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**REGIONAL SEMINAR ON AGRICULTURAL PLANNING AND POLICY  
ANALYSIS IN LATIN AMERICA AND THE CARIBBEAN  
— ANTILLEAN ZONE —**

**'Barbados, Guyana, Jamaica, Suriname, Trinidad and Tobago'**

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**IICA**



GENERAL DIRECTORATE  
Planning Bureau

Office in Jamaica

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LATIN AMERICAN AND CARIBBEAN AGRICULTURAL  
PLANNING AND POLICY ANALYSIS PROJECT (PROPLAN)

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REGIONAL SEMINAR ON AGRICULTURAL PLANNING AND POLICY ANALYSIS  
IN LATIN AMERICA AND THE CARIBBEAN  
- ANTILLEAN ZONE -

(Barbados, Guyana, Jamaica, Suriname, Trinidad & Tobago)

General Directorate  
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## PRESENTATION

The results of the Seminar held by IICA's Latin American and Caribbean Agricultural Planning and Policy Analysis Project (PROPLAN) and the IICA Office in Jamaica are reported in this publication. One Seminar objective was to discuss IICA's strategy for cooperating with the countries in the field of agricultural planning, the pertinent concepts being presented by PROPLAN, and the empirical results of studies completed to date. Another major objective of the Seminar was to obtain up-to-date information on current national needs in the field of agricultural planning.

IICA's strategy for cooperating with the countries in this field has evolved on the basis of the Institute's experience acquired over several years of working in the different countries of Latin America and the Caribbean, and centers on close working relations with the governments of these countries, other international organisations (technical and financial) and the basic research centers located in the region. A first step in the implementation of this strategy is the PROPLAN project itself.

The PROPLAN documents presented at this Seminar are the result of a global analysis of current and potential agricultural planning capabilities in the countries of the continent and of several case studies on selected aspects of the planning process. The documents summarise the first set of PROPLAN activities identified as 'Study of the Agricultural Planning and Policy Analysis Situation in Latin America and the Caribbean'.

The sectoral and national planning directors of Barbados, Guyana, Jamaica, Suriname and Trinidad and Tobago were invited to the Seminar to analyse and discuss the results of the PROPLAN studies, and to complement them with further documents on the specific problems currently being faced by the countries, and on national needs, in this field. Two other similar seminars were held with the sectoral and planning directors of the countries of South America and Central America and of Haiti, Mexico, Panama, and the Dominican Republic. The results of these seminars are contained in two separate documents similar to this one.

The principal objective of PROPLAN is to collaborate with the countries on strengthening their institutional agricultural planning and policy analysis capabilities. With this objective as frame of reference, PROPLAN activities will be oriented toward generating the technical material needed by the countries and help national authorities to define the best means of disseminating this material, using training and direct advisory services as needed for specifically identified problem-areas. This framework will also serve as a guideline for coordinating IICA's actions in this field.



## Chapter One

### PROGRAM SEMINAR

#### 1. INTRODUCTION

(Thursday, May 31: 9:00 to 11:15 am)

The Seminar is officially inaugurated by the Honourable Seymour Mulling, Minister of Agriculture of Jamaica following introductory presentation of IICA's Regional Director for the Antillean Zone on behalf of the Director General and of IICA's Associate Deputy Director General for Planning.

The purpose of this introductory session is to define the frame of reference for the work that will take place at the Seminar. A presentation will be made of the elements making up the general strategy designed by IICA for improving its cooperative efforts with the countries of the continent in the field of agricultural planning.

It should be kept in mind that the main objective of this seminar is to consult with planning directors of the area on agricultural planning problems and to create the basis for implementing the proposed strategy, through cooperative efforts. For this reason, the participants of these work sessions are planning directors at sectoral and national levels.

Participants will register for the seminar and hand in the papers they have prepared prior to the beginning of the first session. These documents will serve as the basis for the second day of meetings.

- . Registration: participants and observers.
- . Delivery of documents prepared by participants. 9:00- 9:45 am
- . Inaugural session 9:45- 10:45 am
- . Break 10:45- 11:15 am

2. THE PLANNING PROCESS: PLANNING SYSTEMS AS PERMANENT ADVISORS TO THE POLITICAL-ADMINISTRATIVE SYSTEM; AND POLICY ANALYSIS AS THE BASIS FOR PROVIDING TECHNICAL ASSISTANCE TO THE DECISION-MAKING PROCESS.

( Thursday, May 31: 11:15 am to 6:00 pm)

The purpose of the second session of the seminar is to describe the conceptual and empirical bases that support the general strategy developed by IICA for improving cooperation with the countries in the field of agricultural planning.

Planning directors from the countries are expected to participate actively in these discussions, and for this reason a concerted effort has been made to get the background documents to you before the meeting.

This session is to present the view of the planning process used by IICA in its studies, the role technicians and decision-makers play in it, and the relationships between them and with the socio-economic agents in carrying out activities at each of the different stages of the planning process. The first presentation will develop these concepts in light of the results of IICA/PROPLAN's studies, based on general information gathered in twenty-three IICA member countries and specific information from five case studies.

The second presentation is based on the analysis of the performance of planning systems as permanent advisors to the continent's political-administrative systems, based on information supplied in 1978 by planning directors of those twenty-three countries.

