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

## **PROPLAN/A**

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**1983 Activity Report and Working  
Program for 1984**

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

Centro Interamericano de  
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1983 ACTIVITY REPORT  
AND  
WORKING PROGRAM FOR 1984

PROPLAN Internal Document-106  
January, 1984

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## I. ACTIVITIES IN 1983

General project actions in 1983 focused on consolidating the directive mechanisms that have been developed, and reinforcing the dissemination of these mechanisms and their use in training events. Work was also done to expand coverage of the hemispheric network for exchanging know-how and experiences.

The final purpose of all activities was to encourage a self-sustained increase in the capability of the different individuals and groups involved in the project to perform their particular guidance tasks in the rural development process. For this purpose, special attention was given to expanding the methodological input of the transfer by doing and learn by doing methods. Together with the emphasis on group work, these methods fit into the framework for PROPLAN/A's technical cooperation work.

The activities performed by the hemispheric component of the project were broader than in 1982. They essentially involved maintaining and expanding the operations of the network for exchange with institutions similar to IICA, and carrying out events for training and dissemination in different countries of the region in which country components were not in operation<sup>1</sup>.

The work of the central team and of the groups in the countries closely dovetailed. It was therefore possible to use these activities for transmitting an integrated view of the approach used by project actions. This complementary feature was the result of an ongoing effort to develop a conceptual and methodological foundation common to all PROPLAN technical teams<sup>2</sup>.

Most training and dissemination activities of the hemispheric component took place during the second part of the year. It was therefore necessary to synthesize and integrate the project output, and this entailed different efforts to prepare and complete training materials and documentation of experiences. Many of these materials were used for the first time in the five-week multinational course on advisory and decision-making tasks for guiding rural development. This event took place at Institute headquarters in May and June as an activity of the Multinational Agricultural Planning and Policy Analysis Project (PROPLAN/AP)<sup>3</sup>, with the participation of PROPLAN/A specialists.

As relations developed with other institutions of the inter-American sphere, the coverage of the information and experience exchange network was substantially broadened. The major recipients of network operations have been technical people in the different countries, who are working in the public sector for rural development. This expansion of coverage, together with efforts to document experiences, are viewed as successful implementation of the project dissemination phase.





As originally planned, this year the Guatemala component was established as the fourth project country component. PROPLAN/A actions in Guatemala began in July, with the expansion and reinforcement of technical cooperation in a selected region to improve the effectiveness of the agricultural public sector in providing integrated farmer services.

Activities in the other three country components maintained their own pace in moving toward their objectives. Major progress was made in Colombia, where despite changes in the leadership of the public sector, the project was strongly institutionalized and the value of its products was widely recognized. As had been hoped, the project swiftly expanded to all Integrated Rural Development Program (DRI/PAN) districts.

In Venezuela, methodologies were developed and training events were held as planned for the project in the Aroa River Valley (ARDI/AROA). Nevertheless, no new projects were established in 1983 by the Integrated Rural Development Program (ARDI), and expansion activities were therefore not performed. When the newly elected administration appoints agricultural authorities, discussions will begin on IICA actions to be performed. This will include PROPLAN/A activities in Venezuela.

In the Dominican Republic, little progress was made on expanding project coverage to the regional level. Efforts focused on reproducing program management tools in another zone of the Central Region (Monte Plata) and on cooperation actions at the national level with the Technical Under Secretariat for Agricultural Sector Planning (STEPSA) and the Coordination Council for Agricultural Sector Planning (COCOPSA).

Governmental contributions, especially in the case of Colombia, have been crucial for attaining present project results. These contributions include both financial support and assignment of technical personnel for developing and applying methodological tools. It is important to stress that the participation of technical personnel and of community representatives has been fundamental for the continued generation of appropriate output using the project strategy and the cooperation model based on learning and transferring by doing.

### 1.1 Project management and coordination

Project management includes the performance of various activities as a part of overall responsibility for keeping project strategies on course toward stated objectives. And additional important part of project management is to maintain the operations of the information and experience exchange network in the field of project's interest.

This network has an external dimension involving IICA's relationships with other similar institutions active in the PROPLAN/A environment. In addition, since the introduction of IICA's Program IX,<sup>4</sup> the exchange network has been



needed to reinforce the Institute internally. This enhances the potential for effective technical cooperation activities by PROPLAN/A.

In pursuing relationships with similar organizations, the project combined efforts with the Development Project Management Center of the United States Department of Agriculture (USDA/DPMC) to attend the XLIV Annual Conference of the American Society for Public Administration in New York in April. The joint presentation on the panel reflected the exchange effort that had been underway with the USDA/DPMC<sup>5</sup>, concerning conceptual foundations and applications of the approach to reinforcing directive systems. The ASPA forum also provided an opportunity to identify exchange possibilities with other organizations. As an offshoot of the USDA/DPMC work, relations were developed with the recently created International Development Management Center (IDMC) of the University of Maryland in the United States of America.

The Third PROPLAN Exchange Seminar took place in the first week of December. This gathering was attended by representatives from IDMC, the University of Maryland, and the Central American Public Management Institute (ICAP), headquartered in Costa Rica. IICA speakers, in addition to PROPLAN representatives, included members of the Investment Projects Center (CEPI) and the Inter-American Agricultural Documentation and Information Center (CIDIA). Technical people from other IICA offices working in this area were also invited to attend, as were specialists from the Costa Rican Ministry of Agriculture. The focus of the meeting was on information and the use of microcomputers in conducting rural development. The objective of the event was to exchange information on the experiences of different institutions working in this area, and to discuss work underway. The course document containing the papers and conclusions of the seminar will soon be published by IICA/PROPLAN.

The year also saw continuation of cooperation with the Inter-American Public Management School of the Brazilian Getulio Vargas Foundation (FGV/EIPA), where project personnel helped teach courses on management of agricultural development programs and projects. In both cases, participants hailed from most Latin American countries, and contact with them was continued, primarily through document distribution. Training materials developed by PROPLAN/A were used in these educational activities.

