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PROPLAN
264

Centro Interamericano de Documentación e Información Agrícola

Papers, Conclusions and Recommendations from Technical Events Series, No. 264

ISSN-0301-5378

PROPLAN Document 17

Centro Interamericano de Documentación e Información Agrícola

IICA-CIDIA

14 AGO 1985

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MANAGEMENT FOR RURAL DEVELOPMENT: The PROPLAN/A approach, and its experiences in Colombia

IICA



INTER-AMERICAN INSTITUTE FOR COOPERATION ON AGRICULTURE

OFFICE OF THE DEPUTY DIRECTOR GENERAL

Office of Multizonal Projects
Planning and Project Management Division—PROPLAN

San Jose, Costa Rica, December 1981



Centro Interamericano de
Documentación e
Información Agrícola

14 AGO 1985

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FOREWORD

An analysis of the situation predominating in many Latin American countries shows that one of the main factors obstructing public sector action in orienting the rural development process is the limited ability of the public administration to formulate and implement successful programs and projects for agricultural development and the well-being of the rural population.

In addition, one of the main concerns of the governments for achieving their proposed development objectives is to strengthen the institutions responsible for delivering the goods and services required by the rural population for their integrated development. Of particular importance among the tasks carried out by these systems, is the guidance of the planning-implementation process of rural development policies.

In an effort to coordinate cooperative actions in the Latin American and Caribbean countries seeking to solve these problems, IICA and the W.K.KELLOGG FOUNDATION joined to work together through the Management for Rural Development Project (PROPLAN/A). The specific objective of this project is to increase the efficiency and effectiveness of the public institutions that generate goods and services for rural development, by improving their directive mechanisms.

The multizonal PROPLAN/A Project follows a strategy which emphasizes strengthening directive mechanisms at the local and regional levels, and which seeks to integrate them effectively into the corresponding mechanisms which cover larger areas. Within this area-based strategy, project actions are oriented to strengthening mechanisms that will facilitate the interpretation of the problems of the rural environment, and to propose, define, and implement appropriate solutions to these problems through the interaction of public agencies with the organizations of the rural population.

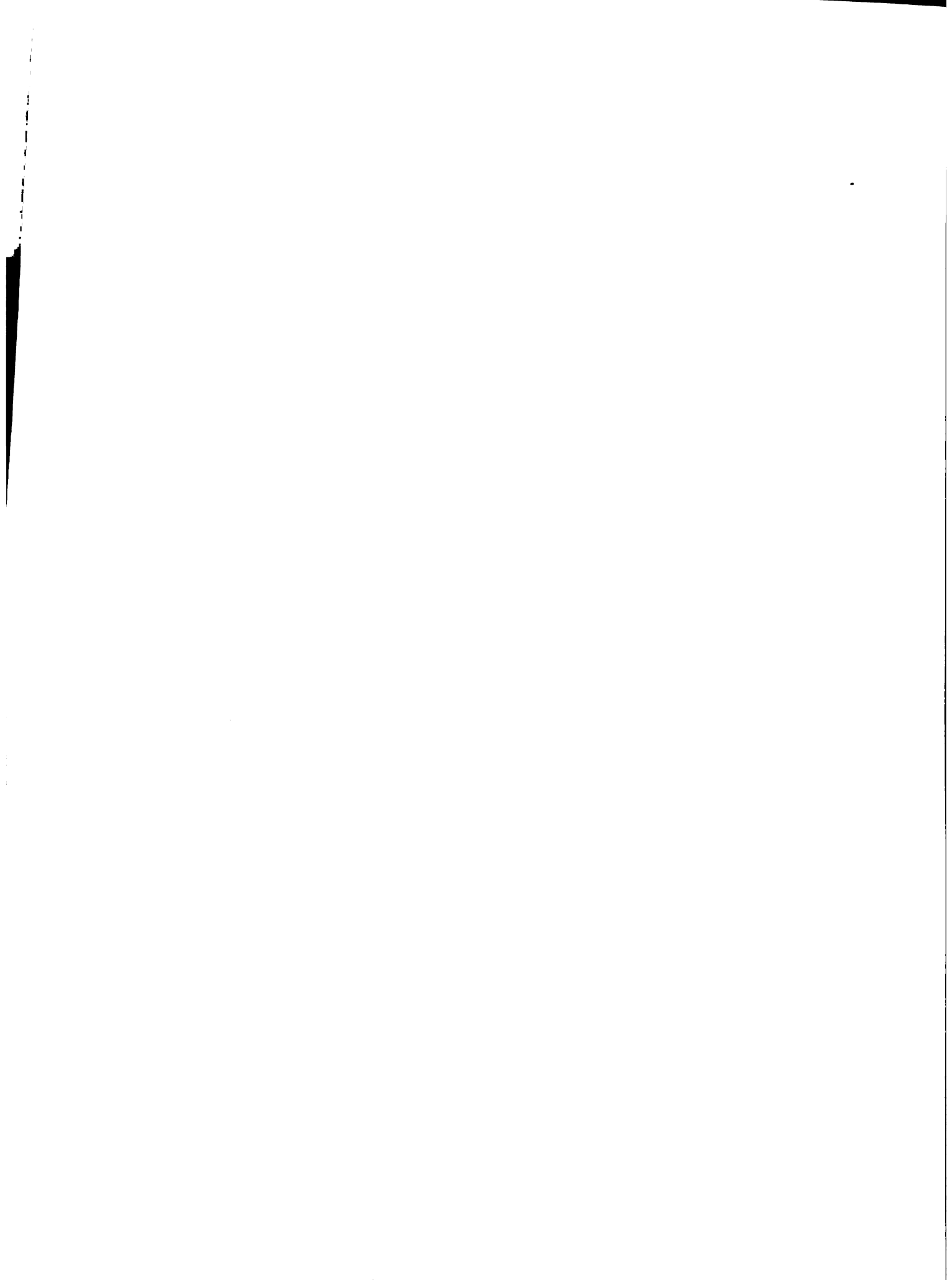
INTRODUCTION

The studies on the planning and implementation processes of the Latin American and Caribbean countries show that, with few exceptions, the Public Sector continues to be limited in its ability to guide the development process. These limitations were generated in large part by the development of Public Sector strategies for action which are based on an approach that separates the functions of policy definition and implementation. This has caused planners, on the one hand, to be identified with defining policies and formulating plans; and the rest of the bureaucracy, on the other, with implementing policies according to the provisions of the plans, within a very mechanical framework.

This document is based on the concepts developed by IICA's Planning and Project Management Division, PROPLAN, for an approach to guiding the planning-implementation process of agricultural and rural development policy. It also describes the characteristics of the Management for Rural Development Project (PROPLAN/A), and the experiences of its country-component in Colombia. Thus, the document will be of special interest to professionals providing technical cooperation services in the area of planning and management for rural development, officials of the public institutions, directors of representative institutions that participate in conducting the planning-implementation process for agricultural development and rural well-being policies, and in general, anyone who has an interest in the ongoing evolution of the disciplines of planning and management for development.

The document is divided into six Chapters and an Appendix. Chapter One focuses on IICA's view of Rural Development and describes the characteristics of its strategy of institutional strengthening through participatory and reciprocal technical cooperation. It also presents the institutional and doctrinal bases of the Institute's actions.

Chapter Two studies the multinational operational format of the Institute's multizonal projects. It emphasizes the main elements of the multizonal approach, like the activities of the "hemispheric-component" and the "country-components," and how they take place with the interaction of the Core-Group and the country-groups.



This document should be considered an integral part of the activities and products of the PROPLAN/A Project. It complements, and in turn is complemented by, all the studies and documents that have been developed and that are still in the process of being prepared by PROPLAN. It is a result of the studies of PROPLAN/A's hemispheric-component which, among other functions, generates documents on conceptual and methodological matters that can be applied to concrete solutions, based on the Project's work in its country-components.

This document concretely demonstrates the operational format of a multizonal project, showing the interaction which occurred between the Core-Group and the Colombia country-group, and the work shared with national technical experts. It is difficult to break down the work of each participant, since cooperation took so many different forms. Nevertheless, it can be summarized as follows:

The overall coordination, conceptual development and final publication of the document was carried out by PROPLAN/A Core-Group. Project technical specialists stationed in Colombia were responsible for systematizing and presenting the information that would be used for documenting the ~~experience of the country~~. We want to mention the especially valuable participation of the officials at Colombia's National Planning Department in the entire process involved with preparing this paper, and especially, for the material summarizing the most important aspects of the Integrated Rural Development Program, DRI, which appears in the Appendix.

Finally, this document required the intense and full-time dedication of our secretarial staff, whose patient and excellent work at the IICA Office in Colombia, and the PROPLAN Office at Headquarters, were essential to the preparation of this document.

Chapter Three discusses the conceptual aspects of PROPLAN/A's basic approach to the integrated process of planning-implementing agricultural development and rural well-being policies. In addition, it introduces the subject areas of PROPLAN's work.

Chapter Four and Five present the conceptual and operational framework of the PROPLAN/A multizonal project, with an illustration of the Project's cooperation with the Integrated Rural Development Program (DRI), conducted by the National Planning Department in Colombia.

Chapter Six summarizes the experiences of this cooperative venture and analyzes some perspectives of PROPLAN's work, as an element of IICA's actions within its strategy of institutional strengthening in planning and management for rural development.

Finally, the Appendix summarizes the main points of the Integrated Rural Development Program, DRI, conducted by the Government of Colombia.



1. IICA AND RURAL DEVELOPMENT

1.1 IICA's Concept of Rural Development

The Convention governing the Inter American Institute for Cooperation on Agriculture (IICA) states that its purposes are "... to encourage, promote, and support the efforts of the Member States to achieve their agricultural development and rural welfare. " ^{1/} The convention goes on to state, "... to achieve its purposes, the Institute shall have the following functions:

- "a. to promote the strengthening of national education, research and rural development institutions, in order to give impetus to the advancement and the dissemination of science and technology applied to rural progress;
- "b. to formulate and execute plans, programs, projects, and activities, in accordance with the needs of the governments of the Member States, to contribute to the achievement of the objectives of their agricultural development and rural welfare policies and programs;
- "c. to establish and maintain relations of cooperation and coordination with the Organization of American States and with other agencies or programs, and with governmental and nongovernmental entities that pursue similar objectives;
- "d. to act as an organ for consultation, technical execution, and administration of programs and projects in the agricultural sector, through agreements with the Organization of American States, or with national, inter-American, or international agencies and entities." ^{2/}

^{1/} IICA. Base Documents, Convention on the Inter-American Institute for Cooperation on Agriculture. Rules of Procedure of the Inter-American Board of Agriculture, the Executive Committee and General Directorate. Chapter I, article 3. "Official Documents Series" No. 22. San José, Costa Rica, 1981.

^{2/} Ibid. Chapter I. article 4.

Thus, IICA is a service agency, created to contribute to the general development of Latin America and the Caribbean through its actions in the area of rural development.

IICA sees rural development "...as a self-sustained process which aims to increase the income levels of the inhabitants of the rural areas and the equitable distribution of income among them, and to increase their participation in the decisions that affect them." This concept of rural development refers, then, to a process that takes place both within and outside the rural areas. Although it particularly involves rural inhabitants, its influence on the levels of development and opportunities of urban inhabitants should not be overlooked. But the main targets of rural development are the rural areas."

"IICA's concept of development is humanistic, in that human beings are viewed as the direct target of its action. It holds that economic growth, the economic and financial health of a country and its technological level have no intrinsic value, but acquire such in direct proportion to the population that benefits and participates in that process." ^{3/}

1.2 Institutional Strengthening through Participatory and Reciprocal Technical Cooperation^{4/}

IICA's activities fit into a basic strategic framework of institutional strengthening. This means that it reinforces institutional systems made up of "entities interested in promoting progress in agriculture and improving rural life." ^{5/}

3/ IICA, Marco de referencia conceptual para el desarrollo rural (p.14-15) "Papers, Results and Recommendations of Technical Events Series", No. 241. San José, Costa Rica, 1981.

4/ This section is based on the Message of the Director General to the Nineteenth Annual Meeting of the Board of Directors of IICA. p.2-6, México, 1980.

5/ IICA, General Plan. "Official Documents Series", No. 1, San José, Costa Rica, 1970.

In IICA's work to strengthen entities and public agencies, it views them, not as isolated bodies, but rather as components of an institutional system.

In accordance with its basic strategy of institutional strengthening, the IICA concept of "technical cooperation" is qualitatively different from "technical assistance." The fundamental purpose of the latter is to provide the developing countries with scientific and technological inputs and institutional models which have proven useful and of benefit to the so-called developed areas of the world.

The implication is that the developing countries, by receiving "technical assistance", can adopt new knowledge and thus recreate the processes that took place in the countries where this know-how was generated. The basic problem with this concept, however, is that in the special circumstances of Latin American countries, these models, and a large part of the technology they attempt to disseminate, become inoperable.

The countries recognize that social and economic transformation cannot depend, or be exclusively based, on models generated in the developed countries. This is why IICA uses the concept of "participatory and reciprocal technical cooperation." It holds that international action should contribute to developing adequate levels of self-sufficiency in the countries and their institutions, in order to sustain effective action to generate the internal conditions needed for maximizing the use of this cooperation.

Participatory technical cooperation is especially useful to the countries in that when the instruments are prepared jointly with national personnel, it stimulates the development of permanent national capabilities.

These ideas formed the basis of IICA's operational strategy of institutional strengthening through reciprocal and participatory technical cooperation.

IICA's approach to technical cooperation will also enable it to develop higher levels of specialization as national capabilities are improved. As a consequence, the services the Institute offers its member countries will be of better quality and greater technical consistency.

1.3 Characteristics of IICA's Functions

The approval of IICA's General Plan signalled an important step in the evolution of the Institute. The plan defines all of IICA's actions as: multinational, in that IICA's work is useful to more than one country; complementary, whenever the Member States request technical cooperation to train personnel who will subsequently assume responsibility for the activities; temporary, and as such, should be reevaluated after objectives and time limits are met and before other actions can begin; supportive, reinforcing the national agencies working for agricultural development and rural welfare; specific, focusing on concrete programs; receptive and flexible, in accordance with the needs of the Member States; and finally, innovative, contributing new ideas, methods, models and practices for the development of viable alternatives.

2. MULTIZONAL PROJECTS AS INSTRUMENTS OF IICA'S MULTINATIONAL ACTION

The General Plan and the Medium-term Indicative Plan are two documents that have governed IICA's actions during the greater part of the last decade. In terms of functional structures, the General Plan states that "... IICA should concentrate its action on those activities benefitting several countries and which cannot be carried out advantageously by them independently." ^{7/}

The Medium-term Indicative Plan further supports this idea when it indicates that the Institute's country-level actions should be consistent with its multinational dimension. It states that "... IICA should concentrate on activities of a regional scope and value, even though they are implemented in one specific Member State." ^{8/}

IICA's multinational action has been taking shape through a type of cooperative project with the Member States called the "multinational project." This type of project makes it possible to act upon problems that are shared by several countries, within a hemispheric or regional outlook.

^{6/} This chapter is based on the following documents: Torres, José A., "Algunas consideraciones sobre proyectos multizonales". Item H in XXIV Consejo de Directores del IICA. San José, Costa Rica; IICA, 1980; and de las Casas, P. Lizardo, "La conducción del proceso de planificación-ejecución de la política de desarrollo agropecuario y rural: el papel de la cooperación técnica del IICA " p. 9-15. Item 1B in XXV Consejo de Directores del IICA. San José, Costa Rica: IICA, 1981.

^{7/} IICA, General Plan. op. cit. p.9.

^{8/} IICA, Medium-term. Indicative Plan. p. 69. "Official Documents Series " No. 15, San José, Costa Rica, 1977.

2.1 Concept of the Multizonal Project

IICA's experience with multinational projects began over 30 years ago. Since then, the concept evolved through different forms. By the time the current decade began, the idea of multizonal projects had been institutionalized with the introduction of the Office of Multizonal Projects, responsible for systematizing IICA's many years of experience and putting them to use in multizonal projects as instruments of IICA's multinational action.