The third presentation deals with the policy analysis process as a base for providing technical assistance to decision-makers on agricultural policies.

An in-depth discussion of these subjects will provide us with a common base of understanding which will serve as preparation for the next session.

- . Planning process as the integrator of the policy analysis and decision-making processes: Latin American and Caribbean experience.  
Presentation and discussion. 11:15-12:50
- . Break 1:00- 2:30
- . Planning systems as permanent advisors to the political-administrative system: Latin American and Caribbean experience.  
Presentation and discussion. 2:30- 4:00
- . Break 4:00- 4:15
- . Policy analysis process as the base for providing technical assistance to the decision-making process.  
Presentation and discussion. 4:30- 5:45

Background documents for this session are:

PROPLAN Document #1: Conceptual Framework of the Agricultural Planning Process in Latin America and the Caribbean: A comprehensive view of the policy analysis and decision-making processes in the Agricultural Sector.

PROPLAN Document #2: Analysis of the Operation of the Sectoral Planning Units within the Latin American and Caribbean Agricultural Planning Process: their participation in the Agricultural Sector's policy analysis and decision-making processes.

3. PROBLEM AREAS AND LINES OF ACTIONS FOR IMPROVING THE EFFICIENCY OF THE PLANNING SYSTEMS AS PERMANENT ADVISORS TO THE DECISION-MAKING PROCESSES GENERATED BY THE POLITICAL-ADMINISTRATIVE SYSTEMS.

(Friday, June 1: 9:00 am to 5:00 pm)

The purpose of the third session is to arrive at a better individual and group understanding of the "problem-areas" and lines of actions that should guide Latin American and Caribbean planning activities.

The session will begin with a brief summary of the "problem-areas" discussed during the previous session, and those presented by the participants in their documents.

The entire day will be devoted to discussing the experiences of each participant based on identified "problem-areas". The "official presentation" of the experience of each participating country can be avoided by focusing the discussion on the identified problem-areas and the possibilities of action for each one of them.

#### 4. SUMMARY, CONCLUSIONS AND BASES FOR FUTURE ACTION

(Saturday, June 2: 10:00 am to 12:00 noon)

Based on the two days of discussion, the fourth and last session of the Seminar will define guidelines for future cooperation between IICA and the countries in the field of agricultural planning and policy analysis. It will begin with a summary of major points raised during the seminar. Conclusions will be presented in terms of the kinds of problems identified and appropriate guidelines to be followed in the future.

## Chapter Two

### INAUGURAL SESSION

1. SPEECH BY DR. LYNDON MCLAREN, REGIONAL DIRECTOR ANTILLEAN ZONE,  
INTER-AMERICAN INSTITUTE OF AGRICULTURAL SCIENCES (IICA)

I have been asked to deliver the Director General's message to you at this Seminar; on this occasion my task is relatively easy.

IICA's general objectives, based on the mandate of its member countries and framed within a hemispheric and humanistic context, are to collaborate with these countries in stimulating and promoting rural development as a means of achieving general development and the well-being of their population.

We are aware of the efforts made by your countries to advance economically and socially, including efforts to improve the level and distribution of the effective demand for goods and services. Despite these efforts, the current position demands urgent efforts to improve the status of rural communities who remain on the fringes of the development stream.

Some eighty-five million people in the rural sectors of Latin America and the Caribbean still live at or near subsistence level. If development in our countries does not include improvement of the levels of available basic needs and services, as well as the distribution of productive resources and a greater participation of peasants in political, social and economic decisions, our development will not be "humanistic" in its outlook. Instead it will be limited to material growth.

In this context our role is therefore to assist the countries to develop within the broad frame of what we call integrated rural development.

Nevertheless we should be aware that this kind of effort will not be easy of achievement by our governments, by the political-administrative machinery. As the decisions which have to be made grow more complex every day, greater understanding of socio-economic problems is required; pressures develop from many sources and conflicts arise as the decisions affect powerful interests. The agricultural sectoral planning system is the mechanism providing technical support to the sector for ensuring that rational

decisions are made by the political system for directing a country's development.

Policy measures designed by the planning system are conditioned by the government's doctrine and by the socio-economic problems of the rural sector. Agricultural planning should therefore be a continuous and continuing policy-producing process whose purpose it is to bring coherence to decision-making on agricultural policies. It also integrates the policy analysis process generated by the planning system, with the decision-making process, generated by the political-administrative system.

These systems of technical support have in fact been created in all our countries to help the political-administrative systems with decisions on policies. In doing so, the planning systems collaborate in the design of policies and policy measures of varying range and at varying administrative levels. As Directors of Planning you fulfill this role in the countries represented here today. I know that it is a difficult task but I also know that many important advances have been made which have enabled your several countries to have a better understanding of the socio-economic problems in the rural sector, a greater awareness of the respective resources and productive factors and to develop a more highly skilled analytical capacity (in your technical teams).

IICA maintains a continuing awareness of efforts being made in this field, since one of its seven action areas (Lines of Action, as they are called) relates directly to formulation and administration of agricultural policy, in order to up-grade technical aspects of agricultural policy formulation, to promote and support sectoral development planning and to increase the effectiveness and efficiency of the institutional systems in executing the plans formulated.