Joint activities also began with the Central American Public Management Institute (ICAP). In October, ICAP and PROPLAN/A held a two week workshop seminar in Honduras on the subject of project follow up and evaluation. The event was attended by 25 technical people from the Ministry of Natural Resources in that country. As was stated, ICAP also participated in the Third PROPLAN Exchange Seminar.

Activities for exchanging and sharing project findings inside IICA included participation in training events on Project Formulation and Evaluation, held by IICA through the Investment Projects Center (CEPI). PROPLAN staff courses on project management in two of these events: a



multinational course held in Costa Rica for staff members from Latin American countries, and a course in Costa Rica for local technical people.

In another important exchange activity inside the network, PROPLAN/A participated in the first meeting held by the Program IX Directorate<sup>6</sup>. It was represented by technical people working with the project in the different country groups and the central group. This meeting discussed program and project management and the preparation, follow up, and evaluation of operating plans. It concluded with the drafting of two documents containing items on which consensus was reached and reflecting comments by specialists on these subjects. The documents provided reference material for cooperation activities in Program IX projects, especially for PROPLAN.

This first exchange meeting among IICA specialists in the areas of planning and management for development has helped vitalize reciprocal support for technical cooperation. For PROPLAN/A, this support was strongly felt in training activities for the hemispheric component, in which cooperation was received from IICA technical specialists involved in other projects.

In addition to these specific activities, the PROPLAN information and exchange network was strengthened in 1983, both inside and outside IICA. This was primarily the result of national and multinational training events and the expansion of working relations with different national and international organizations and institutions. Such efforts have affected high numbers of professionals working for rural development in Latin America and the Caribbean.

## 1.2 Hemispheric component

During the first half of the year, the work of the hemispheric component focused on developing training materials and on publicizing the project. The central group devoted most of its time, with the support of the Colombia group and other consultants, to revising and editing the basic documents, exercises and other training materials.

These materials were then used as a basis for national and multinational training activities that began in May, and for most of the dissemination and exchange activities discussed above. This means that, in contrast to 1982, hemispheric component efforts were directed primarily toward the extension, documentation, and dissemination of results. This had been originally devised as part of the overall project strategy for beginning the transitional period from consolidation to expansion.

### a) Basic studies and methodologies

#### i. The planning-implementation process and the directive system.

Two major accomplishments were made in this area. The first, performed in conjunction with USDA/DPMC, was to analyze and articulate the areas in which the two



organizations had converging conceptual and operating approaches to strengthening directive systems for rural development. This result of this task was a conceptual document<sup>7</sup> used as the basis for a presentation of the approach in the ASPA meeting in New York. The second endeavor was the application of the approach in Colombia through PROPLAN/A Project action<sup>8</sup>.

- ii. Interpersonal and intergroup relations in conducting rural development.

Work began at the end of 1982 in this subject area, with the preparation of the training document presented in the Second PROPLAN Exchange Meeting.<sup>9</sup> Work in this area is based on a fundamental ingredient in the guidance of rural development: social and technical relationships among the different individuals and groups that interact in the performance of their different roles to frame objectives and strategies for their own well-being. Such subjects as sociodynamics, teamwork, and orchestration of roles have been included as basic units in training and dissemination activities<sup>10</sup>. Progress made in this area has enriched the approach to reinforcing directive systems and has enhanced our understanding of how to handle institutional coordination<sup>11</sup>, the participation of the population, and the self-sustained development of individual capabilities for analyzing and articulating solutions to their problems.

- iii. Program and Project Management.

In this area, the project participated in preparing an updated version of the basic conceptual document<sup>12</sup>, describing program and project management in the context of the guidance of rural development. In addition, documents were revised on the how to update goals and objectives and perform programming and follow up and evaluation. New versions were prepared, and exercises were designed for developing these topics in training activities<sup>13</sup>.

- b) Training activities

The hemispheric component held multinational and national training events. National activities took place in countries that did not have PROPLAN/A components. It is important to stress that these activities were prepared and carried out with the participation of IICA specialists who were not part of PROPLAN/A technical groups, but who have cooperated with PROPLAN/A by providing reciprocal support through Program IX operations.

Before training activities could take place, the project's methodological advances had to be synthesized. This meant that during the first half of the year, the central team was engaged almost exclusively in revising, modifying





and editing the basic documents. Moreover, efforts were combined with specialists from other IICA projects, and training modules were designed and guidelines prepared for presentation, practice exercises, and support material. This support material includes information on how to use the working tools in project action in the countries.

Of all the PROPLAN activities in 1983, the five week course (May-June) that took place in the Institute Central Office had the greatest multinational magnitude. It dealt with advisory and decision making tasks in the agricultural public sector. The meeting was attended by 20 technical people from 10 Latin American countries.<sup>14</sup> As was stated, this course was organized through the Agricultural Planning and Policy Analysis Project (PROPLAN/AP), although materials were developed through PROPLAN/A and specialists from the Central and Colombia group participated. These contributions represented substantial input to the event.

Technical people from the countries involved in the exchange network have shown great interest in the ideas expressed in the directive systems reinforcement approach. This interest has led to several requests from the governments for technical cooperation from IICA through PROPLAN action. In response to these requests, a course was held in Peru (October) and another in El Salvador (November) in the second half of the year. These courses were carried out through joint by IICA offices and national institutions. They each lasted two weeks and dealt with the subject of advisory and decision making tasks for the guidance of agricultural development. The course in Peru was attended by 33 technical people from the Ministry of Agriculture, working at the national and regional levels. The course in El Salvador was attended by 24 technical people, most working at the national level, in the Ministry of Agriculture and Livestock, and in the different institutions involved in the agricultural public sector.

In the month of September, the second multinational training event was held, organized in this case by PROPLAN/A. It used the same joint action strategy, and took place in Cochabamba, Bolivia, from September 26 through October 5. This course was especially designed for technical people working in countries of the Andean Area<sup>15</sup>, and was attended by 37 people. The subject was "The Role of the Planner in the Guidance of Agricultural and Rural Development at the Regional Level."