This is how the multidimensional concept of the "Multizonal Project" developed. On the one hand, it is viewed as a group of specific activities including different levels of objectives, with a defined operational strategy responding to problems shared by several countries in more than one of IICA's Zones (or areas). In addition, it serves as an instrument for implementing IICA's multinational action within the context of its basic strategy of institutional strengthening through participatory and reciprocal technical cooperation. Thus, the multizonal project can be said to:

- i) integrate technical cooperation activities being conducted in several countries within a framework of conceptual and methodological unity; which will make it possible to generate technology appropriate to the needs of the member countries;
- ii) concentrate part of its resources on designing appropriate technology (hemispheric-component) for adaptation and testing in the countries (country-component) which, in turn, generate information for improvement or redesign of the technology;
- iii) develop activities through the interaction of two types of technical teams: those at the central level (Core-group) and those located in the countries (Country-groups);
- iv) base the interaction between these groups of specialists on reciprocal support of country-level actions that respond to specific problems being faced by the national specialists in their institutions; and

on the development of conceptual and methodological unity, documenting experiences and participating in ongoing mutual training;

- v) Implement participatory technical cooperation in two ways: first, through direct technical support of the work of national specialists in their institutions, focusing on their functions, and emphasizing "transfer by doing"; and second, based on the above element, training in concrete areas with stress on "learning by doing."

2.2 How Multizonal Projects Operate

Particularly important in this framework is the structuring of multizonal project activities into two components: "hemispheric" and "countries". This means that the foundation of the multizonal project approach is the idea of interaction between the two components. This interaction "... generates feedback which is crucial for the operation of these projects. It binds these components together and ensures that the products obtained can be adapted to the needs of the countries." ^{9/}

Another important feature of the operation of these projects is the incorporation of task-forces into the various project activities. This occurs during both the hemispheric and the country stages. These two features, together with the task of directing the multizonal project, are the key elements of this operational mechanism.

2.2.1 The Hemispheric-component of a Multizonal Project

In generating technology appropriate to the needs of the countries, the hemispheric-component of the project involves:

- a. The analysis of problems shared by several countries in more than one

^{9/} Araujo, José Emilio G. "Introducción". In Planificación y Administración Agropecuaria para el Desarrollo Rural, p. x. Edited by P. Lizardo de las Casas. Mexico City, Mexico: IICA, 1980.

- of IICA's zones or areas;
- b. The gathering of information from different sources, to improve the understanding of the problem under study and to identify possible solutions;
 - c. The preparation of a conceptual frame of reference within which the project should operate;
 - d. The design of methodological guidelines to be followed in helping solve the problems of the countries;
 - e. The generation of teaching materials for use in different countries;
 - f. The design and establishment of the bases and mechanisms to be used for collecting, processing and disseminating the information obtained on the progress of the project, so that experiences can be documented as they occur;
 - g. The use of experiences gained through the project for training specialists from various countries.

2.2.2 The Country-components of a Multizonal Project

Country-level actions seek to develop permanent national capabilities in solving the specific problems of the country. To this end, joint efforts are made with national personnel and institutions to hold training activities that stress "learning by doing," and direct technical support is provided, emphasizing "transfer by doing." Some examples of these actions are:

- a. The presentation and discussion of methodologies developed through the activities of the hemispheric-component;
- b. The adaptation of these methodologies to the specific situations of the country;
- c. The application of the findings for promoting the expansion of the project within the country and toward a broader geographic area.

2.2.3 Technical Groups in a Multizonal Project

There are two types of technical groups made up of the specialists assigned to a multizonal project: the "Core-group" and the "Country-groups."

These two technical groups work in both the hemispheric-and the country-components. However, for making more rational use of resources, the responsibility for hemispheric activities falls primarily to the Central-group, while the Country groups see to the country-components.

Accordingly, it is important to note that the term "component" refers to the nature of the activities carried out through the projects and is not specifically tied to the site where the groups of specialists work, Thus, activities relative to the hemispheric-component are carried out through the joint participation of the Central-group and the specialists of the Country-groups, working in the countries. Similarly, activities related to the country-component are implemented through the joint participation of specialists working in the respective countries, the Central-group and the Country-groups located in countries other than those where the actions are being conducted.

This is conducive to true team work, given the mode of operation of the multizonal projects which consciously unites thought and action, theory and practice.

2.2.4 Directing a Multizonal Project

The purpose of managerial activities for multizonal projects is to ensure the due and timely flow of inputs to the project, harmonious working relations, between the components, and the generation of output.

In this sense, activities for directing a multizonal project can be divided into two groups: operational and performance. Operational activities look fundamentally to the internal operation of the project and involve operational strategy, programming activities, and the allocation and control of resources. Performance activities are based on the relationship between the project and the technical and scientific environment in which it unfolds. For this reason, they have to do more with maintaining the mechanism of information and exchange and analyzing the external factors that influence project development.

The purpose of differentiating between operational and performance managerial activities is simply to highlight the type of emphasis that will be given to the results. Nevertheless, these two groups are interdependent and have an impact on each other.

3. THE PLANNING AND PROJECT MANAGEMENT DIVISION -PROPLAN 10/

3.1 General remarks

One of PROPLAN's purposes (Planning and Project Management Division, under IICA's Office of Multizonal Projects, is to help strengthen and expand the technical expertise of the Institute so as to provide Member States with improved services of institutional strengthening for the guidance of the planning-implementation process of their agricultural development and rural welfare policies.

To this end, PROPLAN was made responsible for:

- a) keeping up and synthesizing IICA's experience in efforts of this sort gleaned from its multizonal and national projects;
- b) managing the multizonal projects included in the target area, aiming to make them a catalyst for the Institute's actions in these fields, by generating, testing and documenting methodologies, conceptual frameworks and technical guidelines, suitable to specific needs and;
- c) using the multizonal projects results to support the definition and implementation of other projects led by IICA's Offices in the Countries, providing for the strengthening of the Institute's technical expertise and improving the technical quality of this action.

The guidance of this planning-implementation process, PROPLAN's main thrust, is mostly important in terms of the acknowledged role played by such guidance in determining the efficiency and effectiveness of government action to orient agricultural development and rural welfare processes in their respective countries.

In this sense, and in line with IICA's basic strategy, PROPLAN

10/ This chapter is based on de las Casas, P. Lizardo, op. cit.

concentrates on strengthening the directive mechanisms of the public institutions which work to orient the agricultural development and rural welfare process. Thus, it focuses specifically on strengthening the directive systems of these organizations (integrating planning and decision-making systems) at the local, regional and national levels. IICA's concept of rural development in this framework of action stresses the importance of having the rural poor participate in decisions pertaining to development.

In this context, PROPLAN studies found one major stumbling-block to governmental action in orienting or guiding the development process: the limited ability of governments to formulate and successfully implement agricultural development and rural welfare plans, projects and programs.

Limitations within the public sector for guiding the development process are largely the result of an approach emphasizing a separation between the definition of policies and their implementation.

In fact, by mid-century, efforts aimed at institutionalizing planning as a governmental task were widespread throughout Latin America and the Caribbean, and "administrative reforms" were carried out. The main idea in both cases was to convert the public apparatus into a smooth-running entity capable of meeting the development needs of the countries. The problem encountered by these efforts, however, was that they were not based on an integrated concept of action in the public sector. Planners were relegated to the task of defining policies and formulating plans, and the remainder of the bureaucratic apparatus was in charge of implementing policy in a mechanical fashion as set out in the plans.

Thus, most of these efforts were directed at strengthening agencies at the national level, at the expense of regional and especially local agencies. What clearly emerges within the context of the problems of public sector action is the weak and often nonexistent participation of the rural population in the decision affecting their lives, and a corresponding lack of flexibility on the part of the organizational structures of the

public sector to respond to change.

3.2. An Approach to the Guidance of the Planning-Implementation
Process of Agricultural Development and Rural Welfare Policies

To cope with the problem at hand, PROPLAN's action follows a strategy of strengthening the directive mechanisms of the public institutions whose primary tasks are agricultural development and rural welfare. The strategy follows a consistent approach of:

- i) redefining policy planning and implementation to form a single planning-implementation process in which the analysis and definition of strategic and operational policies merges with program and project management;
- ii) redesigning the role of directive systems at local, regional and national levels since the mechanisms for the guidance of the planning-implementation process (though they may vary at the various levels) form a coherent whole and so any partial action would fall short of the mark;
- iii) adjusting the relations between the public and non-public sectors, with an eye to ensuring the active participation of the rural population in the guidance of the planning-implementation process of agricultural development and rural welfare policies. This is crucial, both for identifying actual needs and for generating an effective response.

PROPLAN's actions within this approach aim to help improve the effectiveness and efficiency of those government organizations in Latin America and the Caribbean generating the goods and services required for agricultural development and rural welfare.

3.2.1 The Planning-implementation Process of Agricultural development and Rural Welfare Policies.

One important point to consider in public sector action, in terms of agricultural development and rural welfare in the countries, is the necessary complementarity between defining and implementing its policies. Merging these into a single planning-implementation process, requires that government activities should be considered as interdependent acts necessary to achieve the expected results together with those that the private sector and the rest of the population will carry out.

In this sense, the instruments used to define strategic and operational decision must explicitly consider implementation needs. Then, monitoring activities will provide the data needed for continuous analysis of the public and non-public (private sector and the rest of the population) actions and its impact on agricultural development and rural welfare and for any adjustments that may be needed.

This is why the guidance of this planning-implementation process must consider the way decisions are implemented.

Such guidance can then monitor whether or not actions are consistent with the policies as defined. Given the existence of various organizations involved in implementing policies on agricultural development and rural welfare, one important aspect to consider in guiding the process is coordination, not only during implementation, but from the very first proposal of action.

For this reason, a fundamental aspect of PROPLAN's approach is to view the implementation process as inseparable from the planning process. This aspect should be particularly considered even for analytical purposes concerning the process. The principle underlying this concept refers to the dynamics of the interdependence among the activities involved in the planning-implementation process as the essential component of the public sector action in the rural development process.

A description of the nature of the planning and implementation processes

begins with the fact that a government, on the basis of an analysis of the socioeconomic and political situation, defines direct actions and promotes others which alter the situation so that specific objectives of the development policies of the particular country thereby become feasible.

If the basic characteristics and products generated by each of these processes are used as the basis for identification, then planning can be defined as a continual policy-producing process ^{11/} integrating policy analysis with decision-making. Implementation can then be defined as a continual process of execution of specific actions ^{12/} to generate goods and services for which the public sector is responsible.

An integrated view of public sector action to orient the agricultural development and rural welfare process, becomes possible when planning and implementation are defined as a single process. This means that agricultural development and rural welfare can be carried out in accordance with the ideological-political position (doctrine) of the government and the specific socioeconomic and political situation of each country.

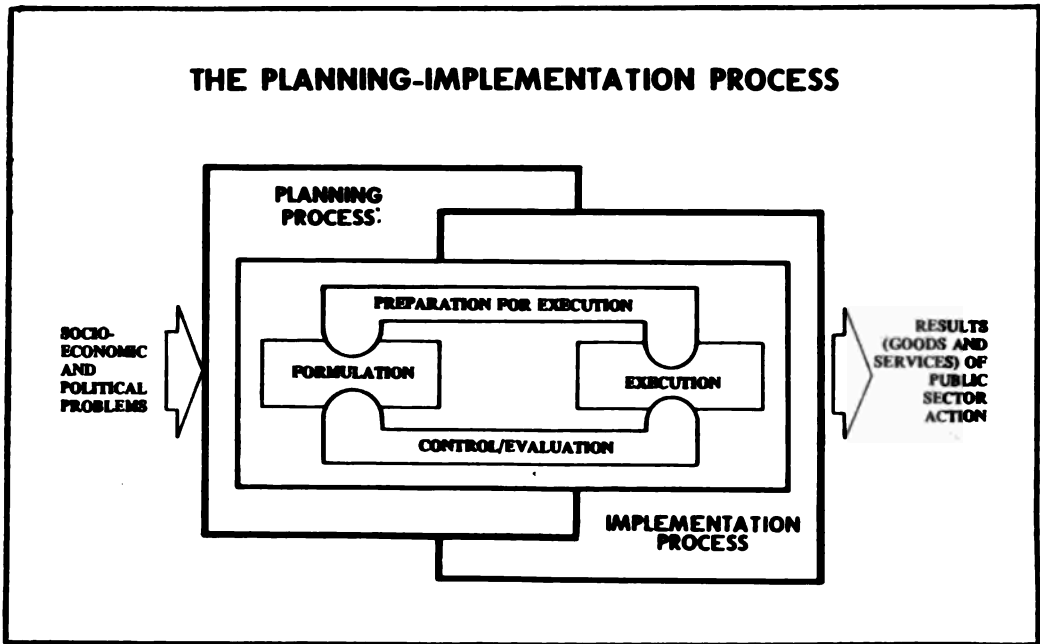
^{11/} The term "policies" is used generally to define the products of the various types of decisions taken by a government. These decisions can be classed according their nature, as orienting or strategic decisions (those policies generally defined as comprehensive and sectoral), or as operational decisions (referring to policy measures and specific actions). The latter generate an obligation to implement something and generally refer to well-defined programs and projects.

^{12/} This specific action takes place within the programs and projects implemented during budget periods. It refers to production, support and regulatory activities carried out directly by a government through the organizations which make up the public administration. Production activities generate products wanted by the organization. Support activities refer mainly to transactions taking place within the organization to obtain the necessary inputs and deliver the products generated. Regulatory activities are activities intended, within a given standard framework, to provide management of the various elements making up the organization, and the way these interrelate with their surrounding environment.

Like any social process, the policy planning-implementation process is characterized by the complex of activities that give it its specific nature. This complex of activities has four stages: formulation, preparation for execution, execution and control-evaluation. These four stages can be separated for purposes of analysis, but in practice, they comprise continuous activities shaping interdependent processes, thereby giving the sense of continuity which should typify public sector action to orient the agricultural and rural welfare process.

This integrated view of planning and implementation is borne out in the conclusions of an IICA study on the agricultural planning process in twenty-three Latin American and Caribbean countries. The study showed that planning activities could be conveniently grouped into three stages: formulation, preparation for execution, and control/evaluation. Furthermore, studies of the implementation process revealed the need to link it to the planning process so that "government action" could be analyzed with respect to the guidance of agricultural development and rural welfare. This led in turn to classify the implementation process into three stages: preparation for execution, execution and control/evaluation.

The studies indicated that an ensemble of activities common to both the planning and implementation processes were seen as isolated factors. In order for public sector actions to be consistent and continuous, it is essential that they be viewed in an integrated fashion and take place within the stages of preparation for execution and control/evaluation. These two stages articulate formulation and execution, which in turn integrate the planning and implementation processes. This requires a joint action of the sectors, which has an effect on the traditional content and mode of operation of the processes. This articulation is not a mere conceptual arrangement, it is also defined in theoretical and practical terms and considered of vital importance to a positive change in the efficiency and effectiveness of public agencies concerned with the rural development process. The following figure



shows the relationship between the stages and the above-mentioned processes.

The integrated approach to the planning-implementation process gives each of the above-described stages a specific purpose.

Thus, the formulation stage consists basically of the generation of strategic and operating policies for tackling socioeconomic and political problems.

Preparation for execution consists of specifying measures of the policies that were formulated, defining and specifying measures for correcting conjunctural situations and implementing adjustments recommended in the control/evaluation stage and the corresponding assignment of resources and responsibilities, to implement specific actions.

The execution stage concentrates on providing the internal inputs necessary, and their transformation into goods and services. It also includes delivering these in the form of public sector action.

Finally, control/evaluation deals with monitoring, evaluation, and definition of corrective measures.

On the basis of the analysis of the planning-implementation process and considering the problems mentioned in the previous section, it was concluded that PROPLAN's action should be based on a redefinition of the traditional approaches to planning and implementing policy on agricultural development and rural welfare. The redefinition has to take account of the necessary interdependence between the different activities that define the processes, and the need to get away from essential elements of these processes in Latin America and the Caribbean in the last twenty years.

One element of the "traditional approach" is the doctrine which institutionalized planning in Latin America and the Caribbean, and the "administrative reforms" of the public sector which separated policy definition

(considered the task of a group of professionals called "planners") from policy implementation (a job handled mechanically by a bureaucratic apparatus). The other element is the view that planning is the exclusive activity of these planners, who see themselves as agents of social change, not giving its whole dimension to either the ideological stance of the power groups in charge of decision-making, or the interest of the groups affected by those decisions.

Thus, most of the efforts in planning focused on preparing an overly detailed "plan" (document or book) containing what they thought "should be". This proved not to be very viable socioeconomically or politically.