The Institute has been acquiring experience through its work on agricultural planning projects in different countries of the hemisphere. It has become increasingly evident that it was necessary to make a realistic study of the performance of agricultural planning system units in Latin America and the Caribbean. In order to guide IICA's cooperative work with

its member countries we also needed an appropriate conceptual framework for the planning process as the basis for rationalisation of sectoral policy and decision-making.

These efforts necessarily precede the systematic categorisation of problem-areas in agricultural planning and policy analysis, and will be the basis for our work in developing didactical material in that field from which future cooperative actions can evolve.

For these reasons, IICA, with the support of USAID, initiated the Agricultural Planning and Policy Analysis Project in Latin America and the Caribbean (PROPLAN) in 1977.

You have already received in your countries the documents that are the products of those efforts. We have invited you to this Seminar to hear your comments on them. We also want you to help us establish future collaborative action in the areas of agricultural planning and policy analysis, keeping in mind the various elements and the problems in your sectoral planning systems and the needs which each of your countries have at this time. The success of IICA's efforts to strengthen each Sectoral Planning System will depend on the degree to which we achieve these objectives at this meeting.

In concluding this message, I would like, on behalf of the Director General and myself and indeed of all the participants to express, to you Mr. Minister, our profound gratitude for your presence here today and for your generous support, both of which have made this meeting possible. It would be ungracious of me not to make reference to the Director of IICA's Office in Jamaica and his staff who have worked with great energy and dedication in completing arrangements for hosting this meeting. We all owe them a special debt of gratitude.

To you participants in this third Regional Seminar on "PROPLAN" may I invite you to be frank and forthright in your comments and observations. Please feel free to be critical if you consider that this will contribute to the success of our meeting.

May I thank you for being here and express the hope that our deliberations will be both stimulating and valuable.

2. SPEECH BY DR. JOSE S. SILOS. ASSOCIATE DEPUTY DIRECTOR GENERAL FOR PLANNING, INTER-AMERICAN INSTITUTE OF AGRICULTURAL SCIENCES (IICA).

Constant pressure is exerted on governmental authorities to improve the means of allocating all types of resources among the different administrative sectors and regions in order to more efficiently direct the socio-economic development process in their countries. Most of the countries of the regions need the permanent, joint effort of technicians and decision-makers to respond satisfactorily to these requirements. It is mandatory that we improve the analytical capacity of the systems which advise the decision-makers, as well as increase the availability and quality of the basic information needed for this task.

Decision-makers in several countries of the region have begun to recognise the importance of the analytical capacity required to study and outline alternative solutions to problems in the agricultural sector.

Planning processes whose essential characteristic is to provide coherence to decision-making, are becoming increasingly necessary as rational - isers of governmental action. Agricultural planning is therefore viewed as an integral task of policy analysis and policy definition that guide the actions to obtain rural development within a context of regional and national development.

This awareness of the growing importance of planning as a basic tool for socio-economic development obliges us to be strict in our judgments and to recognise the fluctuations and deficiencies of the functioning of the planning organisations in Latin America and the Caribbean countries. There are many reasons for those weakness, which will be analysed during our work sessions. We should point out that the need to improve and strengthen the planning processes in their technical aspects as well as in their technical-political relationships, is essential to regulate and accelerate the socio-economic development of countries.



One of IICA's concerns for many years has been to support the planning organisations of the agricultural sector in the countries of this region. National-sectoral and regional-sectoral planning are among the lines of actions through which our General Plan is operationalised.

IICA has been progressively improving its endeavours in the planning area, based on an accumulation of experience through the years. In order to assist the countries in strengthening their institutional capability in the field of planning and policy analysis of the agricultural sector, IICA began a new effort in September 1977 with its "Latin American and Caribbean Agricultural Planning and Policy Analysis Project", (known as PROPLAN). This is a hemispheric project with headquarters in the Associate Deputy Director General's Office for Planning, (San José, Costa Rica) and carries out its activities in the countries through the Institute's offices. PROPLAN is jointly financed by IICA and US/AID and is working in cooperation with Iowa and Michigan State Universities.

In order to fulfill the basic objective of improving cooperation in planning and policy analysis at a country level, we have outlined a strategy whose principal elements are the integration of four systems:

- i. The national planning systems responsible for providing permanent technical assistance to the policy decision-making process;
- ii. The international cooperative systems responsible for assisting the countries in the field of planning and policy analysis;
- iii. The scientific systems that do basic research in the field of policy analysis; and
- iv. The national and international financing systems

At first glance, this proposal may appear ambitious. Although the task we have set ourselves is complex, it is not impossible. It is feasible to define problem-areas common to several countries to coordinate the activities of international organisations that work in similar fields throughout the continent; and to insure that basic research carried out by specialised centers be oriented towards studying the problems that affect those countries.

IICA has already begun to implement this strategy to some extent. The studies we are presenting at this seminar have compiled information from planning technicians of 23 countries from Latin America and the Caribbean.

Three seminars were planned to review the results of these studies, with regard to identified problem-areas, together with the technicians of the 23 countries.

This is the last one. We are also making adjustments in our performance policy in this field and trying to develop our own system which will operate at a hemispheric level through IICA's planning Bureau, and which will be our linkage with other international cooperation systems as well as the scientific and financing systems. Likewise, our new system will provide technical assistance and will coordinate its elements at the country level through the IICA offices that work with the planning systems based on specific projects.