### 1.3 Country components

#### 1.3.1 Colombia component

In 1983, substantial progress was made toward attaining the project's intermediate and specific objectives. Of the different subject areas originally targeted for design or adjustment in this period, work has been completed on methodologies for diagnosis, for setting basic policies (the orienting framework), and for prospective and operational programming. Work began with the methodological tools for follow up and evaluation of achievements during the final quarter, on the basis of an agreement made with the General Directorate of the DRI/PAN Program.



Training in the use of these methodologies was provided for several hundred staff members of the DRI/PAN General Directorate and of program implementing entities, at the national, regional, and local levels. As an achievement in this area, participating staff members developed the capabilities needed for mass application of the methodology for drafting district development plans. Consequently, the Program General Directorate decided to apply the district development plan methodology in 30 DRI/PAN districts of the country, for formulating plans for the 1983-86 period. Three hundred national staff members were involved in this task, and as many as 600 campesino leaders have been participated in the process in its different phases. DRI/PAN Program costs for carrying out the process total over 1 million dollars.

The plans thus produced have been incorporated as one of the key instruments of the new strategy for the second phase of the program<sup>16</sup>. These plans reflect the characteristics of the methodology designed through project actions, and this guarantees that they will be institutionalized and used in the future for guidance activities. This underscores the high degree of commitment on the part of the DRI/PAN Program for institutionalizing the products of the joint project action.

The methodology includes PROPLAN's earlier developments in the area of diagnosis, the orienting framework, and local programming. In addition, methodologies for analyzing and consolidating district plans for each department have been institutionalized and employed throughout the country by the Program General Directorate. These methodologies are also used to alter district and departamental operational programming and for preparing the national level orienting framework for the Program. In some cases, the methodological tools focus on a specific spacial level, but as a whole, they involve features of all three spacial levels (national, regional and local) and interactions among them. This maximizes the integration of the different levels.

Project output continued to generate the interest of other national institutions involved in programs for agricultural and rural development. During the second half of the year, officials of the Banco Ganadero de Colombia requested more information on DRI/PAN Program experiences with the project and on final results. In response, several conferences and meetings were held with Bank officials, leading to a draft agreement for technical cooperation in the management of that institution's programs for credit and technical assistance. Actions under this agreement will be funded by the Bank, and are presently under negotiation.

#### a) Training activities

The primary target of training activities was the DRI/PAN technical staff, which learned how to apply the methodology for formulating district development plans throughout the country. This was accomplished in two



courses, one seminar, and direct advisory assistance provided to the different national, regional, and local technical teams responsible for developing the plans.

The courses were held before any major components of the methodology could be introduced. Thus, before the district diagnosis could begin, a course was given to provide an understanding of the procedures, tools, and analytical methods required for carrying it out. A second course was given when it was time to begin developing the district orienting framework and the in depth programming for the medium term. The two courses trained a total of 147 staff members from the DRI/PAN Program General Directorate and other organizations participating in the Program.

The seminar was organized in close cooperation with the DRI/PAN General Directorate. Its purpose was to evaluate the results of country-wide application of the methodology for district development plans. It was fully financed by the DRI/PAN Program, and attended by chief Program leaders at the national and regional levels. As the seminar conclusions show, these plans are an important source of input for organizing program actions and maximizing the efficiency and effectiveness of implementation. Inter-institutional integration has been strengthened, and greater community participation has been promoted. Moreover, a change of approach and attitude was produced in DRI/PAN regional directors, to encourage district development by means of integrated inter-institutional actions.

#### b) Direct Technical Support Activities

In 1983, direct technical support activities took place at the national, regional, and local levels of the DRI/PAN Program, covering the areas receiving services throughout the country (17 departments and 30 districts). The most important task was to help the Program's technical teams apply the methodology for formulating district development plans, perform the follow-up analysis, and aggregate these plans for the departmental level. Substantial support was provided for preparing diagnoses and orienting frameworks for regional action, revising the procedures for operational programming and follow up and evaluation of performance, and analyzing the mechanisms for participation by the population in program implementation. The work performed in each of these areas included:

- i During the first half of the year, the priority for cooperation actions was to support and continuously advise DRI/PAN regional directorates in formulating district development plans. These actions took place through the joint efforts of a central group made up of DRI/PAN General Directorate specialists and district technical teams established for this purpose. The work began in 22 DRI districts, and this number was gradually increased to 30, with the inclusion of new districts. As this activity progressed, the project technical people, DRI/PAN General Directorate personnel, and staff members from program



implementing institutions<sup>17</sup> were gradually sent out to the different action fronts to provide the required training and advisory services. By the end of 1983, 28 district plans had been developed, and plans were being drawn up for the Caldas and Risaralda districts.

- ii A special methodology was designed whereby for aggregating district (local) plans that would remain internally consistent with the objectives, policies, and strategies at the departmental (regional) and the national levels of the Program. The use of this methodology provided an overall view of the Program at the higher aggregate levels, encouraging integration between these levels and the local levels. This type of support contributed to the development of 15 documents (one for each department), covering production, marketing, natural resources, physical infrastructure, and social services. The formulation and later aggregation of the district development plans provided the General Directorate and the Program Regional Directorates with valuable criteria for allocating resources and for program follow up and evaluation.
- iii The micro regional diagnostic methodology was completed in 1982, in 1983, it was revised and modified to incorporate lessons learned from application. This produced a final document with a general methodological framework and three sections that describe instruments for compiling, processing and analyzing information.
- iv The methodology for the departmental orienting framework was adjusted for application in the departments of Santander and Norte de Santander, based on the methodology prepared for the districts. Working teams were set up of personnel from the DRI/PAN Regional Directorate for these two departments and from the Program implementing agencies. These teams received advisory service while preparing their documents. The documents were then submitted for discussion and approval by the pertinent Departmental Committee.
- v Another activity which was resumed in 1983, following a period of inactivity in 1982, was the design and implementation of the methodology for follow up and evaluation of performance. In this area, a system was developed for rank ordering of DRI/PAN Program objectives. A new program structure was developed, and a list of indicators was drawn up for objectives at the different levels. These three products were obtained through close cooperation with DRI/PAN General Directorate officials, and were discussed in depth at the national and departmental





levels. As a result, they were immediately adopted by the program and officially incorporated as factors for clearly specifying the program objectives, policies, and strategy.

