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Program Level Evaluation

1977 - 1978



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INTER-AMERICAN INSTITUTE OF AGRICULTURAL SCIENCES - OAS

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GENERAL DIRECTORATE

San José, Costa Rica

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BOARD OF DIRECTORS OF THE INTER-AMERICAN INSTITUTE OF AGRICULTURAL SCIENCES - OAS

1977-1978 PROGRAM EVALUATION^{1/}

I. INTRODUCTION

Once again I am pleased to present the results of the program evaluation carried out during the current fiscal year, for due consideration by the Board of Directors.

Annex 1 contains the results of the evaluation of the information and documentation programs within Line of Action I, as carried out by Dr. John E. Woolston and Ing. Norberto A. Reichart. Annex 2 includes the evaluation of programs VI.2 and VI.3, and completes the general overall appraisal of Line of Action VI initiated last year and completed this year, by Messrs. Edward Betzig and Luis Paz Silva.

As requested by the Board of Directors, I will express very briefly my very sincere acknowledgement for the valuable work performed by the distinguished external consultants who have assisted us on these studies.

At the last Annual Meeting of the Board of Directors, I was asked to present together with pertinent observations, a synthesis of the more relevant aspects and of the actions taken or to be adopted, to implement the proposals presented in the evaluation studies. Although both studies were concluded only a few days prior to the time limit set for this writing, I am pleased to submit my first thoughts about these study reports.

1/ Director General's report to the IICA Board of Directors, for consideration at the Seventeenth Annual Meeting to be held in Asuncion, Paraguay from May 22 to 25, 1978. The report is presented in compliance with Resolutions IICA/RAJD/Res.41(15/76) and IICA/RAJD/Res.54(16/77), as approved at the Fifteenth and Sixteenth Annual Meetings of the Board of Directors, respectively.

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II. INFORMATION AND DOCUMENTATION PROGRAMS OF LINE OF ACTION I

The study of these programs was very thorough, and concludes with 34 recommendations which constitute a comprehensive work program for several years. Some of these recommendations demand immediate action; others imply the need for studies or negotiations; and several refer to the same subject, considered from different points of view. With the aim of shortening this presentation, I have taken the liberty of grouping the recommendations in the following manner:

A. Organization of Line I (recommendations 1.f., 2.1.a., 3.5.a.)

The evaluators consider that we should concentrate and more precisely define IICA's actions in this Line, and upgrade the levels of coordination, possibly through the leadership of a Director.

Although I do not completely discard this idea, which could be justified in view of the special characteristics and particularly the very permanence of these programs, I should mention that the hierarchical structure of IICA does not respond specifically to the given Lines of Action, and therefore further thought must be given to this matter. I feel, however that the idea is constructive and have decided to designate a coordinator, as a first step, to assure a more effective inter-connection of the actions carried out by CIDIA and PIADIC. The public information aspects are of a somewhat different nature, and I feel that they should be kept apart, at least for the moment.

B. Strengthening the national information systems (recommendations 1.a., 1.b., 1.d., 1.e., 1.g. and 2.f.)

This set of recommendations coincides with the approach we have used for program 2 of Line I, in the Medium-term Indicative Plan. To put it into practice requires more personnel specialized in information systems, located in and at the service of the Member Countries. With the quota funds for the 1978-1979 period, this can only be done in a limited manner since the pertinent Program-Budget proposal for this period had already been prepared, with only moderate increases indicated, when the evaluation reports were received. However, we will have two specialists financed by the agreement with IDRC of Canada, who will be working on a full time basis on these aspects. Moreover, by hiring national personnel, we will be able to relieve the professional personnel at CIDIA of some of their routine tasks, so that they may spend more time providing direct services to the countries, and, insofar as possible within the corresponding contract, we plan to decentralize PIADIC personnel so as to provide more direct service to the information systems of the Central American Isthmus. In

this manner, we hope to be able to prepare between 3 and 5 projects during the 1978-1979 period for possible outside financing. We will be proposing the establishment of a coupons system to facilitate international payments, at the AGRINTER Round Table to be held in April, and we will put into practice this system in accordance with the interest demonstrated by the countries themselves. And lastly, we will be reinforcing the core personnel of this Line as contemplated in the Indicative Plan, in the Program-Budget proposal for 1979-1980.

C. Libraries and direct user services (recommendations 1.1.a., 1.2.a., 1.3.a., 1.3.b., 1.3.c., 2.e., 2.g.)

These recommendations refer equally to the three libraries located in Turrialba, Bogota and at IICA headquarters, as well as to the photocopying and other specialized user services.

I am pleased to be able to state that we have caught up on the backlog in providing photocopies from Turrialba. Moreover, while preparing this report, we received a visit from the IDRC consultants to help us organize the microfiche service, to be put into practice once their report has been studied.

We will soon start negotiations with CATIE, to transfer the responsibility of managing the Turrialba library to this Center, without in any way impeding the services received by users from other countries.

The library in Bogota is a more complex problem requiring considerable thought before coming up with a possible solution. This solution will depend in part on the speed and effectiveness with which we can get the microfiche service underway, which is also of essence for the San José (headquarters) library, so as to be able to provide more extensive information, based on AGRINTER data. It will be several months, therefore, before we will be able to solve these particular problems definitively, since any solution will largely be determined by the corresponding cost study.

D. Implementation of the AGRINTER system (recommendations 2.b., 2.c., 2.h., 2.i., 2.j., 3.5.d.)

This group includes recommendations on technical as well as political aspects concerning the functioning of the AGRINTER network. They are all of value and acceptable. Some of them, such as those concerning the regular organization and composition of the AGRINTER Round Tables, the use of

lighter paper for printing purposes, and the inter-dependence of inputs and outputs, are of almost immediate application. Others, such as the use of photocomposition and the increased frequency of publications and specialized bibliographies, require access to or availability of specialized equipment and the design and prior testing of the corresponding technical processes or the reorganization of work plans. I have therefore decided to adopt the first ones as soon as possible, and speed up the studies or work needed, so as to put the latter into practice as soon as feasible.

E. PIADIC (recommendations 2.1.b and 2.1.c.)

PIADIC is a project being implemented on the basis of a contract with and financed by ROCAP. As the contract is about to end, we are negotiating an extension. To this end, the opinion of our evaluators which I consider to be of value and constructive, will be taken very much into account.

F. Public Information (teaching texts and materials - recommendation 3.1.a.,)
Turrialba journal - (recommendations 3.2.a., 3.2.b. and 3.2.c.);
'Desarrollo Rural en las Américas' journal - (recommendation 3.3.a.);
and the Internal Bulletin - (recommendation 3.4.a.)

The recommendation concerning the Teaching Texts and Materials Program is reasonable, and could probably assure increased program effectiveness. In 1968, we tried out similar ideas, without being very successful. However, circumstances may have changed which justify, I feel, that we should try them again. However, this cannot be decided immediately, and would require negotiation and previous study, which we will do as soon as possible.

Even if the measures suggested in recommendation 3.2.c. were to be completely successful, they should be subjected to an in-depth analysis; I feel it is highly improbable that a journal such as Turrialba could be self-financing within a few years. Thus, to transfer the responsibility of editing, publishing and distributing the journal to CATIE would involve imposing an additional financial burden on this center, which is still in its take off. Evidently, Turrialba is and will be available to the CATIE technicians, whose collaboration we count on to produce the journal. Moreover, in view of the scarcity of journals of this quality in Latin America, every effort should be made to make it available to other researchers throughout the continent. Hence I do not consider it the right moment to accept the recommendation to transfer the journal to CATIE, although this does not exclude a change of mind in the future, under other circumstances.

I found the recommendations about 'Desarrollo Rural en las Américas' to be valid. We will make every effort to improve its quality, increase circulation and convert it into a primary instrument for transmitting IICA's image. I feel, though, that it can still be handled by the same editor, together with Turrialba, at least while we have to maintain a policy of austerity, as required by the very moderate increases in the quota funds budget.

In keeping with this policy, I am requesting an analysis of our Internal Bulletin to upgrade its quality and reduce costs. To this end, I am willing to change it from a weekly to a bi-monthly bulletin.

G. Computer services (recommendations 2.b. and 3.5.b)

Although the information and documentation services, on an individual basis, are the ones that make the greatest demand on our computer system, other services such as accounting, the registration and control of projects, personnel registration and files; inventories, etc., together, amount to at least an equivalent load. The diversification of services offered by AGRINTER and those which PIADIC may add, imply further and more intensive use of the computer systems, on a short term basis.

Up to now, we have been able to cover this lack of adequate equipment, through the use -paid for- of other equipment in Costa Rica. However, this implies additional costs for the rental of equipment, and frequent delays in our work due to the lessening availability of outside facilities, which have other priorities.

Some preliminary studies indicate that the cost of new equipment, with adequate capacity for all our foreseeable needs over several years, would be more than covered over a short period, by the saving in rental fees for outside computer facilities. We are therefore seriously considering the purchase of new equipment, and are making the necessary financial studies of the possible alternatives. Just acquiring new equipment, however, will not solve our problems. The organization and functioning of our computer center will also have to be revised. Only then could a basically reasonable decision be taken concerning the establishment of a close, functional linkage between this center and our information and documentation services.

H. Personnel recruitment (recommendation 3.5.c)

From the beginning of this administration, we have been careful not to put international professional personnel into positions that can be held by national personnel. This is an internal policy which we have tried to apply as strictly as possible. However, we may still have to review some of the positions and make some more changes along this line, keeping the best interests of the IICA programs in mind, while giving due consideration to the people involved.

III. LINE OF ACTION VI

Last year, a preliminary report was presented concerning the evaluation of the agrarian reform program within this Line of Action. At that time, the external evaluators indicated the problems of analyzing that program without taking the other Line programs into consideration.

This year, therefore, it was decided to ask the same evaluation team to analyze the remaining programs and to make a general appraisal of the whole Line of Action, particularly with respect to its reformulation within the Medium-term Indicative Plan.

It must be recognized that Messrs. Edward Betzig and Luis Paz have worked on this analysis with great discernment and understanding, and more than once had to go beyond the technical into the conceptual sphere, while taking the incidence of those factors of a political nature into due account.

The Evaluation Team has not restricted itself to recommendations only, but has also made suggestions of an operative and strategic nature, in each case, as to be able to put them into practice. It is understood that these suggestions have been presented by way of example, and do not exclude other alternatives. They therefore deserve a careful internal analysis in terms of their possible application, but do not require any immediate comment or decision, and so I will limit my presentation to the core aspects of each recommendation.

The first recommendation concerns expanding Line VI activities, and assuring their closer inter-relation with the other Lines of Action, assigning top priority to the 'campesino' organization program.

Since the evaluators themselves acknowledge in their report that IICA work must be in keeping with national policies and priorities, the first part of this recommendation must be considered in relative terms, and is related to recommendation 3, concerning the organization of Line VI. Within this context, then, I am in agreement with assigning top priority to the 'campesino' organization program.

In the second place, the evaluators recommend and consider 'campesino' organization as one of the central themes or approaches to IICA's general objectives to help the countries stimulate and promote rural development.

Within this context -and examples are given- they suggest that each of the other Lines could be linked to Line VI, to some degree, on the basis of this approach or central theme.

This coincides totally with the frame of reference of the Indicative Plan and will be taken into due account for programming purposes at the level of each country.

The third recommendation proposes a given form of organization for Line VI, based on a central technical core, closely linked to the library in Bogota, and with an appropriate work plan; the central guidelines for this work plan are also given.

Concerning this point, I should like to mention that I recently decided to transfer the CIRA technical group to San Jose, where it will be more centrally located, as appropriate for its continental sphere of action. Moreover, in this manner, the group will have the support of the specialists at the General Directorate.

I am well aware, however, of the advisability of a close relationship between this group and the Bogota library, and the transfer of this group has been delayed while a decision is taken about what to do with that library.

I should mention that the joint move of library and technical group to San José, would allow us to organize a level 2 bibliographic service in the area of rural development, thereby coinciding with the Evaluation Teams' recommendations for Line I and Line VI, while contributing to quality improvements in the journal 'Desarrollo Rural en las Américas'.

The possibility of establishing priorities by regions, as mentioned in the fourth recommendation, is quite acceptable and may well be extended, I feel, to national levels.

The last recommendation, which proposes that evaluation studies be conducted on the basis of a methodology that would permit establishing a relationship between the activities of IICA and their effect on rural development, could be more effectively put into practice if the Board of Directors were to decide on adopting project-level evaluation, as proposed by the Special Committee.

IV. 1978-1979 EVALUATIONS

In Resolution IICA/RAJD/Res.54(16/77), the Board of Directors decided:

- "5. To convene a Special Meeting of the Special Committee with the aim of examining the evaluation methodology and to outline the procedures to be used for the evaluation work at program and General Plan levels. The possibility of project-level evaluations should also be studied".

The Special Committee met in San José, Costa Rica, on October 19 and 20, 1977, to study this and other matters. The conclusions of the meeting are given in document IICA/RAJD/Doc.175(17/78), and are summarized as follows:

The evaluation of the General Plan would be carried out every five years, so as to coincide with the analysis of the Medium-term Indicative Plan and its respective programs. Thus, the next evaluation of the General Plan would be made at the 1979 Annual Meeting of the Board of Directors.

Project-level evaluation studies should be carried out every year, indicating the decisions taken in aspects pertaining to the reprogramming, continuation or termination of projects. Moreover, progress reports on specific projects would be presented at each Annual Meeting of the Board.

And finally, it was indicated that each Member State should evaluate IICA's work in that country, in collaboration with the Institute, and it was recommended that the possibility of integrating these evaluations with those at the project level, be studied.

In accordance with these conclusions, then, and at the express behest of the Special Committee, I consider that the evaluation studies to be conducted in 1978-1979 should include:

1. An analysis of the implementation of the General Plan, 1975-1979.
2. Developing and testing a methodology for the evaluation of IICA Projects.
3. The preparation of a limited number of progress reports.

In keeping with these ideas, then, I submit a draft resolution on this matter, for due consideration by the Board of Directors, after it has been studied by the Special Committee (Annex 3).

V. SUMMARY OF ACTIONS TAKEN OR TO BE ADOPTED BY THE
DIRECTOR GENERAL TO IMPLEMENT THE RECOMMENDATIONS
CONTAINED IN THE EVALUATION REPORTS

1. Designate a coordinator of the concurrent actions of CIDIA and PIADIC.
2. Make personnel adjustments to reinforce the actions aimed at strengthening the national information systems.

3. Propose an international payment coupon system for Bibliographic services, and put it into practice, subject to the interest of the countries.
4. Initiate negotiations to transfer the responsibility for managing the Turrialba library to CATIE.
5. Analyze the advantages and pertinent costs of a total or partial transfer of the Bogota library to San José, as such or on microfiches.
6. Adopt suggested measures to upgrade the functioning of the AGRINTER system, which do not imply additional costs; analyze the possibilities and costs of the other suggested improvements.
7. Take the Evaluation Team's recommendations into account on negotiating the possible extension of the PIADIC program.
8. Analyze the possibility of using private editorial firms for printing the books of the Teaching Texts and Materials program.
9. Keep the journal 'Turrialba' in San José, with the same editor for this journal and the journal 'Desarrollo Rural en las Américas'; upgrade the quality of the latter.
10. Analyze the Internal Bulletin to upgrade its quality and reduce costs; change it to a bi-monthly rather than a weekly issue.
11. Complete the analysis so as to decide on the advisability of acquiring new computer equipment and reorganizing the computer center.
12. Assign top priority to the 'campesino' organization program, within Line VI.
13. Take into account the possible linkage of all national projects with Line VI, particularly with respect to the 'campesino' organization program.
14. Transfer the CIRA technical group to San José, subject to the transfer of the Bogota library, to develop a program based on the central guidelines proposed by the Evaluation Team.

