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GENERAL POLICIES OF IICA



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GENERAL POLICIES OF IICA



**Central Office of the General Directorate
Inter-American Institute for Cooperation on Agriculture
San Jose, Costa Rica
1982**

CONTENTS

CONTENTS

	Page
INTRODUCTION	11
SUMMARY	15
CHAPTER I: BACKGROUND AND PURPOSES	21
A. Background	21
B. Purpose of the document	22
CHAPTER II: IICA: FOUR DECADES AS A TOOL FOR COOPERATION AMONG THE AMERICAN STATES	25
A. 1942 to 1949	25
B. 1950 to 1959	26
C. 1960 to 1969	26
CHAPTER III: AMERICA: ECONOMIC, SOCIAL AND POLITICAL PROBLEMS OF THE REGION	35
A. The general situation of the region	35
B. Limitations, opportunities and outlook for the agricultural sector in Latin America and the Caribbean	37
C. The role of agriculture in the next decade	40
CHAPTER IV: NATURE, PURPOSES AND FUNCTIONS OF THE INTER-AMERICAN INSTITUTE FOR COOPERATION ON AGRICULTURE	45
A. Nature	45
B. Agricultural development and rural well-being	45
C. Functions of the Institute	46
CHAPTER V: IICA IN THE NINETEEN EIGHTIES	51
A. Objectives	51
B. Strategy	52
C. Action	56
D. Participation by the Member States	58
E. Participation of Permanent Observers	59

INTRODUCTION

INTRODUCTION

The Convention on the Inter-American Institute for Cooperation on Agriculture, in Article 8 (a), states that the Inter-American Board of Agriculture is to “adopt measures related to the policy and action of the Institute, taking into account the proposals of the Member States and the recommendations of the General Assembly and the Councils of the Organization of America States.”

Upon entering a new decade of Institute operations, the General Directorate prepared a proposal on General Policies, taking into account the recommendations of the Group of Experts that had studied IICA’s policy guidelines and plans of action. This proposal was submitted to the Second Regular Meeting of the Executive Committee, held in San Jose, Costa Rica, from September 12 to 17, 1982.

The Executive Committee reviewed the proposal at that time, and drafted several modifications to the original document. The corrected version was submitted to the Second Special Meeting of the Inter-American Board of Agriculture, held in San Jose, Costa Rica, from October 27 to 29, 1982.

The representatives of IICA’s member countries, gathered together in the meeting, studied the document and decided to give it their broad support. This is reflected in Resolution 13, “General Policies of IICA,” approved on October 28, 1982, which states:

RESOLUTION No. 13

GENERAL POLICIES OF IICA

The INTER-AMERICAN BOARD OF AGRICULTURE, at its Second Special Meeting,

HAVING SEEN:

Document IICA/JIA/Doc.27(82) on General Policies of IICA and the Report of the Second Regular Meeting of the Executive Committee,

CONSIDERING:

That, in accordance with the provisions of Article 8, clause a. of the Convention on the Institute: "The Board shall have the following functions: a. To adopt measures related to the policy and action of the Institute . . ." and

That it is in the interest of the Member States for the Institute to have criteria and guidelines on institutional policies to orient Institute action in this decade,

RESOLVES:

1. To adopt the criteria and guidelines on institutional policy contained in the document on General Policies of IICA.
2. To entrust the Director General to take any measures necessary to put the provisions of this document into practice.
3. To entrust the Director General to publicize the General Policies of the Institute as broadly as possible.

SUMMARY

GENERAL POLICIES OF IICA

SUMMARY

1. Establishment of policies

The Convention on the Inter-American Institute for Cooperation on Agriculture establishes that it is a function of the Inter-American Board of Agriculture to adopt provisions to govern the Institute's policies and action.

2. Purpose of the document

- a. To sketch a general long-term policy for the Institute; and
- b. To provide a framework within which the General Directorate can periodically propose medium-term plans, programs and budgets.

3. The institutional history of IICA

In the forty years since it was founded, IICA has grown from an organization of research and training in the field of agriculture, located in Turrialba, Costa Rica, to the specialized organization in agriculture of the Inter-American System. Its central office moved to San Jose, Costa Rica, and it developed a hemispheric network of offices to meet demands for technical cooperation services from its Member States in various subject areas related to agricultural development and rural well-being. It is now working on the basis of a new Convention, which entered into effect on December 8, 1980, giving it new attributes and calling it the Inter-American Institute for Cooperation on Agriculture.

4. Economic, social and political problems in the region

The region is faced with general factors that condition the setting of priorities for agricultural development and rural well-being. These include: a lack of consensus to facilitate agreements on development strategies between countries; the pressure for international cooperation to produce concrete results, after many years of joint efforts which have been less than successful; the region's need for full integration into the world market, consumer patterns and technologies; critical levels of foreign indebtedness, with no foreseeable improvements in conditions of access to international funding; population growth which requires the creation of many jobs and increased food supplies; slow economic growth and protectionist measures in the developed countries, which hinder agricultural exportation from the region; possible future shortages in the world food supply; and the problems caused by the energy situation.

5. Limitations on the agricultural sector in Latin America and the Caribbean

The present conditions of the agricultural sector in Latin America and the Caribbean pose a number of specific problems in different areas. These include: inadequate agricultural production; inappropriate scientific and technological inputs for agriculture; degradation and misuse of renewable natural resources; poverty among the rural population; unemployment and low incomes in the rural zones; poor organizational and managerial skills on the part of farmers; flawed land tenure structures; and institutional weakness in the agricultural sector.

6. Outlook for agriculture in Latin America and the Caribbean in this decade

Agriculture has been called upon to assume particular ascendance in the coming decade. This is because: progress toward solving structural problems and poverty in the rural sector will help ensure justice and social tranquillity; primary agricultural and processing activities will generate employment and contribute to rural development; agricultural production will continue to be the major means of generating foreign currency and of import substitution; food production will improve the availability of foodstuffs and will provide national food security; primary agricultural production and processing will contribute agroenergy for solving problems stemming from the petroleum shortage; agroindustry should contribute to employment and added value; the proper use of renewable natural resources will help to improve the environment and be an important contribution to achieving the objectives of agricultural development and rural well-being.

7. Nature, purposes and functions of IICA

The Institute has an inter-American scope, international legal standing, and is specialized in agriculture. Its purposes are to encourage, promote and support the efforts of the Member States to achieve their agricultural development and rural well-being. Its functions are to reinforce the national institutions for training, research and rural development; to formulate and implement plans, programs, projects and activities; to establish and maintain cooperative relations with the Organization of American States and with other organizations or programs and with governmental and non-governmental entities that pursue similar objectives; and to act as an organ of consultation, technical action and administration of programs and projects in the agricultural sector.