With these efforts as a basis, work was begun in the final quarter to design the instruments, mechanisms, and procedures to be applied throughout the country at the different administrative levels. For this purpose, the DRI/PAN General Directorate has committed itself to provide substantial financial support in 1984.

- vi As a supplementary action, the methodology for drafting DRI/PAN operational programs was revised and modified through an analysis of the objectives, program structures and indicators discussed above. This methodology will be used for writing annual programs throughout the country's DRI/PAN districts, beginning in 1984.
- vii The study on the participation of DRI beneficiaries in the program planning-implementation process, scheduled for 1983, has been completed and was submitted to the consideration of the DRI/PAN General Directorate. The conclusions and recommendations will be valuable input for revising and modifying the program's community development strategies.
- viii Finally, a proposal has been drawn up for the development and application of a methodology for evaluating Program impact in one selected area, the Malaga district in the department of Santander. If the proposal is accepted, this work will be done in 1984 with financial support from the DRI/PAN program.

### 1.3.2 Dominican Republic Component

The target of PROPLAN/A activities in the Dominican Republic in 1983 was to reinforce the agricultural planning system. Activities took place primarily at the national level, but work also went into supporting directive mechanisms for local action by the Secretariat of State for Agriculture (SEA).

One of the major tasks was to cooperate in the design and application of a methodology to develop the orienting framework for the agricultural sector. This medium-term framework was grounded in overall policy definition by the present administration, the findings of the overall socioeconomic diagnosis, and an awareness of the problems of the public sector.

Another efforts through SEA at the national level was to analyze the organization and operations of the Coordinating Committee for Agricultural Sectoral Planning (COCOPSA), an advisory body to the National Agricultural Council, presided over by the SEA Undersecretary of Planning. As a result of this work, measures have been proposed for reinforcing the organization's operations.



At the local level, cooperative activities began in Monte Plata, a zone of the Central Agricultural Regional Directorate, where methodological tools are being adapted and put into practice for SEA program management. They were developed earlier (1981) by the project in the Peravia zone (sub-zones of San Jose de Ocoa and Rancho Arriba). In the Monte Plata zone, the SEA-FIDA Project for Integrated Rural Development will now be put into effect with investments totalling 14 million dollars.

a) Training Activities

Training activities in the Dominican Republic in 1983 took the form of in-service training. Accordingly, no specific training events were held. This in-service training in the field of operational planning was provided for 16 staff members from the Technical Undersecretariat for Agricultural Sectoral Planning (SEPSA) Programming and Control Units and for 42 SEA staff members who provide services in the Monte Plata zone.

b) Direct Technical Support Activities

- i The methodology produced by PROPLAN/A and applied in Colombia and Panama was used as a basis for providing support to the STEPSA in drafting the orienting framework for actions in the agricultural and forest sector. This was done in response to a special request by SEA, following a decision to perform a consistent analysis of the different components of development policy for the sector. The work took form of direct exchange with high SEA officials and private sector representatives.
- ii SEA is concerned with maintaining consistency between development strategy and the organization of the agricultural public sector. Accordingly, support was provided for performing an institutional diagnosis of SEA and its offices. The primary objective of this task was to provide terms of reference for preparing the Institutional Reorganization Program, to be put into operation with external funding. At present, the diagnostic document is being discussed and revised for presentation to the highest SEA authorities in early 1984.
- iii The project also helped draft a proposal for basic studies preliminary to developing a Medium-Term Investment Plan. This plan will be used in implementing the orienting framework for the government and in allocating resources to increase the construction of major agricultural and energy infrastructure projects (especially dams and irrigation systems) and agroindustrial systems, by



introducing sufficient additional investments. An estimated 400 million dollar investment was made, and the return will be less than estimated in original draft. The major interest now is to increase these investments for optimizing effective operations.

- iv The seminar on Institutional Organization for Agricultural and Rural Development (SOIDAR) was held in August. This event was extremely important for rural development policies in SEA and in the public sector in general. It was promoted by IICA, which participated through PROPLAN/A in coordinating the event, providing technical support, and preparing and presenting one of the case studies analyzed in the sessions. The SOIDAR was attended by 98 people, including high level government officials, representatives of private institutions, and directors of community development associations from the Central Agricultural Region.
- v. The most ongoing direct technical support effort at the national level in 1983 was the annual SEA operational programming. In this field, cooperation was provided in drafting an annual operational program and the quatrimestral programs of action for the public sector.
- vi A diagnostic document prepared for the purpose of evaluating COCOPSA operations reflected the present status and outlook of the organization. A second document gave a general proposal of recommendations for reinforcing COCOPSA. A seminar was then held with technical people and other staff members of SEA, especially from STEPSA, to present and discuss the results of the work. In August, the report was delivered to the National Agricultural Council, giving the results of the study, so that decisions could be made on actions to take.
- vii Local activities focused on the Monte Plata zone of the Central Agricultural Region. Support was provided to the team of STEPSA technical people from the Regional and Zone Directorates for formulating a 1984 program budget, a zone diagnosis, and an information system for follow up and monitoring of implementation. This system includes program, activity, and task codes. Formats are also available for analyzing how the activities develop and grow, facilitating zone level decision making. This system is being used in the Monte Plata zone, where its



effectiveness is being studied for solving the problem of obtaining up-to-date information for timely decision making.

### 1.3.3 Venezuela Component

PROPLAN/A activities in Venezuela in 1983 continued to center on reinforcing the directive mechanisms of the ARDI Program in the Arca River Valley (ARDI-AROA). Activities focused on systems design for evaluation and follow up of achievements and impact, project management, and institutional coordination.

