at improving the living conditions of 4000 food producers with less than six hectares under cultivation; and 400 families of artisan fishermen representing about 25 to 30 thousand people. There are credit services for production, technical assistance, marketing, neighborhood roads, and rural clinics. Its area of influence comprises the Province of Monte Plata and the southern coastal region, between San Pedro de Macorís and the Ocoa Bay.

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The Project on Management for Rural Development in Latin America —PROPLAN/A— is a joint effort by IICA and the W. K. KELLOGG Foundation. This Project has a multinational scope, encompassing IICA's Member States throughout Latin America and the Caribbean. Its purpose is to upgrade the capabilities of public institutions, to make them more effective in detecting and responding appropriately to the needs of the low income rural population.



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