8. Objectives

IICA will perform its tasks in agricultural development and rural well-being by reaching agreement with the countries on actions to: incorporate the rural population fully into the benefits of economic and social progress; provide formal and non-formal training to human resources; develop and consolidate na-

tional systems for the generation and transfer of technology; encourage the production and efficient marketing of inputs and agricultural, livestock and forest products and agroindustry; support integrated rural development institutions; and reinforce institutional systems that set national goals and plan and implement sectoral policies.

9. Strategy

The Institute's strategy will be to reach agreement for cooperation, so that concentrated actions can then be performed with the countries. Implementation will be decentralized, and impact must be meaningful. In terms of the functions established by the Convention, this means that: a) IICA will support its member countries in developing the permanent, self-sustained capabilities of national agencies responsible for agricultural development and rural well-being; b) IICA will serve the member countries as a multinational tool in those areas which require their joint action; and c) IICA will operate as a forum and tool for the exchange of ideas, experiences and cooperation among countries and agencies.

The general criterion for multinational action will be to identify and deal with problems and opportunities of common interest to the Member States, always taking into account the strategies established by each one.

Concerted participatory action will be based on the joint identification of programs and projects, with the Member States, through a programming process consistent with the trends projected for agriculture in Latin America and the Caribbean.

Concentration of action will take place through programs that circumscribe the Institute's area of competence. These programs will be implemented through projects agreed to with the countries, according to criteria for priorities and evaluation established by the Inter-American Board of Agriculture.

IICA will establish permanent mechanisms for anticipating, identifying and forecasting trends in the region as a whole and in subregions.

According to the concept of technical and scientific brokerage, IICA will meet those needs of the countries which are difficult to foresee in the programs agreed to by the Inter-American Board of Agriculture, but which are not contrary to the nature of the programs, instead complementing them.

IICA will decentralize its services for administration and implementation and will conduct planning, implementation, evaluation and decision-making in its operating units. It will assign responsibility and delegate authority on the basis of clearly defined policies.

10. Characteristics of IICA's action

The activities upon which agreement is reached between the Member Countries and with IICA must be: effective; participatory; multinational; temporary; complementary; flexible; and innovative.

11. Participation of the Member States

The countries will participate in the Institute at three levels: a) through the Inter-American Board of Agriculture and the Executive Committee, as hemispheric governing bodies; b) through the technical agencies of the countries and groups of countries; and c) through mechanisms of concurrence to be established in each country.

CHAPTER I
BACKGROUND AND PURPOSES

CHAPTER I

BACKGROUND AND PURPOSES

A. BACKGROUND

The Convention on the Inter-American Institute for Cooperation on Agriculture, in Article 8 (a), states that the Inter-American Board of Agriculture is to “adopt measures related to the policy and action of the Institute, taking into account the proposals of the Member States and the recommendations of the General Assembly and the Councils of the Organization of American States.”

During the seventies, the Institute’s policies were set down in a document entitled the “General Plan” (IICA Official Documents Series No. 1), which was approved in 1970 by the Board of Directors, the predecessor of the Inter-American Board of Agriculture.

In 1980, the Institute’s new Convention went into effect, thus introducing the possibility of reviewing the Institute’s policies in light of the new juridical framework. Such a review would be enriched by the results of the wealth of experience that IICA has acquired with cooperation among countries, the changes that have come about in Latin America and the Caribbean in the past decade, and the expectations for international cooperation in the future. Accordingly, the Board of Directors, at its Nineteenth Annual Meeting, held in Mexico, approved Resolution OAS/Ser.L/1-IICA/RAJD/Res.109, dated September 25, 1980, stating:

“That the Inter-American Board of Agriculture consider the possibility of designating a group of experts in the field of agriculture and rural life in Latin America and the Caribbean, who are familiar with IICA’s doctrine and strategy, in order that, together with institution staff members, and personnel from the countries where IICA has National Offices, an analysis be made of the basic instruments within the framework of the 1979 Convention, and the projections of IICA’s work for future programming, taking into account the evaluations that have been submitted.”

The Inter-American Board of Agriculture approved this proposal in its First Regular Meeting (IICA/JIA/Res.6(I-0/81) on August 12, 1981), and charged the General Directorate to designate five experts. The designated group of experts completed its task on schedule. It supplied policy guidelines for the Institute, which have been incorporated into this document.

The Institute’s actions are taking place today in a context in which the countries of the Americas are working toward an economic and social process that will allow them to pursue the ends articulated in the Charter of the Organization of American States. This movement is unfolding at a particularly difficult mo-

ment in world history, when the promise of progress and freedom, the very essence of this Continent, remains elusive. Latin America and the Caribbean, with such widely divergent situations from one country to another, are not really faced with new problems. Rather, the region is confronting problems intensified by an equilibrium of underdevelopment which is difficult to reverse. These conditions demand new responses to the underuse of the natural, human and institutional potential with which both the region, and the world of which it is a part, are so richly endowed.

The Institute, as an organization of the countries, requires guidelines for renewed general policies that will contribute to finding these new responses.

B. PURPOSE OF THE DOCUMENT

In this document, the Member States of the Inter-American Institute for Cooperation on Agriculture:

1. Trace a general long-term policy for the Institute, interpreting how best to comply with the mandate that the Convention gives to the Institute, in response to what they view as a high-priority focus for organizing multinational cooperation in agriculture during the nineteen-eighties.

2. Provide a framework to guide the General Directorate in periodically specifying medium-term measures for determining the level and means of using resources for multinational cooperation in agriculture, that will govern the Institute in its capacity as a specialized agency of the Member States, in order to optimize its use of resources.

CHAPTER II

IICA: FOUR DECADES AS A TOOL FOR COOPERATION AMONG THE AMERICAN STATES

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Ever since this century began, the nations of the Hemisphere, aware that most of their economies were built on a foundation of agriculture, have been concerned with seeking solutions to the problems inherent in this way of life. This process has shown clearly that the nations of the continent, in all their diversity, are faced with common problems in the field of agriculture. The problems have been compounded by the growing needs of the population and the rising demands of the international market for raw materials and foodstuffs, pressing needs for ever more agricultural production, and improvements in the human and material resources for agriculture. A time came when the Member States needed to coordinate their efforts at the national, regional and international levels, in order to cope with these developments. Consequently, the First Technical Session of the Eighth American Scientific Congress, held in Washington, D.C., United States of America, in May 1940, advanced the idea of establishing an inter-American agency devoted to studying and seeking solutions to the problems of the agricultural sector on the Continent.