To define the work of planners as solely a question of defining policy is to restrict its scope to a few aspects of what has been described previously as the formulation stage. The result is that the work to be done by the remainder of the bureaucratic apparatus is limited to carrying out decisions adopted at the time the policy was defined, thus in turn restricting its scope to the single task of "executing". Thus, the traditional approach referred to, has resulted in the lack of coordination that shows up in practice between the definition of policies and the actions for implementing them, and which has had a negative effect on the efficiency and effectiveness of government action.

In addition, the coordination of policy definition and policy implementation highlights the importance that should be given to relations with the non-public sector, based on the degree of participation acceptable within the doctrinal framework of each government. The economic and political systems prevailing in Latin America and the Caribbean are such that the ability to coordinate development policy at its different levels with the non-public sectors and within the public sector itself is crucial to effective, efficient government action.

The consequent conclusion is that government action should be viewed

as a single process of planning-implementation, which comprises: problem analysis, stating the alternatives available, decision-making and execution. This concept provides an integrated (public/non-public sectors) and articulated (formulation/execution) view of the public sector action for orienting development.

It should be noted that this attitude implies a shift in emphasis in the content of the traditional concept of the planning process. PROPLAN's approach reduces the relative importance of the efforts that seek exclusively to rationalize strategic decisions. Rather, it emphasizes "action" and its iterative relation with strategic and operational decisions. It also means a needed concern of planners for specialists responsible for carrying out specific actions as well as for their relationships with other groups in the public sector holding decision-making authority and with those non-public groups affected by the decisions to be made. It also suggests that conceptual developments and technical planning and management instruments be oriented in response to the demands generated in carrying out these actions, so that the technology generated will meet these demands. An attempt is made to stress results and the processes involved in their generation (and the consequent involvement of those responsible for making and implementing decisions), rather than the intermediate products or the techniques used to generate these products.

3.2.2 The Directive System and the Guidance of the Planning-implementation Process.

PROPLAN's sphere of action is circumscribed by the directive system of the ensemble of public agencies primarily concerned with agricultural

development and the welfare of rural people. ^{13/} In this respect the ensemble of public agencies is considered as an open system. In other words, its components maintain a complex interaction with the system's environment. In this case, environment refers to the political and socioeconomic situation of the country in which the system acts and of which it forms a part.

The components of this system emerge from four groups of activities with specific goals, which give rise to subordinate systems of the main system: production, support, regulation, and direction. Although real differences exist between the subordinate systems, they lack meaning of their own, since their specific activities are derived from the comprehensive action of the main system, here expressed by policies on agricultural development and rural welfare.

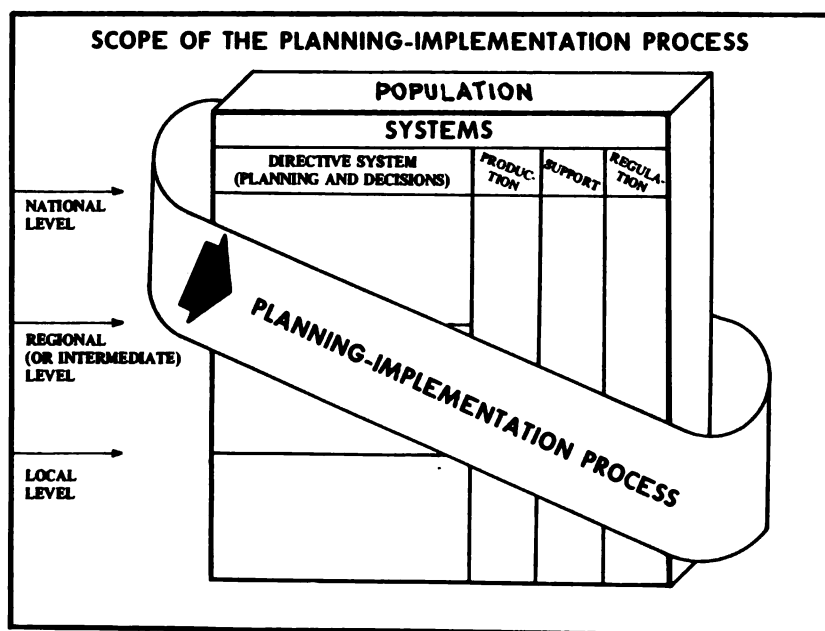
PROPLAN's approach sees the directive system with the goal of directing or guiding the actions of the main system as a whole. This implies managing the functions and performance of the subordinate systems. So the approach presented here emphasizes strengthening the directive system so as to have a comprehensive impact on the main system.

^{13/} This definition uses the systems approach as a theoretical tool for interpreting organization. There is an enormous body of literature on the systems approach applied to the theory of organization, but we shall refer here only to the most widespread of the concepts. For our purposes, then, the concept of systems refers to an organized ensemble of interrelated parts or components, working together to achieve a common objective, through an ensemble generated by specific processes, within the limits of the system. The parts or components of the system are those defined by other, less complex elements and are derived from an analysis of the functions to be carried out by the main system to achieve its objective. The definition of subordinate systems will depend on the reasons for analyzing the system. Thus, in some instances, the same system can be categorized in different ways.

Since the action of this system is manifested through the planning-implementation process of agricultural development and rural welfare policies, it has been determined that the strengthening action should target the mechanisms that actually direct or "guide" the process, that is, the so-called directive mechanisms.

The guidance of the planning-implementation process is done on the basis of two elements that determine the nature of its products. These are the policy analysis and decision-making processes, which determine the activities of the planning and decision-making systems, respectively, and are the reason why the directive system is seen as formed by the planning and decision-making systems. Their integration is more than a mere adding on: it involves the complex interrelationship between both systems.

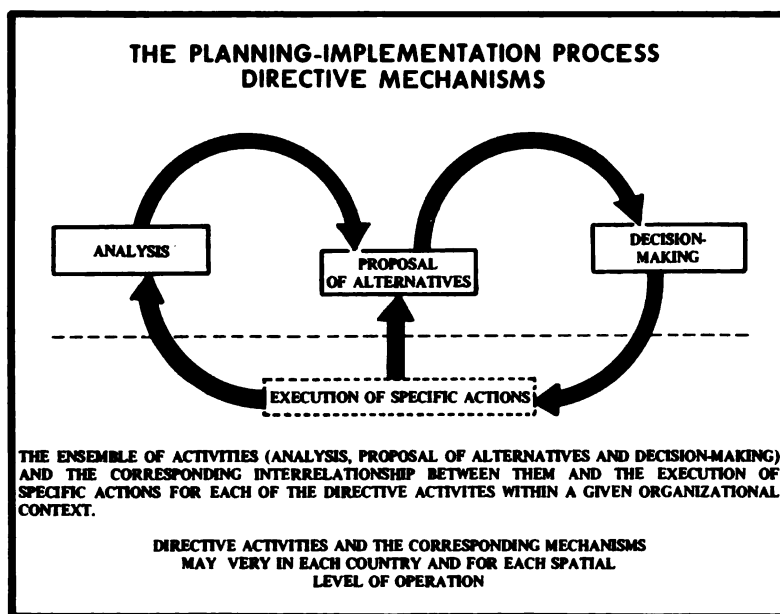
The following diagram charts the relationships between the above concepts, showing how the orientation of the agricultural development and rural welfare process is accomplished by means of the participation of all public agencies, within the planning-implementation process. In this context, guidance of the planning-implementation process pertains to the directive system.



To achieve its aim, the directive system works out a series of functions. These include: i) the characterization and interpretation of socioeconomic and political problems; ii) establishment of objectives and strategies; iii) definition of strategic and operational policies; iv) definition of the institutional organization; v) programming of specific actions and allocation of resources and responsibilities; vi) the coordination of inter-institutional efforts; vii) monitoring specific actions and behaviour of factors arising from the socioeconomic/political sphere; and viii) evaluation of accomplishments and their impact.

The directive system carries out these functions through various activities with features particular to each country. These may vary in accordance with the role and specific characteristics of each of the public sectors, and with each level of operations. Each directive activity implies analyzing (identification and interpretation of problems, formulation of alternatives to solve these problems), advising (proposal of alternative decisions), and decision-making. These lead to the accomplishment of specific actions.

This ensemble of activities (analyzing, advising and decision-making), the corresponding interrelationship between them and the execution within a given organizational context, comprise the mechanisms used by the directive system for the guidance of the planning-implementation process. The following diagram gives a breakdown of the total picture.



Thus PROPLAN's approach seeks to strengthen the directive machinery of the planning-implementation process at these different levels of coverage and thus promote greater efficiency and effectiveness of the public agencies in Latin America and the Caribbean generating the goods and services required for agricultural development and rural welfare.

3.2.3 The Relationship between the Public Sector and the Rural Population for the Guidance of the Planning-implementation Process

Although the previously mentioned strengthening actions are aimed at all the levels of coverage (national, regional and local) at which the public agencies operate, the approach described also implies a strategy which emphasizes integrating directive mechanisms at regional, or intermediate and local levels with the corresponding mechanisms of wider coverage, resulting in considerable improvement in the effectiveness and efficiency of public

sector action in the rural milieu.

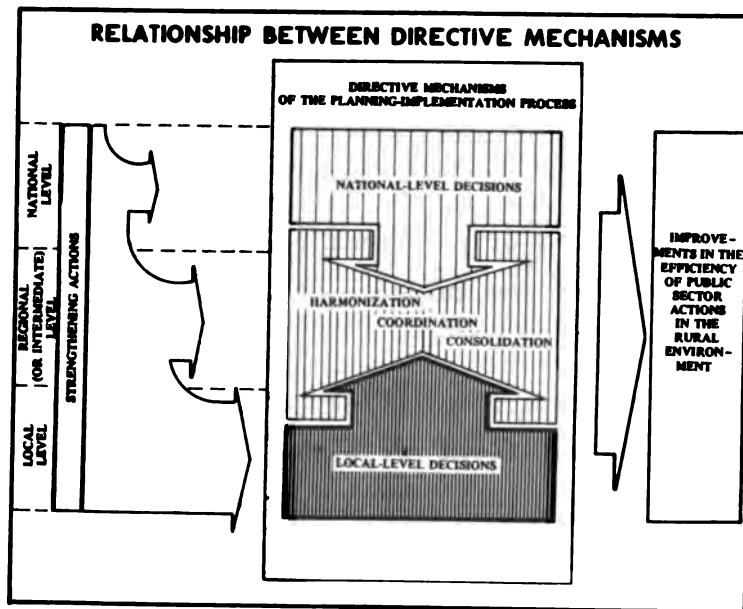
The strategy outlined assumes that the demands of the target population concerning rural development are generated at the local level. By emphasizing strengthening activities at this level, active rural participation can be enlisted in the guidance of the planning-implementation process, thus enhancing the chances of improving substantially public sector performance.

This is why action within this context must be oriented toward strengthening mechanisms to guarantee that problem interpretation, proposal of alternative/actions, decision-making, and the implementation of all these result from the interaction between public agencies and rural organizations. Only in this way can appropriate solutions be found, produced as the result of the new dynamics caused by these interactions. Social controls can thus be built into a directive system which generally tends to be rather technocratic in style, because of its governmental nature. Leaders of the rural organizations and employees of the public sector will be able to develop mechanisms which will result in their own re-education within the new socioeconomic-political dynamics thus generated.

This suggests the need to develop more joint efforts with technical staff responsible for carrying out specific actions. Also, it indicates a concern for their relationships with groups in the public sector that hold decision-making power, and with those non-public groups affected by these decisions. It should be stressed that corrections in the weaknesses of the one way, top to bottom, vertical nature of the organizational structure so widespread in Latin America can not be achieved by merely reversing the flow of the decision-making process. In fact, the approach described sees basic differences in the role played by the directive system at the different levels at which it operates.

Thus, the strategy of emphasizing the strengthening of the directive

mechanisms at the local level; as outlined above, will produce an upward flow of decisions which will have to be harmonized with the downward flow of guidelines produced at the national level. The upward and downward flows will be compatible if an intermediate operational level of the directive system is established emphasizing harmonizing, coordination and consolidation. The following figure shows the relationship between the directive mechanisms at the different levels of operation.



Finally, it should be noted that although this approach assumes that the directive mechanisms operate at three levels of coverage -- local, regional, and national -- this was done in the interest of covering the greatest possible degree of complexity. It is acknowledged, however, that intermediate directive mechanisms need not necessarily occur as some form of regional organization, since this will depend on the characteristics of each country.

3.3 The Subject Areas of PROPLAN's Work

In implementing strategy for strengthening the mechanisms of the directive system, PROPLAN's experiences together with the help of national technicians have helped in the identification of certain areas of work ranging from basic to specific topics comprising PROPLAN's action within its sphere of competence.

3.3.1 Basic Subject Areas

Basic areas serve as a frame of reference for specific areas, and include comprehensive aspects of the guidance of the planning-implementation process.

Thus, PROPLAN's work on these main subject areas seeks to contribute to keeping IICA's actions in this field conceptually and methodologically consistent. Following, in descending order of coverage, are these Basic Subject Areas:

- the planning-implementation process for agricultural development and rural welfare policies, as integrator of the

public sector action and its articulation with the non-public sector.

- The directive system, responsible for the guidance of the planning-implementation process for agricultural development and rural welfare policies.
- The process of policy analysis as technical support for strategic and operational decisions in planning-implementation for agricultural development and rural welfare policies.
- The information system, as supportive element in the guidance of planning-implementation for agricultural development and rural welfare policies.

3.3.2 Specific Subject Areas

The theoretical-practical support for defining specific subject areas is provided by the directive mechanisms, identified in the member countries as subject areas where IICA's action is requested. Thus, the purpose of these specific subjects is to determine precisely which methodologies will enable support to the task of strengthening the public agencies' directive mechanisms; at their various administrative-geographical levels (local, regional or national). These subjects have been specified in terms of groups of activities with their own particular features occurring in the operation of the directive mechanisms:

- Describing and interpreting political and socioeconomic problems as they relate to agricultural development and the welfare of the rural population.
- Identifying the actual performance of the public sector and its capability to formulate and implement programs for agricultural development and rural welfare.
- Defining strategic and operational policies.
- Preparing development programs and projects.

- Identification, preparation and prioritization of projects.
- Preparation of operational plans and programs
- Program and project management
- Design of institutional organization
- Design of inter-institutional coordination mechanisms
- Design of systems for monitoring and evaluation of accomplishments and their impact.

3.4 PROPLAN's Operational Format

In line with IICA's organizational structure, PROPLAN's responsibilities under the Office of Multizonal Projects are twofold. First: helping to develop a sub-system aiming to strengthen IICA's technical expertise in PROPLAN's area of action. Second: the management of multizonal projects falling within its sphere of action. It should be stressed that, while these two aspects are complementary and fall under the same conceptual and methodological framework, each does have its specific features.

The first, based on the experience from the projects, aims to produce alternative approaches to orient IICA's cooperation with member countries in the guidance of the planning-implementation process of agricultural development and rural welfare policies. The second seeks to ensure that the multizonal projects in PROPLAN's sphere of action develop in accordance with the provisions of IICA's agreements, doctrine and institutional policy.

With respect to the two aspects mentioned above, PROPLAN's activities are developed according to the directive function it holds on the multizonal projects which fall under its responsibility. The purpose of this function is to ensure smooth-running relationships between the various components and resources of the projects, the proper and timely flow of inputs and the proper generation of products, in order to achieve the objectives of the projects and contribute to the IICA's backlog of technical expertise.

In line with the way the managerial activities for multizonal projects are classified^{14/}, PROPLAN's activities for directing its projects are twofold: First: the running or operation of the projects. Second: their performance. The one basically corresponds to the internal operations of the projects, and therefore tends to emphasize relations within PROPLAN and the insertion of this unit within IICA's directive mechanisms. The other, concerning performance, deals with PROPLAN's projects and how they relate to their technical-scientific context. This has to do with IICA's action in member countries and relations with other like organizations.

In line with the foregoing, PROPLAN exercises the directive functions through the following activities:

- Concerning the project operations:
 - . defining and revising operational strategy;
 - . defining and revising mechanisms for strategy implementation;
 - . planning activities and resource use;
 - . siting the projects, allocating resources; and
 - . coordinating and controlling implementation.

