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Project on Management for Rural Development in LatinAmérica

PROPLAN/A

Proposal for External, Evaluation of PROPLAN/A

PROPLAN Internal Document-124

INTER- AMERICAN INSTITUTE FOR COOPERATION ON AGRICULTURE

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**PROJECT ON MANAGEMENT FOR RURAL DEVELOPMENT**

**IN LATIN AMERICA**

**-PROPLAN/A-**

**COLECCION ESPECIAL  
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IICA - C**

**PROPOSAL FOR EXTERNAL**

**EVALUATION OF PROPLAN/A**

**PROPLAN Internal Document-124**

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

**This One**



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## 1. BACKGROUND AND PURPOSE OF EVALUATION

According to commitments contracted through the IICA/W. K. Kellogg Foundation Agreement, the Multinational Project for Management for Rural Development (PROPLAN/A) must undergo a definitive evaluation\*. This evaluation, based on the current state of the Project's implementation, should take place during March of 1985.

The main purpose of this evaluation is to review the progress accomplished by PROPLAN/A in the hemispheric sphere as well as the Project's contribution to the attainment of its own goals. We also hope to analyse the development and application of the technical cooperation method. The information source for this purpose will be the work carried out through the hemispheric and country components.

In accordance with the interest of IICA, we hope that this evaluation will verify the Project's contribution to the establishment of Program IX. We hope there will be an analysis of the possibilities that the Program will become (once it is consolidated) the most suitable vehicle for systematic contact with a majority of Latin American and Caribbean countries. This is particularly important because IICA, through the Program, would have access to the institutional infrastructure and of the operational mode which are essential for the continuity of efforts developed jointly with the W. K. Kellogg Foundation.

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\* IICA has submitted the Project to periodic (trimestral and annual) evaluations of an internal nature. In September 1981, outside evaluators carried out an evaluation of progress.



## 2. EXPECTED OUTCOME OF THE EVALUATION

The evaluating team must present three report documents for IICA and the W. K. Kellogg Foundation as follows:

- A general report of the Evaluation of the PROPLAN/A Multinational Project which will include recent achievements and their contribution towards fulfillment of the Project's goals.
- A report of the Evaluation of PROPLAN/A's technical cooperation mode which is to include its comparative advantages and principal limiting factors.
- The "Executive Summary", a report which will cover the topic areas of progress, achievements, technical cooperation modes as well as conclusions and recommendations derived therefrom, addressed to IICA as Project Executor and to the W. K. Kellogg Foundation as co-financing agency of the former.

## 3. EVALUATION MODE

The evaluation will seek to provide an overall view of the Multinational Project, receiving information from its different components (hemispheric and countries) which shall constitute the "information sources".

The evaluation will comprise two stages. The first will be concerned with preparation and the second, with implementation. The first stage will include such activities as the preparation of basic information in each of the Project's components, the hiring of outside evaluators and the preparation of activities to take place during the implementation stage.

The second stage includes the development of the following major activities.





- Organization of work. evaluators' trip to San José, Costa Rica, completion of background review and programming of remaining activities.
- Progress Review of Hemispheric Component. presentation of progress and achievements by Project director, discussion with Central Group, review of generated documents, interviews with IICA authorities, and organization of all information gathered for its analysis.
- Progress Review by Country Component. evaluators' trip to selected countries in which the Project operates -Colombia, Dominican Republic, Guatemala, Costa Rica- where information will be gathered. For that purpose progress and achievement reports will be made by IICA specialists responsible for each component, interviews will be carried out with officials, with directors of IICA, and with directors of national agencies to which the Project provides technical cooperation, field trips, review of generated documentation and organization of information gathered in accordance with the requirements of the overall Project analysis.
- Report Preparation. consolidation and overall analysis of information gathered at component level, summary and generation of reports recording process and results of evaluation. As mentioned under 2. in this document, evaluators will prepare a General Report on Project Evaluation, the Report of the Cooperation Mode Applied, and the Executive Summary.