APPENDIX 1

Original: English

**EVALUATION OF THE PROGRAMS
IN
LINE OF ACTION I
(Information and Documentation
for Rural Development)**

**John Woolston
Norberto Reichart**

**San José, Costa Rica
Dec. 77 - Jan. 78**

The report of
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I. OBJECTIVES OF THE EVALUATION

1. To study the work that IICA has done in recent years in the field of information and documentation applied to rural development.
2. To analyze how the various projects and actions have been developed within the programs of Line I.
3. To formulate recommendations on the future orientation of the programs, thus tending towards a more effective achievement of the general objective of Line I, which is "to foster and support the maintenance of a permanent flow-production, integration, dissemination and use -of information related to the agricultural sector so as to facilitate the decision-making process and to orient the actions of those responsible for programming and implementing activities directed towards fostering rural development".

II. FRAME OF REFERENCE FOR THE EVALUATION

Any critical analysis of the programs and activities developed in the context of Line I must take into account the following items:

1. The IICA General Plan which was approved by the Board of Directors in 1970 and which has been in full force since 1971-72;
2. The origin and evolution of the general objectives of IICA; the philosophy that underlines the basic programs of action and its specific application in the case of the program for "Agricultural Libraries, Documentation and Information"; and
3. The experience which has been acquired in developing this program to respond to the particular needs and problems encountered by the countries of the Region, while taking into consideration the progress that has been made in the field of information science in the world at large.

III. METHODOLOGY OF THE EVALUATION

We have borne in mind that this evaluation is intended for presentation to IICA's Board of Directors and that its purpose is to provide useful input for a judgement of the program of Line I, as well as for decisions on its future orientation and better implementation within the General Plan. The evaluation has therefore been addressed to the following list of decisions to be taken:

DECISIONS TO BE TAKEN

TYPE OF EVALUATION

1. Accepting the need for a Line I program within the objectives of the General Plan, what planning approach is the best to adopt?

(formulation of program)
2. Can the program, as planned, succeed? Are changes necessary? (design of program)
3. Are the methods used effective or should changes be made? (implementation of the program)
4. Have particular activities and projects reached the point that they can now be terminated or given a new emphasis?
5. If the available resources could be re-allocated, what are the most promising activities and what priorities should be followed?
6. Does the program motivate the participants to share in its objectives? If answer negative, what changes are necessary?
7. What else, if possible, should be done to respond to the problems and the needs that motivate the Program?
8. Why did certain programs succeed? And why did others fall short of their objectives?
9. What is the ultimate value of this Program for the participants, for IICA, for the Region, and for the World?

Evaluation of relevancy and of the value of possible alternative approaches.

Evaluation of plan of action in regard to its significance, quality, potential, effectiveness and efficiency.

Evaluation of activity in progress and of the reaction of participants to the methods that have been employed.

Evaluation of progress by the achievements so far obtained.

Evaluation of the past expenditure of resources in the program; how have they been applied and what have the benefits been?

Evaluation of the relevancy of the content, methodology, etc. of the program; examination of the attitudes of participants towards the approaches that have been taken.

Evaluation of the effectiveness of the program.

Interpretative evaluation.

Overall evaluation of the significance, effectiveness, and efficiency of the Program.

IV. DEVELOPMENT OF THE EVALUATION (Strategy)

The procedure developed to meet the objectives of the evaluation involved the following components:

1. Study of the documents presented to the evaluators by the Associate Deputy Director General's Office for Planning:
 - Synthesis of IICA action in the field of Agricultural Libraries, Documentation and Information
 - General Plan of Action of IICA
 - Evaluation and Policies of Line I
 - Indicative Plan 1978/82
 - Annual Reports of IICA
 - Material from the central archives of reports
2. Study of the ad-hoc documents produced by the different groups working within Line I, and of their publications.
3. Individual and collective interviews with the Director and staff of each group and detailed analysis of its objectives, methodology, achievements and difficulties.
4. Study and analysis of the program as it affects the member countries, by means of interviews with IICA Country Representatives, with IICA personnel working in relation to Line I, and with personnel from national institutions benefitting from, or cooperating with, these programs.
5. Visit and interview with the Director of CATIE in Turrialba and with his technical personnel responsible for particular programs in research, teaching and technical cooperation.
6. Visit and analysis in-situ of the activities of the Orton Memorial Library (Turrialba).

V. RESULTS OF THE EVALUATION

1. OVER-ALL EVALUATION

The inclusion of "Information and Documentation for Rural Development" as a specific component of the IICA General Plan reflects an important policy decision, one that gives meaning and significance to such activities within the context of an overall action plan that has dimensions both hemispheric and humanistic.

Line of Action I includes the following activities:

- Analysis of rural and institutional development (at present "Information and Documentation for Rural Development"), including the systematic and periodical analysis of agriculture progress and of the development of agricultural institutions and organizations, individually and as institutional systems.
- Planning and organization of national subsystems of agricultural information in Latin America and the Caribbean.
- Coordination, integration and transfer of agricultural information in Latin America and the Caribbean.
- An IICA public information program oriented, on the one hand toward promoting cooperation among the countries for the generation and diffusion of agricultural literature and, on the other hand, toward the projection and enlargement of the institutional image.

Activities are being developed through cooperative projects with national and international organizations; these activities are carried out with the participating of many IICA groups, coordinated and supported by units such as the Associate Deputy Director General's Office for Planning and by the Inter-American Centre for Agricultural Documentation and Information - CIDIA (which includes both the Documentation and Information Unit and the Library Service Terminals (Turrialba, Bogotá, San José)).

The more significant policies and achievements of Line I during the decade of the 70's include:

- a. Creation of the Inter-American Centre for Agricultural Documentation and Information-CIDIA as an organ of coordination and support for the development of agricultural information both at country level and at the regional level.
- b. Application of the concept of the "Information System" as a basic strategy in the technical cooperation program of the IICA.
- c. Creation of the Inter-American System of Information and Documentation for Agricultural Sciences- AGRINTER- as a regional cooperative mechanism to coordinate and improve the flow and use of agricultural information in Latin America and the Caribbean.
- d. Inter-connection of the information system for the Latin America and the Caribbean with the corresponding world system- AGRIS.

- e. Creation of the Program of Agricultural Information for the Central American Isthmus-PIADIC, aiming at the development of a sub-regional Data Bank to cover technological, socio-economic and marketing information.
- f. Creation of the Library (Services Terminal) specializing in Planning and Development and located at the Head Office of IICA

These above policies and achievements are components of an action strategy and of a structure of services, that in broad terms demonstrate the feasibility of the aims and objectives of Line I.

Adjustments to the program are foreseen in the Medium-Term Indicative Plan (for the period 1977/78-1981/82. The revised Plan will concentrate efforts in support of the National Systems of Agricultural Information and Documentation and their coordination and integration at the regional and international levels. It also calls for a transfer of the "Program for Systematic Analysis of Institutional and Rural Development" to Line VII. The adjustments are positive and deserve support.

IICA has existed for 35 years; CIDIA has existed for 7 years. It is well-known that institutions can grow old unless they are subject to frequent rejuvenation with new activities and new staff. But, even with new activities, there is a tendency also to retain old activities -often beyond their usefulness. In this evaluation exercise, we have paid particular attention to the older activities, with the object of advising whether these are still of sufficient usefulness to be retained, or whether some might now be discontinued in order to release effort for more important work.

In general, and after a careful review of the history of the activities in the area of Line I, we are impressed with the way in which IICA has adjusted its work to respond to new developments and new opportunities. In recent years the advent of AGRINTER has provided a focus around which many of the activities have been clustered. This, to our minds, is admirable, because it ensures that the individual activities interact and are related to an overall concept and policy. Since AGRINTER is a program that necessarily involves joint action with the member countries, it has also provided mechanisms to ensure that the work of IICA in Line I has been more closely audited by the member countries, and more closely tuned to their needs.

Evaluations of the type that we have carried out can only be done several years apart. Something more likely a continuing review is essential for the health of the program and to help ensure that there is always a lively participation of member countries in the definition of future directions.

It is for this reason that we have particularly noted the CIDIA practice of convening period "Round Tables" at which the AGRINTER program is exposed and is subjected to the scrutiny of qualified professionals from the member countries. Without detracting from the authority of the Director General

in determining the direction of his program, we believe that the mechanism provided by the Round Tables could be reinforced.

Regular meetings (perhaps one each year) should be convened. The individuals attending these meetings should be nominated by their countries but, in each case, should be the senior professional with responsibility for managing the national program in agricultural information. To save cost and to avoid having meetings that are too large to be effective forums, it is not necessary to have all countries at all meetings. Rotation among the member countries could be organized over the years, but with some countries remaining on the list of invitees for a sufficient number of years to ensure a measure of continuity.

The meetings should be of sufficient duration to permit an overall review of all Line I programs and a more profound review of particular activities on which the Director General may be seeking advice.

Meetings constituted in this manner could help ensure that the recommendations made to the Director General would be complemented by appropriate action in the national organizations from which the participants would be coming.

We are pleased to note that the management of CIDIA is planning to move in the direction we are recommending and that participants in the IX Round Table will be individuals named by national authorities. For AGRINTER, which is a joint project with the member countries, the Round Table is becoming the de facto parliament. But because of the professional orientation of the individuals and their key positions in their own countries, it could also become the principal advisory body to IICA on Line I programs generally.

2. EVALUATION BY PROGRAM

2.1 PLANNING AND ORGANIZATION OF THE NATIONAL SUB-SYSTEMS OF AGRICULTURAL INFORMATION IN LATIN AMERICA AND THE CARIBBEAN

The Inter-American Centre for Agricultural Documentation and Information-CIDIA, established to support the development of agricultural documentation and information services in Latin America and the Caribbean carries out its responsibilities by means of an Operations Unit at IICA's Head Office and works with the IICA Offices in all of the countries. In pursuance of the objectives of the Program, CIDIA has developed activities in three areas of effort:

- a. Development of the consciousness of national sectorial authorities at the decision-making level in relation to the importance of institutionalizing a National Sub-System of Agricultural Information as a support for rural development.
- b. Coordination of the efforts of existing national organization working in agricultural documentation and information.
- c. Training of the specialized personnel, at different levels, required for the establishment and operation of the System (AGRINTER).

An evaluation of the results obtained reveals that the concept of AGRINTER has been given approval-in-principle by the authorities in 17 countries receiving technical assistance and that there is a general interest in the establishment of this System. However, it is only in a few cases (Brazil, Venezuela and Bolivia) that the System has been the subject of a legal instrument, and it is in only one of these (Brazil) that the instrument is operationally effective.

The limiting factors encountered are the following:

- 1) Lack of technical and logistical support in the field. Except in particular cases, the IICA Country Offices do not have the professional staff needed to give the national authorities the confidence that they will be effectively assisted in what is a new and complex enterprise.
- 2) Insufficient operational capacity of CIDIA to support the IICA Country Offices in their technical-assistance and promotional activities in the countries.
- 3) Financial constraints of the governments in relation to the investments and operational expenses implied by their participation in the System.

It is clear that any hemispheric program must be rooted in the corresponding national activities. Hence we welcome the emphasis that CIDIA has placed on the need to foster the development of national agricultural information systems. But clearly these cannot be built from outside. Until there is a sufficient commitment of national resources, the role of CIDIA is bound to be limited. Once, however, there is a mobilization of national effort, CIDIA can do much to speed the progress of this effort and to multiply the effectiveness of the resources that the nation commits.

For many years, CIDIA has provided training programs of different kinds and at different levels, and there is some evidence that member countries would like CIDIA to resume the type of basic training that it used to give in the past. While we do strongly support CIDIA training activities related to AGRINTER methodology (where relatively short-term courses can yield very large returns), we cannot recommend that CIDIA resume basic training. This must be seen as the responsibility of national schools of library and documentation science, and the time is past when a CIDIA program of basic training would have more than marginal impact on the hemispheric scene: the number of individuals needed are just so great that they must be provided by national rather than by regional programs.

In parenthesis, it might be mentioned here that, if IICA accepts the recommendations we offer elsewhere concerning the library at Turrialba, it is conceivable that Turrialba may once again be able to resume basic training programs -but only for the Central American countries, and in a CATIE rather than an IICA context.

CIDIA also helps the development of national systems through the provision of expert consultants drawn from its own staff; this, too, we welcome. We believe that training and demonstration, in situ, can often be far more effective than bringing trainees out of their own environment for centralized courses. Inevitably a certain amount of 'averaging' occurs when training is centralized and offered simultaneously to a relatively large group of individuals- whereas when the 'teacher' goes to the country and offers advice and training in the local environment, he is required to relate what he offers to the constraints of that environment. We understand that CIDIA plans to commit two of its staff to this type of activity in the next years and we believe the returns should be significant.

Another related consideration is the staffing of the national and sub-regional IICA offices, particularly in relation to Line I. As of now, there are 4 individuals located in these offices whose program responsibilities are defined in relation to Line I. According to the Medium-term Indicative Plan, this number will increase to 11 by 1981-82. But, professionally, the existing staff have all been trained as comunicadores, and their appointments reflect the priorities of IICA of several years ago. While we do not challenge the importance of the work they do, and

the need to develop better print, audio-visual, and person-to-person communication programs related to rural development, we are concerned with the total absence of field-office staff specializing in documentation and information systems. Given particularly that AGRINTER is now one of the major programs of IICA, and that AGRINTER depends on cooperation with the member countries, we believe strongly that a professional background in information systems should be a pre-requisite for future field-staff appointments within the Line I budget.

We welcome the fact that CIDIA is also working with the existing field-office staff to strengthen their understanding of the current programs and to enlist their cooperation in working with individual countries.

In our conversations with representatives from national institutions participating in AGRINTER, there was repeated insistence on the need for closer and more frequent contacts with the CIDIA team. Both the visiting consultants and the professionally qualified field-staff in national and sub-regional offices will be warmly welcomed.

We discuss the PIADIC program under another heading of this report. However, this is an appropriate place to mention one of our major concerns arising from the work that we have done. Because of the size of the PIADIC program, and the significance of the resources assigned to it, CIDIA has tended to "stay away" from the Central American countries, and this has had -in our view- unfortunate consequences.

We believe that what AGRINTER attempts to do -that is, to provide each country with the methodology for producing an inventory of its own documents in the agricultural sector- is an essential component of any program having the objectives that PIADIC has. But, in general, the PIADIC program has diverted the attention of the Central American countries away from AGRINTER.