- Concerning the project performance:
 - . maintaining and operating a network for technical information and exchange of experiences;
 - . operating mechanisms for coordination with other IICA actions;
 - . disseminating and transferring project achievements; and
 - . analyzing determining factors in the environment of the projects.

Although these activities are differentiated, the achievement of project objectives and the generation of inputs for the technical subsystem

^{14/} See: Directing a Multizonal Project. Section 2.2.4, as per above.

is nonetheless viewed as a single proposition, in terms of the generation of appropriate technology within one sphere of action of the Institute. This requires the maintenance of conceptual and methodological unity as a means to develop an effective technical subsystem.

Two multizonal project are now underway under present PROPLAN operations: The Agricultural Planning and Policy Analysis Project (PROPLAN/AP), and the Management for Rural Development Project (PROPLAN/A).

Finally, as an illustration of how PROPLAN acts to achieve conceptual and methodological unity, a representative matrix is presented of the sphere of each project with relation to the subject areas covered by PROPLAN's work.

AREAS OF PROPLAN WORK	SPHERE OF PROPLAN/A	SPHERE OF PROPLAN/AP
<u>BASIC SUBJECTS</u>		
. The planning-implementation process for agricultural development and rural welfare policy.	X	
. The public sector's directive system.	X	X
. The process of policy analysis		X
. The information system for the guidance of the planning/ implementation process.	X	
<u>SPECIFIC SUBJECTS</u>		
. Describing and interpreting economic, social and political problems.	X	
. Identifying the actual performance of public sector and its capacity to formulate and implement programs.	X	
. Defining strategic and operational policies.		X
. Preparing development programs and projects.	X	X
. Identification, preparation and prioritization of projects.		X
. Preparing operational plans and programs.	X	X
. Program and project management.	X	
. Design of institutional organization.	X	
. Design of inter-institutional coordination mechanisms.	X	
. Design of systems for monitoring and evaluation of accomplishments and their impact.	X	X

4. THE MANAGEMENT FOR RURAL DEVELOPMENT PROJECT, PROPLAN/A*

An analysis of the public sector action in many Latin American and Caribbean countries to achieve the objectives of rural development indicates that one of the most serious obstacles to the development process is the limited capabilities of government to formulate and implement rural development programs and projects.

In order to overcome this problem, multiple efforts have been made by IICA and other international agencies to provide external cooperation, aimed at improving institutional capabilities for formulating carrying out rural development programs. However these efforts have generally been short-lived, dealt with very limited areas of action, and targeted public, centrally located agencies. Likewise, specific cases of cooperation through training have often involved academic education, with a high concentration of studies being pursued abroad. As a result, these forms of institutional strengthening have had limited impact. The countries resistance to adopting new institutional guidelines for the rural development process is often due to the fact that proposals are not appropriate for the conditions in which they are to be applied.

To cope with this general problem, IICA and the W. K. Kellogg Foundation decided to join efforts in the management for Rural Development Project. The fundamental purpose of this Project, known as PROPLAN/A, is to improve the effectiveness and efficiency of the public institutions of Latin America and the Caribbean generating goods and services for agricultural development, and improving the welfare of the rural population.

To these ends, the Project's strategy concentrates on strengthening

*Following the Spanish version of IICA's internal programming documents the project title can be literally translated as "The Institutional Strengthening Project on Planning and Management for Rural Development". Project title in this document refers to the original project proposal written in English.

the directive mechanisms ^{15/} used by the public sector for the guidance of the planning-implementation process for rural development policies in their different contexts (local, regional and national).

4.1. Nature and Scope of the Project

The PROPLAN/A Project operates within IICA's basic strategic framework ^{16/}, and aims at the three different levels to strengthen public agencies which focus on agricultural development and the welfare of the rural population. These agencies comprise the Project's institutional sphere of action.

PROPLAN/A is a project of institutional strengthening, and as such, it operates basically through reciprocal and participatory technical cooperation, the actions of which, in accordance with IICA's doctrinary framework, are the key element for self-sustained institutional development.

PROPLAN/A actions for institutional strengthening target the directive activities of the public sector agencies in which it works. These activities may vary according to the nature of each country's public sector, but in general, they fulfill the following directive functions: interpreting socioeconomic and political problems; establishing objectives and strategies; defining strategic and operational policies; defining the institutional organization; programming specific actions and assigning resources and responsibilities; conducting inter-institutional coordination; monitoring specific actions undertaken and the status of the factors that cause socioeconomic and political problems; and evaluating the impact and effect of public sector actions.

15/ See Chapter III. "The directive system and the guidance of the planning-implementation process". Section 3.2.2

16/ See Chapter I. "Institutional strengthening through participatory and reciprocal technical cooperation." Section 1.2

On this basis, the systems approach ^{17/}used by PROPLAN/A limits its actions to the directive systems of all the public sector organizations whose primary objectives are agricultural development and the welfare of the rural population.

Project actions within this framework do not take place in isolation, but rather are linked to the planning-implementation process targeted by this Project. PROPLAN/A bases its concrete actions on the principles, standards and methodologies used in the fields of development planning and development administration. These fields are considered ideally suited to finding solutions that will have an impact on the capability of the public sector to formulate and implement rural development programs and projects.

4.2. Project Objectives

Three types of objectives were identified for guiding the Project's activities:

General Objective. To strengthen public institutions in Latin America and the Caribbean related to rural development in their efforts to establish and respond to the needs of low-income rural populations.

Specific Objectives. To increase the efficiency and effectiveness of the public institutions generating goods and services for rural development by improving their directive mechanisms.

Intermediate Objectives.

- a. To elicit the active commitment of public institutions for rural development, through resources and institutional policy geared toward improving their directive mechanisms, as a basic means to

^{17/} See footnote 12. Section 3.2.2.

achieving the objectives of agricultural development and the welfare of the rural population.

- b. To equip public institutions for rural development to carry out the self-sustained improvement of their performance and organizational capabilities in carrying on the processes of planning and implementing rural development policies.
- c. To equip public, local, regional, and national rural development institutions to successfully implement directive instruments for improving their organizational capabilities.
- d. To help public institutions for rural development establish appropriate institutional linkages with users organizations and consumers of public services in the rural milieu.
- e. To establish a hemispheric information network for identifying, adapting and disseminating experiences and knowledge on matters of development planning and development administration in the rural sphere.

4.3. Project Strategy

The sphere of action of the PROPLAN/A multizonal project strategy stresses the strengthening of directive mechanisms at the regional, intermediate and local levels, incorporating them into corresponding mechanisms at the national level. A key consideration of the strategy is that directive mechanisms at the different levels must interpret the problems of the rural environment, and propose, define, and implement appropriate solutions through the interaction between public agencies and the organizations of actual and potential beneficiaries

Another important aspect of the Project strategy is that actions for

institutional strengthening can take place in support of any of the activities of the planning-implementation process. Thus, it is not necessary for PROPLAN/A activities to enter at the formulation stage. Nevertheless, one of its most important objectives is to see that microregional and regional rural development programs are formulated, as these are essential to fully consistent integration of public sector action.

4.4. Implementation of Strategy

PROPLAN/A strategy adheres to the same operational format as IICA's other multizonal projects, as described in Chapter II.

Implementation of PROPLAN/A strategy is based on three features. The first has to do with country/hemispheric interaction. At project-level, action is threefold: basic studies and research, training and direct technical support.

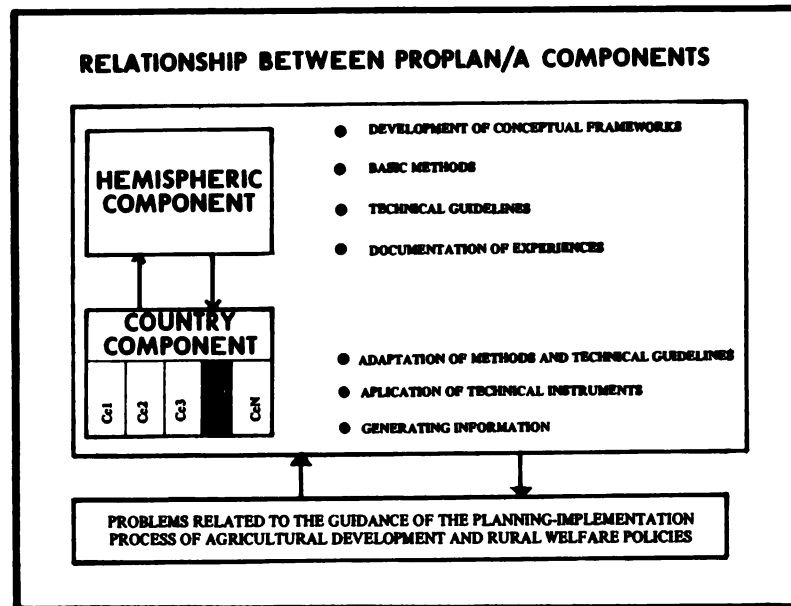
Secondly, this interaction corresponds to a kind of technical cooperation based on "transfer by doing" and "learn by doing". These methods stress participation and reciprocity (the basis of IICA's institution strengthening strategy).

The third basic feature of project implementation concerns the relationships between the project technical groups working out at the Institute's Headquarter and those who are in the IICA Offices in the countries. In the multizonal context, even though these groups are located in different place, they are part of a joint effort.

The country/hemispheric relationship is a basic characteristic of the multizonal projects. In the case of PROPLAN/A, the hemispheric-component is oriented towards developing conceptual frameworks, technical guidelines and basic methodologies, as well as documenting concrete experiences. The

country components deal with the adaptation and application of these technical instruments and generating data to improve them. The interrelatedness of the two components determines that information is used to document experiences for eventual application through other country-components or joint actions at IICA offices in other member countries.

The following diagram schematizes the relationship between the two components.

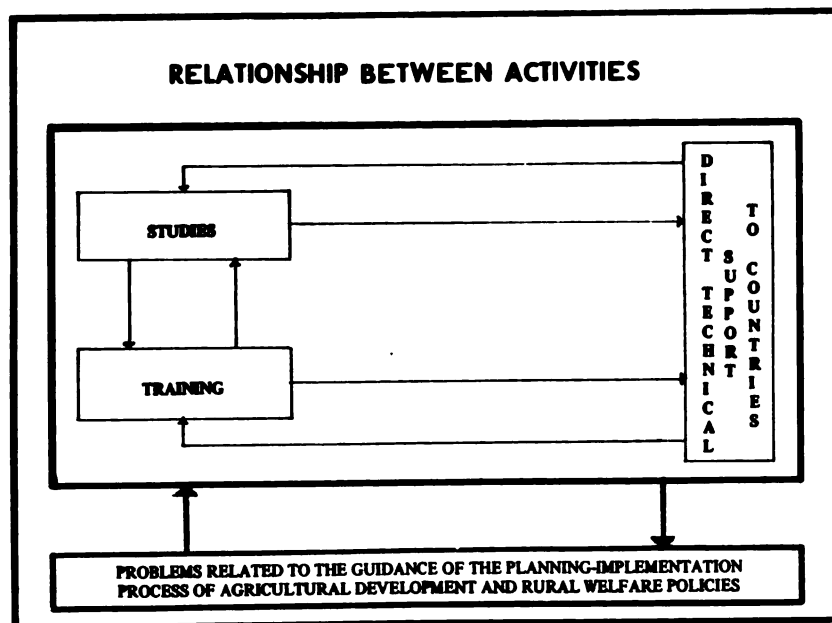


To attain its objectives, the Project develops three kinds of activities for each subject area: basic studies, training and direct technical support.

Direct technical support activities shape and determine the other two kinds of activities, since the Project is subject to the needs for support based on specific problems identified and as requested by the countries. These are not conjunctural requests they are based on specific problems already identified.

The research and studies generate or spread knowledge for the purpose of training and technical support, with feedback from these experiences.

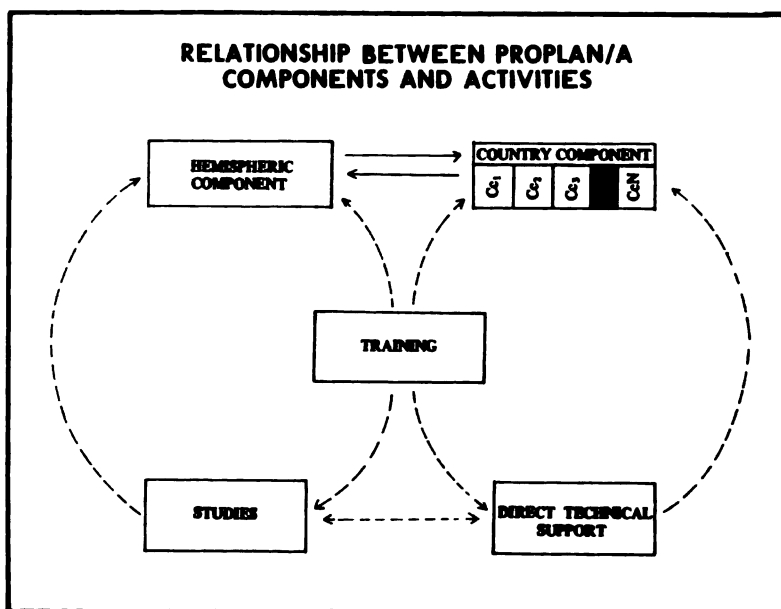
Lastly, training activities serve as a bridge between generating and transferring knowledge or experiences. The following table shows the basic interrelationship between these three types of activities.



The basic assumption when organizing Project operations is that along with direct technical support and training activities carried out in the countries, basic studies and training must be done in the context of the hemispheric-component for the development of conceptual and methodological elements. These elements are designed to serve as inputs for action in the countries; hemispheric-component activities, are thus oriented in terms of the special features of this action.

As to the direct technical support and training undertaken in countries, these must generate information to be gathered and systematized by study activities of the hemispheric-component in the countries. This is so as to improve or redesign the conceptual framework and methodologies and to document the experience gained and incorporate it with the backlog of technical expertise in the context of the hemispheric-component. In turn, these actions, generate inputs for other training activities at the hemispheric level and for new direct technical support activities in the c countries.

The following diagram illustrates the relation between the types of activities and the components of PROPLAN/A.



As mentioned, PROPLAN/A is implemented by the cooperation mode of institutional strengthening through participatory and reciprocal cooperation.

Direct technical support of project activities is based on the "transfer-by-doing" method. This means direct participation with national technical people and national institutions working in its sphere, for the purpose of promoting permanent national capabilities. Likewise, Project training activities are done in accordance with the "learn -by-doing" mode, focusing on problems encountered during direct technical support activities.

This cooperation method, linked to acting on concrete situations

through joint efforts with counterpart technical people, tends to produce results and experiences likely to be adapted and replicated in similar situations (thereby facilitating the process of institutionalization necessary for performance improvement and the development of self-sustained capabilities in the countries in formulating and carrying out programs).

A large part of the managerial activities of PROPLAN/A's lies in implementing this strategy. Indeed, the major responsibility in managing this kind of Project is to provide proper coordination of the technical groups in developing the activities peculiar to each, whilst maintaining the consistency of the operational method within a conceptual and methodological unity.

It should be noted that PROPLAN/A has, in addition to filling its own objectives, an external aspect that generates inputs for the technical subsystem involved in its subject area. In this sense, the Project is not a simple event in time but also an instrument for strengthening the IICA institutional technical subsystem related to planning and management for rural development.

4.5 Hemispheric-component of PROPLAN/A

As indicated in the foregoing Section, the hemispheric-component of PROPLAN/A includes basic studies and also training activities relevant to the hemispheric context. Both these and country-component activities are carried through joint action of the Project technical groups based at IICA- headquarters and in the corresponding countries.

4.5.1 Basic Studies and Research

These activities are organized around the basic subject areas specific to the Project.

The first basic subject area concerns the planning-implementation process for agricultural and rural welfare policies. Studies in this area are focused on developing a conceptual framework to guide data gathering, analysis, and permanent interpretation of the nature and problems of the process.

The second basic subject area is referred to the guidance of the process of planning-implementation of agricultural development and rural welfare policies through the directive system. A third basic area involves the necessary information for the guidance of the whole system. Studies and research in these two areas are oriented as much towards the characterization of this system as to developing basic methodologies for analysis and designing appropriate mechanisms.