A. 1942 to 1949

On October 7, 1942, the Governing Board of the Pan American Union approved the establishment of the Inter-American Institute of Agricultural Sciences. In 1944, the Institute's Multilateral Convention was opened to the signature of the American countries. The document recognized the Institute as a permanent agency, gave it legal standing in accordance with its own legislation, and ruled on its relationships with the nations of the Hemisphere, its objectives, philosophy, goals and scope.

The objective assigned to IICA was to "encourage and advance the development of agricultural sciences in the American Republics through research, teaching and extension activities in the theory and practice of agriculture and related arts and sciences." At that time, the Institute's research programs were geared toward five fields: agricultural engineering, livestock and animal health, entomology, plant sciences and soils. The following year, research in agricultural economics and rural well-being was added. In January, 1946, the educational program was launched for granting the degree of "Magister." Thus, IICA opened its doors to the first high-level program for agricultural training in Latin America, which was consolidated in 1949.

The Institute's initial phase lasted from 1944 to 1950, when IICA served as an instrument of the American States for making technical improvements in the agricultural sector by training people and generating technology. During this time, IICA's action was concentrated in Turrialba, Costa Rica. Faced with a task

of such great magnitude, to be performed in a limited time, the Institute gave priority to direct actions through the research programs and through post-graduate training and short courses.

B. 1950 to 1959

During the nineteen-fifties, the Institute experienced its first expansion. Aid programs for the countries multiplied and, almost without exception, they included components of training and technology transfer. The interest taken by the countries made it clear that IICA should continue contributing to the task of disseminating theory and practice for agriculture, as established in the Convention.

Three major activities were of key importance in stimulating IICA's development between 1950 and 1960:

1. The Scientific Exchange Service Organization (1950) introduced bibliographic materials and made them available to the Member States, and provided training in library sciences. In this same framework, IICA began in 1958 to publish books and training materials in order to spur the development of higher agricultural education in Latin America.

2. OAS project 39, "Technical Training for Improving Agriculture and Rural Life" (1951), was conducted by IICA. It allowed for broader coverage by Institute activities, and focused on training the first *Magister Agriculturae* graduates in Latin America. The hemispheric objectives of Project 39 required a decentralized organization and stressed rural sociology among the fields of action in three zones of operation: Andean, Northern and Southern.

3. The Service Contract between IICA and the International Cooperation Administration (later renamed Agency for International Development, AID), signed in 1955, was responsible for many endeavors: research in cacao, coffee and rubber, studies of tropical grasslands, and agricultural information and education.

In summary, the period from 1942 through 1959 was an extended phase of setting up, reinforcing and consolidating the structure, strategy and goals of the Institute.

C. 1960 to 1969

From 1960 to 1969, IICA's activities were greatly expanded and realigned. Technical cooperation actions at the regional level, and support for the establishment and organization of national agencies, were based on a more in-depth knowledge of the true conditions of the agricultural sector and rural life on the continent. The General Directorate was set up in San Jose, Costa Rica, where it

provided a center for planning, supervision and internal coordination of the Institute. In addition, three permanent Regional Offices were opened in the former Project 39 offices. The Institute appointed official representatives and established offices in those countries in which its professional personnel were working on special programs.

The fundamental objectives for the decade obeyed the following priorities:

1. Personnel training through post-graduate programs and short courses.
2. Research as a function of training, and coordination of research throughout Latin America.
3. Advisory assistance for the governments for reinforcing their public service institutions for agriculture, planning and evaluating agricultural development programs, and acquiring financial resources, in the framework of the Alliance for Progress.
4. Development of agricultural communications.
5. Making the Institute known to the general public, and maintaining dynamic official relations with governments and national institutions.

In 1967, the Board of Directors recommended that IICA's activities be focused on three basic programs:

1. Higher Agricultural Education.
2. Agricultural Research.
3. Rural Development and Agrarian Reform.

At its Eighth Annual Meeting, held in 1969, the Board of Directors set up an Advisory Committee to analyze the evolution of IICA's activities and to draft a plan based on the needs for agricultural development in the Member States, in consonance with the policies set down by the Presidents of the countries of the Americas in the Declaration of Punta del Este.

The recommendations of the Advisory Committee were that the Institute should:

1. Become the chief agency of the inter-American system for agricultural concerns.
2. Serve as an agency for cooperation and coordination throughout the Continent for the projects and programs of other international organizations, governments and interested bodies.

3. Serve as an agency providing technical advisory services to funding agencies on investment projects for the development of specific agricultural programs.
4. Support the organization of the public agricultural sector in the countries and promote the dissemination of experience and know-how.
5. Develop systems for organization, structure and financing that would allow it to operate more effectively and expediently.
6. Take an interest in marketing, industrialization and technology for agricultural commodities, as the final stage of production programs.

The Advisory committee also recommended that IICA's activities be classified into the following areas of action, called Lines:

- I. Education at all levels (technical, intermediate, university, post-graduate).
- II. The production, communication and application of technology (research, extension, documentation and information).
- III. Marketing.
- IV. Financing for production.
- V. Agricultural policy (diagnosis, analysis, programming).
- VI. Institutional organization of the agricultural sector.
- VII. Land tenure and campesino organization.
- VIII. Multinational integration.

D. 1970 to 1981

The Board of Directors, at its Ninth Annual Meeting, held in 1971, approved the "General Plan," giving policy guidelines and strategies that viewed the individual as the subject and object of national development efforts and the cornerstone of Institute programs. With this approach, the Institute sought increases in production, productivity, rural employment, and participation in development by the farming population.

The basic strategy of the General Plan was to reinforce the agrarian institutional system in the countries. The Plan identified the following high-priority functions of the system: information, education, research, production develop-

ment, structural change and farmer organization, agrarian policy management, and regional rural development. These functions gave rise to the following "Lines of Action:"

- I. Analysis and Information for Rural Development.
- II. Education.
- III. Research.
- IV. Fostering Production and Productivity.
- V. Regional Integration.
- VI. Agrarian Reform and Campesino Organization.
- VII. Administration of Agricultural Policy.

The General Plan specified the characteristics of Institute actions, as follows: multinational, or of regional scope; complementary to actions which the countries were unable to operate effectively by themselves; temporary, or limited to a given time period; supportive, contributing to the efforts of the countries themselves; specific, through precise and systematic programs; receptive and flexible, to detect needs and understand trends in each country; and innovative, to absorb changes in concepts, organizations and procedures, by introducing original action alternatives.