There is no harm in short-term actions to improve the services of particular libraries and documentation centres, but this should not be done at the expense of also building for the longer term. It seems that some individuals involved in PIADIC (which is a program of finite duration) have been impatient with the progress of AGRINTER (which is a program of indefinite duration), and that this impatience has manifested itself -at least superficially- in the expression of incompatible philosophies and methodologies. We believe that this is a false position to take, and we welcome IICA's more recent efforts to provide stronger direction and to secure better coordination of the two programs. It is unfortunate that, in the meanwhile, opportunities have been lost -for the two programs should be mutually reinforcing and not in competition.

RECOMMENDATIONS

- a. Concentrate the training activities of CIDIA on the methodology of AGRINTER and leave basic training as the responsibility of national schools of library and documentation science.
- b. Assign CIDIA personnel to act as expert consultants to the countries and thus to provide training and demonstration in-situ.
- c. Endow at least the sub-regional IICA Offices with specialists in agricultural documentation and information. Given that AGRINTER is now one of the major programs of IICA and that AGRINTER depends on cooperation with member countries, it is essential that a professional background in information science be a pre-requisite for the future assignment of field personnel within the budget of Line I.
- d. Encourage frequent and close contacts between the CIDIA team and the representatives of national institutions participating in AGRINTER.
- e. Make every effort to obtain an effective coordination between CIDIA and PIADIC, thus ensuring that the programs reinforce each other and do not compete.
- f. Stimulate projects of technical assistance and international financing (PNUD-FAO or bilateral) for the design and operation of the national agricultural information systems.

2.1.1 LIBRARIES AND CIDIA SERVICE TERMINAL

2.1.1.1 TURRIALBA

This library was founded when IICA itself was first established, and it was given the task of providing the necessary agricultural documentation service to support IICA's research projects and teaching. It developed in accord with the evolution of IICA's own functions and activities, and came to be seen as one of the world's principal libraries for tropical agriculture. With the creation of CIDIA, the Turrialba library became one of the units of this new structure, with particular responsibility for providing services related to the scientific and technical aspects of agriculture and with emphasis on tropical agriculture.

Reviewing the statistics for the amount of bibliographic material processed and for the services provided, we find there has been a marked decrease with respect to the previous decade. This results, not from a reduction of demand, but from a reduction of capacity as human and economic resources were transferred, with most of CIDIA, to San José and to new programs. At the same time, a new institution, the Tropical Agricultural Research and Training Centre-CATIE, was created and took over the physical property of the former Agricultural Research Centre of IICA. The Library was excluded from this transfer of assets, and this has led to a difficult situation -for there is a continued demand for library service in support the expanding research and teaching activities at CATIE. These ambivalent and particular circumstances lead us to suggest that it is desirable and even necessary to review the present situation and to look for a solution that will permit the Turrialba Library to evolve in directions that will be advantageous to both institutions and to the countries of the Region.

Out of the total 9 professional and 24 general service staff of CIDIA, 2 professional and 12 general service staff are located in the Library at Turrialba. Their work is partly for CIDIA programs per se, but mainly as a service to CATIE.

It is understandable that, at the time when CATIE was created, IICA felt a responsibility to maintain important existing programs and did not want these to be a 'at risk' -and there was then a considerable measure of uncertainty about the overall future of CATIE. Hence, the decision to maintain the Turrialba Library as an IICA rather than a CATIE activity.

But now CATIE is doing remarkably well. It has strong and respected leadership and a rejuvenated research program. It is attracting funds from major international donors and is obtaining considerable political support from the governments of the Central America countries

whose needs it is designed to serve. The autonomous operations of CATIE, despite the legal provision for review in 1932, is now seen as irrevocable by all the parties with whom we have had an opportunity to discuss the matter.

It is our strong belief that, in this situation, CATIE will increasingly want to become "master in its own house" and to acquire local control over the facilities at Turrialba, including the Library. It is our opinion that IICA and CATIE should move quickly to negotiate administrative arrangements under which the Library, its staff and collections are effectively transferred from IICA control to CATIE control.

This would recognize what has become a de facto situation and hasten the rational allocation of the resources and commitments of the two organizations. IICA might retain nominal ownership of the patrimony, and IICA might need to increase the annual grant that it makes to CATIE in recognition of the transfer of the responsibilities for operations. Pending the development of microfiche and photocopying facilities at San José, IICA might also need to pay pro rata for services carried out at CATIE for CIDIA. But the effective separation of the two groups would allow each to concentrate its energies on its primary tasks.

Some movement in this direction is already apparent. IICA and CATIE have appointed a Library Committee, which has now brought in active participation by key members of CATIE's scientific staff. CATIE is making a small financial input to the resources of the Library and it is becoming more vocal in expressing its views on how the collection should be developed in the future.

But we are also very conscious of the expectations of the Central America countries with respect to CATIE and the Library at Turrialba. They would like, just as CATIE is a key institution for the training of their agricultural scientists, to see CATIE again become the key institution for the training of their agricultural librarians and documentalists. Their own libraries are weak, and they depend on Turrialba as a source for obtaining loans and photocopies. When the service is not good, they want to hold CATIE responsible and to make provisions for improvement.

As has been mentioned previously, the Central American countries are not the strongest participants in AGRINTER. There may be many reasons for this, but the most fundamental one is, of course, the lack of resources, both institutional and in terms of trained personnel. We believe that, by concentrating its efforts in Central America, a CATIE-controlled library and information program could become very significant in this context. CATIE could also become the sub-regional resource base for Central American participation in AGRINTER.

Given full local control over the Turrialba Library, the Director of CATIE could seek donor support for building an information program directed at the needs of the countries of the Isthmus. This would also be in the best long-term interest of the hemispheric program. But it is difficult to do it with the present division of responsibility.

2.1.1.2 LIBRARY AND SERVICES TERMINAL - BOGOTA

Just as CIDIA operates a Library in Turrialba, so also does it operate a Library in Bogotá - a Library with a collection which, while not as important as that in Turrialba, still represents very significant investment. In many aspects, the two collections complement each other: Turrialba covers the physical and biological aspects of agriculture, while Bogotá covers the social and legal aspects. The Bogotá collection was developed when 'agrarian reform' was a very important subject within IICA's program and when IICA-CIRA had a large staff.

m This is no longer the case. An inspection of the statistics show that the most frequent users of the Bogotá Library are the students and faculty of the National University, on whose campus the Library is located. For IICA's own staff, this is no longer used as an important resource.

But it is more difficult for us to recommend a solution for Bogotá than it was for us to recommend a solution for Turrialba. For in Bogotá there is no equivalent of CATIE to whom the responsibilities and the collection can be transferred. If the collection is removed, there may be some resentment on the part of the present users at the National University, but we have seen no evidence that the National University is ready, or has the resources, to take over the collection and continue the services.

Another complication is that the material in Bogotá is potentially of interest to IICA staff in San José. With IICA's strong emphasis on the social aspects of rural development, CIDIA has already been instructed to build a small library in San José to meet head-office needs in this area. There is a danger that the San José collection will duplicate some at least of the material that is being added to the Bogotá collection.

This is a nettle that must be grasped. In our belief, it is not in IICA's mandate to spend regional funds to operate a service for a small constituency on one university campus in one member country. To expand the out-reach of the Bogotá library would require a major new investment in staff, publications and photocopying. This too, we do not feel we can recommend.

In our view, the best solution would be to bring the Bogotá collection to San José and to use it as the nucleus of a head-office library. This would also involve transferring the staff positions. Perhaps the collection should be weeded before it is transferred, but given the number of older bibliographies circulating in Latin America, it may be wise to retain the collection in its entirety so that it can also be used to service the relatively infrequent but still important requests for older material.

We believe that the collection will, if transferred, to San José, be more effectively used for IICA's own purposes.

2.1.1.3 SERVICES TERMINAL FOR PLANNING AND DEVELOPMENT - SAN JOSE

In our discussion of the Bogotá Library, we referred to the fact that CIDIA has been instructed to create a Library in San José to meet the needs of IICA's head office, particularly in the area of socio-economic sciences as applied to rural development. We believe it may be useful if we comment briefly on what should be the objectives of this library and how it might be operated with strictly limited resources in terms of personnel and finance.

Any new agricultural library in Latin America now has an enormous advantage that was not available in the past: this advantage is the AGRINTER data base. And let us recall that this data base covers, not only the documents dealing with the physical and biological aspects of agriculture, but it also covers the documents dealing with the social and economic aspects of agriculture. There is now no need to duplicate the cataloging already done for AGRINTER -and, indeed, any Library duplicating this cataloging should be severely criticized.

There are expectations that CIDIA will soon have the facilities in San José for making computer retrievals from the AGRINTER data base. When a user comes to the San José library asking for information on a particular subject, the staff will be able to address the computer and identify the documents that are relevant to the subject of the enquiry. Then, if the physical documents (or microfiche copies) have been filed by the reference numbers assigned to them in the AGRINTER data base, it will be possible, easily and quickly, to deliver copies of these documents to the enquirer.

Our first recommendation is, therefore, that the San José Library should maintain a collection of documents described in the AGRINTER data base, and that this collection should be filed sequentially by their reference numbers in the AGRINTER data base. The catalog of the collection will be the AGRINTER data base, and no other catalog should be constructed for these documents.

This collection will also provide the basis for a document delivery service to other organizations that apply to CIDIA for copies of particular documents described in the AGRINTER data base. If, as we have recommended, the Turrialba Library is separated from CIDIA, then there must be a gradual transfer from Turrialba to San José of the ultimate responsibility for providing the member countries with a document delivery service on AGRINTER material. The construction of a document file (eventually on microfiche) as we have described it here will be an essential resource for this purpose.

But the clientele of the San José Library will need access to other material not in the AGRINTER data base -particularly 1) older material whose publication preceded the start-up of AGRINTER, 2) material from parts of the world outside Latin America, and 3) reference material in a whole range of subjects including many outside the agricultural sector.

The key to the solving of these needs may be the transfer, which we have proposed, of the Bogotá collection to San José. By all the evidence that is available to us, the Bogotá collection has been well maintained on highly professional lines. It is operated to meet the needs of a significant population of local users, and there are also computer records of many of the items in the collection (the computer system is relatively unsophisticated, but it has ensured that essential cataloging information is already available in machine-readable form).

If the Bogotá collection is transferred, it may be possible to continue the Bogotá methodology for all holdings of the San José Library that are not reported to the AGRINTER data base. CIDIA is obtaining access to the ISIS software packages which offer more sophisticated library-management modules than those now available at Bogotá. At an appropriate time, CIDIA could switch from the Bogotá methodology to the ISIS methodology and, while we have not carried out the necessary systems analysis, we believe that the older material could continue to be managed under Bogotá rules and the future material could be managed under ISIS rules, but with the two sets of material being presented to the user of the library as one wholly integrated collection.

2.2 COORDINATION, INTEGRATION AND TRANSFER OF AGRICULTURAL INFORMATION IN LATIN AMERICA AND THE CARIBBEAN (Inter-American System for Agricultural Information - AGRINTER)

This Program had its origin at the IV Round Table of IICA/PIDBA in 1972. The System is designed to satisfy the current and retrospective information needs of all users of agricultural information, individuals or institutions.

The basic structure of the System is formed by the National Agricultural Information Sub-Systems of the Latin-America and Caribbean countries and by CIDIA acting as Coordinating Centre.

AGRINTER is now the main activity of CIDIA, and most of CIDIA's earlier programs have been absorbed within it.

We have made a careful review of CIDIA's activities, and we have been fortunate in being able to consult key national participants of AGRINTER who were in San José to attend meetings that coincided with our studies.

Our principal observations and recommendations are as follows:

2.2.1 National vs. Regional Input

In order that AGRINTER should move quickly towards becoming a comprehensive inventory of documents produced in Latin America and the Caribbean, CIDIA has put its own staff on the job of preparing input to the data base. In 1978 it is expected that about 18,000 records will be added to the data base, of which 13,000 will have been prepared in CIDIA and only 5,000 in the member countries. By contrast, the ideal situation would be if all member countries prepared their own comprehensive national inventories and reported the records to AGRINTER, leaving CIDIA to prepare input only in respect of IICA's own publications.

It will take many years to move to the 'ideal'. Meanwhile the shift from regional activity to national activities should be hastened as much as possible. It is our firm belief that CIDIA should give highest priority to assisting the national centres to perform their roles, even if this means that CIDIA's own production is somewhat reduced in consequence. Perhaps the best utilization of CIDIA staff resources is for on-the-job training of national staff, whether in their own countries or in San José.

2.2.2 Timeliness of material reported in AGRINTER

Many individuals complained to us about the age of the material reported in AGRINTER and demanded that efforts be made to speed up the announcement of new documents. In fact, to the extent that input operations can be shifted from CIDIA to national centres, this would result in speedier reports: CIDIA has to wait until national documents arrive in San José (often this takes many months by surface mail), whereas national centres can acquire these documents locally. But we believe the following points are also worthy of attention.

- a. AGRINTER should establish cut-off dates for the reporting of material, thus forcing the rejection of older documents and concentrating efforts on newer documents.
- b. Efforts should be made to speed transfers of worksheets and correspondence between national centres and San José. Even air-mail packages can take a month. It is possible to use an IICA diplomatic pouch?
- c. Delay occurs between the completion of the computer work and the appearance of the printed Indíce. We believe this delay could be reduced by:
 - giving the job a higher priority in IICA's printshop
 - increasing the frequency of publications, which cuts the average delay, but also make each issue a smaller job for the print-shop and one that can therefore be more readily accommodated in the schedule.
 - by going to photocomposition, which would permit more material per page without loss of legibility and reduce the number of pages to be printed (note also that it would reduce distribution costs)
 - by going to lighter-weight paper, which would reduce costs and possibly time delays in packaging and distribution.

Timeliness of the output is very important for the smooth functioning of AGRINTER. For example, Venezuela is now manually producing a national agricultural bibliography -but this could be produced at far less cost as a specialized output of AGRINTER. The main reason that this is not now done is that the Venezuelans, quite properly, would not tolerate the delays.

2.2.3 Consolidation of activities within AGRINTER

We believe that very considerable progress has been made in the consolidation of the CIDIA activities within AGRINTER, and very few that could be consolidated still remain outside. One is the data base on agricultural bibliographies -exemplified by the recent publication Documentación e Información Agrícola No. 61 (Banco de Datos de Bibliografías Agrícolas de América Latina y el Caribe). Since bibliographies reported to AGRINTER are appropriately flagged, listings of such bibliographies can in future be produced as a specialized output of AGRINTER and should not require separate manual preparation.

2.2.4 Computer facilities for AGRINTER

We are impressed with the efforts that have been made to obtain access to the computing facilities necessary for the successful operation of agrinter -despite the very great difficulties, both technical and administrative, that intervene when one seeks to use the computing facilities of other institutions. In the long run, it will be necessary for IICA to have its own computing facilities but, given technological development now crossing the horizon (particularly low-cost mini-computers), we do not believe that AGRINTER, by itself, can be seen as sufficient justification for IICA immediately to invest in new computer hardware. We urge that every effort be made to regularize the relationships that exist with the University of Costa Rica and the Instituto Tecnológico de Costa Rica (Cartago) to ensure continued reliable access to their facilities.