Studies and research activities in these basic areas dovetail with those in specific subject areas related to the development of methodologies and technical guidelines on specific aspects of public sector action in the rural development process. Some of these are:

- the diagnosis of socioeconomic conditions;
- the analysis of the public sector's performance and capability for the guidance of the planning-implementation process;
- the preparation of doctrinal framework to orient the development process;
- the preparation of rural development programs;
- the preparation of operational plans and programs for the public sector;
- the management of rural development programs and projects;
- the design of institutional organization;
- the design of inter-institutional mechanisms of coordination;
- the design of systems for monitoring and evaluation of accomplishments and their impact.

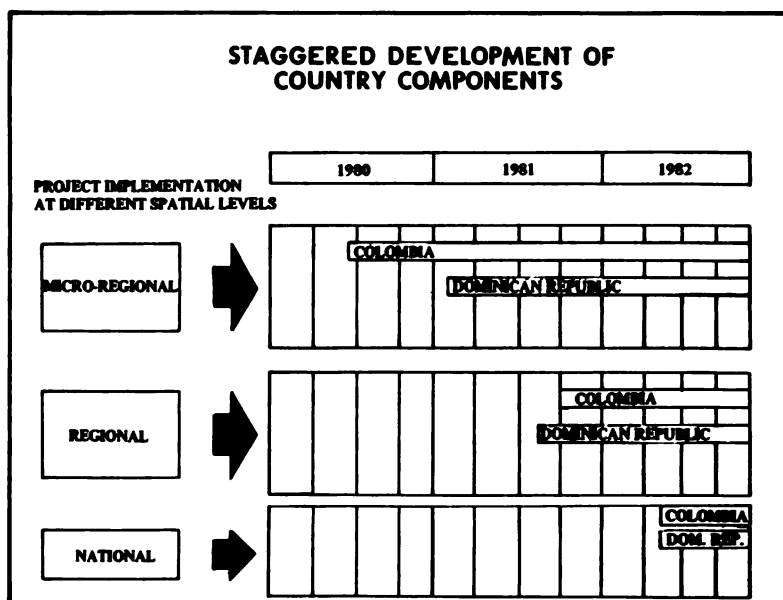
Basic studies activities are designed to develop documents on the conceptual and methodological aspects of each of these specific subject areas, that will illustrate how the methodologies were applied under the real conditions of each country. These materials form the basis of training and direct technical support activities.

4.5.2 Training Activities

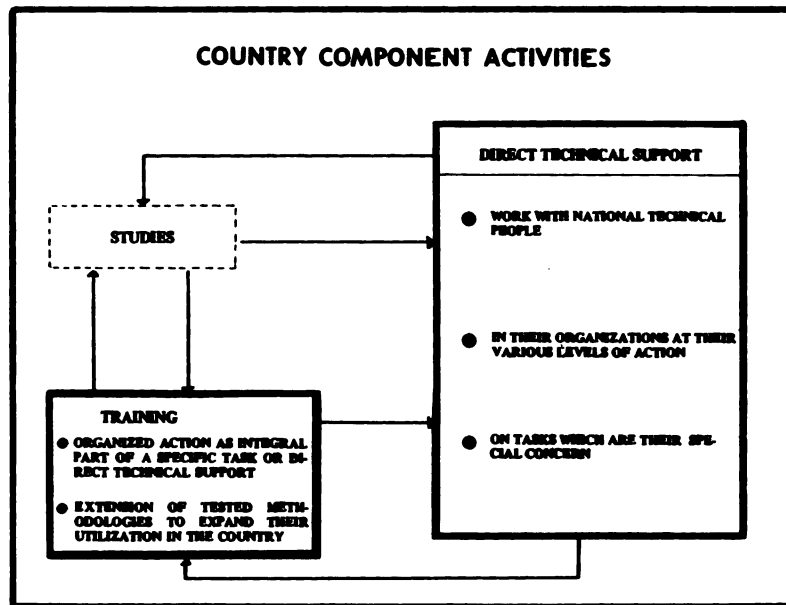
Training activities of the hemispheric component of PROPLAN/A are the major means of ensuring the spread and general interchange of knowledge and experiences on the subject areas of the Project and its accomplishments. Furthermore, these activities are a first step towards future cooperative action in the countries. As part of the working strategy of the Project, these activities successfully combine theoretical instruments with the study of experiences gained in their application.

4.6. Country-components of PROPLAN/A

PROPLAN/A has two country-components in operation: one in Colombia and the other in the Dominican Republic. Furthermore, outreach actions in other countries seek to develop new "country components". Project strategy staggers the development of these components in order to afford them with mutually enriching experiences.



As mentioned, a country-component includes two kinds of activities, e.g. direct technical support and training at the country level.



4.6.1 Training Activities

Training activities in the country-component are an integrated part of the support provided to various countries for specific matters. This activity takes place simultaneously with activities of direct technical support, and usually begins with the presentation of the technical instrument developed through activities of the hemispheric-component and the results

of its application in other countries. Next, the need and possibility for adapting the instruments for application in the country are discussed with the participants and tested in a simulated situation. Training activities later serve as a means of extending the use of the instrument.

This procedure summarizes the main training mode, developed through PROPLAN/A's actions and known as "learn-by doing". It works primarily through the implementation of practical exercises in direct technical support activities.

4.6.2 Direct Technical Support Activities

PROPLAN/A's direct technical support activities follow a "transfer-by-doing" mode, which involves working with national specialists in their institutions and within the working programs that have been established for them. As such, they do not presuppose the creation of new institutions or a modification of development programs established by the countries. The Project's sphere of action involves the directive mechanisms of the planning-implementation process, and therefore, direct technical support seeks to cooperate with the specialists in improving them. The changes that take place through the Project's action are therefore generated by the country's own mechanisms. In general, then, these activities seek to help make the actions of the target institutions more effective and efficient.

Direct technical support activities in the country-components begin by defining the problems encountered in the guidance of the planning-implementation process at the local or microregional level, that is, the problems associated with planning and program/project management at these levels. The problems identified were used to define the activities and tasks developed for introducing improvements into the mechanisms available for solving them.

Thus emerged the need to develop actions for improving the mechanisms

related to: i) verifying the socioeconomic problems, objectives, activities, and factors affecting programs and projects,

- ii) programming specific actions and the use of resources,
- iii) organization and inter-institutional coordination; and
- iv) information for monitoring the accomplishments of specific actions.

The improved mechanisms and instruments applied at the local level were analyzed and subjected to validation by regional and national authorities. Thus, the Project's strategy was put into practice, and mechanisms were adapted to integrate several microregions into one region, and several regions at the national level.

Although actions begin at the local level, they are oriented to give consistency to mechanisms at all levels, and the regional or intermediate level is seen as a harmonizer, coordinator and consolidator of the upward flow from the local level and the downward flow from the national level. Thus, all Project actions seem to reflect a conceptual integration of the planning-implementation process in the approaches, concepts and methodologies used in their processes to generate their products at the national, regional and local levels.

The table below describe how the emphasis of the work of the technical groups and entities that share in implementing these same activities.

ACTIVITIES OF DIFFERENT GROUPS RELATED TO PROPLAN/A

ACTIVITIES	OTHER GROUPS AND ENTITIES					
PARTICIPATION OF PROPLAN/A GROUPS	PARTICIPATE	EXCHANGE INFORMATION	GIVE OPINIONS			
<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="text-align: center;">ANALYSIS OF PROBLEM AT HAND</td> </tr> <tr> <td style="text-align: center;">C.G. C-L.G.</td> </tr> </table>	ANALYSIS OF PROBLEM AT HAND	C.G. C-L.G.	←	<ul style="list-style-type: none"> • NATIONAL TECHNICAL PEOPLE 	<ul style="list-style-type: none"> • OTHER AGENCIES 	<ul style="list-style-type: none"> • ADVISORY GROUP
ANALYSIS OF PROBLEM AT HAND						
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C.G. CENTRAL GROUP
C-L.G. COUNTRY-LEVEL GROUP

5. COUNTRY-COMPONENT OF THE PROPLAN/A MULTIZONAL PROJECT: THE COLOMBIAN EXPERIENCE

5.1 Background

The public sector in Colombia is among the most developed and well organized in all the Latin American and Caribbean countries. In addition, this sector is among the most institutionalized in terms of its general approach, which is based on a strategy of integrated rural development.

The principal governmental program underway in Colombia targeting small-scale peasants is the Integrated Rural Development Program (DRI), which benefits more than 800.000 peasants in 370 Municipalities from 17 of 23 Departments into which the country is divided. It has a budget of US\$670 million for the 1977/85 period, from external and national resources, and is currently in Phase Two of its operations.

The characteristics and scope of the Integrated Rural Development Program, DRI, are presented in greater detail in the Appendix. The Programs' General Directorate and its Regional Offices in the Departments where actions take place, with the added participation of over 20 Public Institutions are responsible for developing basic infrastructure and services for agricultural production and for the rural population.

Although the DRI Program has been responsible for establishing flexible mechanisms, primarily for improving inter-institutional coordination and better community participation, on-going evaluations have revealed the need to strengthen these mechanisms.

Faced with this real need, as well as the interest of the Programs's

General Directorate in reinforcing its work in this field, the IICA Office in Colombia focused its cooperation on the DRI Program through the Colombia component of the PROPLAN/A Project. The terms of this cooperation are described below.

First, some background information should be examined. The actions of IICA's Office in Colombia in the area of planning and administration for rural development began in 1969, in a joint effort with the Inter-American Development Bank (IDB) for a training program in preparing and evaluating agricultural projects.

In response to the interest expressed by the public institutions of the Colombian agricultural sector to improve project management skills, IICA signed an agreement of technical cooperation in 1978 with the Colombian Agricultural Institute (ICA), for developing project management models in the Technology-Transfer Districts (DTT) of Pamplona and Sur-Huila. The cooperation involved joint efforts between IICA's Office in Colombia and the Hemispheric Project Management Program.

In November 1978, the "First Seminar on Rural Development Project Management" was held in Bogota with the participation of several sectoral institutions, through the Project Management Program. Participants in this event identified critical areas of project management at the local level. At the same time, it was found that one of the most urgent needs of the responsible institutions was the development of appropriate methods for project management.

In addition, the Colombian Ministry of Agriculture expressed its interest in carrying out joint actions with IICA for strengthening its sectoral planning skills. To this end, IICA signed an agreement with the Ministry for strengthening its skills in the area of policy analysis and for involving it in the identification, prioritization, management and evaluation of programs and projects for the agricultural sector. The

institutional systems of the Agricultural Sector Planning Office (OPSA) and the planning offices of the entities responsible for priority areas of the National Integration Plan (PIN), were targeted for these actions. The entities were: the Colombian Agricultural Institute (ICA), the National Institute of Natural Resources and Environment (INDERENA), the Agricultural Marketing Institute (IDEMA) and the Institute of Meteorology, Hydrology and Land Rehabilitation (HIMAT).

5.2. The PROPLAN/A Project in Colombia

When the actions of IICA's Project Management Program concluded in late 1979, the Institute decided to collect the experiences gained through these hemispheric and country-wide actions and integrate them with other efforts carried out earlier in the area of planning, especially with the more recent experiences of the Agricultural Policy Planning and Analysis Project PROPLAN/AP and the Project Management Program.

As a result of the joint action of IICA's Office in Colombia and PROPLAN, the experience gained was made full use of, and the Colombian component of the PROPLAN/A multizonal project established. Technical cooperation via this country-component was formalized through an agreement signed by the Head of the National Planning Department and the Institute. Specifically, the purpose of the agreement was to strengthen the activities for the guidance of the planning-implementation process of rural development policy in the three spatial contexts (national, regional and microregional) through actions supporting the directive system (planning and decision-making of the DRI Program).

5.3. Objectives of the PROPLAN/A Colombian Component

The following objectives were drawn up in line with the general terms of the PROPLAN/A Project and within the context of the Integrated Rural

Development Program:

- General Objective

To strengthen the planning and management system of the Integrated Rural Development Program (DRI).

- Specific Objective

To equip the DRI Program and the institutions implementing it to operate an efficient and effective planning and management system for rural development at the national, department and district levels.

- Secondary Objectives

a. To elicit the commitment of the DRI General Office and the institutions implementing the Program's Production Component upgrade the Program's planning and management skills at the different operational levels.

b. To design a planning and management system, based on currently used methods, which can be applied to the Production Component of the DRI Program and to each of the Program's executive units.

c. To provide training to the institutions and beneficiaries of the project in matters relating to the planning and management of rural development.

d. To design appropriate instruments for ensuring the self-sustained development of institutional skills in planning and management for rural development.

Thus, within an area-based strategy, the project's actions seek to strengthen mechanisms that will facilitate the interpretation of the problems of the rural environment, as well as to propose, define and implement appropriate solutions to these problems through the interaction of public agencies with the organizations of the rural population.

5.4. Strategy of the Component PROPLAN/A Colombia

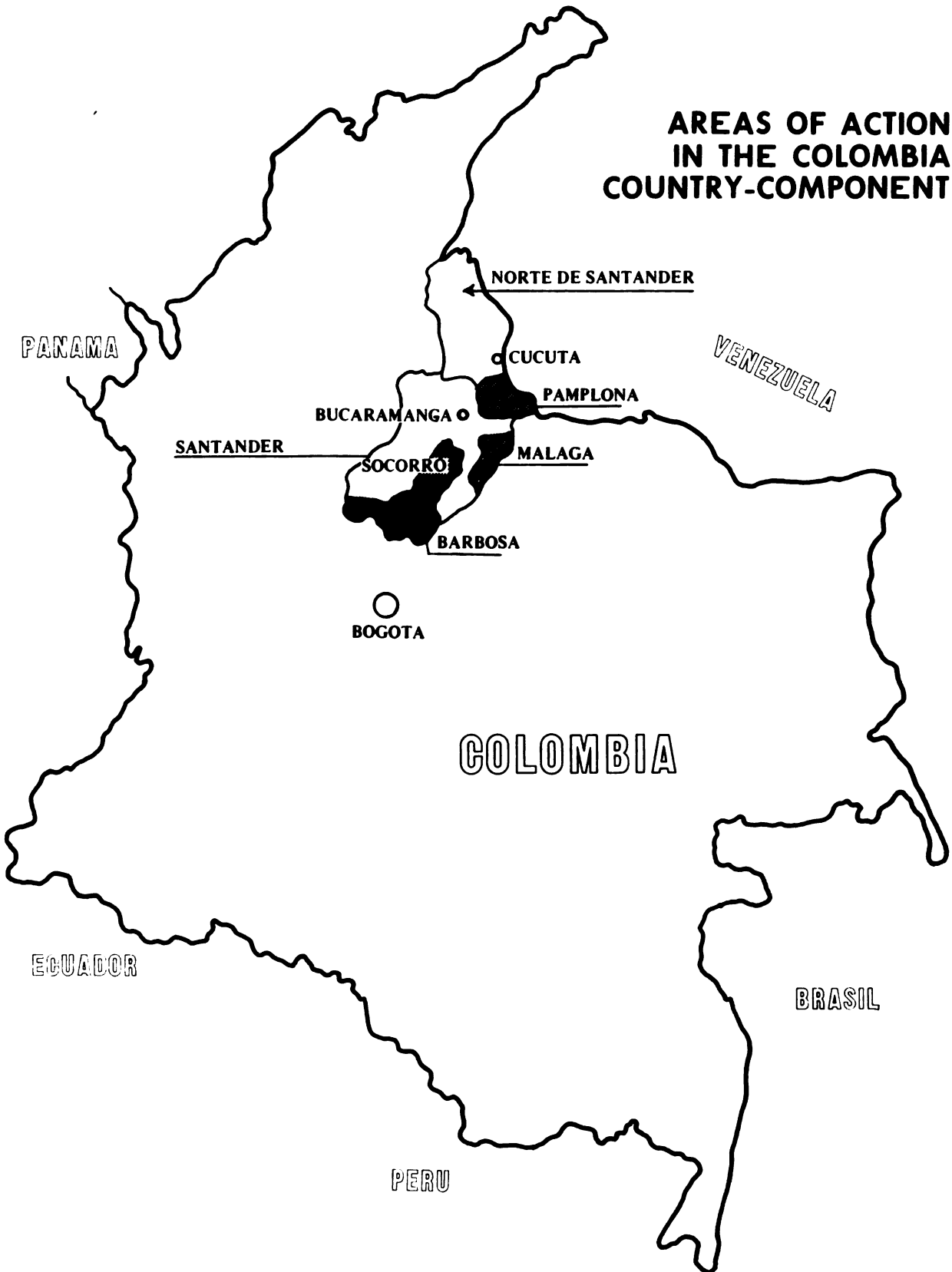
The strategy of the PROPLAN/A multizonal project in its Colombia-Component was built on the foundation of the progress made and experience gained by IICA's Office in Colombia. Thus, early papers refer to program and project management based on the adaptation and application of instruments for project review, programming the use of resources, setting up inter-institutional organization and coordination, and monitoring actions. Later, conceptual and methodological elements for prospective and operational planning generated through PROPLAN 's hemispheric-component were incorporated gradually and progressively, after being adapted to specific conditions in Colombia. This procedure sought to incorporate planning and implementation into a single integrated and continuous process.