In 1971, the Sixth Inter-American Conference on Agriculture was held in Lima, Peru. One of its specific recommendations was that the Institute should devote more resources to promoting the development of agriculture, in proportion to the importance of the sector and the nature of the problems confronting it. It especially stressed those related to social change.

In addition to the programs that made up the Lines, the Institute introduced the following new programs: the Program for the Humid Tropics, the Inter-American Agricultural Documentation and Information Center (CIDIA), the Inter-American Rural Youth Program, the Animal Health Program, the Plant Protection Program, the Program for the Protection and Modernization of Coffee Cultivation, and the Simon Bolivar Fund. These programs enabled IICA to provide the Member States with more effective cooperation for solving the problems of the agricultural sector.

During the decade, the Lines underwent several changes, particularly in the 1977 Medium-Term Indicative Plan. The 1982-1983 Proposed Program-Budget, submitted in 1981, gave the lines of action as follows:

- I. Information and documentation for rural development.
- II. Education for rural development.
- III. Agricultural research and technological transfer.
- IV. Agricultural production, productivity and marketing, animal health and plant protection.
- V. Regional rural development.
- VI. Structural change, campesino organization, and the participation of women, youth and families in rural development.
- VII. Formulation and administration of agrarian policy.

In compliance with the recommendations of the Advisory Committee established in 1965, the Tropical Research and Training Center (CTEI) in Turrialba, through a contract with the Government of Costa Rica and IICA, was converted into a scientific and educational civil association known as the Tropical Agriculture Research and Training Center (CATIE). It was a non-profit organization which initially received operational participation from the Government of Costa Rica, later joined by Panama, Nicaragua and Guatemala.

In 1958, the Board of Directors approved a Protocol of Amendment to the 1944 Convention, opened to signature on December 1 of that year. For ratification, it required the unanimous approval of the Member States of the Institute, an approval which was not forthcoming. Nevertheless, in 1962, the Board of Directors approved implementation of the basic changes proposed in the Protocol of Amendment: the quota system was to be similar to that of the OAS, and the Annual Meeting of the Board of Directors was to be introduced, with the participation of directly accredited representatives from the countries, preferably from the agricultural sector. During this time, the Board of Directors decided that different evaluations should be performed of the programs and projects in the lines of action, as well as the evaluation of the Simon Bolivar Fund projects. These decisions were the beginning of a new emphasis on the process of evaluating the results of IICA's action, the findings of which were to be used in making any needed changes.

In 1970, the Board of Directors passed a Resolution to amend the Convention, to expand the spheres of action and strengthen the Institute, and give a legal foundation to the changes already introduced. A lengthy process of study led to the text of the Convention which was opened to the signature of the American States on March 6, 1979 and ratified on December 8, 1980. The new Convention seeks to strengthen and expand the action of the Institute as an organization specialized in agriculture, and it states that IICA's purposes are to encour-

age, promote and support the efforts of the Member States to achieve their agricultural development and rural welfare.

Consequently, IICA is entering the nineteen-eighties with a new Convention that consolidates its nature as an inter-American agency specialized in agriculture, with international legal standing, expanded purposes and functions, and an organizational structure that will ensure the participation of the Member States on the Inter-American Board of Agriculture and the Executive Committee. It clearly defines the role and responsibility of the Institute's executive body, the General Directorate. In summary, the Institute has obtained the backing of its Member States to work toward a new institutional phase for serving them.

CHAPTER III

AMERICA: ECONOMIC, SOCIAL AND POLITICAL PROBLEMS OF THE REGION

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AMERICA: ECONOMIC, SOCIAL AND POLITICAL PROBLEMS OF THE REGION

A. THE GENERAL SITUATION OF THE REGION

The region is confronting a general situation that conditions the setting of priorities for agricultural development and rural well-being. The order of importance of these conditioning factors will depend on the particular circumstances and decisions of each country, in spite of the commonality of many conditions that surround the search for joint solutions to problems of agricultural development and rural well-being.

1. The need for consensus and for actions to produce new results

Today, there is no longer a consensus on the continent, such as that which existed in the sixties and which facilitated agreements among the countries on development strategies, sectoral functions, priority instruments and commitments of international cooperation. This loss of consensus has its roots in the great diversity of situations and priorities, which works against concerted action by multinational agencies.

Despite the many years of national and international efforts for agricultural development and rural well-being in Latin America and the Caribbean, success in attaining the objectives of these efforts has been uneven. This highlights the need for international cooperation to be relevant and to respond to the demands of a sustained process of integrated development.

2. Integration into the world framework and new concerns

During recent years, the countries have increased their integration into the world context, ranging from the adoption of consumer patterns and technology, to full participation in world commodity and financial markets. Because of this growing integration, it has become necessary to emphasize the role of international negotiation in several facets of agriculture. Thought should also be given to which characteristics of agricultural technology can be produced or adapted by the countries themselves, and how to ensure some degree of autonomy in this area.

3. Problems of balance of payments, inflation and funding

The usual balance of payments problems in the region have been compounded by current levels of foreign indebtedness in the Latin American and Caribbean countries.

The competition for international investment funds to explore energy resources, and for the eventual conversion of equipment to run on non-conventional energy, is reducing the margin of funds obtained and allocated for socially-oriented investments. Domestic inflation in most of the countries continues to be very high, requiring corrective measures for which a careful analysis must be performed of the level and composition of public spending. This, together with already excessive foreign indebtedness, which is exacerbated by the negative terms of trade that stem from marketing regional commodities in the developed countries, further reduces the options for investments which are not directly productive, and increases the difficulty of making income transfers.

During this decade, it will become more difficult to obtain international funding under favorable terms. Realistic measures for agricultural and rural development will have to be emphasized, and the social development not attained in the past, with greater concessionary funding, will have to take place in today's more restricted context.

4. Population growth

During the eighties, population growth in Latin America and the Caribbean will produce about ten million additional mouths to feed every year. Even if four million jobs are created annually, poverty, malnutrition and employment will still hold current levels.

Because of extremely high population growth rates experienced in the past, some countries will face serious food problems in the future, despite the region's productive potential. This population growth has contributed to urban growth, which has created a political climate unfavorable to rural areas.

5. Expectations for economic growth

Low expectations for economic growth in the developed countries restrict the international demand for agricultural commodities from the region. As purchasing countries increase their protectionism, it will become more difficult to place export products on the market.