2.2.5 Document Delivery

We received many complaints that organizations, having identified a document in AGRINTER and having requested a photocopy from CIDIA, had to wait many months for delivery. This photocopy service is now operated out of the Library of Turrialba, and during our visit there, it was confirmed that there is a two-three month backlog in servicing requests. Immediate steps (authorization of overtime work?) should be taken to clear off this backlog as it is seriously jeopardizing the credibility of AGRINTER. For future, however, more streamlined procedures are required.

We welcome the effort that CIDIA is making towards acquiring the equipment and technical skills to start a microfiche service covering the non-conventional documents reported to AGRINTER. This will require very careful planning and a high-level of productive management. But the returns could be very great indeed in terms of the speedy and cheap delivery of information throughout the hemisphere. CIDIA should give it high priority.

It is in this same context that we commend CIDIA's efforts to build more effective tools to promote speedy access to the conventional literature

reported in AGRINTER -particularly the proposed Union List of Serials in the major agricultural libraries.

2.2.6 Foreign-exchange problems

IICA is perhaps one of the most generous of international organizations in the way it recognizes the foreign-exchange problems of its less-affluent member countries and provides publications free of charge or against payments in local currencies. We commend its actions very warmly in this respect. But even a good situation can be further improved and, to the best of our knowledge, we believe that IICA itself has no problems in making good use of funds in whatever currency. The IICA national offices, which can receive payments in local currencies, can provide an effective mechanism to get around the problems that a number of countries face. We understand that CIDIA has plans to introduce, in connection with its proposed "Services network" a "coupon" or "stamp" scheme which could be used for payments among member countries. The "coupons" or "stamps" could be both purchased and redeemed in local currency at an IICA national office. We believe the scheme has great potentiality and, with careful planning, can be made to operate without imposing a great burden on IICA's accountants. The world-wide experience of UNESCO's coupon scheme has shown how effective such measures can be. An IICA scheme for payments in respect of agricultural literature could provide a welcome supplement.

2.2.7 The organization of CIDIA and the AGRINTER network

We are informed that a decision has been taken to create two Divisions within CIDIA -a Systems Division and a Users Division. We also notice that some of the documents separately identify an "Input Network" and a "Service Network" for the operation of AGRINTER. We could like to enter here a word of caution. The two functions "input" and "output" are inextricably related. One does not have "output" unless there is "input" -and countries will be loathe to supply "input" unless they are benefiting from "output". But if two separate communities are developed (within CIDIA and in member countries) the inter-relation may not be obvious. Countries that are slow to provide "input" may still make unrealistic demands for "output" and blame CIDIA if it is not forthcoming. The most appropriate approach, in our view, is to make evident that this is a single integrated operation and to secure the cooperation of the same key national individuals and institutions on both aspects of the program.

2.2.8 Specialized information services

AGRINTER (and AGRIS Level One) represent a cooperative effort to build an overall inventory of new agricultural documentation. But there is also a very strong demand for highly specialized and sensitive services on narrow topics within the broad domain. At FAO, this has led to a program to foster the development of what are called AGRIS Level Two services. Typical of such Level Two service is that provided by the Cassava Information Centre located at CIAT (Cali, Colombia).

CIAT provides a service that is highly respected, not only in Latin America but throughout the world. It is able to do so, not only because the Cassava Information Centre is well endowed and has an effective and energetic staff, but also because CIAT is itself a centre of excellence for research on Cassava. Thus, when requests are made by clients, the responses are based, not only on what is available in the documents, but also on the experience and judgement of CIAT scientists whose advice can be tapped.

There is a clear need for other services of this type on other crops and other agricultural topics of high priority for Latin America. Despite the good Level-Two work that CIDIA has done in the past -for example, on coffee rust- we do not believe that such specialized services should be a normal function of CIDIA. CIDIA does not have the scientific research community on which to draw for this purpose.

But CIDIA should have an initiating and coordinating role in the development of new Level-Two services. It should be alert for identifying new needs and, in Latin America especially, it can be effective in identifying the institutions where new such centres can best be located. It can help in finding funds to assist those institutions that are prepared to expand their local services into hemispheric services.

CIDIA can run profiles against AGRIS and AGRINTER to help identify the universe of available relevant information, while leaving to each centre the task of analyzing that information and developing specialized outputs to meet the needs of particular client groups. Finally, it can work with all such centres in Latin America to refine the definition of their subject domains, to eliminate duplication and to fill undesirable gaps.

2.3 AGRICULTURAL INFORMATION OF THE CENTRAL AMERICAN ISTHMUS- PIADIC

This is a complex program to which we have dedicated considerable attention. It was established in 1975 to meet the needs of the countries of the Isthmus and to advance their efforts towards economic integration by assuring the availability of agricultural information. The service would be characterized by its regularity and its timeliness and by providing data that would be reliable and comparable.

The objective is "to improve the National Systems of Agricultural Information of the Central American Isthmus and to integrate them in a Sub-Regional System". This implies the establishment of a sub-regional agricultural information center with a data bank, or a network of data banks covering the area. The program is carried out by an inter-disciplinary group that is strongly supported, both financially and with personnel, by the U.S. Agency for International Development-AID (through an agreement between IICA and ROCAP).

The AID is conducting its own evaluation of PIADIC during the same period in which we have worked, and we realize that the AID evaluation is going into far more depth and detail than we have been able to address. By comparison any evaluation on our part is bound to appear more superficial, and we have felt somewhat inhibited in presenting it.

Nevertheless, from the views that have been expressed (and in response to our own terms of reference), we feel that it is incumbent upon us to report certain reactions and suggestions.

Almost all commentators have prefaced their remarks about PIADIC by saying "That it is a very ambitious program" Why so? The objectives of PIADIC cover all aspects of agricultural and related information -statistics for the whole gamut of agriculture activity, production, prices, etc.; information on the rural socio-economic environment; and scientific and technical information, including documentation and what are called "technological packages". The PIADIC program has been introduced to countries at different stages of development, and none with the infrastructure and trained personnel to move forward quickly. Action has been needed to create the political will and the interinstitutional cooperation without which very little progress could be expected. Action has also been needed to begin the training of the new personnel without which the countries could not embark on operations. Yet, the program has been endowed with a relatively small team, and -perhaps most important of all- with resources that have been guaranteed for only three years. It is therefore perhaps not surprising that it is described as an ambitious program: it is indeed ambitious -in its technical scope, in its timing, and in the institutional re-structuring that it seeks to promote.

Substantial progress has been made in creating the committee structures that have been seen as essential to the program. In one form or another, each participating country now has a "national committee" with responsibilities for defining national participation in PIADIC. The national committees are very different one from another. A facile criticism would be to say that they have been created at too high a level and that they lack the technical expertise to make effective judgements on technical matters. But that would be both a facile and an unfair criticism. Because the high-level committees are needed to initiate the political process without which national resources will not be committed. It is perhaps at a later stage that the national committees can appoint technical advisory committees to review technical proposals and to recommend action at the higher level.

In the training area, PIADIC has concentrated on two particular techniques -area-sampling as applied to the gathering of statistical information, and optical-coincidence devices as applied to the indexing and retrieval of documentary information. There is no doubt that, by concentrating its efforts in this way, PIADIC has succeeded in stimulating a lot of people and institutions to rethink their operations and to experiment with new techniques. But there is also a danger that, by concentrating on particular techniques, PIADIC is making only a fragmented attack on the very broad problems that it seeks to address.

We have commented earlier in this report on the fact that the existence of PIADIC has perhaps hindered the adherence of the Central America countries to AGRINTER. It is our belief that the longer-term program of AGRINTER, and the patient building that it involves, has great potential benefits for all these countries -and that the quick developments sought within the PIADIC time-frame should not be seen, or be moulded, to be incompatible with AGRINTER.

One of the reasons why PIADIC has had more impact than AGRINTER in Central America is the fact that the PIADIC team has had a generous travel budget. They call on the various institutions quite frequently. We have criticized the AGRINTER program for not making provision for frequent contact with the national participants -a situation that fortunately is now on the way to being rectified.

The future of PIADIC is under consideration in many quarters. But we believe that certain trends are becoming clear. One is that the program is valid only if it has the assurance of a reasonable long life. We cannot expect that things done in a hurry will survive if support is withdrawn before they have had time to mature and to attract national financing. Another is that more attention will need be devoted to the indigenous sub-regional organizations. PIADIC has worked with ICATTI on industrial and technological aspects, and we think this is to be commended. It has also worked with SIECA on social and economic data (including the amelioration of national

and regional statistical programs). It has not, as yet, worked with CSUCA on social and economic documentation and in the amelioration of university training programs. Above all, it has failed to work with CATIE, which is the chosen instrument of the governments of Central America for regional activities in agricultural science and technology.

These words may seem harsh. In no way are they to be construed as a criticism of the energy and goodwill of the individuals on the PIADIC team. One could not hope to find more dedicated servants of rural development in Central America. We can well understand the difficulties of operating a program which is given objectives to "ambitious" for the resources allocated to it, and certainly too "ambitious" for the time-scale on which it has been operating.

2.4 THE PUBLIC INFORMATION SERVICE OF IICA

Public Information is without doubt an inherent and important component of the work of every institution, public or private. Unless they can be sold, the products of public information work are often, by their very nature, expensive items. For this reason, the concept of "relative significance" must be used as a guide in establishing a healthy public information policy in technical and scientific institutions.

It is this criterion that forms the basis for the following analysis of the different programs:

2.4.1 Program of Textbooks and Materials of Education

This Program was started in 1958 to help remedy the lack of teaching texts and materials in the Spanish language. Following a survey of graduate agricultural education in Latin America, it became quite clear that this lack was deleteriously affecting the standards of teaching in Faculties of Agronomy.

The main objectives of the program are: to stimulate Latin-American professionals to write textbooks; and to publish Spanish translations of basic works for fields of study in which good Spanish textbooks are not available. To this date, 41 books have been published under the program. In reviewing the activities under this Program since its initiation, it is clear that many problems have been encountered, particularly in distribution and through the failure of authors and translators to deliver the work for which they had been contracted. In face of such problems, IICA revised its procedures in 1968, both for identifying authors and for selecting the subjects for which textbooks would be commissioned. Also arrangements were begun to bring books on to the market through commercial publishing houses with the necessary technical competence. Unfortunately this procedure was also not entirely successful. In 1975, IICA went back to publishing these books on its own account, but using more modern commercial printing processes. By 1977, nine books had been made ready for publication, but only one had been prepared by a commercial printing house and two reprints had been issued from IICA's own printing service. The others are still waiting their turn.

During the 20 years of this Program, a total of 41 books have been published, with an average of 2 books published per year; 26 books are in preparation or in the process of printing. Nine of the books have been reprinted, some of these more than once.

From our analysis of the work that has been accomplished and of the procedures that have been employed in the development of this Program, we believe the following positive facts can be stated:

- a. The great majority of the books published have sold well and, although this may not be a sufficient proof of the need, it is at least a proof of the interest.
- b. The Program is, in great part, self-financing.
- c. The continuing and ever increasing rate at which manuscripts are offered proves that the program succeeds in stimulating a flow of textbooks written by Latin American authors and treating the problems and experiences of the Region.

However, we consider that these facts, while positive, are not sufficient to permit a complete endorsement of the program as it is at present. We believe that consideration should be given to some modification of the objectives and of the operating procedures.

The following reasons, among others, may be offered to support this point of view:

- a. The Program does not correlate with the basic IICA philosophy that emphasizes support to local institutions in finding their own solutions to the problems of country development. Textbook publication and printing is a commercial activity that should be carried out within the infrastructure, public or private, of the countries of the Region. In all its manifestations, IICA's role must be dynamic and innovative. It must be searching out new ideas, new procedures, and new methodologies to attack the problems of agricultural development and the production of goods. It should not itself be producing and selling products, if the production and exploitation of these can contribute to the effective and efficient development of the activities of the countries themselves.
- b. The distribution and sale of books are a non-productive burden on the IICA Country Offices.

RECOMMENDATIONS

1. Reconsider how this Program should best operate, giving consideration and study to the following alternatives:
 - a. Make a new effort to encourage printing and publishing by commercial enterprises, and try to see whether the conclusions reached in 1968 are no longer valid. It is possible that, in the intervening years, new, more competent enterprises have emerged and that the conditions for commercial textbook publishing have improved.

- b. Limit IICA's participation exclusively to that of coordination and of providing a link between the potential authors on the one hand and the printing and publishing industry on the other. IICA's creative role could best be expressed by providing the links that will associate these as partners in a program of scientific text-books production.

2.4.2 "REVISTA TURRIALBA"

This journal is concerned with the physical and biological sciences and has already earned for itself a very high level of respect. It is one of the very few top journals in the world concerned with tropical agriculture, and it is the pre-eminent journal for material on tropical agriculture in the Spanish language. We have refrained, in general, from mentioning individual names in this report, but it is difficult to mention Turrialba without also offering an accolade to Ingeniero Gorbitz for his patient work over the years to maintain the highest scientific standards for this enterprise.

We have previously referred to the separation of CATIE from IICA and the actions that IICA then took to ensure the continuity of certain programs that had previously been carried out in the Turrialba location. One of these actions was to bring Ing. Gorbitz and the team responsible for Turrialba to the new IICA head-office in San José. We do not question the wisdom of that action in the light of the conditions that existed in 1973. However, we feel that the location of the editorial team and the responsibility for the management of Turrialba should be re-considered in the light of the conditions that now exist in 1978.

The strength of the journal -and the world-wide respect it enjoys- depends on its identification with the tropics, with the Spanish language, and with applied agricultural research (as opposed to basic biological phenomena). It is true, of course that Turrialba does frequently publish papers in languages other than Spanish, that it occasionally publishes papers dealing with agriculture outside the tropics, and that, from time to time, it has published important papers dealing with the more basic sciences -but its 'image', as well as its name, is one that links it to the type of work that is carried out at CATIE.

To remain sensitive to all aspects of this subject, an editor needs to have frequent professional contact with scientists working in the same field. Often the most valuable of these contacts are those that are made informally -at the lunch-table in the cafeteria, sharing a car to go home. We sincerely believe that the journal will function best if it is managed in an environment where these contacts are spontaneous.

Hence, we would like to see it move back to Turrialba and come under the management of CATIE. We believe that, if it did so, it would be well-managed by the CATIE executive and be given adequate support with CATIE resources. It is a product in which CATIE would take pride -since the reputations of the institution itself and of the journal would be tightly linked, and each would reflect on the other.

We realize that the IICA executive has also been generous in its support of Turrialba, but, if it stays in San José, it can only be a minor item in the very broad program of IICA. It could have a much more prominent position in the program of CATIE.

Wherever Turrialba resides in the future, it will remain a credit to those who founded it and to those who have maintained it over the years. Perhaps it is a little difficult in San José to appreciate the full significance of this journal. But for those of us who come from far away, the journal Turrialba is something very important. It has carried to the outside world an impressive picture of the work of Latin America scientists -and it has been a major instrument in gaining, for those scientists, the respect of their peers.