This strategy is implemented with the operational format used by the multizonal projects; that is, it focuses on training and direct technical support activities in the Project's countries, based on input from studies on conceptual and methodological matters generated by its hemispheric-component. Specialists from the Project's Central and Country-groups work together with national specialists in all these activities.

Direct technical support is developed through joint efforts with representatives from the institutions, to test and adjust selected methodologies and instruments (transfer-by-doing approach). It should be noted that this work also follows the guidelines established by the DRI Program for each of the executive agencies of its production component.

Training activities use ongoing training, or the "learn - by - doing" mode; specific joint activities involve a heavy dose of practical exercises conducted with national specialists. This format always begins with the presentation of methodologies developed by the hemispheric-component, followed by examples of its application, specific actions for adapting it to

AREAS OF ACTION IN THE COLOMBIA COUNTRY-COMPONENT



the conditions of the DRI Districts, and follows with experimental testing in situations simulated by national specialists.

The following areas of attention were established for the Project's development: comprehensive and partial diagnoses, definition of a microregional policy of rural development, preparation of development programs, projects identification and formulation, preparation of operational programs, on-going evaluation, organization and for managing information and monitoring.

In addition, the Project's general strategy (also because the DRI Program was already underway in some Departamentos) determined that PROPLAN/A's efforts in this Program could develop in any of the above mentioned areas of attention, and that these did not necessarily have to begin with the diagnostic phase.

During the First Stage, action focused on the local or microregional level (DRI District), for later expansion to the regional (Department) and national levels. Departments selected as possible working areas were: Santander, Sucre, Norte de Santander and Huila.

Modification of the original strategy was limited to the geographic coverage where proposed methodologies and instruments were to be applied. This was a result of the DRI General Directorate's suggestion that Project actions involve only Departments incorporated for Phase II of the DRI Program. It was felt that it should be easier to work in zones where methods generated during Phase I of the Program had not yet been applied.

The Department of Norte de Santander, where integrated rural development actions had begun in late 1980, was selected as the first working front, under the regional coordination of DRI/DNP-Santander. The Project's initial actions were limited to the DRI-Pamplona District and had to adjust to the timetables set by the DRI General Directorate.

In light of the results obtained in the DRI District-Pamplona, the DRI General Directorate requested that support actions be expanded to Department of Cesar, and the District of Malaga in the Department of Santander, where the methodologies tested could be expanded and improved. It should be noted that, although the DRI District-Malaga was in Phase I of the DRI Program, it was decided that support to it could be considered a strategic activity, in that it would help determine the viability of working in the more advanced DRI Program areas, that is, those in Phase II of the Program. Results have supported this hypothesis.

An agreement was made with the DRI General Directorate to focus 1982 Project actions in three Districts of the Department of Santander: Malaga, Socorro, and Barbosa *. This would lead to a strengthening of the directive mechanisms at the microregional level (District), then to the consolidation of these directive mechanisms with those at the regional level (Department), related to operational planning; institutional coordination and monitoring of accomplishments; and finally, their projection at the national level.

In regards to the Department of Norte de Santander, it was decided that action would be continued only in the DRI District - Pamplona, because of the progress achieved in the different stages of the planning - implementation process in that District. It will now serve as a pilot experience for developing actions at the microregional level.

5.5. Nature and Dynamics of the Format Used for Developing the PROPLAN/A Colombian-component at the Microregional Level

This section describes in some detail the activities developed for designing and applying a program and project management system through the "learn - by - doing" and "transfer - by - doing" process that is expanded to include matters of strategic and operational planning and that makes overall Program actions consistent.

* See map on following page.

5.5.1 The guidance of the Implementation Process. Project Management^{17/}

At first, problems related to agricultural sector project management in general, and to the pertinent entities in particular, were identified. Then, agencial conceptual framework was developed for designing a project management system for the microregional level of the Colombian Agricultural Institute (DTT-ICA).

Participating in this process were specialists of the Colombian Agricultural Institute (ICA) working at the local, regional and national levels, representatives of the users of ICA services, and representatives of the entities involved with ICA's action at the microregional level.

Initial actions sought to prepare the specialists to work as a team. To these ends, the following took place:

- An introductory seminar based on motivational and organization development techniques, for generating both a comprehensive view of the problem and the commitment of the participants to develop a coordinated effort.
- Seminars for identifying the problems of rural development project management at the microregional level.

As a result of these efforts, task forces of ICA specialists were created for developing activities for each of the following areas of project management:

- Reviewing project objectives and strategy;
- Planning specific actions and the use of resources;
- Inter-institutional organization and coordination;
- Managing information and monitoring.

These actions were first developed experimentally in order to adapt the methods

17/

IICA, Project Management Program. "Guía para el Manejo de Proyectos". San José, Costa Rica. 1979.

designed by the hemispheric-component to the conditions of an ICA-DTT, with an eye to pursuing a more generalized application at a later date.

a. Program or project review

Projects should be reviewed before implementation, even in advanced stages, to determine whether their original design takes into consideration the changes that may possibly have occurred between the time they were formulated and when they were implemented. In addition, efforts should be made to determine whether they include the elements necessary for implementation, such as clarity and consistency of objectives, goals, allocation of time and resources, activities to be carried out, sequence,; timeliness and anticipated results, specific responsibilities to be carried out, and a well-defined information system for monitoring.

The Operational Management Summary (Resumen Operativo Gerencial-ROG) ^{18/} is a tool used for presenting a comprehensive, clear and quantified vision of the objectives and goals pursued, and the activities and resources available for achieving them. It was used in this review for improving the possibilities of effective project implementation and for establishing the bases for this evaluation. Problems identified are used as input and organized in a system of priorities which was established with the participation of representatives of the executive entities and beneficiaries, who contribute their different approaches and perceptions of the problem.

In addition, an analysis was made of forces favoring or blocking development in an attempt to distinguish between problems which can be controlled and those which cannot (force-field analysis). This aided in the adoption of a strategy for defining the different levels of project objectives and their corresponding indicators and conditioning factors.

^{18/} The "ROG" is a modified version of the "Logical Framework". See IICA Project Management Program, "Resumen Operativo Gerencial, Fascículo 2." San José, Costa Rica. 1979

b. Programming specific actions and the use of resources ^{19/}

This comes under the Implementation Plan, which includes programming events, their anticipated results and respective deadlines. In addition, their duration is established (specifying starting and final dates), as is the task-responsibility table that clearly indicates the different specific actions to be taken out and the participants assigned responsibilities such as carrying out a task, participating in it, supervising it, or keeping informed.

The task force that worked on programming and the use of resources used the "ROG" as its basic input, and included additional detailed information on the problems identified and on the performance and capabilities of the institutions involved for action.

c. Inter-institutional organization and coordination ^{20/}

Activities in the area focused on designing a proposed model for the technical administrative structure for the DTT-ICA, ^{21/} taking into consideration organic-functional matters and inter-institutional coordination, and the relationships with beneficiaries. These activities developed in response to the programming of specific actions and the use of resources, the system for managing information and monitoring, and the relationships that were identified between the ICA and the other agencies for carrying out their activities. In other words, the design was oriented towards implementation of a strategy, not the reverse.

19/ Ibid., "Programación de actividades y uso de recursos, Fascículo 5". San José, Costa Rica, 1979.

20/ Ibid., "Organización y coordinación institucional, Fascículo 3". San José, Costa Rica, 1979.

21/ ICA-IICA "Organización Técnica Administrativa y Funciones". Miscellaneous Publication No. 82, Pamplona-Colombia, 1980.

Another task-force was created for this purpose with representatives from the local, regional and national levels. An organizational diagnosis was made of ICA and the other District-level (microregional) entities. Information was gathered in Pamplona and in other Districts.

d. Monitoring and management information system. ^{22/}

Activities in this area focused at the District level and included the definition of the needs for management information, devising record-keeping and other mechanisms for effectively monitoring specific actions and tasks performed, so that adjustments can be made in time and to better fulfill Program goals. The system provides fast, relevant information to the Director of the DTT, for better decision-making and meeting the information needs of the higher levels (regional and national offices), with the frequency and conditions established by the decision makers. ^{23/}

A task force was created with representatives from the local, regional and national levels to analyze methodologies and instruments currently in use at the ICA, vis-á-vis information for monitoring. The analysis covered the information needs of the different organizational levels, the institutions' commitments to generating information for users outside of the ICA, and the information needed for systematic monitoring of ICA's actions at the microregional level.

Upon the conclusion of this experimental phase, a management system was designed and tested according to the four items described above. It was presented for the consideration of regional and national ICA authorities at a seminar-workshop where the proposal was analyzed and adjusted to include

22/ IICA, Project Management Program, "Sistema de seguimiento e información gerencial. Fascículo No. 7". San José, Costa Rica, 1979.

23/ ICA-IICA. "Distrito de Transferencia de Tecnología-Pamplona, Sistema de información y seguimiento." Miscellaneous publication No. 285, Pamplona, Colombia, 1980.

the recommendations of authorized officials, before implementation. 24/, 25/

5.5.2 The guidance of the planning-implementation process: strategic and operational planning and its relationship to program and project management.

The starting-point for boosting the efficiency and effectiveness of the public institutions guiding the Integrated Rural Development Program was an integrated view of "governmental action."

The first step was to study the rural development policies of the Colombian government, and the next to define and interpret the socioeconomic conditions present at the District level, through a microregional diagnosis. With these two instruments, together with a comprehensive analysis of public sector capability for action in this sphere, it became possible to define guidelines for actions at the District level.

Using the functions which directive systems ought, in principle, to fulfill as a guide, the role of the District-level directive system was defined. This led to the identification of mechanisms needing strengthening, and then to the design of the appropriate project identification and management system.

Bearing in mind the importance of people's participation in developing methodologies, planning and implementing action (as part of the planning-implementation process), great care was taken to ascertain just what determined people's participation within the DRI context.

It should be noted that strengthening the tangible elements of the directive mechanisms in Colombia means making recognized improvements in

24/ "Segundo Seminario sobre Manejo de Proyectos de Desarrollo Rural". Serie Informes de Conferencias, Cursos y Reuniones No. 199, Bucaramanga, Colombia, 1980.

25/ "Análisis del Sistema de Manejo de Proyectos aplicado en el Distrito Pamplona". Publicación Miscelánea No. ZA/C32 (109). Bogotá, Colombia, 1981.

the instruments available to the DRI Program's directive system for developing its activities, in comparison with those in effect prior to the involvement of PROPLAN/A.

In addition, there was an ongoing concern to improve existing tools and to create others to complement them. Cooperative actions undertaken to improve these instruments used the "learn-by-doing" and "transfer-by-doing" approaches, which were fundamental elements for designing methods and generating required products. They are considered the best means for channelling the principles and concepts of development planning and development administration, which are the foundation for PROPLAN/A project actions.

The DRI Program's directive system develops activities to:

- i. define geographic working areas;
- ii. design development plans and programs;
- iii. identify, prepare and give priority to projects; prepare operational plans and programs;
- iv. prepare institutional working programs;
- v. design, implement and operate coordinating mechanisms;
- vi. design, implement and operate management information systems; and
- vii. prepare on-going evaluations.

On the basis of these activities, and taking into consideration that certain products had to be generated before the deadline for defining the 1981 DRI Program budget, actions focused on:

- a. Microregional selection.
- b. Microregional diagnosis.
- c. District Orienting Framework.
- d. District Rural Development Program.

- e. District Annual Operational Program.
- f. Institutional Organization and Coordination.

Particular interest was placed on analyzing and improving existing instruments, and on developing and adapting methodologies in areas where the generation of other products was emphasized, like the Microregional Diagnosis, the Orienting Framework, and the District Rural Development Program.

Following is a description of each of these areas:

a. Microregional selection.

This involves selecting Municipalities and Veredas (territorial divisions where DRI Program actions take place), based on criteria established by the DRI General Directorate and through the decisions of the Departmental and District Committee. This was performed by specialists from executive entities of the DRI Program at the regional and microregional levels, with support from specialists working with PROPLAN/A. ^{26/}

b. Microregional diagnosis. ^{27/}

This action refers to the use of the "Vereda Form," which summarizes the socioeconomic indicators at the Vereda level. Previously, this instrument was mainly used for selecting the Veredas that would be incorporated into the DRI Program.

Information obtained from the Vereda forms was collected and processed in order to define and interpret the socioeconomic problems and

26/ DRI-IICA. "Identificación y priorización de áreas para el Programa DRI, Departamento Norte de Santander," Cúcuta, Colombia. February, 1980

27/ DRI-IICA. "Diagnóstico Microregional del Distrito DRI-Pamplona-Norte de Santander," Pamplona, Colombia, March 1981.

the development potential at the microregional level. The statement of problems and potential is the basic element for planning development. At the same time, additional information was gathered by interviewing qualified informants to complement the information obtained.

The following steps were followed for carrying out the Microregional Diagnosis:

- Specialists from the regional and microregional levels of the DRI Program's executive entities in the Pamplona District were identified for participation in the efforts (DNP/DRI, Agrarian Bank, CECORA, SENA, INDERENA, ICA).
- Next, these specialists were requested to provide information on the nature and scope of the DRI Program, its objectives, budget, and other features.
- A seminar on Organizational Development was held for identifying and analyzing key variables affecting the relationships between individuals and group and their effectiveness in organizations (transactional analysis); and for finding the appropriate means for achieving the objectives (assertiveness analysis). Task forces were created and team work promoted.
- Training courses were developed to present and discuss the development of a conceptual framework of the planning-implementation process at the District level; to train personnel to use techniques for selecting areas (microregional selection); and to prepare the diagnosis. To this end, the techniques and instruments already in effect in the DRI Program were used as a basis and expanded with Project input. The methodologies were adapted to the specific conditions of the DRI Districts.
- Finally, inter-institutional and interdisciplinary groups were

formed for carrying out the Microregional Selection and Diagnosis. Project personnel provided direct technical support activities for this purpose, primarily on using the instruments for collecting and analyzing information and preparing the respective documents.

The following instruments and mechanisms were among those used: surveys, consultation meeting with the population at the Vereda and municipal levels, district coordination meetings, and research on operations for increasing the information available on pertinent aspects emerging during the process.

A methodology was generated for preparing the diagnosis, based on the results of the process as a whole and adjustments made in the techniques and instruments in use. The methodology was applied at the pilot level in another DRI District (Department of Cesar), in order to add to the amount of experience available before institutionalizing the methodology at the national level of the DRI Program.

c. Another important point was awareness that an Orienting Framework^{28/} was needed for establishing objectives, strategies, priorities and goals of medium-term actions at the microregional level.

The orienting framework defines strategic areas of action for development in the microregion, and was used as the basis for preparing rural development programs and projects at the microregional level, for what concerned the Production, Social and Infrastructure Components of the DRI Program.

A task force was created with the DRI Regional Office for preparing the Orienting Framework. It included representatives of the executive

28/ DRI-IICA. "Marco de Referencia para la Formulación y Ejecución del Programa DRI en el Distrito de Pamplona - Norte de Santander," Cúcuta, Colombia, February 1981.

entities and beneficiaries and worked to analyze and define:

- i) Program objectives at the microregional level;
- ii) Strategy of action;
- iii) Overall and specific priorities;
- iv) The Program's geographic coverage;
- v) Program course; and
- vi) Basic programming criteria.

A workshop using different techniques for enhancing team work, like nominal group techniques, force-field analysis, brainstorming, etc., had an important impact on the development of the work. As a result, the microregional diagnosis was validated, principal problems and priorities for rural development in the microregion identified, and the alternatives generated for solving these problems with the resources available. This led to the definition of the different components of the Orienting Framework prepared as a joint effort by the DRI Regional Office and Project specialists (direct technical support actions).