The methods used for formulating operational plans were developed in 1982 and were modified for use in revising the 1983 operating plan and preparing the 1984 plan. Work was completed on designing a system for follow up and evaluation of achievements and impact, a system developed on the basis of ARDI Program needs and the ARDI-AROA Project, in which it is now being used.

Work in the area of project management included ongoing advisory services to those responsible for specific projects in ARDI-AROA. The area of institutional coordination continues to be particularly important, given the special nature of the ARDI Program. For this reason, continued support was given to the ARDI-AROA Head Office for reinforcing coordination.

All these activities in ARDI-AROA have taken place in the framework of the MAC-IICA Agreement. Commitments contracted have been fulfilled as planned, with due adjustments. Close, ongoing contact has been maintained among coordination leaders under the agreement. Nevertheless, because no other projects were implemented in the ARDI Program, replication activities were not performed.

#### a) Training Activities

Training in the Venezuela component was included as a regular feature of all activities programmed for 1983. Training covered: formulation of operational plans, design of a system for follow up and evaluation of achievements and impact, project management, and institutional coordination. Training centered primarily on ARDI-AROA technical staff.

Three dissemination and training workshops were held on formulating operational plans. The methodology was presented and discussed prior to its use in reformulating the 1983 Operational Plan. These workshops were attended by 35 ARDI-AROA staff members from nine governmental institutions participating directly in project coordination and activity implementation.

Three dissemination and training events were also held in the area of follow up and evaluation of achievements and impact, to present and discuss the methodology that had been prepared. These events were attended by 45 ARDI-AROA Project staff members responsible for implementing the system in the zones and for the project as a whole.





In the area of project management, two training courses were attended by 62 staff members of ten institutions participating in ARDI-AROA. The courses were designed to disseminate ARDI-AROA experiences in designing and using methodologies and tools for guidance of project activities. The course material was presented in five basic units: medium and long-term plan, annual operational plan, programming of field work, follow up of achievements and impact, and institutional coordination. Workshops were held on a regular basis with ARDI employees, for the central purpose of training them in the use of programming and follow up techniques for field work. This should help guarantee that the activities of the ARDI-AROA Project will improve production conditions and standards of living for the target population.

b) Direct Technical Support Activit

- i The formulation of annual operational plans involved revising the preliminary version of the methodology which had been developed in 1982. Discussions were held with zone leaders and specific program coordinators from the ARDI-AROA Project and with staff members of institutions active in the area, in order to understand the nature of activities and tasks being performed and the indicators being used. This lay the groundwork for designing a revised version. Before it was put into practice, it was analyzed by all those who will be responsible for participating in the formulation of the 1984 Operational Plan (program coordinators, zone leaders, and the project leader), and necessary modifications were made. The final methodological document was used in dissemination and training efforts for ARDI-AROA personnel.
- ii Activities to design a system for follow up of achievements and impact were based on the documents prepared in 1982. First, it was necessary to identify the processes used by ARDI-AROA for generating services for agricultural producers and the community. Records were designed for retrieving information on implementation of each phase of these processes, and reports were received from zone leaders and program coordinators containing information on the volume and timeliness of ARDI-AROA Project activity and task performance. The most significant variables and pertinent indicators were also identified for use in measuring the impact of project achievements. The document containing the system design includes procedures to be followed for producing records, analyzing information, and writing the pertinent reports.
- iii Project management advisory services were given to support ARDI-AROA technical staff in their tasks of guiding the process of generating the services that this project provides to the population. This support focused



especially on the use of methodologies and tools for operational planning, follow up of achievements, institutional coordination, and programming field work for technical people.

- iv In the area of institutional coordination, a study was made of the impact of implementing a series of measures proposed in the seminar to reinforce institutional coordination, held in 1982. The operations and effectiveness of the ARDI-AROA coordinating committee were also analyzed. The results of these research efforts and the proposals for optimizing project coordination were discussed in a document on reinforcing institutional coordination, which was turned over to ARDI-AROA authorities for consideration. This document stated that reinforcement of institutional coordination is crucial if the specific actions of each participating institution are to dovetail and fit into a common effort for attaining ARDI-AROA objectives.

#### 1.3.4 Guatemala Component

The technical cooperation project that gave rise to the PROPLAN/A Guatemala component began in July, 1982, the result of concurrence between the IICA Office and the country's new agricultural public sector authorities. At that time, it was agreed that IICA would focus its technical cooperation on four broad subject areas. One of these was the urgent, high priority need to reinforce direct mechanisms for coordinated action in guiding the country's agricultural development process.

From July 1982 to June 1983, the Guatemala Project<sup>18</sup> developed technical cooperation actions parallel to those of other country components operating at that time under PROPLAN/A. During this period, the importance of the project and the legitimacy of its purpose were successively endorsed by the different authorities that rotated through the Guatemalan Ministry of Agriculture.

The IICA/Kellogg agreement sets clear criteria for selecting country components. In this context, it was felt that action in Guatemala could help strengthen the links between farmers in the project area and the employees and specialists of the agricultural public sector. By mobilizing their know-how and experience, they could thus find better ways to solve their problems. This was how the project coverage came to be expanded through the incorporation of PROPLAN/A technical and financial resources. It was essentially a means of reinforcing technical cooperation in terms of relations between field specialists and area farmers.

The project strategy centers on supporting improvements of guidance mechanisms for the agricultural development process in Guatemala's Region VI.<sup>19</sup> This will be done by channeling cooperation efforts toward the development and application of new methodologies and tools needed to help



improve directive mechanisms at the local, regional, and national levels; establish coordinated action for guiding the planning and implementation process; improve relations among the different levels of the directive system; involve farmers gradually in process guidance; and establish a process of integrated service delivery to Region VI farmers.

a) Training activities in 1983

Training activities for national leaders and staff members are based on the operating group method, which combines training in techniques for guiding the agricultural development process in Region VI, with the group work format. This reinforces the group/task relationship on the basis of real efforts to guide agricultural public sector actions in areas where the project operates. Experience has shown the value of this approach, which enhances the effectiveness of advisory services and training.