#### 4. PROGRAM OF ANTICIPATED ACTIVITIES

In order to carry out these phases we have provided for a team of two outside evaluators, who will perform the following activities:



<u>MAJOR ACTIVITIES</u>	<u>DURATION</u>
- Work organization	2 days
- Progress review hemispheric component	2 days
- Progress review country component (Costa Rica and Colombia) (Guatemala and Dominican Republic)	10 days
- Preparation of reports	<u>6 days</u>
	20 days



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## **PRESENTATION**

This document presents the proposal of IICA to the W. K. Kellogg Foundation for the undertaking of a new joint effort, which will enable the providing of support to Latin American and Caribbean countries, strengthening rural and agricultural development activities. The Project stresses the importance of strengthening managerial effectiveness as the basic means, without which agencies, programs, or projects designed for increasing food availability, can hardly achieve that goal.

The proposal aims at providing continuity and greater projection to the shared effort of both institutions in the quest for solutions to problems currently limiting the ability of the countries to successfully carry out rural and agricultural development activities.

This document is organized in five sections. The first is a brief justification for the proposal. The second defines objectives. In the third, strategy is established. A fourth section summarizes the contribution represented by IICA's commitment, and the fifth is a budget proposal which, it is hoped, will be financed by the W. K. Kellogg Foundation.





## 1. JUSTIFICATION FOR THE PROPOSAL

In the coming years the Latin American and Caribbean national governments will find it necessary to significantly intensify their efforts in behalf of increasing food production in order to meet the increasing internal demand and to resolve critical problems affecting the rural producer. In most countries, food production is the province of small and middle-range farmers who, in turn, represent a high proportion of rural families. That is why they make up the "goal" groups that are the focus of efforts that the Public Sector has been promoting through programs, projects, and institutional action. And that is why it can be affirmed that combined action of producers and the Public Sector is fundamental if we are to achieve the substantial increase in food production and producer income so necessary for the improvement of living standards among a significant part of the rural population.

For the success of such efforts it is essential that the funds allotted and the activities launched be managed with a high degree of competence and effectiveness. Managerial competence must be improved in those specific key processes generating actions which attack the above problems.

Experience acquired in the execution of the Multinational Project PROPLAN/A enables us to confirm the fact that one of the most important obstacles to the success of programs, projects, and efforts of public agencies, is limited managerial effectiveness. The individual countries are known to face serious obstacles to the handling of this problem. One of the most important of these is the insufficient availability of qualified personnel for present needs. Since governments are assigning greater priority to the Agricultural Sector, this problem will grow more acute in the coming years as future needs increase. Another crucial problem is the lack of suitable models, methodologies, and instruments for the management of specific processes of rural and agricultural development, under conditions of risk, uncertainty, and deepening financial and social crisis.



The countries facing this situation have been carrying out some activities, such as the creation of the "Coordinating Units" of important programs and projects, these are superimposed on the existing institutional structure for the purpose of finding more suitable management methods which provide answers and solutions to needs and difficulties imposed by the new socio-economic reality. However, these solutions, failing to come to grips with the root causes of the problem, are not achieving the anticipated results.

The advances that have been made in the conventional disciplines of planning and management are inadequate, for coping with these situations of uncertainty, conflict, and crisis. It must be noted, furthermore, that there has been no documentation of the successful experiences that have taken place in some of the countries in the management of institutions, programs, or projects, nor have these experiences been used as a source of training and generation of tools suitable for management work that could be adapted and transferred within the same country or to other countries. The reduced contact between national agencies and the international agencies which offer support to countries through technical cooperation and training of personnel have a bearing on the above situation.

The joint endeavor which IICA has been carrying out with the W. K. Kellogg Foundation, through the PROPLAN/A Project, has made it possible to bring together the elements of a hemispheric network for experience and knowledge exchange in management and planning to promote the generation and testing of models, methodologies, and instruments for management of agricultural and rural development processes in selected countries\*. In these countries, mechanisms adapted for the management of development activities which the project supported have been successfully established and management capacity has been strengthened.

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\* Colombia, Costa Rica, Guatemala, Dominican Republic, and Venezuela.



The above constitutes a "base line" for the launching of a new cooperation effort aimed at seeking answers to the problems confronting the countries in their attempts to achieve a competent management of key processes of agricultural and rural development. This new proposal would seek the strengthening of managerial effectiveness of officials and producers as a direct means to the achievement of anticipated results by programs, projects, and institutional actions.