The methodology used for preparing the Orienting Framework was later used in the DRI-Malaga District, after pertinent adjustments had been made thus, a tested and adjusted methodology exists for application in other Districts and at the regional level.

d, The District Rural Development Program ^{29/} involves the preparation of per product plans for the Production component, and specific projects for the Infrastructure and Social Components of the DRI Program. The following format was used for carrying out this work:

- Training was provided to all the specialists of the executive entities of the DRI District involving discussions of conceptual

29/ DRI - IICA. "Distrito DRI Pamplona - Norte de Santander. Componente Producción. Programación 1981- 1985." Pamplona, Colombia, 1981.

and methodological matters. Concrete exercises were carried out for adapting these to specific situations in the Districts.

- Specific activities identified the technological inventory markets. Research on operations was for this purpose. Task forces were created with representatives from the DRI Regional Office, the executive entities of the Program's Production component and the beneficiaries.
- Direct technical support dealt, for the most part, with introducing and adapting methodologies for use in preparing production plans for specific products. The "Production plan" is the instrument that integrated actions pertaining to credit, research, technology transfer, marketing, peasant's organizations and training. It makes possible the establishment of the objectives, goals, indicators and support resources necessary for carrying out these plans.

When the specific plans and projects were complete, they could be consolidated into a medium-term "ROG," which was presented to the district after adjustments recommended by this Committee had been incorporated, the DRI Regional Office presented the District Rural Development Program to the DRI Department Committee for its approval.

Adjustments were also made in the methodology, based on a test conducted in the Pamplona District, after which the methodology was expanded into the DRI - Malaga District, with an eye to its later expansion to other Districts at the regional level.

e. The District Annual Operational Program^{30/} contains the necessary elements for implementing the District level Rural Development Program, and specifies the activities to be developed and the allocation of resources and

^{30/} DRI-IICA. "Distrito DRI-Pamplona - Norte de Santander, Componente Producción, Programa Operativo 1981", Pamplona, Colombia. March, 1981.

responsibilities for each of the executive entities participating in the DRI Program. This activity was carried out with the project management instrument for "Programming specific actions and the use of resources".

District Rural Development Programs and the overall amount of resources assigned to the area for 1981 were taken as the foundation for annual programming. Actions began with a training event to present and discuss conceptual and methodological aspects of the work with representatives from the DRI Regional Office and specialists from the Program's executive entities.

In order to prepare the 1981 Annual Operational Program and to determine the specific actions to be carried out by the different executive entities considered in the overall programming (District Program), task forces were set up and consultation meetings held with the District Technical Committee, for analyzing the technical aspects and making the corresponding adjustments.

f. Institutional Organization and Coordination ^{31/} To better organize and strengthen the mechanisms of interinstitutional coordination, and increase the participation of beneficiaries, several recommendations were proposed, which complement actions taken to date and make important contributions to the 1982 work program of the Santander Department.

5.6. Activities and Principal Products of the Component PROPLAN/A-Colombia

The following table illustrates the major results and chief elements of PROPLAN/A's participation, through the Country-level and Central Groups, in developing methodologies and helping to generate the products.

^{31/} DRI-IICA. "Modelo tentativo para la Coordinación Interinstitucional del Programa DRI, en el Departamento Norte de Santander". (First draft), Bogotá, Colombia, May, 1981.

GENERAL PRODUCTS	PARTICIPATION			
	GENERATING THE PRODUCT		DEVELOPING METHODOLOGIES	
	COUNTRY-LEVEL GROUP	CENTRAL GROUP	COUNTRY-LEVEL GROUP	CENTRAL GROUP
- Microregional selection	- Selection of municipalities and veredas based on criteria established by the DRI Program General Office and upon the decisions of the District and Department Committees	- Participation in the Departmental Committee Meeting		
- Microregional diagnosis	- Use of the "vereda form" and collection of complementary information - Definition and interpretation of problems and development potential at the microregional level - Preparation of the microregional diagnostic document for the DRI - Pamplona District	- Preparation of the Orienting Framework for DRI - Pamplona District	- Participating in: - Preparing the methodology for the microregional diagnosis - Improving the "vereda form"	- Definition of conceptual and methodological matters - Recommendations for adjusting the "vereda form" - Participation in adjusting the methodology for the diagnosis
- Orienting Framework	- Preparation of the Orienting Framework for the DRI - Pamplona District	- Preparation of the Orienting Framework for the DRI - Pamplona District	- Definition of contents and scope - Preparation of the methodology for developing the Orienting Framework in other DRI Districts	- Preparation of the preliminary methodology based on PROPLAN's Conceptual Framework
- District Rural Development Program	- Preparation of the Microregional Plan for the DRI Program's production component and for specific projects, including detailed plans for each of the executive institutions, their activities, time-tables, and responsibilities for research, technology transfer, credit, marketing, organization and training		- Adaptation of the methodologies to specific conditions of the DRI Program	- Elements contributed: - PROPLAN's Conceptual Framework - Guide and pamphlets on Project Management - Document on the Planning-implementation process at the microregional level
- District Annual Operational Program	- Use of the Orienting Framework and the District Rural Development Program as a basis for establishing the essential elements needed for implementing the DRI Program in each of the executive entities and the DRI Regional Office, specifying activities to be developed and the corresponding assignment of resources and responsibilities		- Adjustment of the methodology and procedures used for this purpose by the Program	- Document: "Proceso de Planificación Operativa".
- Institutional Organization and Coordination			- Preparation of the document: "Un modelo tentativo para la coordinación interinstitucional de Programas DRI, en el Departamento de Santander".	

5.7. Perspectives on the Colombian Experience

First of all, it should be mentioned that the progress achieved and experiences gained through the Colombian component of the PROPLAN/A Project have led to methodologies and instruments tested and adjusted for use in other microregions in 1982.

Consequently, training actions and direct technical support will be expanded to the DRI Districts of Malaga, Socorro and Barbosa in the Department of Santander, thus increasing the geographic scope of the project. As a result, conditions have been established for developing operational planning instruments and methodologies at the regional level. This will provide a basis for integrating regional-level actions with actions developed at local and national levels.

Joint efforts have been planned with the General Directorate of the DRI Program to institutionalize the methodologies tested and evaluated. This would involve expanding the methodology for microregional diagnosis to the entire DRI Programs, and designing and implementing a system for managing information and monitoring the Production, Infrastructure, and Social Components of the Program. General implementation and operation can take place by 1983.

Significant progress was made. This, and the Project's decision to concentrate first on local levels and then on regional and national levels, helped the DRI Program in Colombia, with PROPLAN's support, to generate instruments needed to strengthen the directive mechanisms for guiding the planning-implementation process of the policies implemented by the DRI Program.

The work in Colombia will surely continue to be an important source of data and a central topic of studies of the hemispheric component of PROPLAN/A. This component strives to develop and improve the conceptual frameworks and theoretical-methodological instruments for integrating the various efforts.

The salient characteristics of PROPLAN/A's approach include: the integration of experiences; the innovative nature of the instruments and approach to the planning-implementation process; the development of an environment that stimulates learning; the techniques used for transferring expertise which are developed in tandem with the institutions; the design of methodologies and their utilization in the generation of products as a joint effort with the staff members who must apply them.

In summary, the experiences described herein have been successful in integrating theory and practice in the ongoing search for solutions adapted or adaptable to specific conditions. This provides an important perspective for expanding the work underway in Colombia itself, and in other Latin American and Caribbean countries, especially those that have similar problems and have been developing major programs and projects for agricultural development and the welfare of the rural population.

6. GENERAL OBSERVATIONS

Earlier chapters have described PROPLAN/A's approach and format in a Multizonal Project implemented by the Planning and Project Management Division, as part of IICA's Multizonal Projects. The approach and format were illustrated with the case of the PROPLAN/A country component in Colombia where it worked on institutional strengthening with the Integrated Rural Development Program (DRI Program). The studies, training and direct technical support activities carried out through PROPLAN/A in Colombia made it possible to adapt and develop instruments for planning and program/project management. These are currently in operation in Colombia and in the process of being institutionalized in the national agencies. DRI Program authorities have manifested their interest in extending these instruments to other geographical areas of their Program, indicating that the PROPLAN/A project was successful in its objective of institutional strengthening. Thus, Project results show that both its approach and format were suitable for generating appropriate techniques for improving rural development planning and program/project management.

The outlook for PROPLAN/A's work in Colombia is conditioned by certain features of the DRI Program which (aside from the important social and political significance of the Program) affect its operations. The Program is directly responsible to the National Planning Department and has a budget specifically earmarked for implementation through agreements with 13 institutions. This makes it possible to assign resources for specific activities, and affects its operational format accordingly.

PROPLAN/A's action in Colombia takes place at an important moment in the course of the DRI Program, that is, at the beginning of Phase 2. Territorial coverage, the amount of human and financial resources available, and the size of the targeted population are all being expanded significantly.

PROPLAN/A, through its hemispheric component and this first country

component, thus became a catalyst for IICA's experiences and conceptual and methodological development in the area of planning and project management. PROPLAN/A channels these products through participatory dialogue to enhance the work of the DRI General Office in the Departments of Santander, Norte de Santander and Cesar.

Thus, technical, participatory and reciprocal cooperation within the Project takes shape through the generation of mechanisms and instruments for improving the efficiency and effectiveness of the work of national officials. Emphasis is placed primarily on the processes required to generate desired products. This is done by designing the actions to be developed and selecting the appropriate techniques for encouraging and improving conditions favoring team work through interaction between those responsible for making decisions and those implementing them. The project does not supplant the efforts of the country or agencies responsible for the Program, but rather works with them to fulfill its objectives.

In reference to the Project's function as a catalyst, the following points are considered to have made PROPLAN/A's approach valid and useful:

- i. the dynamic relationship between theory and practice, that is, the continuous meshing of concepts developed and experience, for the purpose of designing methodologies, and their use in generating products through joint and shared efforts with national functionaries in their institutions and in the field of action itself;
- ii. the usefulness of the basic conceptual frameworks as elements which "orient" the series of instruments and products generated;
- iii. the dovetailing of generation of information; generation of product, and product in line with specific conditions in the countries. This is done through training via the "learn by doing" approach, in addition to direct technical support;

- iv. the development of instruments at the local level, within the general context but shaped by real needs and limitations. This favors the subsequent design of corresponding instruments for the intermediate, regional level, integrating them comprehensively and systematically with the conceptual and operational instruments;
- v. the principle of an initial experience to generate instruments for direct use in the Program's planning and management, which can, at the same time, be used as training material in other areas.

The following were important factors in achieving Project goals in terms of the above mode:

- i. DRI Program leadership support of the Project;
- ii. the dedication and experience of officials at the DRI Department level, which proved essential to the effective use of PROPLAN/A action for Program purposes;
- iii. the dedication and efforts of the national officials in charge of the various program activities;
- iv. the joint, shared work done by PROPLAN/A technical groups in the country and hemispheric components;
- v. the use of preparatory techniques for motivating participants, and of others for enhancing team work.

Some important results of the approach and the factors that facilitate it were:

- i. the experiences generated in the country itself were gathered and then developed, improved or adapted through techniques designed to obtain products better suited to the particular conditions of the DRI Program;
- ii. these experiences will make it possible to replicate these actions

- and help develop appropriate technology;
- iii. the conditions and mechanisms of inter-institutional coordination have been strengthened, thus fortifying the basis of the planning-implementation process for multisectoral programs;
 - iv. the value of ensuring the timely and active participation of the population in direct interaction with agencies of the public sector was clearly demonstrated.

The participation of the population was of great importance, both for defining problems and potential, and for establishing priorities of action. In addition, in practice, conditions proved suitable for strengthening ties between the agencies of the public sector and the population; and for increasing the understanding that the commitment to fulfill shared objectives was shared by all.

In summary, and based on the experience as a whole, we can say that in order for technology transfer to be appropriate, it should first be adapted or even developed to fit particular and specific conditions. This is perhaps PROPLAN/A's most important contribution and may be the factor that contributed most to the usefulness of its products. It was necessary first to analyse concrete situations, evaluate instruments in use, promote conceptual and methodological development, and then design the different instruments as needed. All of this resulted in simple and easily used methods and techniques, which were thus easily accepted by the national officials, who recognized their usefulness for their daily work.

The working strategy brought national officials together with IICA specialists for direct field work in collaboration with the rural population. This strengthened the personal relationship among all the Programs's agents, and, more importantly, made it possible to design more realistic programs and projects, better able to respond appropriately to the real needs of the rural

population, promoting their commitment to implementing action to achieve objectives they themselves had pinpointed.

PROPLAN/A's success as a multizonal project is clearly the results of its multizonal actions. It should be stressed that:

- i. interaction between the hemispheric and the country components through studies, training and direct technical support activities made it possible to successfully develop conceptual and methodological frameworks, later used for preparing relevant instruments;
- ii. the relationship between the hemispheric and country components has proved essential. The participation of specialists from the Central Group in activities in Colombia involved them directly in the actions of the country component. Specialists from the country component helped to generate methodologies and develop conceptual frameworks, thus participating in actions of the hemispheric component;
- iii. training activities were held not only for disseminating and exchanging information and experiences, but were closely related to direct technical support activities, through work with national specialists in their institutions and at the different levels of operation. Training therefore served not as an objective in itself, but rather as one product of the process;
- iv. the institutionalization of procedures and the use of simple and easily applied techniques will enable the institutions to train their own incoming personnel, so staff turnover will no longer represent a major loss to the institution in terms of knowledge, technology and experience;
- v. finally, it is important that these experiences could be adapted to

suit corresponding needs in other countries.

In summary, the design and structure of the products generated demonstrate an integrated use of the concepts, techniques and instruments of planning and administration. In addition, the officials using them are aware of the integrated nature of the planning-implementation process. Thus, national institutions now have new instruments for identifying managing programs and projects at the local level that complement and are integrated conceptually with regional, intermediate and national instruments. Furthermore, officials responsible for implementing actions have flexible and useful instruments for guiding their work, and those responsible for monitoring and evaluation now have the necessary resources.

Much remains to be learned and developed, but results obtained to date reveal that definite possibilities exist for improving the efficiency and effectiveness of the directive systems of the entities responsible for agricultural development and the welfare of the rural population. International agencies have great responsibilities in this effort. They should work directly in the field, complementing national efforts, at the same time fulfilling the crucial function of generating appropriate technology and documenting their experiences.

APPENDIX I

INTEGRATED RURAL DEVELOPMENT PROGRAM-COLOMBIA

I. BACKGROUND

The agricultural sector has always been one of the major concerns of Colombia's development plans. Each plan has identified various problems of the sector, to which various solutions have been proposed.

But since the sixties, development plans have shown greater interest in the sector. Policy concerning the "traditional subsector" (small-scale producers) were initially based on what and how much was contributed to the gross national product. Later plans looked at the question from the standpoint of problem-solving, and how this might augment productivity.

- The 1960-69 Ten-Year Development Plan identified "low productivity and stagnation of the farm sector". Low productivity was attributed to land ownership structures, typified by the mini-latifundio dichotomy.

As a result, agrarian reform was established. This covered not only land redistribution, but also a gamut of complementary moves to promote development at the farm family level.

- The 1970-74 "Four Strategies" Plan attempted to mobilize the surplus farm labor force for other sectors of the economy to increase both income and productivity.

- The 1975-1978 "closing the Gap" Plan and the 1979-1982 National Integration Plan (PIN) focused on rural economics, especially the economic rationality of the small farmer who contributes a large proportion of the raw materials and food for direct consumption.

Because of their dynamic nature, economic and social conditions have now varied. The market economy meets nearly the full demand for

agricultural products. The rural economy is increasingly part of the market. Rural unemployment and emigration have multiplied. Food prices are still rising, and the sector continues to be the prime generator of foreign currency, generating a great deal of employment and contributing a good share of total production.

1.1 Rural development policy in Colombia. The concept of integrated rural development is based on the collective experience of various program and projects aimed at improving the rural economy, such as:

The Farmers Settlement Program - "Programa de Asentamientos Campesinos" - of the Colombian Agrarian Reform Institute (INCORA), which contributed valuable experience in the field of rural administration.