- i At the regional level, work was done to reinforce the Region VI Regional Council for Agricultural Development (COREDA VI)<sup>20</sup>. Ongoing activities were held to provide training in guiding the agricultural development process and applying tools such as the Minimum Interinstitutional Coordination Plan (PNC) and the Annual Managerial Summary (REGA). Training also focused on the use and application of standards and procedures for the group work done by COREDA-VI. A cycle of seminars was initiated, bringing together the regional directive body (COREDA-VI) and the national level Higher Coordination Council (COSUCO)<sup>21</sup>. These seminars were given for training purposes and for guaranteeing that decisions generated by COREDA VI would be consistent with those of the national level.
- ii This year, a system of continuing seminars was initiated for disseminating the actions and achievements of the project and the tools that have been developed. This activity brought in regional directors from other regions. The purpose was to keep regional directive bodies informed, thus allowing for their high turnover rates, and to take the first steps toward testing whether project products would prove replicable.
- iii Another important activity was a workshop with staff members from the national directive level (COSUCO) to analyze the group role that this body plays in the guidance of agricultural development, the responsibility it must assume, and the requirements for exercising this responsibility. The first group self-analysis seminar helped COREDA VI members evaluate how well integrated past achievements had been, as a step in guiding the regional agricultural development process.



- iv At the local level in the selected area, training activities have been held for technical people from the agricultural public sector in the region. They cover such areas as: preparing an integrated technological diagnosis for each crop; preparing a technological diagnosis and selecting modules for corrective action for each farm, and preparing farm level production plans.
- v Several training workshops were also held, and in-service training activities were provided for technical field personnel. These covered ongoing monitoring and revising of farm level production plans, and the use of information generated by monitoring efforts as feedback for guiding SPA actions in the region.

b) Direct Technical Support Activities

Direct technical support activities began with an initial phase of reinforcing guidance tasks for COREDA-VI (regional level). Later efforts were then expanded to cover program management by the Agricultural Public Sector (SPA) in the selected area (local level). The subject areas examined by these activities were:

i Preparation of an orienting framework.

Work was completed in 1983 on a description of socio-economic problems in the selected area. Agreement was then reached on agricultural development objectives for the area, and work could begin on designing a medium-term strategy. This needed to be consistent with specific SPA policies for the area, in terms of institutions and of support for agricultural and forest production. The resulting orienting framework provided a basis for supporting COREDA-VI in specifying intermediate objectives and defining a coordinated action strategy in the area for 1983. Strategic and operational decisions included in these instruments were orchestrated with those of COSUCO through the exchange seminar discussed above.

ii Preparation of coordinated action programs.

The orienting framework and the overall program were used as a basis for supporting COREDA-VI entities in revising their particular action programs for 1983, to achieve horizontal integration. Seven strategic programs were thus identified, and they will be the pivot of a special coordination effort for delivering services to area farmers. Actions in this area took concrete form in a Minimum Coordination Plan (PMC) that combines research, credit, agricultural technical assistance, and marketing





services. Follow up on activities and tasks set down in PMC is performed with the use of a site supervision worksheet especially designed for this purpose. The PMC was put into operation in October, and supplemented with the Annual Managerial Summary (REGA), specifying the tasks to be performed for each of the four "management periods" into which the year is divided. These periods were selected so as to dovetail with agricultural production cycles in the region.

- iii Another COREDA-VI support activity was the preparation of regulations for the operation of this loosely structured group. These regulations were approved by the Ministerial Offices and are now in effect.
- iv Follow up and evaluation.

The PMC identifies the most pertinent indicators for COREDA to use in following up on implementation and evaluating the impact of SPA actions in a selected area. These indicators cover nine strategic variables of agricultural development and will provide the parameters for analyzing and formulating specific policies and for defining, modifying, and carrying out SPA actions. These 1983 achievements will facilitate the formal design of a system for follow up and evaluation of implementation, impact, and operation. With such a system, the information required for managing the indicators will be generated in a self-sustained fashion by SPA activities themselves and by farmers receiving services.

- v Local cooperation activities began with the use of methodological tools for micro-regional planning, developed by another IICA project with financing from the Simon Bolivar Fund. Actions in 1983 at this spacial level included the use of the SIMPLE<sup>22</sup> system and methodology for preparing an integrated technological diagnosis of major crops in the selected area, identifying optimum transferable technology for these crops, designing production modules, preparing the technological diagnosis, and drafting production plans at the farm level. The first step in testing and revising this system was to monitor the 57 farm level production plans. Both the diagnosis and the production plans are prepared by MAG technicians, using the methodology developed, and with advisory services by project specialists. A basic format was designed and tested for following up on production plans. This allows technical people from the different institutions involved to obtain feedback for their own institutional planning and implementation.



It is important to note that the purpose of using this instrumental system is to produce a more direct impact on integrated delivery of SPA services to farmers in the selected area. All these factors will culminate in the design of an information system adapted to the particular needs of the COREDA- Region VI, in order to maximize the effective guidance of the rural development process in this area. The next step would be to plan its expansion to other regions.



## II. ACTIVITIES PLANNED FOR 1984

The focus of activities in 1984 will be to consolidate project products and document and disseminate experiences. Work will also go into preparing training materials, an area which received special attention in 1983, and which will be further reinforced.

No new subject areas will be added to those in which the project is already engaged. However, an effort will be launched for introducing microcomputers to support the operation of directive mechanisms. This will affect primarily the area of program and project management for agricultural and rural development.

This outline of 1984 activities also leaves the door open for introducing a fifth country component, which would be developed on the basis of past experiences and project outcome.

Work will continue on the country components now in operation. Venezuela will be the object of new concurrence processes due to a change in government. Activities in the other countries (Colombia, Guatemala and the Dominican Republic) are expected to continue along the lines agreed to with the governments.