It has been a year and a half of constant, arduous work for PROPLAN. Initially, we turned to you for information in order to fully comprehend your experiences. The work we are sharing with you now is the result of the analysis we have made of the information provided, and clearly reflects the teamwork of PROPLAN technicians, planning specialists from the Institute's offices in the countries and national professionals, who have worked together on the studies and on the analysis of your experiences.

Two documents have been prepared for you. The first one which presents the general conceptual framework, reflects the normative operation of the agricultural planning process as integrator of the policy analysis and decision-making processes. The second refers to a general overview of the planning systems based on the conceptual framework. It explains the performance of sectoral planning units as generators of the sector's policy analysis process, as well as the relationship of these units with the decision-making process. We have also carried out five case studies on specific features of the conceptual framework. A careful study was also made of its analytical aspects in light of the countries' concrete realities,

which are empirical illustrations of the theoretical features under discussion.

The analyses presented in this set of documents have enabled us to establish the problem-areas of agricultural planning and policy analysis in Latin America and the Caribbean. Many of the results support our views on planning.

The purpose of this Regional Seminar is not only to share the conceptual and empirical studies with you. IICA does not intend to merely take a passive role in this matter once the information about the problems at continental and country levels has been compiled and analysed. Rather, it is IICA's hope that this Regional Seminar will serve to generate and enrich the bases for implementing a general strategy of cooperation with the countries in the field of agricultural planning and policy analysis. For that reason, participants of this seminar were advised of the need for their active participation, especially in giving their opinions on the validity and complementary nature of the main concepts proposed by PROPLAN. It is also hoped that you will inform us of the national priorities with regards to current problems and needs, so that, together, we produce a document to serve as a basis for outlining future actions, viable at a hemispheric level and for each country, and which will, in turn, encourage the generation of efficient instruments of cooperation with the countries.

Despite the normal, constantly changing situation in the countries' socio-economic and political processes, and although IICA is restricted in what it can do due to material and human limitations, we hope to be able to organise appropriate technical cooperation based on a continuous feedback process based on the evolution of each country's needs.

The IICA offices in each country will work with the national institutions to identify their particular problems and priority needs. These offices will be responsible for specifying the proposed strategy in accordance with the given situation in each country and for appropriately channeling IICA's technical cooperation.

This Seminar is part of the process we began over a year ago. After the Seminar your suggestions and ideas will be discussed and reviewed further at a regional level by IICA's planning specialists and the IICA representatives in your countries. Following this there will be meetings in each country to detail the type of technical support required from IICA to deal with specific planning problems, within the general strategy we have outlined.

All of this will give us better elements of judgement, based on the realities experienced by the countries and by IICA. It will enable us to define the bases for the form and content of the technical cooperation between IICA and the countries. Your contributions at this Seminar will be a concrete step towards the implementation of this proposed strategy.

3. SPEECH BY THE HONORABLE SEYMOUR MULLINGS, MINISTER OF AGRICULTURE OF JAMAICA

DELEGATES, LADIES AND GENTLEMEN:

I am delighted to have the privilege this morning to welcome you all to the PROPLAN-IICA regional meeting for the English-speaking member countries of IICA in the Caribbean.

I wish to extend a hearty welcome and warm salutations to our overseas visitors, particularly to the delegates representing the English-speaking member countries of IICA. We take note of the presence of Dr. McLaren, back home for a short stay, which I hope will extend beyond the three days of this regional meeting.

I am pleased to see representatives of various organisations in Jamaica and the Jamaican delegation which will be participating in the discussions. It is my belief that this PROPLAN meeting will be an extremely useful exercise, and I am pleased that so many, obviously interested persons are present at this important meeting.

Senator Richard Fletcher, who has responsibility for planning as Minister of State in the Ministry of Finance and Planning, would have liked to be with us here this morning. However, he is engaged elsewhere and has asked me to convey his best wishes for a successful meeting.

I have had the opportunity of having useful discussions with Dr. Percy Aitken-Soux, Director of IICA's office in Jamaica, and with Dr. de las Casas, about the work of IICA in the region and on the subject of PROPLAN, its objectives and what its meetings are expected to achieve. It came to my knowledge that IICA is interested in knowing about the planning needs of the developing English-speaking countries of the region; in ascertaining the extent of the interest of these countries in obtaining assistance and their potential for using this assistance, and, in general, in seeking to provide valuable assistance in the field of agriculture and agricultural planning.

I am particularly happy therefore, Mr. Chairman, that this meeting is a reality, and moreso, that it is being held here in Jamaica. This is so, because an opportunity has been afforded quite a number of our observers to associate with this important conference, which they would not have had if the meeting had been held elsewhere. They will benefit immensely from the PROPLAN deliberations, in just the same way all our visitors will benefit.

In the not too distant past, agriculture was the mainstay of the Jamaican economy. We recognise the need for agriculture to make a greater contribution to our economic growth. For this to take place, and for the country as a whole to survive, it means that the agricultural sector has to perform at a level of efficiency we can only now dream of, but very early in the future has to be a reality.