The Rural Development Projects - "Proyectos de Desarrollo Rural" - of the Instituto Colombiano Agropecuario, Colombian Agricultural Institute (ICA) to provide technology to producers by combining credit with extensión;

The Educational Rural Development Centers - "Concentraciones Escolares de Desarrollo Rural" - under the leadership of the educational sector, attempt to support rural production through State Social Services (Ministry of Education and Health). And lastly, the "Rural Vocational Promotional Programs" (PPPR), now called "Mobile Rural Programs" (PMR) of the National Teaching Service (SENA).

Characteristically, these programs have concentrated on a specific activity. Thus the "Concentraciones Escolares de Desarrollo Rural" centered on the educational sector, considering education the key to rural development and the root of underdevelopment. ICA's rural development projects expressed the idea that the development process will be generated by technology.

The experience gained and results obtained, together with the growing need to increase food supplies in Colombia, gave rise to the National Food and Nutrition Plan (PAN), designed to favour the poorest half of the population. Within the Plan, the Integrated Rural Development

Plan (DRI) appears as a new strategy for developing the traditional farm subsector. It was felt the Program could operate most successfully in areas with a certain productive potential. It attempts to coordinate all public investment and governmental action in terms of development priorities.

2. ORIGIN OF THE INTEGRATED RURAL DEVELOPMENT PROGRAM

There are many technical, economic and social reasons why the complex of traditional enterprises and farms cannot realistically be expected to all move into the market economy. So obviously in a farm policy aimed at lowering the prices of food for mass consumption, generating foreign currency and increasing production action concerning the traditional rural subsector is bound to play a very important part in general development strategy.

Farms in Colombia under 20 ha. (the largest with which the Program works) represent 978,000 farms, which is 83 percent of the total farms in the country and includes the bulk of the rural population. ^{1/}

In addition, the heavy concentration of rural people on hill lands, and the problem of appropriate farm mechanization on this kind of terrain, have helped to produce labor-intensive setups.

As to generating employment in agriculture, livestock and other sectors, the rural economy subsector in 1976 produced 831,000 jobs, or a total of 55.3 percent of all people working in the rural sector.

Unquestionably, the rural subsector plays an essential part in the production of staple foods. In 1976 it generated 65 percent of the production of these mass consumer items. ^{2/}

A great many official agencies are working in rural development. Most are competent, with good technical people.

1/ Plan de Integración Nacional 1979-1982; National Planning Division, Colombia, Vol.1.

2/ Ibid.

And yet, progress in these areas of greater poverty has been very slow. Often this is due to the heavily vertical structure of the agencies, the lack of authority delegated at the regional level, budget uncertainties and a lack of interagency coordination at the central and regional level.

The foregoing considerations were important in the Colombian Government's examination of past governmental efforts to cope with the rural situation... (isolated inputs in the form of access roads, research, credit and technical assistance). The Government then devised the "closing the Gap" economic and social development plan, which gave priority to "PAN" as a central component of its social programs, to approach the food and nutrition problem in an integrated way.

The Integrated Rural Development Program (DRI) was conceived as one of the basic instruments for "PAN". It proposed to achieve substantial increases of food production by the traditional sector using traditional agriculture.

The Program was designed as a strategy to attempt to bring together the cumulative experience of the various State Plans for the rural sector. It coordinates Government efforts and services through directing public investment to finance services, and integrates agency action in terms of the need to develop small farmer productivity.

Consideration was also given to the intrinsic rationality of rural economy production systems, their productive potential and the importance of this sector to food production in terms of achieving the Colombian Government's general policy objectives (raising production and productivity, real income, employment and general welfare of the rural sector).

2.1 Program Objectives

DRI program objectives are clearly stated by the Government in the last two Economic and Social Development plans the "Close the Gap" Plan which proposed and gave rise to Phase I of the DRI Program, and the "National Integration Plan", which gave consistency and continuity to Phase II. DRI pursues the following objectives. ^{3/}

- a. To increase campesino incomes.
- b. To increase agricultural production, primarily of mass-consumed foods. The food items targeted by the National Food and Nutrition Plan are: beans, peas, corn, wheat, potatoes, cassava and plantains. The DRI also calls for an increase in meat production (beef, small animals, swine, etc.), to supplement the agricultural production of the small-scale farmer.
- c. To modernize the ties of campesino farmers to markets in an effort to improve prices received by farmers and reduce prices paid by consumers.
- d. To create new sources of productive employment for campesinos.
- e. To improve the access of the campesino population to markets and services by constructing roadways.
- f. To improve the standard of living of the campesino population by providing basic services (health, education and electricity), supporting the implementation of PAN in DRI areas.
- g. To promote community organization and participation for encouraging self-sustained development.

^{3/} Programa de Desarrollo Rural Integrado. Normas Generales sobre la Organización del Programa de Desarrollo Rural Integrado. Dirección General del Programa. Corrected, revised edition by DRI National Committee Meeting of 31 October, 1979. P. 6.

3. DRI PROGRAM BENEFICIARIES

The DRI Program classified beneficiaries into the following categories:

- Potential. The small producer, excluding coffee planters, located in areas having: large concentrations of rural people, traditional agriculture, little access to modern technology and basic services, and yet with a good chance for significantly boosting productivity in the short run.

The individual beneficiary must not have a net worth exceeding US \$ 28,000. The area he farms (any type of tenure) cannot exceed 20 ha. This activity must generate at least 70 percent of his income.

- Direct. The direct beneficiary is one who meets all the above requirements and therefore receives credit and technical assistance.

- Indirect. The small, rural producer, located in the Program area and receiving some benefits from the program's components.

4. PROGRAM COVERAGE

During 1976-1985, the DRI Program will be acting in 17 departments. It will have an approximate coverage of 800.000 ha. in 3.800 villages and will provide 157.000 families with direct Program benefits. In addition, 628.000 families will benefit indirectly from actions seeking to serve the basic needs of rural families. This will involve investments amounting to US \$ 500 million.

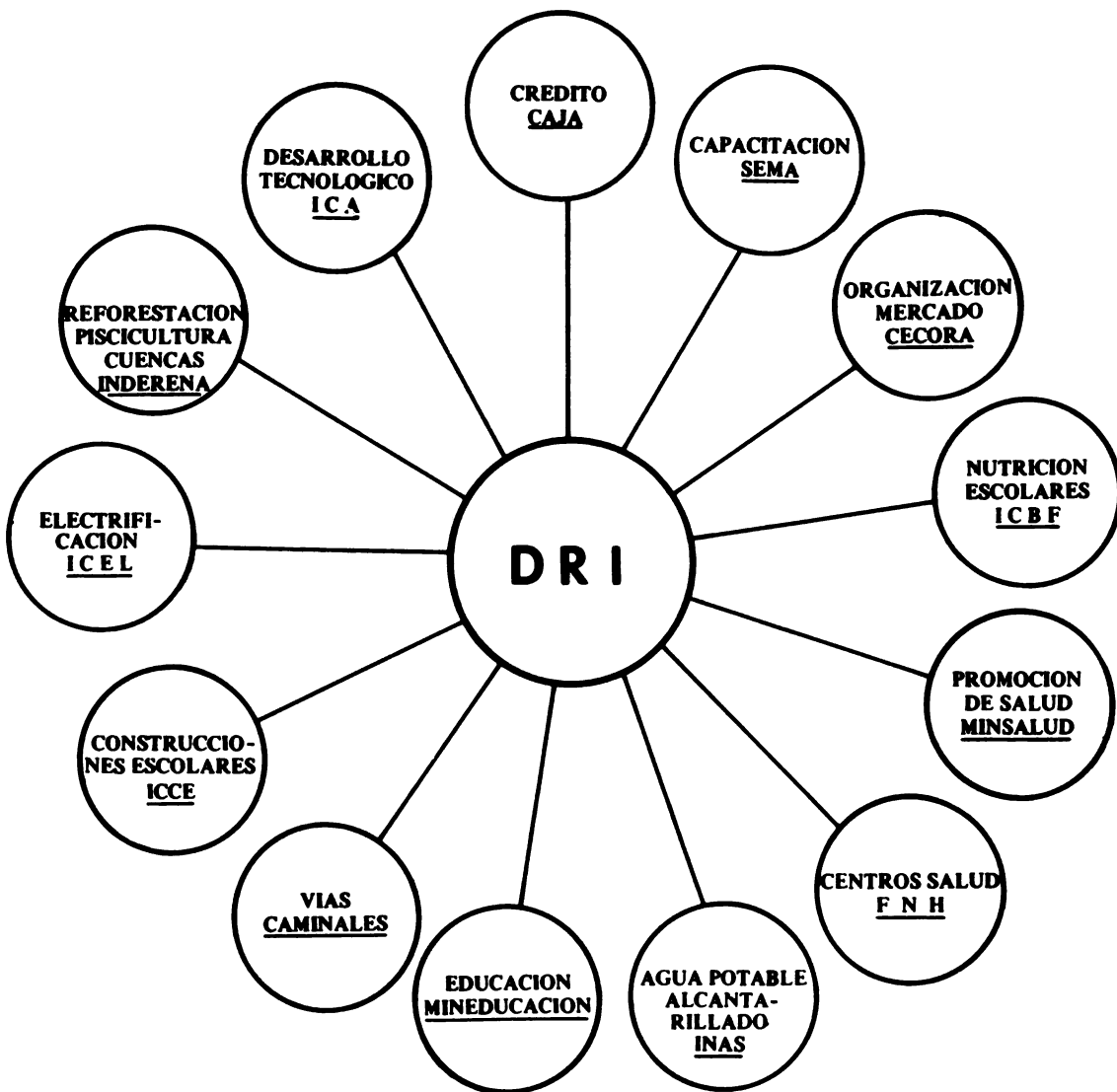
5. STRATEGIES

To achieve the objectives established, the Program proposes the following strategy:

- Integration of productive, social and physical infrastructure

organizations, each responsible for what has been called a "subprogram", grouped into three components.

DRI'S SUB-PROGRAMS PARTICIPATING INSTITUTIONS



Production Component. Includes the research and technology transfer subprograms developed by ICA; credit by the Caja de Crédito Agraria (Rural Credit Fund); marketing by the Central de Cooperativas de la Reforma Agraria (CECORA); conservation and use of natural resources by INDERENA and training and community organization by the Servicio Nacional de Aprendizaje - National Training Service (SENA).

Social Component. Includes the subprograms of: health, conducted by the Ministry of Health and the National Hospital Fund; drinking water by the National Institute of Health (INS); school buildings by the Colombian Institute of School Construction (ICCE); teacher training by the National Ministry of Education; and school kitchens and gardens by the Colombian Institute for Family Welfare (ICBF).

Infrastructure Component. The corresponding sub-programs are: road construction by the National Municipal Roads Fund (CAVECINALES); and rural electrification by the Instituto Colombiano de Energía Eléctrica (ICEL).

Infrastructure and Social are support components of the Production component. Their actions are mutually complementary and continuous in time.

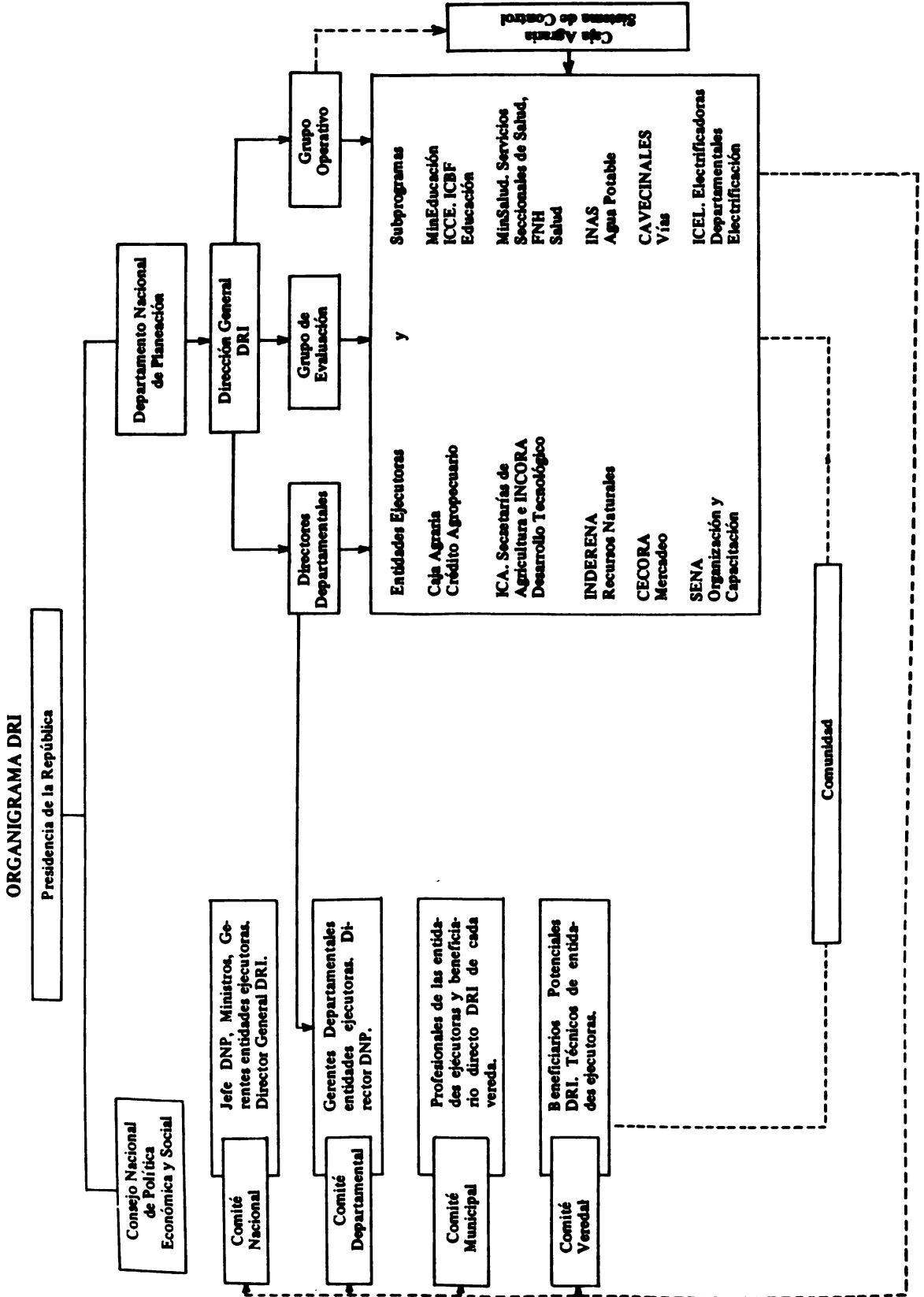
- Concentration of action in accordance with clearly defined priorities e.g., areas where minifundios are most prevalent and production potential greatest have been identified and Program efforts concentrated on these areas.
- Administrative decentralization, to improve overall administrative efficiency and allow the regions greater participation in decisions affecting their development.

- Support, via State action, to peasants' own efforts, for the purpose of developing the total available resources and promoting a positive attitude among Program participants.
- Participation of community and local administrative levels in planning and monitoring activities.
- Establishment of mechanisms to determine investment priorities and for monitoring the subprogram.
- Establishment of a communications structure to link the Regions and General Directorate and measure the efficiency of state agencies in implementing the subprograms, their impact on the community, and how the community views them.

6. STRUCTURE AND ORGANIZATON

The above is made operational through the national, departmental, municipal and village committees, whose membership includes representatives of the executing agencies and Program beneficiaries

ORGANIZATION OF DRI



DRI General Directorate is responsible for programming, coordinating and evaluating the Program, as well as for coordinating it with PAN and with official economic policy. It also provides advisory services in all the various aspects of the Program which comprise both planning and implementation.

The existence of the committees at the various levels avoids duplication of efforts, since the agencies involved in the Program all act within their own special capacity. What is sought by this integration is greater effectiveness, lower costs, greater coverage and better service to the beneficiary.

The existence of these committees with representatives from the General Directorate has made possible integration between the various regions and the nation, thus facilitating successful decentralization as planned.

The most striking features of the allocation of resources follow. Annual per unit and per geographical area programming are done in accordance with the initial plan of each subprogram and with the previous adjustments of the different committees. For budget management, the National Economic and Social Policy Board (CONPES) sets the figure for resources in accordance with the above mentioned projection, for final presentation to the Program General Directorate, the National Committee and the Ministry of Housing for preparation of the draft budget law, which is presented to the National Congress and, once the law is approved, communicated to the executing agencies.

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MICROFILMADO
- OCT. 1988.
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