We believe that it would be wrong to let things rest where they are now. Ingeniero Gorbitz tells us that he now must turn good material away simply because, with a quota of 400 pages per year, he does not have space to publish more. We believe that, in steps over a few years, Turrialba could move from a quarterly publication to a monthly publication. This would not only increase its usefulness, it would also increase its stature and impact. With the great increase in the quantity of good agricultural research now taking place in the tropical Americas, there is need for a prestigious medium of publication capable of accepting a much larger volume of papers than Turrialba can handle at present. If these papers cannot be taken by Turrialba, they will go to publishers in North America or Europe, or they will appear in the publications of particular research institutes -which, in general, have very small circulation and very little impact. The careful analyses carried out by Fernando Monge at CIAT have clearly demonstrated that, through the weakness of the available publication media, the work of Latin America agricultural scientists is not having the impact that it should have on the world scene. Turrialba is, in our view, the best available medium for enhancing that impact.

To move from a quarterly to a monthly publication would, of course, have financial implications. It would no longer be possible for one person to do all the editorial work, so the salary budget would have to increase. And everything else would increase too. In general, more issues mean more printing, more paper, and higher distribution costs.

Very few journals of this type can be self-supporting, particularly without advertising. But we believe that the income could be markedly increased. At \$6 per year, the present subscription price is almost absurdly low. We realize that Latin America institutions cannot afford high prices for scientific publications but, even in developed countries, many journals have a two-tier pricing formula--a relatively low price for domestic subscriptions and a much higher price for foreign subscriptions. No one objects if such a formula is applied in a developing-country situation. So we recommend that, while one should keep a relatively low price for subscriptions by institutions in the developing countries of Latin America, a substantially higher price should be charged for subscriptions from the rest of the world. We believe one could go to a price calculated on a formula of about \$5/issue without coming too close to the point of diminishing returns.

2.4.3 THE JOURNAL "DESARROLLO RURAL EN LAS AMERICAS"

This Journal has figured in IICA's publication program since 1969. It appears quarterly, and it provides a forum of discussion for Latin American professionals working in the field of rural development. The scope permits coverage of many topics of great interest to agricultural development, including especially the actions that are taken by the countries of the Region.

We interpret the existence of this journal as a reflection of the primary objectives of IICA and of the new philosophy and policy that place both a hemispheric and a humanistic projection on its program of action. Viewing it in this light, we see "Desarrollo Rural en las Américas" as IICA's principal medium for directing attention to the commitment it has made thus, we believe that this journal should be brought up to the same standards that the Institute itself applies to guide its work.

From our examination of the material published in this journal, we have formed the opinion--which coincides with others given to us in interviews--that it has generally so far failed to reach this level of quality. To be objective, we can say that "Desarrollo Rural en las Américas" does not match, in socio-economic science, the quality that "Turrialba" provides in agricultural science and technology.

The "Turrialba" journal was conceived and, until today, has performed as the principal medium for reflecting the image of IICA; its high standards, recognized throughout the world, have brought credit to the Institution itself.

In the appropriate section of our report we have recommended that the journal "Turrialba" should now be transferred to CATIE. This explains why we now put a very special emphasis on the quality of "Desarrollo Rural" -the journal that, in our opinion, must replace "Turrialba" in providing an image for IICA.

RECOMMENDATIONS

1. Raise the quality of the journal "Desarrollo Rural en las Américas" to the same level that the "Turrialba" has achieved in agricultural science, and let it become the principal medium for presenting the image of IICA and its commitments.

For this purpose, consider the following suggestions:

- a. improve the quality of its content by applying a more exigent selection to the papers to be published.
- b. stimulate the quality of contributions by offering payment to the authors of accepted papers, if necessary establishing a special fund for this purpose.
- c. include abstracts of theses on economic and social research subjects.
- d. recruit a full-time editor.

2.4.4 BOLETIN INTERNO

We are aware that the objective of this publication is to serve as a communication medium linking all levels and locations of IICA, to achieve better mutual understanding, to help create a "family" atmosphere and as a means of stimulating work effort, dedication, and better individual and corporate awareness.

To us the message of the Director General, which forms the introduction to each issue of the Bulletin, seems especially useful. In strengthening his leadership and, by informing the team about how he thinks and feels, it leads to a better understanding of his directives and guidelines.

Without questioning the importance of the human dimension in internal communications, we are obliged, in studying the Bulletin, to question whether it reflects an appropriate balance between what is essential and what is subsidiary, between what is principal and what is secondary. Such a balance is vitally important if the Bulletin, is to achieve its objective of promoting confidence in work relations.

The cost/benefit factor is particularly useful when considering the concept of "relative significance" which we introduced at the beginning of this chapter as a frame of reference for Información Pública within the institutional structure, and it is equally valid within the more restricted frame work of internal publications.

Interviews at random among personnel at IICA in San José and at National Offices reflect some doubt about the utility of part of the content of the Bulletin.

At the same time it has not escaped us that the total cost, not only for material, but also for the time spent by correspondents and for distribution, must be appreciable.

We are under the impression that there are good reasons to re-evaluate the contents of the Bulletin as well as its periodicity in an effort to attain its real objectives.

RECOMMENDATION

Perform a formal evaluation of the usefulness of each of the areas of information contained in "Boletín Interno", as well as its readability; according to the findings, adjust the content to that which is most appropriate and change the periodicity to the minimum required to fulfill its objectives.

2.5 INTERNAL ORGANIZATION AND THE COMPUTER QUESTION

Earlier in this report we have written of the need to better coordinate the information activities within Line I, particularly the work of PIADIC with the work of CIDIA. Of course, the most effective way of coordinating these programs is to bring them under a single director, and this has led us to consider whether we should be making any recommendations on the re-grouping of the programs and staff. We realize that, in the short time at our disposal, it is not possible to take into account all the many factors that enter into the final resolution of questions of this kind. There are issues related to personalities, budgets, commitments to donor organizations and -in an international organization- questions about the appropriate balance of staff of different nationalities. So we must limit our recommendations to the general principle that, to the extent that it is possible, we see an advantage in grouping all Line I activities under a single direction.

There is, of course, much flexibility at the periphery of the activities. While the writing and editorial work associated with IICA's publication program is a substantive professional activity that could most appropriately be integrated with other Line I professional activities, the work of printing, binding and distribution could, if desired, be separated and treated as a service operation.

It would also be possible to treat computer work as a service operation, but we believe that other options may be preferred. As indicated earlier in the report, we do not believe that AGRINTER by itself can be considered a sufficient cause for acquiring a computer in 1978. But we also realize that there are several other operations in San José that cause IICA to require access to computer facilities. It has not been within our terms of reference to examine these other activities, but we know that there are many applications related to the analysis of scientific data and the analysis of genetic data; we also know that there are administrative and financial applications, and we can believe that IICA will soon want to move into computerized text processing. It is, therefore, quite conceivable that, in an evaluation of IICA's computer needs, a decision might be made to acquire a fairly large machine in the not-so-distant future.

When IICA does acquire its own computer facilities, AGRINTER will, of course, be one of the major users of these facilities -probably the major user. There will be an effort to bring in-house the work that is now done outside. And then there will be the question about where best to locate the computer facilities within the hierarchical structure of IICA. The computer facilities will necessarily involve the establishment of a team of highly qualified professionals without which it would be impossible to make effective use of the investment -so the unit will be an important one.

Many organizations have wrestled with the problem of where best to locate the computer. In some organizations it reports directly to the Chief Executive; in others, it is seen as a service operation; while in others again, it is attached to the group that makes most use of the facility (but, of course, with guaranteed provisions that it also provides services to other groups according to the priorities laid down by the management).

For IICA, we believe that a good case can be made for locating any computing facility within Line I -both in terms of budget and in terms of organizational responsibility. The principal reason for saying this is to reflect the truth that the computer will primarily be a "program activity" and not an "overhead activity" for IICA. So we recommend that, in planning any re-structuring of the organizational for Line I, consideration should be given to the eventual grouping of the computer unit with the units responsible for information, documentation and publications.

Finally, we believe that it may be useful to make a remark about the recruitment of staff for the various operations to be carried out under Line I -in relation to documentation, publications, and also computer work. We are very conscious of the fact that finance will always be a limitation, and that it is important to carry out as much work as possible for a given investment of funds. And, in this type of work, salaries are always the largest component of the total cost.

In an international organization, there are opportunities to recruit staff either at the 'international' level or at the 'local' level. But the total cost of an 'international' staff member can be about twice the cost of a 'local' staff member. We do not challenge the need to recruit at the 'international' level for those positions that involve senior management or frequent relations with member countries. But we believe that those positions that are essentially operational -even when requiring professional qualifications- should be filled with persons recruited at the 'local' level in order not to encounter costs that could prejudice the economic viability of the work. This consideration should be taken into account when recruiting documentalists for routine AGRINTER work, a manager and technical staff for the proposed microfiche operation, and systems analysts and programmers for the computer facility.

VI. SUMMARY OF RECOMMENDATIONS

1. PROGRAM: PLANNING AND ORGANIZATION OF THE NATIONAL INFORMATION SUB-SYSTEMS- CIDIA

- a. Concentrate the training activities of CIDIA on the methodology of AGRINTER and leave basic training as the responsibility of national schools of library and documentation science.
- b. Assign CIDIA personnel to act as expert consultants to the countries and thus to provide training and demonstration in-situ.
- c. Endow at least the sub-regional IICA Offices with specialists in agricultural documentation and information. Given that AGRINTER depends on cooperation with member countries, it is essential that a professional background in information science be a pre-requisite for the future assignment of field personnel within the budget of Line I.
- d. Encourage frequent and close contacts between the CIDIA team and the representatives of national institutions participating in AGRINTER.
- e. Make every effort to obtain an effective coordination between CIDIA and PIADIC, thus ensuring that the programs reinforce each other and do not compete.
- f. Stimulate projects of technical assistance and international financing (PNUD-FAO or bilateral) for the design and operation of the national agricultural information systems.

1.1. LIBRARY AND SERVICES TERMINAL - TURRIALBA

- a. Transfer the Turrialba Library from the control of IICA to the control of CATIE under conditions consistent with the terms of the IICA/CATIE Agreement. For this purpose, IICA and CATIE should negotiate, as soon as possible, the necessary administrative arrangements -in particular to provide for the transfer of responsibility for the collections and to ensure that, in the future, all library staff at Turrialba will be on the CATIE budget.
- b. IICA could retain ownership of the patrimony, and IICA might need to increase the annual grant that it makes to CATIE in recognition of the transfer of responsibilities for operations. Pending the development of microfiche and photocopying facilities at San José, IICA might also need to pay pro rata for services carried out at CATIE for CIDIA. But the effective separation of the two groups would allow each to concentrate its energies in its primary tasks.

1.2 LIBRARY AND SERVICE TERMINAL - BOGOTA

- a. Transfer the collection now maintained in Bogotá and incorporate it with the Library in San José, as well the relevant staff positions.

1.3 LIBRARY AND SERVICES TERMINAL FOR PLANNING AND RURAL DEVELOPMENT - SAN JOSE

- a. The San José Library should maintain a collection of the documents described in the AGRINTER data base, and this collection should be filed sequentially by their reference numbers in the AGRINTER data base. The catalog for this collection should be the AGRINTER data base, and no other catalog should be constructed for these documents.
- b. If IICA accepts the recommendation to transfer the Turrialba Library from CIDIA to CATIE, there must also be a gradual transfer from Turrialba to San José of the ultimate responsibility for providing the member countries with a delivery on documents reported in the AGRINTER data base. The construction of a file of these documents, eventually on microfiche, will be an essential resource for this purpose.
- c. If IICA accepts the recommendation that the collection of the Bogotá library is transferred to San José, it would be possible to continue the Bogotá methodology for all the holding of the San José library that are not reported to the AGRINTER data base. At an appropriate moment, CIDIA could switch from the Bogotá methodology to ISIS methodology in which case we believe that the older material could be managed under Bogotá rules and the future material could be managed under ISIS rules, but with the two sets of material being presented to the user of the library as a single integrated collection.

2. PROGRAM: COORDINATION, INTEGRATION AND TRANSFER OF INFORMATION IN LATIN AMERICA AND THE CARIBBEAN (Inter-American System of Agricultural Information-AGRINTER)

- a. CIDIA should give highest priority to assisting the national centres to perform their roles. The best utilization of CIDIA resources is for on-the-job training of national staff, whether in their own countries or in San José.
- b. AGRINTER should accelerate the announcement of the material reported to it; for this purpose, we propose: i) that AGRINTER establish cut-off dates for receiving reports, thus forcing the rejection of holder material; ii) that AGRINTER make an effort to speed the communication of worksheets and correspondence between national centres and San José, and explore the possibility of using IICA diplomatic pouches; iii) IICA should reduce the delay between the computer processing and the appearance of the printed Indice by:

- (a) giving the job higher priority in the IICA printshop
 - (b) increasing the frequency of publication
 - (c) using photocomposition
 - (d) using lighter-weight paper, which would reduce the costs and possibly the time delays in packaging and distribution
- c. Continue the progress already made in the consolidation of CIDIA activities within AGRINTER. Since bibliographies reported to AGRINTER are appropriate flagged, lists of such bibliographies can in future be produced as specialized output of AGRINTER and should not require separate manual preparation (for example: Documentación e Información Agrícola No. 61 - Banco de Datos Bibliográficos de América Latina y el Caribe).
- d. Urge that every effort be made to regularize the relationships that exist with the University of Costa Rica and the Instituto Tecnológico de Costa Rica (Cartago) to ensure continued reliable access to their computer facilities -at least until such time (probably in the not-too-distant future) that the total computer needs of IICA justify the acquisition of a new computer facility and thus permit it to avoid the very great difficulties, both technical and administrative, that intervene when one is obliged to use the computer facilities of other institutions.
- e. Take immediate steps to improve CIDIA's photocopy service and to clear away the backlog of unfulfilled requests which is jeopardizing the credibility of AGRINTER.
- f. Provide appropriate mechanisms to overcome the foreign-exchange problems face by many countries of the Region in acquiring agricultural literature. The CIDIA project, which would make available "coupons" or "stamps" to facilitate payments among member countries, has great potential and merits all support to bring it into operation.
- g. CIDIA should play an initiating and coordinating role in the development of new Level-Two services -standing alert to identify new needs, to identify the institutions in which new centres can best be located, and to help find funds to support those institutions that are prepared to expand their local services into hemispheric services. CIDIA should also run profiles against AGRIS and AGRINTER to help each centre identify the universe of information relevant to its scope, and work with all centres in Latin America and the Caribbean to refine the definitions of their scopes -and thus to eliminate duplication and to fill undesirable gaps.

- h. Upgrade the AGRINTER Round Table to become the principal body advising IICA on all aspects of the program in Line I.
- i. Invite the countries to nominate key professionals (specialists with responsibility for the direction of national information systems) to participate in the Round Table.
- j. Organize Round Table meetings regularly.

2.1 AGRICULTURAL INFORMATION OF THE CENTRAL AMERICA Isthmus - PIADIC

- a. Ensure the coordination of the PIADIC program with the CIDIA program by placing them under common direction.
- b. Envisage a prolongation of the technical and financial support for sufficient time to permit the Program to come to maturity and to attract the national financing that will secure its permanence.
- c. Extend its working relations with indigenous sub-regional organizations to those not now included (CSUCA in economic and social documentation and, especially, CATIE in agricultural sciences and technology).