I would dare to suggest that because of the importance of agriculture to the region, much more emphasis has to be placed on its development, in these days of foreign exchange problems, energy problems and so forth. This development necessarily calls for the most meticulous and careful planning.

The English-speaking Caribbean countries do not possess unlimited resources of land. In terms of agricultural land in relation to population densities, all the countries, with the possible exception of Guyana, have a very high man-land ratio. Jamaica's population density is some 424 persons per square mile. In Barbados, it is considerably higher. The demand for agricultural products dictates, therefore, that we use our land resources as effectively and efficiently as possible - that we apply all the knowledge and technology at our command with the utmost diligence - in other words that we plan carefully, adequately and wisely.

We are all seeking adequate financing to bolster our national agricultural operations. International lending agencies demand, and rightly so, the presentation of properly documented projects which conform to accepted planning procedures. For our part, these projects have to be planned in a manner consistent with the goals we set for agriculture and all those engaged in it.

We often hear the terms - "planning from the top down" and "planning from the bottom up". Historically the first was the major approach. Today there has been a change in emphasis to enable appropriate representation in our planning exercises of those who form the grass roots of our agricultural system. The involvement of these persons is absolutely essential in a sensible planning exercise, because proper planning requires inputs not only from the politician, the bureaucrat, the technocrat, but also from the beneficiaries themselves, who are the farmers.

Mr. Chairman, generalisations are often made concerning the role which the agricultural sector plays. Sometimes these are obvious, sometimes not so obvious. By inference the same applies to the role of agricultural planning, and how it relates to the political-administrative systems as well as to our socio-economic systems. At this stage of our development, when we in Jamaica are searching for answers for developing our agriculture more fully, and on a regional basis, where CARICOM members including the English-speaking member countries of IICA are harnessing their resources for regional agricultural development, I find this PROPLAN meeting very timely indeed.

I am sure that much good will come from your deliberations. One does not expect immediate solutions to our problems, but I am confident that the major objectives will be met, that is, a fuller understanding of the problems which face agricultural planners in the region, possible ways of solving them, and ways in which IICA may assist towards this end.

I cannot close without paying tribute to IICA, to PROPLAN and of course, to Dr. Aitken-Soux, Director of the IICA office in Jamaica, who I am sure impresses everyone with the dynamism and zeal he brings to bear on his work here in this country.

Mr. Chairman, ladies and gentlemen, I do hope you will have an excellent and successful meeting - that you will enjoy the deliberations - that our visitors will take advantage of our warmth and hospitality, that as you feed on the pasture of knowledge and experiences, you will be refreshed and stimulated for the vigorous pursuit of your better planned programmes.

Mr. Chairman, ladies and gentlemen, it is for me a great pleasure to declare this conference open.



## Chapter Three

### CONCLUSIONS

Conclusions arrived at as a result of this seminar have been grouped into two broad areas and refer principally to the second and third sessions. The second session was based on the two documents prepared by IICA's "Latin American and Caribbean Agricultural Planning and Policy Analysis Project" (PROPLAN). The third session was based on documents prepared by the participants using the "General guidelines for papers on problem-areas and national needs in the field of agricultural planning..."

The two broad areas refer to:

- . General conclusions drawn from PROPLAN-IICA documents presented at the seminar.
- . Conclusions drawn from problem-areas presented by the countries' representatives at the seminar.

#### 1. GENERAL CONCLUSIONS DRAWN FROM PROPLAN-IICA DOCUMENTS PRESENTED AT THE SEMINAR

a) The conceptual framework of the agricultural planning process was considered a valuable document for the work of the planning offices in the countries. It presents a comprehensive view of planning activities and relationships of planners with decision-makers at political and socio-economic levels.

b) It was mentioned that the inclusion of the political-administrative system as one of the elements of the planning process was noteworthy, as it incorporates the decision-makers into the process. However, it was also mentioned that the document did not capture the degree of integration that exists in some countries between planners and politicians.

c) It was pointed out that implicit in the conceptual framework was the assumption that the socio-economic system and the political system are clearly defined and differentiated. It did not adequately address the inconsistencies which arise in the political-administrative and socio-economic systems and even within the planning system. In relation to the political process, it was mentioned that the document did not reflect the differences between the political groups in power and the so-called "opposition groups". Therefore one of the main inputs for the planning process should be the "political doctrinal position" instead of the "Government's doctrinal position".

d) If the planning process is regarded as a rationalisation of Government actions, then it would be unwise for planners to have an orientational framework that goes against Government doctrinal position. If this does happen, the Government resorts to creating new groups of advisors to do what the planners were unable to. This point was raised as a central issue concerning the effectiveness of sectoral planning units in influencing the decision-making process.

e) The methodological and empirical information of the IICA studies was considered an important contribution to the English-speaking countries for further defining problem-areas both at the country and regional levels.

## 2. CONCLUSIONS DRAWN FROM PROBLEM-AREAS PRESENTED BY COUNTRIES' REPRESENTATIVES

Main problem-areas identified in the papers presented by country representatives were grouped as follows:

- . Information for planning
- . Planning system and its relationships with the political-administrative and socio-economic systems
- . Formulation stage
- . Implementation and Control stages
- . Human resources

2.1 Information for planning

The reports indicate that the lack of adequate information is a limiting factor affecting the performance of planners in different planning activities in the region. This general problem-area involves inadequate data on basic resources as well as socio-economic variables, sufficient capacity to generate and process data, lack of an integrated national agricultural statistics system, and the lack of definition of the different types of information required for the planning process.