Thus an important contribution would be made, bringing about a pivotal action which would have a multiplier effect throughout the agricultural sector, the end result being substantial increases in food availability and significant progress in the solution of problems affecting small rural producers.



## 2. OBJECTIVES

The fundamental hypothesis of the Proposal is based on the following causal relationship,

- i. If technical cooperation efforts are so oriented that, upon strengthening the managerial effectiveness of government officials and producers, there is a validation of "prototype-models", including methodologies, norms, procedures, and tools for management of specific processes essential to agricultural and rural development at the level of regions, specific agencies, programs and projects in selected countries which serve as "demonstration areas"...
- ii. If there are complementary efforts for training of producers and government officials (such as "training of trainers") based on "prototype-models" as basic input...
- iii. If, in schools and higher-level learning institutions connected with agriculture, the practical application of "prototype models" is made part of course curricula...
- iv. If there is a parallel effort to design a mechanism providing continuity to the activity and enabling a broader support to the countries...

...then the necessary conditions will exist for the achieving of a significant contribution to the improvement of the managerial competence of government officials, producers, and their respective agencies in the carrying out of key processes in the agricultural and rural development of Latin America and the Caribbean.





## 2.1 Specific objective

The new technical cooperation effort being proposed is aimed at improvement of managerial effectiveness of government officials, of producers and their agencies in the carrying out of specific processes essential for rural and agricultural development, especially in relation to food availability increase through programs, projects, individual agencies, or efforts by groups of agencies at the level of a region.

## 2.2 Intermediate objectives or final products

In order to contribute to the achievement of the specific objective set forth we propose to achieve, in a period of five years, the following products:

- . In a group of selected countries the managerial effectiveness of government functionaries, small producers and their agencies has been strengthened in the management of specific processes basic to rural and agricultural development, at the same time, "demonstration areas" have been set up in these countries.
- . A group of "prototype models" for management of specific processes essential to agricultural and rural development at the regional level, specific institutions, programs, and projects will have been validated in selected countries.
- . A group of government officials and producers from several Latin American and Caribbean countries have been equipped with knowledge and skills for effective management of specific processes essential to rural and agricultural development.
- . A group of government officials and farmers have acquired capacity for the transfer of their experience in management of specific processes



essential to agricultural and rural development through reciprocal technical cooperation.

- . A group of schools and higher learning institutions concerned with agriculture in selected Latin American countries have strengthened their teaching capacity in the subject areas of management for rural and agricultural development.
- . A mechanism for providing continuity and broadening coverage of activities carried out has been tested and adapted.



### 3. STRATEGY

The project will aim its activities at cooperating with the countries in the improvement of managerial effectiveness of individuals and groups having a major responsibility in the management of specific processes essential to agricultural and rural development, with emphasis on the improvement of food availability and on the enhancement of the role of the small rural producer.

For that purpose, efforts will be concentrated on countries chosen for the strengthening of managerial effectiveness, whether at the level of a program, an institution, a group of institutions, or a project. The activities of each will enable the putting into practice of more efficient management methods, based on these, "prototype models", methodologies, and tools will be developed that can be easily adapted for the management of similar specific processes in other countries.

The functioning of the Project components in the countries would be structured so that they would serve as "demonstration areas", enabling the generation of suitable "management technology" which would be projected to other countries through IICA's Program IX for Planning and Management for Agricultural Development and Rural Well-being, through reciprocal technical cooperation and through formal university instruction.

Likewise, we hope to consolidate and enrich the Hemispheric Network of Experience and Knowledge Exchange which was begun with the PROPLAN/A Project. Furthermore, with a view to defining the bases for a more lasting solution to the problem confronting us, schools and higher learning institutions concerned with agriculture will be involved. The experience resulting from this new effort will be incorporated, wherever possible, into the instruction of universities and special schools, in conceptual and methodological aspects as well as their practical aspects, aiming at a direct relationship between students and government officials and farmers in the "demonstration areas".



Even though the final products are not independent, the strategy is complemented below with a proposal for achieving each of the final products or intermediate objectives. This is done within the context of the relationships among the final products.