3. PUBLIC INFORMATION IN IICA

3.1 TEXTBOOKS AND EDUCATIONAL MATERIALS

- a. Reconsider how this program should be best operate, giving consideration and study to the following alternatives:
 - i) Make a new effort to encourage printing and publishing by commercial enterprises, and try to see whether the conclusions reached in 1968 are no longer valid. It is possible that, in the intervening years, new, more competent enterprises have emerged and that the conditions for commercial textbook publishing have improved.
 - ii) Limit IICA's participation exclusively to that of coordination and of providing a link between the potential authors on the one hand and the printing and publishing industry on the other. IICA's creative role could best be expressed by providing the links that will associate these as partners in a program of scientific textbook production.

3.2 JOURNAL TURRIALBA

- a. Transfer the journal to CATIE so that it can become CATIE's own medium of information and for projecting its scientific image.

- b. Return the editorial team to its former location at Turrialba in order to facilitate its work in an environment that provides the necessary spontaneous and regular contacts with research scientists.
- c. Increase the frequency of publication; increase the subscription price, but consider the possibility of a two-tier pricing formula -with relatively low price for subscriptions from within the Region and a higher price for subscriptions from outside.

3.3 JOURNAL DESARROLLO RURAL EN LAS AMERICAS

- a. Raise the quality of the journal "Desarrollo Rural en las Américas" to the same level that the "Turrialba" has achieved in agricultural science, and let it become the principal medium for presenting the image of IICA and its commitments.
- b. For this purpose, consider the following suggestions:
 - i) improve the quality of its content by applying a more exigent selection to the papers to be published
 - ii) stimulate the quality of contributions by offering payment to the authors of accepted papers, if necessary establishing a special fund for this purpose
 - iii) include abstracts of theses on economic and social research subjects
 - iv) recruit a full-time editor

3.4 BOLETIN INTERNO

- a. Perform a formal evaluation of the usefulness of each of the areas of information contained in "Boletín Interno", as well as its readability; according to the findings, adjust the content to that which is most appropriate and change the periodicity to the minimum required to fulfill its objectives.

4. INTERNAL ORGANIZATION AND THE COMPUTER QUESTION

- a. Group all Line I activities under a single direction
- b. Recognize that computer work within IICA is essentially a "program activity"; hence, if IICA decides (as it might in the not-too-distant future) to acquire a new computer facility, consideration should be given to locating this facility -both in terms of budget and in terms of organizational responsibility- within Line I.

- c. Those staff positions that are essentially operational -even when requiring professional qualifications- should be filled with persons recruited at the "local" level in order not to encounter costs that could prejudice the economic viability of the work. This consideration should apply when recruiting documentalists for routine AGRINTER work, a manager and staff for the proposed microfiche operation, and systems analysts and programmers for the computer facility.
- d. In its own internal organization and in its relations with countries (definition of the AGRINTER network), CIDIA should stress the wholly interdependent relationship that must exist between input production on the one hand and output services on the other hand.

VII. FINAL STATEMENT

Priseworthy progress has been made in the projects and activities that IICA has developed to meet the objectives of its Line of Action I.

The endeavor is ambitious and imaginative: to build an information system that will respond to the rural-development needs of the hemisphere. It requires the interconnection of the national information system of all the countries of the region. And it demands a firm decision to commit the staff and financial resources needed to build the skills and create the infrastructures that are essential for a successful outcome.

IICA, in its role as the designer of this important instrument for rural development, has undertaken a great responsibility. The expectations that have been created must now be met. This implies making every possible effort to provide the technical assistance and support services without which a hemispheric information system cannot be brought into operation. The concept is worthy of a long-term commitment.

IICA will fulfill the responsibilities it has undertaken, if, in preparing its program and budget for 1978-1982, it makes an appropriately generous allocation of money and other necessary resources.

ANNEX 2
Original: Spanish

REPORT OF THE EVALUATION TEAM
PROGRAM VI.1 (AGRARIAN REFORM)

Luis Paz Silva
Edward Betzig

February 1978

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I. INTRODUCTION

A. Antecedents

1. Mandate of the Board of Directors

By means of Resolution IICA/RAJD/Res.22(14/75), approved on May 6, 1975, it was agreed to recommend that the General Directorate examine IICA's Lines of Actions and Programs. Some general guidelines were approved at that time, on which to base these evaluation studies. These guidelines, then, are the basis of the evaluation studies conducted with the aim of assuring Board of Directors' support to the General Directorate to assure that the programs respond increasingly to the provisions of the General Plan, the objectives of the pertinent Lines of Action, and the specific needs of each Member State.

2. Method of work

Due to a number of circumstances, this study was carried out in phases. Originally, it had been planned to evaluate only Line VI.1 -Land Reform, during the period September 13 through October 4, 1976, visiting El Salvador, Costa Rica, Panama, Colombia, Ecuador and Peru. One of the conclusions drawn from this phase was that all of Line VI -including 'campesino' organization and the communal enterprises- should first be analyzed in order for valid conclusions to be drawn and recommendations made. Luis Paz continued the evaluation during July 1977 visiting, Bolivia, Chile, Colombia, Venezuela and Peru with the team, finalizing the study during January and February 1978, at which time Costa Rica and Honduras were added to the list of countries visited. Given the multizonal nature of IICA programs, the team thus reviewed a fair sampling of the whole. The Evaluation Team completed its report at IICA Headquarters in San Jose with meetings held with relevant member of the General Directorate and pertaining documents and reports were reviewed. A list of individuals interviewed is attached as Appendix 3.

It should be noted that in some cases, due to circumstances beyond the control of the Evaluation Team, no contacts could be made with National officials or IICA specialists directly involved in Line VI. This was due to a number of circumstances -the political situation did not permit interviewing national officials; officials who had been changed and the new ones were not familiar with IICA; or the IICA Line VI specialists had been transferred. In such cases, resort had to be made to documents as well as the comments and insights of those having knowledge of Line VI activities.

B. IICA Objectives

IICA's general objective* is to help the countries to stimulate and promote rural development as a means of attaining the general development and wellbeing of the population. The Institute, therefore, makes every effort to back-stop the endeavors of the American nations to:

- a. Increase agricultural production and productivity in line with increases in population and purchasing power, particularly for those products capable of competing on world markets, and for those which contribute to improvements in the diet of the population.
- b. Increase employment opportunities in the rural sector, in proportion to the rates of growth of the rural labor force.
- c. Increase the participation of the rural population in development, reducing its marginality at a rate which permits a continuous and significant transformation toward a situation providing ample opportunities for all the members of the rural community.

The general objective of IICA is broad, and requires clarification as to concept concerning rural development, so as to ensure that activities oriented towards more concrete objectives facilitate the establishment of priorities, providing one common objective for all staff members working in the seven Lines of Action, thereby simplifying programming aspects and avoiding the dispersion of institutional efforts.

A number of authors and institutions have attempted to define rural development over the past several years. In these endeavors, even the term 'rural development' itself, has been questioned, and for a number of reasons, has been replaced by 'urban-rural development', 'micro-regional development', 'integral rural development', 'integrated rural development of the rural milieu', and others. Thus, each author or institution has generated its own interpretation, to the extent where meetings of international agencies have been held where it would appear that the most difficult item on the agenda has been to agree on a common definition of rural development.

The World Bank, at the behest of the Administrative Committee of Coordination for the United Nations, employed a consultant in June 1975, to evaluate the definition in operational terms -for each of the main organizations- with respect to their concept of rural development, and

* General Plan. Official Documents. Series No.1

to formulate suggestions about possible improvements in the capability of the United Nations system to upgrade its rural development assistance. A Working Group on Rural Development, of this Committee, met in March 1976 to analyze this report with the following institutions represented at the meeting: the United Nations, the PNUMA, UNICEF, UNDP, ONUDI, CMA, ACNUR, PMA, ILO, FAO, UNESCO the World Bank and UIT.

The Working Group was not able to come to any agreement as to a definition of rural development, but recommended that the agencies orient their rural development programs so as to ensure that their benefits primarily reach the rural poor. By way of further explanation, they added that this implied the participation of rural poor in the development process, requiring their intervention in the decision making process and in the application of these decisions. It was accepted as a given fact that the rural poor would have better economic opportunities with productive and remunerated employment, better access to resources and a more equitable distribution of income and wealth. The mobilization of the energies of these rural poor is a key factor to increases in their productivity and self-sufficiency. It is essential to create, adapt and strengthen communal structures, including the very organizations to which they belong, to attain this mobilization.

IICA does not have a clear definition of Rural Development, but will need one so as to set central objectives for its actions, or at least should have a precise idea of what aspect of rural development it will be working on.

Rural development is a long and complex process, which basically requires the organization of the rural population within a given area, and the full utilization of local productive means to satisfy its needs.

If IICA adopts this definition of rural development, its approach would then be oriented mainly towards the organization of rural populations, and the work within all the Lines of Action should be in relation with this approach.

C. Specifics of Program VI*

1. Agrarian Reform

- Strengthen the national institutions responsible for defining and implementing agrarian reform policies and programs, so that they may comply with: i) the rationalization and planning of an agrarian reform process; ii) the acquisition and granting of lands; iii) the entrepreneurial organization of producers; iv) the provision of services directly oriented towards benefiting the 'campesino' producer; v) the opening up of economic and social possibilities for the benefit of landless 'campesinos'.

* 1977-1978 Proposed Program Budget - IICA.

- Provide technical cooperation for the study, planning, implementation, functioning and evaluation of agrarian reform projects, through regional development programs.

- Train professionals and technicians involved in the planning, implementation and evaluation of agrarian reform projects at different levels, and with an interdisciplinary approach to the problems involved.

- Support the exchange of technicians and reciprocal training actions between countries with similar environments and problems.

2. "Campesino" Organization

- Strengthen the national institutions which define and carry out 'campesino' organization policies, from the economic, social and educational points of view.

- Cooperate in researching, planning, carrying out, evaluating and operating 'campesino' organization projects.

- Cooperate on the design and application of training and 'campesino' organization methodologies.

- Cooperate in training personnel in 'campesino' organization methodologies.

D. Evaluation Criteria

With the aim of using appropriate methodologies for the evaluation study, some criteria have been established and a scheme worked out (Appendix 2) which have served as a basis for the preparation of the report. However, due to the lack of quantitative information in some cases, and qualitative in others, all aspects contemplated have not been reviewed.

1. Definition of Agrarian Reform

a. Conceptual framework of agrarian reform

The contribution of Latin America's social sciences since the 20's, has made it possible to define Agrarian Reform, in a coherent and organic sense, as a structural change process directed towards modifying land tenure and use so as to replace the 'latifundio-minifundio' complex, or whatever it may be called, by a system of redistributed lands, establishing a basis for an egalitarian society from a political point of view, and a just society in general economic terms, a non-polarized social structure that is flexible and horizontal in nature, and highly productive.

In 1970, IICA and FAO formulated the so-called Conceptual Framework for Agrarian Reform in Latin America based on a definition such as the one above. This framework was approved by the Latin American governments at the Eleventh Regional Conference of FAO and the Sixth Inter-American Conference on Agriculture, and constitutes a clear frame of reference, used by IICA to back all its actions in Line VI.

Some of the more relevant paragraphs, which have been considered as criteria for the evaluation of Line VI - Structural change and 'campesino' organization, are paraphrased below:

'The United Nations and the Inter-American System have frequently recognized the fact that development is a broad ideological concept which implies the reorientation of political and social power, the redistribution of income, and the ample participation of all sectors of the population in the social and political institutions. Thus, development in Latin America should be dealt with as a structural change process implying modifications in production as well as in the institutions, with the creative participation of the population as a whole.'

'Agrarian Reform is an integral part of this concept and cannot be carried out in an isolated manner, independently of an adequate system of modifications in the other sectors of the economic and social structure which must also be redirected, and will require creative effort to conceive and implement new types of production units.'

Agrarian Reform is oriented towards creating new tenure systems which should contribute to the attainment of the following objectives: the entrepreneurial organization of new landowners, so as to assure increases in production and the improved utilization of productive resources; the establishment of tenure units or associative forms for the beneficiaries so as to facilitate their adoption of advisable technologies, encourage increased investment and increases in income levels; measures to assure a more equitable distribution of income for the rural sector; 'campesino' organization so as to permit their participation in the national decision making process; up-dating the new tenure systems in keeping with the social system in which these new units will be operating. These new units should be flexible enough so as to incorporate excess 'campesino' populations that do not have employment possibilities in other parts of the development program.

'Technical assistance in agrarian reform, demands the coordinated work of multidisciplinary teams capable of handling all development aspects, within the context defined previously, such as:

- the reorientation of tenure systems and the creation of appropriate institutions to provide juridical expression for the new social relations;

- fostering the participation of 'campesinos' in their own primary and more advanced organizations, promoting the effective participation of 'campesino' organizations in national development and in the work of public agencies, at all levels;

- modifying many of the present agrarian reform laws, as well as a large number of other laws affecting agriculture and the organization of the rural masses, emphasizing the State's role in fostering the necessary institutional means to guarantee their participation, in an autonomous manner;

- structuring the public administration so as to facilitate the coordination of decisions and actions of the different agencies.

With respect to the 'coordinated work of multidisciplinary teams', and with due respect for the sovereignty of each country, technical assistance in agrarian reform activities should stay within the fields of training and research. Training content should contemplate two basic aspects: one general aspect, centered on the theory of Agrarian Reform, and the other more specific, organized in accordance with the needs of each 'campesino' group, to include: entrepreneurial training and agro-techniques; the theory and practice of 'campesino' movement; basic education and functional literacy.

There is a need to upgrade the orientation and priorities of research, in line with the conceptual framework referred to previously. The following lines of possible research are listed: 'campesino' movement; 'campesino' culture; land pressure; full employment policies; relationship between modernization and marginality; country-city migration; new organizational forms; evaluation of present mechanisms for 'campesino' participation in agrarian reform; agrarian reform and co-existing ideologies; the legal framework for 'campesino' organizations; evaluation of social legislation in this field; the national decision making system; the structure of public administration; and the acceleration or deceleration of agrarian reform.

IICA has tried to orient its activities within this conceptual framework, and hence it has been used as reference criterium for the evaluation of Line of Action VI.

b. Definition of IICA's action

In Line VI and in all of its Lines of Action IICA, as an international agency, must carry out its activities in accordance with the policies and program priorities established by the authorities in the particular country in question. Assuming that IICA assistance is requested in Line VI -although activities in other lines could be defined as those of Line VI, there are no activities presently underway in 6 countries- the FAO/IICA conceptual framework provides guidelines. However, the activities which are carried out must reflect the views of the government in question. Otherwise IICA finds itself- as it has on occasion in the past- in the role of promotor and propagandist, which is not in accord with its function as an international agency. In each case, the autonomy of the Member States to define and develop their own agrarian reform policies, must be respected. This does not mean that IICA cannot play a role of influence and leadership, particularly if it is in the position to draw on well-documented studies and other sources to provide guidelines for the particular need in question.