The discussion of this problem-area revealed the following:

- a) Generally, planners have not adequately specified their minimum data needs, and large gaps exist between the data generated and what is needed for purposes of planning and policy analysis. The definition of informational requirements should be considered at the intra-and inter-sectoral as well as national, regional and local levels. It should also take the different stages of the planning process into due consideration (formulation, implementation and control).
- b) Several countries have depended on agricultural census for basic data on the sector, but are experiencing problems with the cost, reliability, and timeliness of census data.
- c) Intercensal sample surveys are being used to supplement census data, but the capacity to generate and process survey data is also limited.
- d) Reliable information on the basic stock of physical and human resources available in the sector is essential for planning.
- e) Several countries are developing national registers of farmers, and one has implemented an area-frame sample as a means of obtaining current data on land use and production.

f) It was indicated that there is a growing tendency to emphasise highly sophisticated technologies for purposes of data collection (e.g. remote sensing techniques) which is of limited use for decision-makers in the majority of the countries while the development of other simpler means is being relegated.

g) The need for information not forthcoming from national statistical offices has led several countries to utilise units within the agricultural sector, although they may not have been created specifically for agricultural data collection purposes; this sometimes results in irregular, frequently inconsistent and even contradictory data.

h) There was consensus on a need to develop a systematic definition of an "integrated data system" based on the information requirements of the planning process.

i) It was suggested that due to the importance of this topic special consideration should be given to its study. An in-depth study of this problem was advocated. The results of this study should be presented and discussed in a special seminar.

2.2. Planning system and its relationships with the political-administrative and the socio-economic systems.

The problems noted in the documents presented by the country representatives on the performance of the agricultural planning systems and the planning units working within them were grouped as follows: lack of coordination between planning units hindering joint action in the process of providing technical support to decision-making elements; lack of coordination between planning and implementing units; planners are not looked on as advisors to decision-makers; lack of mechanisms to ensure participation and coordination with groups and organisations in the socio-economic system; lack of regional agricultural planning units; lack of an adequately structured approach to

deal with scattered planning groups located at project levels; and the existence of planning 'units' outside the agricultural sector, giving advice on agricultural policies which may be inconsistent with that obtained from those within the agricultural sector.

During the discussion of this problem-area, the following points were considered:

a) It was suggested that the existence of units outside the formal agricultural planning system advising policy-makers, was due to the following reasons:

- Agricultural planning units have not been fulfilling their role of providing the technical advice required by the political-administrative system.
- The relative technical weaknesses of sectoral planning units.
- Lack of support from national planning units to sectoral planning units for dealing with multisectoral policies.
- The orientation of the technical advice that planning units give is not always consistent with the doctrinal requirements of the political-administrative system.
- Lack of coordination and integration with planning units acting outside the sectoral planning system with regard to the agricultural decision-makers process.

b) It was mentioned that the agricultural planning system has focused its activities mainly on increasing production. However it was suggested that the agricultural planning systems be viewed as having broader responsibilities including social and equity considerations and multi-sectoral inter-connections.

c) It was mentioned that there is a need to integrate and activate farmers' organisations on planning activities. Emphasis was made on the

need to view planning for, but also with the beneficiaries.

Additionally, although 'bottom-up' and 'top-down' relationships are important in the planning process, the need to increase 'bottom-up' participation was stressed. Coordination and integration of the socio-economic groups will facilitate the incorporation of their needs and increase their participation in the implementation stage of the planning process.

### 2.3 Formulation stage

The papers presented by the participants indicated the following problems encountered during the formulation stage: lack of a clear understanding of the current socio-economic situation; need for an up-dated, over-all policy framework within which to fit sectoral policy; lack of methodologies for policy analysis.

In discussions, the participants stressed the following points:

- a) The participation of farmers and other socio-economic groups is essential in the definition of the socio-economic situation and in a sound formulation of policies.
- b) If over-all planning is to be effective, it must take into account the doctrinal framework and diagnostic inputs of the socio-economic environment.
- c) Planners should stress the political and social implications of the alternative policies being proposed and not just financial costs and benefits.
- d) Formulation should be geared toward implementation with built-in features for purposes of control.
- e) If the implementers do not believe in what is to be implemented then they will have little incentive to work. Thus the active involvement of implementers in the formulation stage is essential.

f) The main task of planners during formulation should be the design of alternative policies and policy measures.

#### 2.4. Implementation and control stages

The documents presented by the participants stressed the following broad problem-areas:

- i In relation to the Implementation Stage: lack of mechanisms for translating broad objectives and targets into detailed actions; lack of coordinating mechanisms for agencies involved in policy implementation; lack of dissemination of information on Government policies.
- ii In relation to the Control Stage: lack of evaluation and review as a continuous process; inadequate operational procedures for reporting from field to office.