Institutional coverage will not change. Top priority cooperation will continue to be channeled toward institutions responsible for carrying out rural development programs and projects. Other entities, especially planning offices, will also continue to receive support, in exchanging the responsibilities assigned to them for planning and carrying out this type of development programs and projects. Nevertheless, special attention will be given to cooperating with training organizations, in order to disseminate project findings and share the lessons learned in applying these findings for the self-sustained development of individual capabilities to interpret and propose solutions to rural problems.

### 2.1 Project Management and Coordination

One of the five intermediate objectives of PROPLAN/A is to establish and operate a network for dissemination and exchange of know-how and experiences in the field of planning and management for rural development. This area is envisaged in the project structure as an activity deserving special attention by project management, because of the operating characteristics and special importance of the network.

The network is closely tied to the organizational structure of IICA's Program IX. Therefore, its internal operations help increase IICA's capabilities for technical cooperation to reinforce the directive system of public agencies in the Member States. In 1984, this structure will be used for publicizing and consolidating the project's cooperation efforts in the Central<sup>23</sup> and Andean Areas, and direct cooperation will begin with the



English-speaking Caribbean countries. For this purpose, IICA will initiate a regional multinational project headquartered in Barbados.

Exchange relations with similar institutions will continue. Efforts will be expanded to develop joint activities, primarily with the Inter-American Public Management School of the Brazilian Getulio Vargas Foundation (FGV/EIAP), the Central American Public Management Institut (ICAP) headquartered in Costa Rica, the Rural Development Management Center of the Higher Agricultural Institute (ISA/CADR) in the Dominican Republic, and the joint working team that combines the actions of the United States Department of Agriculture Development Project Management Center (USDA/DPMC) and the International Development Management Center (IDMC) of the University of Maryland. Work will also be continued to exchange information with the Nicaraguan and Costa Rican offices of the Central American Institute for Business Administration (INCAE) and the Institute for Advanced Management Studies (IESA) in Venezuela, both of which are members of the Management Institutes Working Group on Population and Social Development. Efforts will also be pursued with other similar entities in Latin America. As multinational actions are initiated in the Caribbean, contacts will begin with other related institutions active in training and technical cooperation in the region.

More IICA specialists involved in PROPLAN/A's area of action will be involved in the Fourth Exchange Seminar, planned to consolidate the overall network in 1984. This seminar will be attended by similar organizations involved in joint actions and with institutions considered important for disseminating project results.

## 2.2 Hemispheric Component

In 1984, the hemispheric component will be active in consolidating a general acceptance of the methodologies, documentation of experiences, and updating of training materials, which began in 1983. Emphasis will also be placed on dissemination and training, especially for achieving multinational coverage.

Special project efforts will be devoted to consolidating past achievements in the areas of follow up and evaluation and program and project management. Work will also be expanded with the use of microcomputers, especially for certain aspects of program and project management. This type of work began in late 1983, in response to interest expressed by the country components. It will be further expanded through working relations with DPMC/IDMC and with IICA's own CIDIA and CEPI.

In accordance with project strategy, some of the activities in the hemispheric component are expected to focus on developing the Guatemala component. IICA's Program IX has also been reinforcing actions in the Caribbean, and in this context, the project is expected to support multinational project actions through the component in Barbados.





Multinational training events will continue. A four to five week course has been scheduled for September, on the subject of advisory and decision-making tasks for the guidance of rural development. The event will take place in Costa Rica and will be attended by some 25 technical people from the countries of IICA's Central and Andean Areas. Shorter multinational events for the Caribbean and Central Areas are also being discussed through contacts with Program IX.

Finally, the hemispheric component is expected to work on documenting project experiences and output during 1984.

## 2.3 Country components

### 2.3.1 Colombia Component

In 1984, work will continue for publicizing the methodologies and tools which have been developed, and spreading their use throughout the country's various DRI/PAN districts. In this general effort, specific activities will be carried out in the departments of Santander and Norte de Santander for evaluating any necessary revisions in the methodologies and tools, especially in light of the development and implementation of the follow up and supervision system on which work began in late 1983. These activities will be the completion of a first attempt to establish tools for the definition, programming, and follow up and evaluation of program actions in the two departments.

Accordingly, the cooperation strategy for Colombia in 1984 will concentrate on consolidating the process of expanding the application of instruments developed by the project. Efforts for this purpose will be channeled toward supporting a central group of technical staff from the DRI/PAN General Directorate and from the program executor entities. This group represents the major thrust of technical support activities to expand the instruments developed toward the districts, but direct support actions will still be maintained with departmental and district teams.

During the year, progress will also be made toward revising and updating the district development plans drawn up in 1983, producing aggregates for the departmental and national levels, drafting 1985 operational programs, designing and implementing the methodology for follow up and evaluation of achievements made throughout the country, and revising present methodologies for impact evaluation and annual operational programming, on the basis of field experiences.

### 2.3.2 Dominican Republic Component

In 1984, actions in the area of program and project management will be continued in the Monte Plata Zone. These actions will primarily involve programming, organization, and follow up and evaluation, which began with the experiences in the Peravia Zone (San José de Ocoa and Rancho Arriba). Action



in Monte Plata will also help strengthen SEA capabilities for carrying out the SEA-FIDA project, which will provide substantial resources for development in the zone.

Actions will continue for supporting STEPSA in the areas of operational programming and follow up and evaluation at the national and sectoral levels. Cooperation with COCOPSA will continue through to the completion of an analysis of operations, to be submitted to SEA for consideration. Continuation of project support in this area will be negotiated on the basis of any actions the government may take to reinforce COCOPSA.

Certain specific training events have also been planned for SEA executives and technical people in the areas of programming and follow up and evaluation. These events will help strengthen the testing and implementation of instruments being developed to maximize effective management of SEA programs around the country.

### 2.3.3 Venezuela Component

In 1984, a new administration will begin its term of office in Venezuela. Therefore, the project's cooperation actions, like all IICA activities in that country, will be subject to a process of concurrence with the new authorities. However, PROPLAN/A activities are expected to continue at the local level in ARDI/AROA.

The operational plan methodology would be revised according to the process of concurrence, approval, and implementation of the 1984 operational plan. This will provide support to that the 1985 operational plan can be formulated with an improved methodology.