In the course of this evaluation, it became clear that Line VI presents great challenges as well as complications to IICA. Gone are the heady days of the early 60's when agrarian reform was a slogan, rallying together groups reflecting a wide-range of philosophies and ideologies. The reasons for this disillusionment are many, with one of the main ones being the fact that bringing about major structural changes in the rural sector has never been easy. Even in those cases where major agrarian reform programs were carried out, intractable situations frequently continue. During the last decade, IICA has played an important role in developing a consciousness of the need for change and is one of the few international agencies carrying out continuing training and technical assistance efforts in this field. However, there are indications that these activities are of declining utility and in some cases they may be producing negative results.

On the other hand the situation in rural areas generally presents great challenges, despite 20 years or more of development efforts. The continuing rapid growth of populations has aggravated the pressure on the land causing the so-called 'land frontier' to disappear in some cases, intensifying both the growth of 'minifundios' and the drift of millions of 'campesinos' to add to the enormous urban slums. These conditions reflect continued extremes of wealth and poverty, high levels of un and under employment and the continued concentration of investment in urban areas. The disappearance of the land frontier (or of land apt for agriculture using existing technologies) has also meant that thousands if not millions remain landless, even in those cases where major agrarian reforms have been carried out.

With country after country seeking solutions, such a situation presents great opportunities. The range of efforts crosses the spectrum: from the vigorous effort in Peru where hundreds of thousands of 'campesinos' are now working millions of hectares of land in various collective farms, to the effort made by Costa Rica to settle thousands of families on individual farms on expropriated land. Great needs exist for expert assistance in a wide range of specific problem areas resulting from these major transformations.

IICA has or could develop the expertise to help develop effective institutions and programs aimed at evolving a healthy rural structure with a better distribution of income and a broadened participation of the less-privileged sectors of the population.

E. General Comments

IICA apparently does not have a very clear concept as to the parameters of Line VI, particularly with respect to agrarian reform. Hence, an interpretation as to which activities fit in Line VI, and which do not, varies between the different representatives of IICA in each country.

In fact, due to the rather narrow interpretation of Line VI.1 (Agrarian Reform), in the Andean Zone countries, very few activities were carried out under this heading during the years between 1971 and 1976. Thus, the Andean Zone did not consider activities undertaken within Program VI.1, but did present a two page list of activities from other programs which the Evaluation Team felt to be clearly agrarian reform activities.

Basically, the problem would seem to be one of definition. In one IICA office, there was the opinion that virtually all of IICA's activities were related to agrarian reform, and supported government efforts in this field. In another case, it was felt that nothing had been done in this field, since certain activities were defined as not pertaining to agrarian reform.

However, several aspects were cleared up during the study trip. The conceptual framework of agrarian reform refers to definitions provided jointly by FAO/IICA. Using this as a guideline, it was evident in all countries visited, that some type of activity was being carried out generally defined as agrarian reform, but reflecting national differences in definition. Hence, within this conceptual framework, IICA's programs in Line VI are found together with actions in other Lines, in some cases, defined by the IICA offices as work in agrarian reform. As a result, the evaluation was broader than what is included in Program VI, reflecting this basic problem of definition.

The Evaluation Team had to take into account some of the background information of this Program which began more or less in 1963 with Project 206 financing, of the Technical Cooperation Program of that time of the OAS. For some time, IICA oriented all its actions within this Program towards fostering rural development throughout the continent, including those within Line VI.

II. IICA RESOURCES

A. Personnel

A measure of the priority given this Line of Action, is the amount of resources available for its functioning. An analysis of Table 1 on the proportion of man/hours available in Line of Action VI, indicates that the total for Line VI rose from 3.92% in 1971 to 10.71% in 1975/76 (information not available for 1976/77 and 1977/78).

These percentages should be considered as estimated data which reflect the use of man/hours, exclusively for the purpose of budget presentation. In no case do these figures give even an approximation of reality.

In any case, the availability of personnel by region and by country must be studied. However, the figures are somewhat confused and not very reliable due to the system of personnel distribution by Line and Program; as a result, better statistical information is not available.

By Zone	Man/Years	
	1971-1972	1975-1976
Andean	3.21	5.0
Northern	1.71	5.4
Antilles	-	1.8
Southern	0.5	3.6

Table 1
Summarized estimate of available professional personnel (% of time)
in Line VI, by Countries and Zones, in the years 1971-72 to 1975-76**
 (Program-Budget Proposal)

COUNTRIES	1971-72	Y 1972-73	E 1973-74	A 1974-75	R 1975-76	S
Bolivia	13	5	10	15	10	
Colombia	-	-	5	315	340	
Ecuador	52	65	75	45	45	
Peru	80	30	80	95	80	
Venezuela	60	80	30	20	20	
IICA-CIRA	1,13	1.56	1.80	-	-	
Andean Zone	3.18	3.36	3.80	4.90	4.95	
Costa Rica	-	-	-	-	1.35	
El Salvador	-	-	-	-	15	
Guatemala	1.65	2.25	90	1.00	95	
Honduras	-	-	80	80	1.00	
Mexico	-	85	85	1.65	1.30	
Nicaragua	-	25	40	25	-	
Panama	-	60	90	1.40	65	
Northern Zone	1.65	3.95	3.85	5.10	5.40	
Guyana	-	-	-	-	10	
Haiti	-	10	10	10	85	
Jamaica	-	-	-	-	-	
Dominican Republic	-	10	40	50	85	
Antilles Zone	-	20	50	60	1.80	
Argentina	-	25	30	55	2.00	
Brazil	50	95	1.25	-	30	
Chile	-	1.55	1.45	1.45	30	
Paraguay	-	10	60	35	65	
Uruguay	-	10	10	65	35	
Southern Zone	50	2.95	3.70	3.00	3.60	
TOTAL (Man/years)	5.33	10.46	11.85	13.60	15.75	
Total-Approved Budget	136	121*	128	142	147	
% Line VI-Total	3.92	8.64	9.26	9.58	10.71	
Total 1971-72= 100	100	89	94	104	108	
Line VI/1971-72= 100	100	200	236	244	273	

* Reduction due to the transfer of CATIE

** Information not available after this period.

In the case of the Andean Zone, technical support was concentrated in Colombia, reflecting the existence of IICA-CIRA. None of the other countries had full-time consultants, except Peru, which was the only country with some help, fluctuating between 30 and 95% per man/year. However, the functionaries in this country feel that they have not received the benefit of assistance, as indicated by these figures.

Over the past several years, some of the countries of the Northern Zone - Guatemala, Honduras, Mexico and Panama - have had the continued assistance of experts, fluctuating between 0.90 and 1.6 man/years. However, El Salvador and Nicaragua seem to have had a lower level of direct technical assistance, in terms of continuous technical advisory services.

Once again, the programming system and pertinent classification prevents the formation of definite ideas on a subject, based on statistical information. For instance, it is not possible to establish the precise number of functionaries in Line VI, nor their classification by categories on the IICA scale, due to the fact that functionaries are not 'assigned' specifically to one Line, apparently, but rather it is a question of assimilating the percentage of time dedicated by other functionaries that are not agrarian reform specialists, but are linked administratively to this area, and therefore appear as experts in this Line.

Although there is no clear designation of functionaries to work in a given Line, of the 12 functionaries apparently most related with Line VI activities, 7 are agronomists, two are sociologists, two economists, and one a lawyer. Few of them have the necessary post-graduate training or experience to work in this field, although some have shown to be very capable, due to their personal qualifications.

The development of effective relationships in the different countries requires great skill and patience so as to make the most of circumstances. Obviously, it is difficult to establish relationships of this nature merely through casual contacts. The problem is even more complicated when one realizes that there are few agrarian reform experts, in comparison with the availability of agronomists, agricultural economists, etc.

In this sense then, the excessive traveling of staff between the different countries where they have work to do, is a factor which negatively affects their performance. A case in point is that of staff members with 160 days of work away from their home office, indicating little attention being given to their host country, superficial actions in other countries and the need for more personnel to work in this Line in the various countries.

Some of the above may be good reason why the presence of IICA, in the Andean Zone, has been sporadic in nature and relatively disorganized in Line VI activities.

B. Budget

Perhaps the best appraisal of the importance and priority assigned by IICA to its Line of Action VI may be obtained from the figures which appear in the budget proposed each year to the Board of Directors.

As may be noted in Table 2, the total amount proposed from quota funds increased by 54% during the five year period, while the corresponding figures for Line VI increased by 308% up to 1975-76. During the last two years, however, Line VI has dropped from 9.4% in 1975-76 to 7.04% in 1976-77 and 7.72% in 1977-78.

An analysis by Zones indicates that the greater growth in Line VI was in the Northern Zone, and, in the last year considered, has the greatest amount of resources, despite the incorporation of IICA-CIRA into the Andean Zone.

However, the Southern Zone demonstrates the greatest percentage increase. This is due mainly to the fact that the budget for the base year was very restricted (\$11,599 in 1971-72). Although the Southern Zone absorbs a higher percentage, proportionally, of IICA's regular funds, the budget for this Zone for Line VI, continues to be less than for the Andean and Northern Zones.

Another possible reason to explain the budgetary decrease for Program VI.1 may be due to the fact that the countries, in general, are less interested in agrarian reform actions. Table 2 provides some support to this hypothesis. However, IICA distributes and accounts for personnel costs by Program, and does not have data on this type of expenditure, by Projects.

Moreover, although the professional personnel is assigned to and is located in the different countries, they travel frequently and for variable periods (calculated at an average of 30%) to other countries, to carry out activities in the different programs.

This all makes it very difficult to estimate personnel costs, by projects and by activities.

A study of the figures by countries is not of importance, since outside resources may variably affect Project data. Moreover, operating costs represent less than 30%, as an average, of the total expenditures while personnel costs absorb close to 70%. As many of the relevant actions may involve only personnel costs or require a very reduced sum for operational purposes, a detailed analysis of only this item would be of little value.

TABLE 2. QUOTA BUDGET PROPOSALS FOR LINE VI, BY PROGRAM, ZONE AND YEAR

PROGRAMS AND ZONES	1971-72		1972-73		1973-74		1974-75		1975-76		1976-77		1977-78	
	\$	%	\$	%	\$	%	\$	%	\$	%	\$	%	\$	%
VI.A.1	52.114		44.234		47.724		94.350		78.249		100.074		94.763	
VI.A.2			25.889		42.740		95.319		61.805		46.452		203.983	
VI.A.3									50.999		38.674			
ANDEAN ZONE	52.114		70.123		90.464		189.669		191.053		185.200		298.751	
VI.N.1	56.392		124.812		139.870		75.225		45.934		98.534		83.764	
VI.N.2							85.605		135.103		86.205		99.747	
VI.N.3									27.908		51.800			
NORTHERN ZONE	56.392		124.812		139.870		160.830		208.945		236.539		183.511	
VI.L.1			13.651		24.050		21.328		27.083		68.475		70.617	
VI.L.2							8.282		51.201		68.475			
ANTILLES ZONE			13.651		24.050		29.610		78.284		68.475		70.617	
VI.8.1	11.599		62.253		105.972		105.271		78.497		45.970		52.104	
VI.8.2									61.265		69.086		67.451	
SOUTHERN ZONE	11.599		62.253		105.972		105.271		139.762		115.056		119.555	
VI.C.1	7.658		16.590		13.586									
VI.C.2	23.518		14.778		23.546									
VI.C.3					21.869									
TICA-CIRA	31.176		31.368		59.001									
VI-QUOTAS PROGRESSION	151.241	3.42	302.207	6.32	419.857	7.60	485.380	8.09	618.044	9.04	605.270	7.04	695.434	7.72
TOTAL QUOTAS PROGRESSION	425.209	100	477.928	100	551.245	100	597.307	100	683.947	100	859.294	100	900.895	100
PROGRESSION	100.00		108.00		124.68		135.53		154.43		194.33		203.60	

The number of activities carried out each year within Program VI.1 may be appreciated in Table 3, with the largest number of activities (79) in 1972-73. The number of activities per year drops after this date, but is still considerably higher than for the initial year.

It should be noted, however, that with slight annual variations nearly 40% of the programmed activities are never carried out. In 1972-73, the number of activities carried out which had not been programmed, surpassed those that were programmed and never carried out.

From a strictly numerical viewpoint then, the relatively high number of activities that are cancelled or not previously programmed would suggest seriously questioning the usefulness of programming at such a detailed level of activity.

Such detailed programming obviously requires time and resources which might be better used in a more careful programming at the project level, to include clearly defined measurable or at least verifiable objectives and goals. Part of this time and resources could also be used to assure and confirm the quality of activities, and their coincidence with established objectives and goals.

Present methods do not permit this type of procedure, at least in a systematic manner, thereby weakening any possible internal control of IICA's actions.

Moreover, the very word 'activity' encompasses a number of very diverse actions, ranging from advisory services for a few days up to courses of several weeks in length. It is therefore somewhat difficult to classify and quantify IICA's actions at the level of activities.

The resources allocated to Line VI are from two sources: Regular quota funds and external or outside funds. Programming for the use of outside resources is done independently of the programming for regular funds, and it has not been possible to establish a clear relationship between what was programmed and what has been carried out.

TABLE 3. NUMBER OF ACTIVITIES THAT WERE PROGRAMMED AND CARRIED OUT DURING THE YEARS 1971-72 AND 1976-77

ACTIVITIES	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77	TOTAL	1977-78
PROGRAMMED TOTAL	49	73	64	60	52	54	352	137**
NOT CARRIED OUT OR NOT REPORTED	16	28	29	24	25	16	138	
PROGRAMMED AND CARRIED OUT	33	45	35	36	37*	38*	224	
CARRIED OUT ALTHOUGH NOT PROGRAMMED	9	34	18	20	14*	19*	114	
TOTAL CARRIED OUT	42	79	53	56	51	57		
% NOT PROGRAMMED/TOTAL CARRIED OUT	24	43	34	35	27	33		
% NOT CARRIED OUT/PROGRAMMED	33	38	45	40	48	30		

* Approximate data. Part of the reports are missing and the data were derived by indirect compilation
 ** Programmed and underway

TABLE 4. SOURCES OF FINANCING FOR LINE VI

SOURCES	Y E A R S							
	1971/72	1972/73	1973/74	1974/75	1975/76	1976/77	1977/78	
EXTERNAL RESOURCES	259.335	208.251	214.678	78.180	112.278	269.953	350.200	
REGULAR QUOTA RESOURCES	135.277	187.296	184.721	331.894	618.044	605.270	695.434	
TOTAL EXPENDITURES	394.612	395.547	499.399	410.074	730.322	875.223	1.045.634	

C. Physical infrastructure

1. IICA-CIRA Library and Documentation Center

Perhaps the only physical structure available to the Line VI programs is the Rodrigo Peña Library at IICA-CIRA in Bogota, Colombia, one of the most complete information centers in the field, with modern systems for the retrieval of information by computers, and with the best existing collection on agrarian reform matters in Latin America.

Although the evaluation team did not conduct a thorough study of the collection of books, journals and other published material, a rapid overview clearly indicated that the Center possesses a vast amount of available information, as well as having established access to other information centers.