This means that special attention must be paid to analyzing and using real comparative advantages. It means striking a balance between possibilities for self-supply and export, and between the terms of trade and prices of imported agricultural inputs, and those of agricultural export products.

6. The supply problem

Because of the consistent predictions of shortfalls in the world food supplies, grain-purchasing countries find it more difficult to depend on international commerce for meeting their needs. During the nineteen-fifties, the less-developed

countries of the world were self-sufficient in food. By the sixties, however, they were importing 20 million MT per year; by the early eighties, their import needs were up to 95 million MT per year. A worldwide shortage can be expected by the mid-eighties, and international food prices will rise.

7. The energy problem

Regional and world supply problems for energy have prompted the region to reappraise the technological orientation that it should adopt for agriculture, given the high relative prices of fossil fuels and the need to find appropriate substitutes, especially of plant origin.

B. LIMITATIONS, OPPORTUNITIES AND OUTLOOK FOR THE AGRICULTURAL SECTOR IN LATIN AMERICA AND THE CARIBBEAN

The current situation and outlook for the future of Latin American and Caribbean agricultural development and rural well-being pose a series of specific problems in different areas of action. Although the problems and priorities related to the use of different policy instruments are country-specific, or limited to subregions, some are unquestionably broad-reaching and important.

Land tenure

In Latin America and the Caribbean, the percentage of small, low-profit farms is very high: as much as ninety percent of all farms in some countries, and in the majority, over forty percent. At the same time, a high percentage of cropland is concentrated on a few large farms. In this decade, the problem of land tenure will continue to stimulate a dialogue on the need to increase the productivity of these small farms and to make the distribution of productive resources and income more equitable.

Poverty and rural disadvantage

Large population groups continue to have no access to the benefits of economic and social progress in the region. This is particularly common in rural areas. Similarly, serious problems of poverty and disadvantage in the urban areas are intensified by the exodus of rural dwellers toward the cities, in search of higher incomes and a better standard of living.

Farmer organization

Although efforts have been made to organize farmers, the scene is still dominated by small and isolated farms unable to take advantage of economies of scale or combined services. In addition, public agencies suffer from political and operational problems that limit their ability to serve low-income rural

dwellers. For these reasons, special emphasis will be placed during this decade on supporting efforts to reduce rural poverty, eliminate as much as possible the high rates of poverty that persist in rural zones, promote the participation of women and youth, and foster producer organization and managerial training, especially through associative groups of the different types most appropriate to the situation of each country.

Agricultural production

Inadequate agricultural production of foodstuffs, export items, and agro-energy supplies is due to the confluence of several factors, chief among which are:

- a. Inconsistent policies for supporting investment in agriculture and technological change.
- b. The limited ability of the public sector to provide the comprehensive institutional services needed by farmers.
- c. Structural and institutional problems related to land tenure, employment, income distribution and the participation of the rural population in the development process.

Markets and agricultural marketing

Production problems are heightened by inappropriate marketing systems and poor use of agroindustry. This results in substantial post-harvest losses and missed opportunities in the domestic and international markets.

Agriculture in the region continues to make poor use of opportunities for international trade. Such opportunities could lead to development on the basis of real comparative advantages identified through a careful analysis of the risks involved in world trade. This shortcoming is a result of limitations in information, organization and infrastructure in each country, for buying and selling quickly and efficiently. The problem becomes more complex in view of protectionist policies in developed countries.

During this decade, further attention will have to be given to the organization of domestic and international marketing channels as a tool in guiding production plans to respond to different national economic and social objectives.

Science and technology

Past results in generating, transferring, disseminating and adopting technology have demonstrated that many of the technologies generated are ill suited to the region's ecological and socioeconomic conditions. As a whole, despite the

region's many successes in disseminating technology, it is still urgent for the productive technology generated by experimental stations to be tailored to the ecology of the production areas and to the production systems used by different types of farmers.

Technological and climate risks are further compounded by the threat of animal and plant disease, intensified by today's ease of moving people and merchandise. These risks cause technical, institutional, legal and infrastructure problems requiring very complex policies.

The tropical areas of the region are potentially productive and currently underused. They could contribute significantly to improving the availability of food, agroenergy and export products, and this is a good reason for stepping up local research, especially on native crops.

Several countries have made significant and successful efforts to strengthen their national education and technology generation and transfer systems. Furthermore, the region is the home of three international centers that are members of the Consultative Group on International Agricultural Research. Nevertheless, there is clear evidence that agencies generating and transferring technology must adapt their approach to the new conditions of agricultural production.

National technological strategies and the approach of international cooperation for technology must be reassessed in order to provide information on the potential and needs of the region, and to foster an awareness of local capabilities for absorbing this information.

If the solutions needed for solving sectoral problems are to be found, the governments must concern themselves with training professionals who can produce, adapt and disseminate technology. To this end, the agricultural curricula at different levels of educational specialization should be aligned with the characteristics and real needs of each country.

Natural Resources

In many countries, and especially in the tropical regions, the expansion of the agricultural frontier has caused serious problems with renewable natural resources. Soils, forests, water sources and wildlife have been affected by the lack of policies and adequate technical measures for conservation and management.

During the last twenty years, the region incorporated almost 50 million hectares of new cropland. Despite this fact, no other region in the world has as much unused arable land as this area.

The possibility of using more of the available land is limited by unfamiliarity with profitable production systems that do not upset the ecology.

Some of the symptoms of today's neglect of renewable natural resources are: the severe erosion evident in some regions; advancing desertification; the degradation of watershed basins; the approaching extinction of many forest and animal species; and the urbanization of farmland valuable for production and for environmental protection. The rational management of renewable natural resources will ensure stable and profitable levels of agricultural production and the conservation of the environment.

Institutional problems in agriculture

Public agricultural agencies have few resources and little control over policy measures for implementing national strategies for agricultural and rural development. The institutional systems must therefore be reexamined to determine which ones merit strengthening in light of the expanding functions of other public sector subsystems and private groups.

C. THE ROLE OF AGRICULTURE IN THE NEXT DECADE

In the coming decade, agriculture will take on particular importance in the context of regional problems because:

1. As progress is made toward solving the structural problems and overcoming the poverty of rural sectors, it will become possible to hold back migration toward the cities, make more efficient use of human, natural, and economic agricultural production resources, and bring about the full participation of the rural population in obtaining the benefits of development, as a means of ensuring social justice and peace.

2. Rural development must generate productive employment, as excessive and haphazard urban growth imposes high social costs and is apparently unable to absorb rural emigrants productively.