The discussion of the above topics stressed the following problem-areas:

- a) Agricultural planning units of the Caribbean region have focused primarily on plan formulation, and have neglected the Implementation and Control stages of the planning process.
- b) Due to the lack of participation by the executing agents in the formulation of policies, the continuity of the planning cycle has been disrupted and the effectiveness and efficiency of programmes and projects has been reduced.
- c) The lack of appropriate management techniques for plan implementation is hindering effective execution of programmes. Better management is crucial because of a lack of manpower for programme execution.

d) There are cases where Plan Implementation has been hindered due to a lack of spatial or sectoral coherence of formulated policies and policy measures; this has affected the selection of appropriate procedures and mechanisms for further programme and project specification.

e) It was also pointed out that the flow of pertinent information into the Planning System is inadequate for purposes of further specification of formulated agricultural policies, as well as for policy analysis during implementation. The result has been a lack of sound advice in a permanent and continuous fashion to decision-makers during plan, programme and project execution.

f) There has been a lack of Plan-disseminating activities before and during the Implementation stage.

g) It was mentioned that the Control stage has failed largely because project monitoring techniques that provide the necessary information are missing.

h) Finally, it was pointed out that in some countries there is little or no comprehension among executing agents of the importance of the Control stage in the planning process.

## 2.5. Human resources

In the documents presented by the participants, the following issues were stressed in relation to this particular problem-area: the absence of appropriate expertise for planning and policy analysis; need for training in the areas of policy formulation and evaluation, programme formulation and evaluation, and techniques of planning, monitoring and evaluation of rural development.



In the discussion, the participants stressed the following points:

- a) That specific skills are easily identified but the ideal planner is difficult to define. Emphasis was made on the need for developing an interdisciplinary capability in planning units. However, a core staff with analytical planning capabilities should be a minimum requirement with the provision for the addition of members from other disciplines to join the planning team.
- b) That present training in agricultural planning and policy analysis is inadequate to meet the total human resource requirements in this field. There is a need to identify the types of training required.
- c) That informal training mechanisms such as on-the-job training and workshops need to receive greater emphasis.
- d) That consideration should be given to rotating planners in order to expose them to both planning and operational situations at the micro and macro levels.
- d) That there is need for training in planning techniques at the regional level within a country.
- f) That the quality of management might well be more important than the quality of training received since this had serious implications for the motivation of staff.
- g) The need for training in the following specific areas:
  - Policy analysis
  - Statistical techniques
  - Regional planning
  - Project management
  - Programme and project formulation and evaluation.



## A P P E N D I C E S



## Appendix A

### GENERAL GUIDELINES FOR PAPERS ON PROBLEM-AREAS AND COUNTRIES' NEEDS IN THE FIELD OF AGRICULTURAL PLANNING

The Seminar has been divided into four sessions; the first or introductory session will be aimed at defining the frame of reference for the work that will be done at the Seminar. The second will describe the conceptual and empirical base of the studies carried out by IICA in twenty-three Latin American and Caribbean countries through its "Latin American and Caribbean Agricultural Planning and Policy Analysis Project" (PROPLAN).

The third session, to be held on the second day of the meetings, will be devoted to a general discussion of problem-areas encountered by the planning units in their role as permanent advisors to the decision-making process generated by the political-administrative systems. Based on the analysis of the participants' experience and on the results of PROPLAN's studies, we will be able to outline the general direction that future collaboration between IICA and the countries should take in the field of agricultural planning.

The purpose of this Seminar is to share experiences and consult on the means as a group for establishing the base for directing IICA's future work in the field of agricultural planning and policy analysis. It is important that participants of the Seminar pay special attention to the general guidelines given in this document as it is requested that each participant turn in a prioritised list of their country's problem-areas and needs in the area of agricultural planning. This will help us define IICA's future lines of actions in this field. This list should be turned in by the participants when they register for the Seminar (see program) so that they may serve as a basis for the discussions for the following day.

The present document attempts to reflect some of the relevant points determined during PROPLAN's studies. We hope that they will help participants to organise their ideas and experiences for presentation during the general discussions on problem-areas and future actions in the field of agricultural planning.

1. ON THE PLANNING UNITS

1.1 Planning has been described as a continuous policy-producing process whose purpose is to bring coherence to decision-making on agricultural policies. It is therefore seen as an integrator of two processes: policy analysis and decision-making. The planning units generate the policy analysis process, from which they can provide permanent advice to the decision elements of the political-administrative system.

The results of the studies have indicated that a set of problems currently limit the effectiveness of policy analysis made by the planning units. The main problems are in the following areas: i) relationship of the planning units to the different components of the entity to which they belong; ii) the availability of bibliographic background; the capability to process data, and information on aspects of the socio-economic and political processes; and iii) the availability of human resources trained in policy analysis.

It is important to rank these problems and their characteristics and the requirements for overcoming them by country, in order to define bases for future actions in these areas.

1.2 The planning process has been defined by a set of activities grouped into policy and policy measure formulation, implementation and control stages for the sector that enables it to rationalise governmental action.

In general we have noticed that sectoral planning units have played an important role during the formulation stage of the agricultural policies, especially in the areas of structural or developmental policies and to a lesser degree in occasional or stabilization policies. Planning units are only slightly involved in control activities, in other words, in designing and defining corrective measures and adjustments to adopted policies. This caused little development of these activities within the policy analysis and decision-making processes. Agricultural implementation activities

were the least developed of all. Therefore the promotion, specification and advice given by the planning units, in an attempt to improve relationships with the decision-making and coordination with the executor elements of the political-administrative system, as well as to provide support to the rest of the agricultural planning units, have not been adequately taken into account.