### 3.1 Relating to Intermediate Goal 1

Managerial effectiveness for the management of specific processes essential to the agricultural and rural development in certain selected countries of Latin America and the Caribbean will be strengthened. This strengthening process will explicitly involve the small producer. Specific processes essential to agricultural and rural development will be related to projects, programs, individual institutions or efforts by groups of agencies at the regional level.

These special endeavors carried out in selected countries will also aim at laying the groundwork for the organizing of reciprocal technical cooperation activities, serving as "demonstration areas" which enable the complementation of the training task based on Latin American experiences.

### 3.2 Relating to Intermediate Goal 2

The task of strengthening managerial effectiveness in selected countries will enable a simultaneous consolidation of development "prototype-models" for management of those specific key processes and their validation in concrete situations. These validated "prototype-models" will include management methodologies, norms, procedures, and tools tested and adapted in selected countries.

The "prototype-models" will be complemented by case studies of experience used for their validation.





### 3.3 Relating to Intermediate Goal 3

A special effort, involving an integrated group of activities for the transfer of management know-how and skills will be carried out. This transfer will be related to the specific key processes mentioned above. Training activities on behalf of know-how transfer and development of management skills for public officials will be carried out. The skills specifically, will enable coordinated exercise of the roles of decision maker, adviser, and executor. Similar training will be included for the small producer, for the purpose of enabling them to function more effectively in advisory and executor roles during development process management and the role of decision maker in management of small farm productive processes.

### 3.4 Relating to Intermediate Goal 4

A series of specific activities will be aimed directly at developing capacity for transfer of experience in management of specific processes essential to development through a reciprocal process of technical cooperation. These activities will be concentrated among public officials as well as small producers involved in technical cooperation activities in selected countries.

We expect to carry out this reciprocal support activity among the countries in which "demonstration areas" are set up. When the latter are satisfactorily developed, then we shall extend the reciprocal support activities to other countries.

### 3.5 Relating to Intermediate Goal 5

The strategy includes a series of technical cooperation activities aimed at strengthening "teaching capacity" in the subjects of agricultural and rural development management. These activities will emphasize the promotion of



management models, methodologies and tools, in schools and higher learning institutions concerned with agriculture in selected countries.

Similarly, among our aims will be the inclusion of subject areas of management for rural and agricultural development in study plans of these educational institutions. This enterprise will function initially in countries selected as "demonstration areas" in order to combine theory and practice with a view to involving students in the work along with officials and producers.

### 3.6 Relating to Intermediate Goal 6

A series of efforts will be carried out through Program IX projects for the purpose of adapting management mechanisms to concrete situations in countries of Latin America and the Caribbean not among those especially selected. It is hoped to extend this coverage at a lower unitary cost and in this way test the flexibility of models, methodologies, and tools developed and their degree of adaptability to new situations.

We propose for this purpose, the utilization of IICA's official mechanisms, through Program IX Directorate in coordination with IICA Office Directors in those countries. In this way, we shall seek to develop a mechanism within IICA which, through Program IX would provide continuity to the joint effort of IICA and the W. K. Kellogg Foundation.

Likewise, we will proceed with the effort in behalf of a Hemispheric Network for Experience and Knowledge Exchange and Dissemination undertaken by PROPLAN/A Project as a means of broadening the coverage of activities carried out.



#### 4. IICA COMMITMENTS

This proposal will be converted into an IICA Multinational Project with a hemispheric sphere of action within Program IX, Planning and Management for Agricultural Development and Rural Well-being.

For purposes of taking advantage of the PROPLAN/A Project's accomplishments, the new Multinational Project will follow the same structure, that is, it will be made up of a hemispheric or central component and country-components.

IICA's contribution to the central-component will be provided through funds assigned to Program IX Directorate, in terms of personnel expenses for an international specialist and an assistant executive secretary and for operation expenses. The management task of the Multinational Project will fall to this group. A bilingual secretary will also be supplied to the Project's central group.

IICA's contribution to the country components will be made initially through funds, for personnel as well as for operations assigned to four Program IX projects in the Central and Andean Areas\* of the Institute. It is hoped that eventually at least one Caribbean country will be involved.