Agricultural activities are important generators of employment, both directly in production, and indirectly, through activities to produce inputs and process primary goods. Although the aim is not necessarily to absorb the entire expanded rural population into efficient agriculture, many governments can be expected to focus more attention than ever before on the employment possibilities provided by agroindustry.

Primary agricultural activities and the processing of agricultural products are a strategic driving force of rural development. They can contribute to solving the problems of rural poverty by striking a balance between agricultural development as a high priority process, and rural well-being as an imperative objective.

3. Agricultural production is the chief source of foreign exchange for most countries of the area, which have severe balance of payments problems.

Without neglecting real opportunities for international trade, the region can move toward import substitution. The Latin American and Caribbean countries meet their needs for human and animal consumption by importing enormous quantities of grains which could be produced locally if suitable policies were in effect. Furthermore, the region has a potential for import substitution that has barely been tapped, and it could conceivably become an exporter of carbohydrates from native species well adapted to tropical ecology, especially roots and tubers, fruits and vegetable oils.

4. In addition, a widespread and stable supply of basic foods will help improve the level of nutrition in general, and boost national food security.

5. Primary agricultural production and product transformations are beginning, through agroenergy, to help solve the problems caused by the petroleum shortage. This is another aspect of agroindustry as a generator of employment and added value.

6. The renewable natural resources in the rural areas pose a continued challenge in the effort to conserve the environment. Throughout the region and the entire world, the quality of the environment is steadily deteriorating, to the detriment of rural well-being, and this will hinder future agricultural development.

The particular circumstances and priorities of each country will require different priorities for carrying out these functions, and different policies for facilitating them. The diversity of situations among Member States, and the many and varied experiences accumulated to date, signal the potential for cooperation between countries in support of national efforts.

CHAPTER IV

NATURE, PURPOSES AND FUNCTIONS OF THE INTER-AMERICAN INSTITUTE FOR COOPERATION ON AGRICULTURE

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A. NATURE

The Institute is a technical, international and intergovernmental agency specialized in agriculture. It operates in the economic, social and political context of its Member States, which lay down the general policies of the Institute so as to reflect the evolution of the countries' economic, social, political and institutional processes.

As an international organization, it enjoys autonomous rights and obligations in the international community; it has international legal standing and is subject to the mandate and control of its member countries.

As an intergovernmental agency, it is governed by the Members States, which serve as its authorities, monitor its action and have the highest, final prerogative concerning its maintenance, its action and its continued existence.

As a specialized technical organization, it is recognized in the Charter of the OAS as having agriculture for its sphere of action in the inter-American system. In this context, it must be organized in such a way as to maximize the effectiveness of its service to the Member States in its areas of competence.

The organization operates in a political environment from which its resources flow. Thus, it must establish relationships based on full respect of the sovereignty of each Member State, that will facilitate its technical work. In this framework, it must also foster cooperation among countries, in accordance with the objectives of the inter-American system.

These different features of the Institute should be taken into consideration in the policies for the future.

B. AGRICULTURAL DEVELOPMENT AND RURAL WELL-BEING

It is IICA's purpose to encourage, promote and support the efforts of the Member States to achieve their agricultural development and rural well-being.

The concepts of agricultural development and rural well-being are the twin pillars which sustain the Institute. Although it is the prerogative of the Member States to define the precise meaning of these concepts, and the strategy to be used for attaining them, the region will demand that its specialized agency for agricultural development and rural well-being view the human being as the subject and object of development, and focus on:

1. Cooperating with the Member States in developing efficient agriculture, based on the use of technology more appropriate to the needs of each country, in order to produce and market agricultural products for domestic consumption and industrial use, import substitution, generating exports and replacing conventional source of energy.

2. Cooperating with the Member States to improve the standard of living of low-income rural populations, through actions to incorporate them into the agricultural development process or generate alternative sources of employment, thus raising their incomes and increasing their participation in achieving and enjoying the benefits of integrated development of the countries.

C. FUNCTIONS OF THE INSTITUTE

The Convention allows for IICA to perform a number of functions in order to comply effectively with its mandate. These functions, which were divided into four generic categories in the text of the Convention, are the first step toward framing a policy for the Institute.

1. Institutional reinforcement

This function involves upgrading national institutions for training, research and rural development, in order to expedite the growth and spread of science and technology applied to rural progress.

It entails a specific format for action, which consists of supporting national institutions. Its purpose is to attain a self-sustained development process that will outlast any temporary cooperation.

By specifying the type of high-priority institution to receive reinforcement, this function endorses both IICA's long-standing historical endeavors (education and research), and those which have been included more recently for rural development.

IICA's role as a technical and scientific organization is also stressed, together with the need to impel and disseminate scientific and technical progress. This is a focus of concern to IICA.

2. Formulation and implementation of plans, programs and projects

IICA's second function is to design and implement plans, programs, projects and activities, to reflect the requirements of the governments. This function, as opposed to the first, distinguishes between the use of institutional reinforcement as an indirect means of reaching the farmers and rural population, and the option of supporting institutions through IICA's direct action in the field, depending on which strategy is most appropriate in each case.

3. International relations

IICA's third function involves establishing and maintaining cooperative ties with the Organization of American States and other agencies, programs or governmental and non-governmental agencies pursuing goals similar to those of the Institute, and coordinating its efforts with them. This expressly opens the way to cooperation with non-governmental agencies, and clearly highlights the goal of interagency cooperation, and of working with the governments and institutions of the Permanent Observer States of IICA.

4. Consultation and technical and administrative actions

The Institute's fourth function is to serve as an organ of consultation, technical practice, and program and project management in the agricultural sector, through agreements made with the OAS and other national, inter-American and international agencies and entities.

This function will serve to consolidate the tasks of implementation and administration that IICA undertakes through agreements, often with extra-quota resources. IICA's projects with national agencies and other multinational organizations are a good example.

This function also entails the idea that IICA should operate in the capacity of a consultant. This implies a separate task, which will demand joint efforts with the Member States to develop a sound conceptual basis. Such a foundation will guarantee the performance of this function, in consonance with the purposes of the Institute and with the policies and strategies established by the Inter-American Board of Agriculture.

CHAPTER V
IICA IN THE NINETEEN EIGHTIES

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A. OBJECTIVES

It is of fundamental importance in establishing a general policy, to identify clearly the role IICA will play in the context of the Continent's agriculture, in light of the nature, purposes and functions established in the Convention and suggested by agricultural trends in the region.