Consequently, one can say that the planning units have not developed the formulation, implementation and control stages consistently, in an integrated manner as a continuous and permanent advisory service to the decision-making and executor elements of the political-administrative system and as support to other planning units.

It is therefore important to analyse the manner in which planning units carry out their activities within the planning process in order to determine weaknesses in the process and their causes. A description of the deficiencies in each country with regard to the following activities would be very helpful:

- a) Agricultural policy and policy measure formulation: identification of the socio-economic problems: identification of the government's doctrinal position; definition of the orientational framework; analysis and proposal of policy alternatives in all the strategic areas of the sector.
- b) Agricultural policy implementation: promotion and specification of policies adopted, analysis of occasional problems and advice on alternative measures to decision-making elements of the political-administrative system as well as coordination with its executor elements and support to the rest of the planning units.
- c) Agricultural policy control: monitoring the evolution of the socio-economic and political processes: comparison of results being obtained with definitions made during formulation and implementation stages; analysis of the deviations; determination of corrective measures, definition of adjustments and reformulation of adopted policies.

2. ON THE PLANNING SYSTEM AND ITS RELATIONSHIPS WITH THE POLITICAL-ADMINISTRATIVE AND THE SOCIO-ECONOMIC SYSTEMS

The planning system has been described as a technical element of the planning process to ensure the rationality of governmental decisions made on policies and policy measures intended to guide each country's development. Therefore, the main purpose of the planning system is to constantly assess the political-administrative system, proposing alternative policies and policy measures to it that are consistent with the government's doctrinal position and the country's socio-economic problems. The planning system, essentially, works to generate a policy analysis process that provides its products with integral consistency.

The efficiency of the planning system essentially depends on the integral consistency of the products of the policy analysis process. Integral consistency is described as: i) a formal coherence or internal consistency; and ii) an adequate correlation with the evolution of the political and socio-economic processes, in other words, their political and socio-economic viability, respectively.

2.1 Internal consistency in planning system products refers to the compatibility of different policy levels with each other. Consistency should exist between spatially defined policies (national-multisectoral, national-sectoral, regional-multisectoral and regional-sectoral policies), temporally defined policies (long, medium and short-term) and analytically defined policies (structural or developmental and occasional, specific-problem or stabilizing policies).

Results indicate that most countries recognise the existence of agricultural planning systems, but that most have had trouble defining them. Also noted was that the set of agricultural policies covered was only partial, with emphasis on developmental or structural and national-sectoral policies. Less attention was placed on regional-sectoral policies. Results also



indicated that inadequate relations exist between the planning units.

Consequently, a comprehensive definition of current agricultural planning systems should take the different agricultural policy areas into account; the appraisal, identification and relevance of their units to the sector's policy analysis process should be considered when defining future lines of action in the field of agricultural planning.

## 2.2

The integral consistency of planning system products must also consider their coherence vis a vis the reality of the socio-economic and political environments. In other words, the coherence of the planning system's products to the evolution of the political process (government's doctrinal position) will determine their political viability. The coherence of the planning system's products to the evolution of the socio-economic process (socio-economic problems) will determine their socio-economic viability.

a) Results indicate that the most serious problem for most of the Latin American and Caribbean countries is the unsatisfactory relationship between the various levels of the agricultural planning units and the decision-making and executor elements of the political-administrative system through lack of political support; lack of communication and relations with the planning units; incompatibility of the planning system's products; lack of credibility, impracticality and misinformation on the products of the policy analysis process, etc. A comprehensive study of the policy analysis process in the countries is clearly required in order that technical assistance in the field of agricultural planning, and policy analysis be accurately diagnosed and properly directed.

An accurate ranking of problems in the relationships between the planning units and the elements of the political-administrative system in each country participating in this seminar is essential and should receive special consideration for orienting future cooperative work.

b) The completed studies were centered basically on strategic socio-economic areas, policy target groups and the identification of information on the socio-economic system. A significant discrepancy was observed between the efforts of the planning system units and the defined strategic areas in governmental orientation and objectives. The units infrequently act in strategic areas, more often in areas of little relevance to the direction of the country's development plans. Also noted were a certain separation between adopted policies and the socio-economic target groups as defined by the planning system units, as well as the impracticability of planning products for the target groups. Finally, important limits were identified throughout the entire field relating to the identification, analysis and treatment of information for planning purposes. Results indicate that the non-existence of information centers, the definition of significant variables, mechanisms for identifying and transmitting information, and the preparation of documents on the agricultural socio-economic system are problems that characterise most of the Latin American and Caribbean countries.

Consequently, important areas for action open up when these limitations are analysed along with those previously identified, and can provide a complex overview of the problem areas requiring attention in the field of agricultural planning and policy analysis in Latin America and the Caribbean.

## Appendix B

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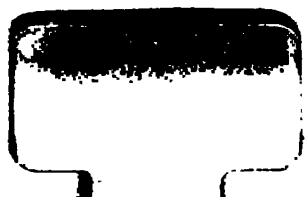
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