Another closely related activity would be evaluation and revision of a follow up system on performance and impact, which by the end of 1983 was already being tested in action. With this system, information will be available on the results and impact of ARDI-AROA actions, so that timely decisions can be made and goals can be reached as set down in the annual operational plan and the Medium and Long-term Plans.

Ongoing advisory services would continue to be provided by the project's resident specialist, so that ARDI-AROA technical people can improve their abilities to use and adapt the methodology and tools which have been developed.

Specific training activities would include a course on operating the information system for follow up on performance and impact. A course will be given on project management, to disseminate the methodologies and tools developed and applied through the project.

### 2.3.4 Guatemala Component

PROPLAN/A Guatemala activities in 1984 will continue to take place in Region VI, where cooperation is being provided for the design, implementation



and revision of directive mechanisms. The goal will be to provide sufficient coordination for integrated delivery of SPA services in the selected area.

This task will require cooperation in order to consolidate group operations in COREDA-VI. Appropriate instruments will be developed for SPA program and project management in the area, and techniques will be implemented for facilitating group work. The work will continue to be done in close cooperation with COSUCO, to consolidate operations at both levels.

The technical people responsible for providing SPA services will continue to receive support in the field, where they are applying and adapting instruments for programming and for follow up and evaluation of actions. The purpose is to foster regular feedback between the local level (selected area) and the regional level (COREDA) for effective decision making adapted to on-going changes in the conditions of the area, and consistent with sectoral and overall policies.

A number of specific training events are being planned, to help develop help-sustained capabilities among technical people and executives in the design, use, and adaptation of instruments, and to reinforce team work.



## FOOTNOTES

1. In 1983, the PROPLAN/A Project operated in four country components: Colombia, the Dominican Republic, Guatemala, and Venezuela.
2. The term PROPLAN is used for the unit in IICA's Directorate of Special Funds and Projects that is responsible for carrying out multinational projects in the area of planning and management for agricultural development and rural well-being.
3. The multinational Agricultural Planning and Policy Analysis Project, PROPLAN/AP, was completed on September 30, 1983. It was the result of a joint effort between IICA and the United States Agency for International Development, (AID/ta-C-1432).
4. According to the document on General Policies of IICA (Official Documents Series No. 27, 1982), the Programs outline the areas of activities in which IICA operates. As such, they are the basic units for defining and framing all activities. Program IX is the program for Planning and Management for Agricultural Development and Rural Well-being in Latin America and the Caribbean.
5. The annual conference of the American Society for Public Administration was held in New York from April 16 to 19, 1983. IICA/PROPLAN and USDA/DPMC led the panel discussion "An Emerging Conceptual Framework for Development Management: Country Experiences with Emphasis on Latin America".
6. This meeting took place in the IICA Office in Colombia (Bogota) from March 7 to 11.
7. Guidance System Improvement: An emerging approach for managing agricultural and rural development. Prepared by DPMC/OICD/USDA & PROPLAN/IICA in cooperation with IDMC/University of Maryland. April, 1983.
8. "A guidance system improvement effort: PROPLAN/A cooperation with the colombian DRI Program". PROPLAN Internal Document No. 85. April, 1983.
9. "Planificación y Administración para el Desarrollo Rural: La capacitación como elemento esencial de la cooperación técnica". Documento Interno PROPLAN No. 34. Diciembre, 1982. This document was prepared for presentation in the Second Meeting for Exchange, sponsored by PROPLAN/A.
10. Documents such as "La comunicación educativa en la cooperación técnica de los Proyectos PROPLAN", and "El enfoque grupal y la articulación de roles en la conducción del proceso de planificación-ejecución" (DIP-94) were





approved as part of the work of the PROPLAN/AP Project. However, activities performed through PROPLAN/A.

11. The document "Consideraciones sobre la conducción como cualidad inherente a la conducción del proceso de desarrollo" (DIP-99) is a preliminary paper on this subject prepared by the PROPLAN/A Project.
12. "Marco conceptual del manejo de programas y proyectos en la conducción del proceso de desarrollo." Preliminary version, Program IX. San José, Costa Rica, 1983.
13. The documents prepared as a part of the PROPLAN/A materials development include "Metodología para la preparación del Resumen Operativo Gerencial -R.O.G.-" (DIP-95), "Guía para la elaboración de Planes de Implementación" (DIP-97), "Ejercicio para la aplicación de la metodología del R.O.G." (DIP-96) y "Ejercicio para la aplicación de la metodología del plan de implementación" (DIP-98).
14. Specialists took part from the following countries: Bolivia, Costa Rica, the Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Mexico, Panama, and Peru.
15. IICA's Andean Area is made up of Bolivia, Colombia, Ecuador, Peru and Venezuela.
16. National Planning Department, DRI/PAN General Directorate. The DRI in the "Change with Equity" Development Plan. Bogota, 1983.
17. The major executing institutions are the Agency for Agrarian, Industrial and Mining Credit, the Colombian Agricultural Institute, ICA, the National Training Service, SENA, the Confederation of Agrarian Reform Cooperatives, CEDORA, and the Financing Agency for Cooperatives, FINANCIACOOP.
18. The project is entitled "Support for the Operation of a System for the Coordinated and Integrated Action of Agricultural Public Sector Services".
19. The structure of the agricultural public sector in Guatemala includes eight regions. Region VI is located in the southeastern part of the country and is headquartered in the city of Jutiapa.
20. Members of the Regional Agricultural Development Council of Region VI include representatives from public institutions responsible for services for technical assistance, credit, marketing, agricultural research and forest development.
21. COSUCO is composed of top executives from the Ministry of Agriculture and the decentralized agencies of the agricultural public sector.



22. The SIMPLE methodology is the Integrated System for Micro Planning and Implementation. This methodology is the basis for preparing farm level production programs and gives guidelines for support services provided to farmers by the agricultural public sector.
23. IICA's Central Area includes Costa Rica, the Dominican Republic, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, and Panama.



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