The Institute should be equipped to determine and define the scope and importance of problems and opportunities for action in accordance with the complexity and diversity of the countries, in order to support national efforts. To this end, it should also work in specific areas of mutual interest to more than one country, and take into consideration the strategies each has adopted for agricultural development and rural well-being.

In pursuing its two goals, agricultural development and rural well-being, IICA will cooperate with the Member States to:

- a. Bring about the growing, effective participation of rural dwellers, especially the low-income strata, in decision-making on projects affecting them, seeking to incorporate them fully into the benefits of economic and social progress.
- b. Develop human resources by promoting formal and non-formal training, to improve productive efficiency and promote the participation of the rural population in processes for achieving rural well-being.
- c. Develop and consolidate national systems for the generation and transfer of technology, in order to help each country fit itself into the regional and world technological framework. This would be done for the purpose of improving both agricultural and forest production and productivity, preventing and reducing losses to pests and diseases in crops and herds, and maximizing the use and conservation of renewable natural resources.
- d. Develop policies, mechanisms and tools for stimulating the efficient production and marketing of inputs and of agricultural, livestock and forest products, domestically and internationally.
- e. Reinforce regional and integrated rural development institutions for planning and implementing integrated projects, so as to coordinate institutional action and provide for the effective participation of beneficiaries.

- f. Reinforce public and private institutional systems in the many facets of setting national goals, planning, and implementation at all levels, on the basis of the retrieval and analysis of information for better defining and implementing policies and programs of agricultural development and rural well-being, and for establishing IICA's own priorities for action.

B. STRATEGY

The Institute's strategy will be to reach agreement for multinational cooperation, so that concentrated actions can then be performed with the countries. Implementation will be decentralized, and impact must be meaningful. In terms of the functions established by the Convention, this means that:

- a. IICA will support its member countries in developing the permanent, self-sustained capabilities of national agencies responsible for agricultural development and rural well-being.
- b. IICA will serve the member countries as a multinational tool in those areas which require their joint action.
- c. IICA will become a forum and tool for the exchange of ideas, experiences and cooperation among countries and agencies.

1. General criterion for multinational cooperation

The general criterion for multinational cooperation, on the basis of the strategies established by each Member State, will be to identify and work with problems and opportunities that are of mutual interest to the Member States, or to groups thereof, and which can produce more effective and efficient actions through multinational cooperation than through the isolated efforts of the countries.

This approach emphasizes IICA's nature as a multinational agency, and the importance of intensive participation by the Member States in jointly identifying and proposing actions to be undertaken, implementing them, and evaluating the outcome.

2. Characteristics of participatory and concerted action

In essence, participatory and concerted action involves working jointly with the Member States to identify programs and projects, based on prior programming and in line with the trends for Latin American and Caribbean agriculture in this decade.

Participatory and concerted action will have an inevitably positive effect on each country's policies for agricultural development and rural well-being, as a

result of IICA's interaction with national agencies in the joint search for solutions.

Concerted actions should focus on the fundamental features of agricultural development and rural well-being, seeking to work with problems and opportunities shared by the different nations.

The process of reaching agreement will take place at different levels:

a. Reaching agreement through the Governing Organs of the Institute.

Plans are made for meaningful, verifiable action, which includes a maximum of reciprocal cooperation. Agreement is reached by decision of the Executive Committee and the Inter-American Board of Agriculture.

b. Reaching agreement at the multinational level.

Program action agreed to by the Governing Organs should result from direct negotiations with groups of countries interested in solving a common problem. Advisory committees should be set up of groups of countries with mutual interests. They will study relevant problems and participate actively in designing and evaluating program actions.

c. Reaching agreement at the national level.

Special agreements will be made with the countries for the joint implementation of national-level programs and projects in line with concrete priorities. Such projects should produce a measureable impact and satisfy the beneficiary country, either as part of IICA's joint program action, or as a response to particular problems or situations in each country.

d. Reaching agreement with international organizations and entities.

Special agreements will be made with other international and multinational organizations and centers to coordinate efforts for jointly solving problems of mutual concern. This process will reduce the duplication of efforts that is reducing the cost-effectiveness of national and international efforts of technical cooperation, and will produce a continuous flow of external contacts for IICA.

Concerted action should carefully focus on the most important aspects of international cooperation, such as the outgrowth of actions by subregional groups, and the presence of other agencies and centers whose responsibilities and concerns coincide with those of IICA, especially those of the inter-American system and FAO. Through the processes of regional and subregional integration, the countries are working together to attain

common objectives in the field of agricultural development and rural well-being. Therefore it is incumbent on IICA to encourage, promote, support and publicize the efforts undertaken by the countries in this connection. As a result, one of IICA's foremost concerns will be the regional political and economic groupings, such as the Board of the Cartagena Agreement, the Latin American Economic System, the Central American Common Market, the Latin American Association for Integration, the Amazon Cooperation Treaty, the River Plate Treaty and the Caribbean Common Market. These mechanisms will be used to revitalize the search for solutions to problems facing different subregional groups, and Latin America and the Caribbean as a whole, for this is a task in which the Institute should cooperate.

3. Concentration: what and how?

Resolution IICA/JIA/Res.6(I-0/81) of the Inter-American Board of Agriculture indicates the countries' concern for IICA to concentrate its actions of technical cooperation, in order to maximize the effectiveness of available resources and increase the efficiency of its services.

The broadest category for organizing the Institute's work was formerly the "Line of Action," which targeted general functions of the public agricultural sector.

The Lines of Actions will now be viewed as a conceptual expression of IICA's two fundamental purposes: agricultural development and rural well-being. The new Rules of Procedure of the General Directorate identify the programs as the basic units for defining and encompassing IICA's activities. Thus, the programs will circumscribe the areas of activity in which IICA operates.

The programs are an instrument of in-house planning by which the member countries can identify, assess and establish priorities and actions for IICA in problem areas affecting agricultural development and rural well-being. They also articulate the strategies that will be used in finding solutions, and will provide a framework for working with the countries to conduct projects through a continuous, joint process of planning and evaluation.

The programs respond to the following needs:

- a. Outlining and concentrating the Institute's action in the region as a whole.
- b. Defining a frame of reference for each problem area identified, within which to implement actions accorded with countries requesting technical cooperation in the subject area of the program.

In order to facilitate analysis and priority-setting by the Inter-American Board of Agriculture, the new program proposals taken to the consideration of the Board should contain information on how to apply criteria established in advance by the Board itself for this purpose. The nature of these criteria will be such that, through applying and analyzing them, it will be possible to estimate the probable impact of program implementation, and to judge the comparative merits of the programs over other proposals competing for the use of available resources.