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\* IICA's Central Area includes eight countries, Costa Rica, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Panama, and the Dominican Republic. IICA's Andean Area includes five countries, Bolivia, Colombia, Ecuador, Peru, and Venezuela. IICA's Caribbean Area includes nine countries, Barbados, Dominica, Grenada, Guyana, Haiti, Jamaica, Saint Lucia, Suriname, Trinidad and Tobago.



The above means that IICA will be committed to the involvement of at least five international specialists, to be financed by the Institute, from the beginning of the Project's operation. From the third year on, it is hoped that more Program IX projects will become involved in the Andean and Caribbean Areas, thus increasing IICA's contributions in terms of personnel expenses as well as operation costs. It is hoped that by the third year there are no less than eight international specialists, with respective secretarial backup financed by IICA in Program IX projects actively involved in Multinational Project activities.





## 5. BUDGET PROPOSAL

BUDGET LINES	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	TOTAL
	(in thousand of dollars)					
Personnel	107	112	118	124	130	591
Consultants	34	36	38	40	40	188
Travel	41	43	45	47	45	221
Reciprocal Technical Cooperation	24	25	27	28	23	127
Materials Development	25	26	28	29	29	137
Training	65	68	71	74	75	353
Evaluations	-	-	20	-	22	42
<b>SUB-TOTAL</b>	<b><u>296</u></b>	<b><u>310</u></b>	<b><u>347</u></b>	<b><u>342</u></b>	<b><u>364</u></b>	<b><u>1 659</u></b>
Contingencies Reserve	29.6	31.0	34.7	34.2	36.4	165.9
Technical Supervision and Administrative Support	44.4	46.5	52.1	51.3	54.6	248.9
<b>TOTAL</b>	<b>370.0</b>	<b>387.5</b>	<b>433.8</b>	<b>427.5</b>	<b>455.0</b>	<b>2 073.8</b>

Funds that come under the heading of Personnel will be for the hiring of one international and one national specialist for the hemispheric component and two national technicians for the country components, thus completing the Project's technical team.

The international professional to be hired would be responsible for generalization and promotion of "prototype-models" for management of specific rural and agricultural development processes, for the preparation and carrying out of multinational training activities, the organization and setting into motion



of the reciprocal technical cooperation mechanism, projection of the project towards other agencies having the same concerns and higher learning centers with which activities would be carried out for incorporating into the instruction the subject areas of management for agricultural and rural development. These activities would be supported by the national technician hired by this component.

The national technicians hired for two of the project's country components will support the work of international specialists contributed by IICA. They will assume specific responsibilities in direct technical support and training, aiming at the strengthening of managerial competence of individuals and groups involved in management of specific processes that will be supported by the two components.

Resources for the hiring of Consultants will enable the financing of transportation and the payment of fees, expense allowances, and other related costs. The consultants will fill in specific areas of knowledge not covered by the Project's technical team members, yet which are relevant to the achievement of established goals. In order to qualify for employment, they must meet the following requirements, the necessary educational background, availability during stipulated period, experience in subjects related to rural and agricultural development management (preferably in Latin America and the Caribbean). Part of the necessary resources for the hiring of consultants that will participate in the documentation of experience will come under this heading.

Under the heading of Travel we have taken into account the need for mobilization of project technicians for cooperation activities within the home countries as well as for the support of activities in other countries. We have also considered needs for the participation of this personnel as instructors in the Annual Multinational Course and in annual internal meetings on monitoring-evaluation and adaptations in project programming.



The heading "Reciprocal Technical Cooperation" will be for the defraying of costs of transportation, lodging, and other related expenses for government officials and farmers connected with project-supported programs, projects, or agencies who participate in activities of experience transfer to other countries.

The item Material Development will include costs incurred in the preparation of documents that will serve as a means and product of direct technical support activities, generated through experience documentation and the necessary training and dissemination material.

Under the heading, Training, are the commuting expenses, perdiems, equipment, and related costs required by organization and conducting of courses, including participation of national officials and farmers in the five multinational courses which are scheduled, as well as costs connected with the attendance of officials and farmers at training events within the countries.

The heading Evaluation includes costs of participation of outside evaluators in review and analysis of progress made in the Project's third year of operation to suggest adjustments for future action and in the evaluation of achievements of the fifth year. In each case provisions are made for costs of trips, fees, perdiems, and other related expenditures.

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