The Institute will establish permanent, decentralized processes for follow-up and for evaluating the results of its action in subregional operations. In order to perform this task, it will give maximum participation to national technical organizations. This will make it possible to comply with the stated purpose of objectively gauging the effectiveness of actions. It will facilitate reciprocal exchange of experiences and increase the interest of the countries in Institute action. The task is viewed as a continuous, decentralized, participatory process, and will provide a foundation for adapting programs to social, economic and political changes in the Member States.

The programs will be implemented through multinational or national projects. These projects, prepared jointly with the countries, will be concrete efforts to solve specific problems.

Projects for technical cooperation should fit in with the objectives of the country and the target institution, and upgrade local technical and administrative skills in order to ensure continuity of actions after the cooperation ends. The projects should be temporary in nature and should be based on formal commitments of technical and financial partnership. Evaluations will be held to determine whether they should be continued, expanded or terminated.

4. Anticipation

In pursuing its activities, IICA must establish procedures to identify and anticipate regional and national needs and problems. This process of anticipation will help improve the efficiency of services provided by the Institute, as an instrument of the countries, by directing attention toward problems and opportunities of foreseeable importance.

5. Technical-scientific brokerage

Despite the fact that IICA must concentrate its scientific and technical endowments on carefully selected programs and projects, it must never forget the many other problems assailing regional agricultural and which may be of special interest to some member countries.

The countries often require services in highly diverse facets of agriculture, and these are impossible to include in the concentrated approach of Institute programs. In such cases, IICA should be equipped to identify and channel the resources needed for handling these requests, without detracting from the nature of its programs.

Brokerage activities are complementary to program activities. Accordingly, IICA must be equipped to identify and locate competent specialists from inside and outside the region, to help solve specific problems.

6. Administrative and operational decentralization

It is essential to decentralize the administration and implementation of technical cooperation for action to be effective in a region as diverse as the American Continent. Decentralization is not only physical; it also encompasses planning, implementation, evaluation and decision-making, in an appropriate framework of assigned responsibilities and delegation of authority, based on clearly defined policies.

C. ACTION

1. The activities with which IICA carries out its functions

In order to carry out its functions, IICA should:

- a. Assess and interpret current and future problems, as well as opportunities in and for the Member States, in the fields of agricultural development and rural well-being, and disseminate the outcome of these actions to benefit the region.
- b. Perform actions to promote multinational programs, and participate in the design, implementation and follow-up of these programs.
- c. Channel external technical and financial resources toward the countries and, when appropriate, take part in managing these resources.
- d. Provide assistance for institutional reinforcement in the countries, with activities that use both internal and external resources.
- e. Take part in the implementation of certain development activities by pooling or supplementing local resources, when the Institute's participation is required for the solution of a problem.
- f. Interact with international organizations so as to maximize the impact of available resources used for supporting the efforts of the countries. IICA's activities should complement those of other international organiza-

tions in the planning and organizational phase. IICA will also provide support for implementing the efforts of both national and international institutions.

- g. Keep the Member States and international organizations informed of IICA's actions, and of priorities in the Region, in order to attract attention and resources toward high-priority problems.
- h. Represent the interests of the agricultural sector and rural areas of the Hemisphere to the inter-American system and to other international gatherings.
- i. Improve its own administrative structure to minimize fixed costs; and improve its financial structure to regularize quota payments by the Member States, in order not to interrupt its action.

2. Characteristics of IICA's action

The activities agreed to by the Member States, with IICA's participation or brokerage, should be:

a. Effective

They should facilitate concrete results that demonstrate to the Member States the effective use of resources allocated to IICA.

b. Participatory

They should be based on actions agreed to with the countries in programs defined by the Member States. Thus, the process of planning and implementation should be worked out and developed jointly with national agencies.

c. Multinational

They should tackle problems through joint action of all the Member States or of groups of Member States. The results in every country should surpass those that would be possible through individual action.

d. Temporary

Actions initiated in the countries with IICA support should eventually be taken over by the national agencies. However, there are certain functions which, due to their nature and scope, are more suited to permanent action by IICA, as an international organization.

e. Complementary

They should pursue the objective of reinforcing national agencies, either through indirect support actions, resource supplement, or the pooling of efforts for direct action.

f. Flexible

They should take into consideration that the problems of agriculture are affected by the diversity of approaches resulting from the socioeconomic and political pluralism of the countries.

g. Innovative

They should be able to promote changes in concepts, organization and procedures, opening the way to original alternatives and to the exchange of experiences for finding imaginative and realistic solutions to the problems of agriculture in the region.

D. PARTICIPATION BY THE MEMBER STATES

Characteristics of participation at the different levels

It is fundamentally important for the Member States to participate actively in IICA, if the Institute is to meet the ends and purposes mandated by the Convention. This participation must at all times be directed toward identifying problems and setting priorities, so that IICA may concentrate its national and multinational actions only on those concerns which are truly important to the Member States.

The countries participate in the Institute at three levels: through the Inter-American Board of Agriculture and the Executive Committee, as IICA's hemisphere-wide governing bodies; through the technical agencies in the countries and groups of countries; and through mechanisms of concurrence established in each country. This means that:

- a. In IICA's governing bodies, the task of the countries will essentially be to consider and analyze reports, studies and diagnostic information supplied by IICA or other agencies. The policies and concerns of the governments will serve as framing criteria for the definition and adoption of the Institute's policies, programs and budget.
- b. The technical agencies of the countries or groups of countries will participate by providing criteria and information for formulating, evaluating and continuously modifying proposals for multinational

programs and projects that the General Directorate or the countries may submit to IICA's governing bodies.

- c. Mechanisms should exist in each country for guaranteeing concerted action. They would pool the policies, technical expertise and resources of the countries and of IICA for identification, selection, priority-setting, and evaluation of national projects, for technical and scientific brokerage, and for the participation of certain countries in international activities.

E. PARTICIPATION OF PERMANENT OBSERVERS

In seeking Permanent Observer status with IICA, Governments thus indicate their interest in cooperating through the Institute in the development of agriculture and the improvement of the quality of rural life in the Member States.

For this reason, IICA's relation with the governments and institutions of the Permanent Observer States may translate into agreements or accords for participation which will help reinforce IICA's action in the hemisphere.

These agreements or accords may be formalized with the joint participation of all or several of the Governments or institutions of the Permanent Observer States, or with each one individually, according to the priorities of these States and of the Member States, and to the topics and geographic coverage of the actions to be taken.

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