In 1975, the collection of books and brochures consisted of the following, by subject matter:

	<u>No. of titles</u>	<u>%</u>
Rural Development	5,000	20
Agrarian Reform	5,000	20
Agricultural Economics	3,750	15
Agriculture	3,750	15
Administration and Planning	1,250	5
Reference Works	2,500	10
General Information	2,500	10
Agricultural Education	<u>1,250</u>	<u>5</u>
Total	25,000	100

In addition, the Library receives 800 periodic and serialized publications. The present number of registered users is 8,000, including professors, researchers and university students. Although figures are not available, it was deduced from the responses received from the staff of public agricultural sectoral agencies in the countries visited, that they are practically totally unaware of the services provided by this Library and Documentation Center, and as a result, it may be inferred that most of the users are residents in Colombia. This is a weakness of the Center. Since the transfer of technology is an important element in the development process, it is a shame that this Center is so little known and used.

It is suggested that the person responsible for running the Library and Documentation center should present a Work Program and a draft budget for the dissemination of information about the available services at the Center, and to start or expand the services provided to other countries in Latin America.

III. IICA ACTIONS

A. Relationship between the actions of Line VI and the other IICA Lines of Action

IICA's General Plan, as approved by the Board of Directors, describes the so-called Humanistic Projection of the Institute, with three main objectives and seven Lines of Action to attain these objectives. Nonetheless, it is not a question of comparable elements. In fact, the seven Lines of Action deal with problems that are so diverse in nature, that they are not subject to analysis under similar conditions. Some of the Lines, such as Line I, do not contribute to the solution of problems considered as general objectives, but rather is limited to dealing with matters only indirectly related to IICA's objectives. Other Lines, such as Line IV, deal with problems of effect rather than the causes or reasons for the problems. Line VI, however, deals directly with the three objectives of the Institute.

B. Promotional and advisory services

To promote an understanding of the rural problem and the need to address its many implications, IICA has held seminars for priests, members of the armed forces, judges, members of congress and other political leaders, etc., oriented at giving information to key operation approaches on the agrarian situation and the need for reform specifically:

1. In Legislation

Despite the rather delicate nature of providing advisory services on matters pertaining to agrarian legislation, IICA has been asked on several occasions to provide this type of service to different governments. Moreover, while maintaining total autonomy of action, the governments have made use of this technical cooperation, and have accepted some of the suggestions made by IICA. Thus, in the cases of El Salvador, Honduras, Guatemala, Panama, Colombia and Ecuador, advisory services and consultantships have been provided on matters such as: agrarian reform legislation; legislation on waters; legislation on uncultivated lands; and legislation on agrarian tribunals. In some of these countries, the services rendered have been accepted by the national legal bodies.

2. In technical aspects

IICA has also provided - maintaining the neutrality essential with respect to this subject - advisory services on several different technical aspects pertaining to agrarian reform. Mention may be made here of assistance given on the selection of beneficiaries; the establishment

of technical criteria for acquiring land; the preparation of appraisal methodologies for payment for lands; the implementation of cadastral systems; the establishment of land granting modules, on individual as well as associative bases; the establishment of criteria for payment of lands by the beneficiaries, etc.

C. Agrarian Reform and Rural Development Program for the Central American Isthmus (PRACA)

PRACA, organized as a result of a resolution of the second meeting (Nov. 1967) of the Directors of Agrarian Reform of Central America (Instituto de Tierras y Colonización - ITCO, of Costa Rica; Instituto de Colonización Rural - ICR of El Salvador; Instituto Nacional de Transformación Agraria-INTA, of Guatemala; Instituto Nacional Agrario-INA, of Honduras; Instituto Agrario-IAN, of Nicaragua; Comisión de Reforma Agraria CRA of Panama; and IICA-cooperating agency) was one of the projects carried out under Project 206. Its objectives were to train national personnel in the planning, execution, administration and evaluation of national agrarian reform programs; carry out studies and prepare and carry out projects; cooperate with national organizations in training 'campesino' leaders; carry out public information programs about agrarian reform, and coordinate the technical assistance available in this area.

The results of these efforts have been evaluated in the "Informe de Evaluación del Programa de Reforma Agraria y Desarrollo Rural del Istmo Centro Americano" prepared by Antonio García Nosca in October 1977. He stated that "the most important contribution of PRACA has been to be able to maintain public interest in the agrarian problem, as agrarian reform and associative agriculture during a period of time when the potential bodies thought the agrarian problem would be resolved by industrialization, agricultural modernization, increased production reports, the extension of the 'land frontier' which would permit the continued existence of latifundios, the establishment of development banks and a more dynamic market mechanism". But as he notes, the agrarian problem -land hunger- has not disappeared. Details of activities carried out by PRACA are detailed in the following tables taken from the study "Informe de Evaluación del Proyecto 206 de Cooperación Técnica de la OEA" Rafael Moreno, 1975:

Annual Distribution of Types of Activities Undertaken

	1966/67	1968	1969	1970	1971	1972	1973	TOTAL
International Courses		1	1	1	1	-	-	4
National Courses		4	-	-	2	6	1	13
International Seminars		-	1	-	-	1	-	2
National Seminars		1	3	-	1	3	2	10
Study Trips		-	-	2	2	1	2	7
Research and Studies		4	1	-	1	1	1	8
Advisory Services and Consultants		1	6	8	1	1	-	17
Publications		1	2	2	1	1	2	9
Conferences		-	-	-	-	-	2	2
Agr. Ref, Exec. Meetings	2(1)	1	2	1	1	1	1(2)	9
Total Activities	2	13	16	14	10	15	11	81

- (1) One meeting each year. PRACA was created at the 1967 meeting.
 (2) Meeting held in February 1974.

Total Number of Participants in PRACA Programs

	<u>No. of Participants</u>	<u>%</u>
International Courses	104	4.74
National Courses	555	25.31
International Seminars	64	2.92
National Seminars	613	27.96
Study Trip	54	2.46
Conferences	500	22.81
PRACA Executive Meetings	302	13.77
Total	2,192	99.97

Annual Distribution of Participants, by Type of Activity

	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>TOTAL</u>
International Courses	-	-	23	24	28	29	-	-	104
National Courses	-	-	127	-	-	148	250	30	555
International Seminars	-	-	-	36	-	-	28	-	64
National Seminars	-	-	32	322	-	61	92	106	613
Study Trips	-	-	-	-	7	15	19	13	54
Conferences	-	-	-	-	-	-	-	500	500
PRACA Execut. Meetings	20	40	36	43	21	26	30	78(1)	302
Total	<u>20</u>	<u>40</u>	<u>218</u>	<u>425</u>	<u>56</u>	<u>279</u>	<u>419</u>	<u>727</u>	<u>2,192</u>

(1) Meeting held in February 1974.

Total Number of Participants, by Country and the Respective Percentage Distribution

	<u>No. of Participants</u>	<u>%</u>
El Salvador	614	28.01
Honduras	153	6.98
Guatemala	305	13.91
Costa Rica	573	26.14
Nicaragua	306	13.95
Panama	111	5.06
Others (1)	<u>130</u>	<u>5.93</u>
Total	<u>2,192</u>	<u>99.98</u>

(1) Others- members of international or regional agencies or participants from countries outside the Central American Isthmus.

Total Number of Participants, by Country and by Type of Activity

	El Sal- vador	Hon- duras	Guate- mala	Costa Rica	Nica- ragua	Pana- ma	Others (1)	Total
International Courses	19	13	21	13	15	16	7	104
National Courses	148	29	236	33	106	-	3	555
International Seminars	5	7	13	15	5	5	14	64
National Seminars	54	90	1	257	150	61	-	613
Study Trips	13	3	12	10	12	3	1	54
Conferences	350	-	-	150	-	-	-	500
PRACA Execut. Meetings	25	11	22	95	18	26	105	302
Total	614	153	305	573	306	111	130	2,192

(1) Others - members from international or regional agencies or participants from countries outside the Central American Isthmus.

Distribution of Participants According to Subject Matter and Type of Activity

Subject Matter	COURSES		SEMINARS		PRACA		Study Trips	Conferences	Total
	Inter-national	National	Inter-national	National	Execut. Meetings				
<u>AGRARIAN REFORM:</u>									
Agrarian Reform	-	-	-	-	302	27	-	-	459
Promotion of Agrarian Reform	-	239	-	354	-	-	-	-	593
Agr. Ref. Projects and Planning	23	-	-	-	-	-	-	-	23
'Campesino' Community Enterprises	-	206	-	51	-	21	-	-	278
'Campesino' Organization	24	-	36	-	-	5	-	-	65
Extra-curricular 'Campesino' Educ.	57	-	-	-	-	-	-	-	57
Sub-Total Agrarian Reform	104	445	36	535	302	53	-	-	1,475
<u>RURAL DEVELOPMENT</u>									
Rural Development	-	-	-	61	-	1	-	-	62
Rural Administration	-	66	-	-	-	-	-	-	66
Research by Subject Matter	-	44	-	17	-	-	-	-	61
Planning	-	-	28	-	-	-	-	-	28
Agrarian Law	-	-	-	-	-	-	-	500	500
TOTAL NUMBER OF PARTICIPANTS	104	555	64	613	302	54	500	-	2,192

As regards reports, PRACA published 32 volumes of Memorials between 1969 and 1976, reports of national and international meetings; courses and seminars constituting a valuable source on agrarian reform, settlement and rural development in Central America and Panama. Also to be considered are the 87 documents presented in the form of conference reports, proposals, etc., for the meetings of Agrarian Reform Executives, national cycles of conferences, meeting of directors of 'campesino' enterprises, etc.

The Evaluation Team considers this body of work to be of value to researchers as well as a projection of rural development, despite the fact that in too many cases it has been passed over or ignored by many of the agencies involved in such development. Overall, the team believes PRACA has and will continue to make a contribution in this difficult area. It probably would not have survived without IICA's assistance despite the fact that the member states provide its basic budget.

The Evaluation Team quotes from García's report concerning the direction PRACA might go in the future. While an ambitious proposal, it shows the potential in the roughly 1000 associative enterprises in Central America towards contributing to the region's economic growth.

- a. The experience in Central America demonstrates that PRACA should continue as a coordinating agency for international technical assistance in its specific lines of interest.
- b. However, this type of technical assistance should be intergrated in some manner, with the possibility of formulating pre-investment or investment projects -such as the multinational community 'campesino' enterprises- which imply the possibility of working within economies of scale and of becoming part of the process for the integration of Central America.

This activity of designing and organizing a new model of Multi-national Community "Campesino" Enterprises requires -particularly at the beginning- an intensive concentration of both national and international technical assistance resources, so as to:

- i. Define the image of the new Multinational 'Campesino' Enterprise System with due precision;

- ii. Determine the economic spheres of operations; this requires an articulated programming set up within the Federations and Confederations of 'Campesino' Enterprises and Settlements (for instance, the production of chemical fertilizers for the associative enterprises of the region; experimentation with and transfer of agricultural technologies so as to increase work productivity; primary or secondary industrialization of products such as oil producing or forest products; the marketing of Indian and 'campesino' handcrafts, etc.).
- iii. Determine the articulation of this multinational 'campesino' enterprise system with the mechanisms of democratic procedure, assuring the participation of the community, cooperative or self-management enterprises part of the system;
- iv. Establish the practical and institutional means so that this multinational system of associative 'campesino' enterprises, may participate in the Central American economic integration process) and
- v. Theoretically formulate this model of community or self-management multinational enterprise insofar as it may be used as an instrument for the economic, social and political development of Central America, perhaps becoming a type of Latin American counterpart to the Transnational Corporation.

D. Courses and Seminars

1. Personnel trained by IICA

The data given the Evaluation Team does not allow for an appraisal of men/months trained per year, nor the number of functionaries from institutions that have been trained by IICA. Apparently, all institutions related to agrarian reform have had some of their functionaries take courses on specific aspects, contributing in this manner to the improved performance of their work.

In some countries, -depending on the degree of support given agrarian reform institutions- there is a considerable number of functionaries trained by IICA that are not presently working in this field.

The Evaluation Team feels that the courses are a better means of training personnel than the seminars -even allowing for the fact that they have different objectives- considering the higher cost on a man/day basis for seminars, and the often reduced results limited to conclusions of somewhat restricted application.

2. Level of development at the Training Centers

At present, there are four agrarian reform training centers in Latin America: INCA (National Agricultural Training Center) in Mexico; PROCARA ('Campesino' Training Program) in Honduras; the CIARA Foundation in Venezuela, and CENCIRA in Peru. IICA has cooperated with the last three. Both PROCARA and CENCIRA are partly financed by UNDP, through FAO. The CIARA Foundation is financed by the government of Venezuela.

IICA has worked with PROCARA on aspects pertaining to the training of functionaries from different countries in 'campesino' organization matters. PROCARA uses a methodology called "experimental laboratories in 'campesino' organization" which have been attended by nearly a hundred functionaries, financed by IICA.

During the period being evaluated, IICA worked on several aspects with the CIARA Foundation, mainly to do with 'campesino' enterprises. Joint research studies were carried out, and several courses were financed on the subject.

E. Agrarian Reform Executive Meetings

1. Usefulness of the Conclusions

The meetings of the Agrarian Reform Executives -yearly in Panama and Central America and biannually in the region as a whole- have become established practice within IICA since 1965, when meetings of this type were held for the first time in Bogota and Lima. The meetings are divided into two parts. In the first, papers are given by country, about the experience acquired in the agrarian reform process. In the second half, technical papers are presented on given topics. At the end, the Agrarian Reform Executives approve a set of conclusions to serve as indicative elements for future actions and as direct reference to the technical papers. The conclusions would seem to be of practical use, since they served as the basis for concrete future actions. For instance, the IV Meeting of Agrarian Reform Executives held in Panama, established a set of conclusions about associative forms of production which have since been accepted, and even incorporated into legal text books.

The main value of these meetings, however, has been the opportunity, over several years, of having a forum on agrarian reform in Latin America, even during periods when the interest of the governments in the more radical aspects of agrarian reform has noticeably diminished.

2. Direct and indirect effects

Cited as indirect effects of the agrarian reform meetings are the adoption of experience acquired in other countries learnt about at the meetings, and the general benefits derived from the exchange of information. The direct effect of these meetings includes all actions derived from the conclusions.

F. Reciprocal Technical Cooperation (See Appendix 1)

Reciprocal technical cooperation between the governments of member countries, with IICA participation, has been widely accepted as an economic and practical means of disseminating information and knowledge between countries of similar levels of development.

As in the case of education on biological aspects, more is learnt in agrarian reform training endeavors by observing and analyzing results, defects and accomplishments in the field about a given action in organization, than listening to lectures or participating in seminars around a table. The difference between biology and agrarian reform consists in the fact that it is possible to move seeds or cattle so as to study the results of their use in the field, but 'campesino' organization models and the relationships between institutions may only be appreciated by making personal visits to the country or region where they are located.

Hence the need for IICA, as specified in Appendix 1, to identify, study and analyze state or private 'campesino' organization institutions that can be visited, when a study trip is considered advisable. Hence the need for the formulation of a Reciprocal Technical Cooperation Program in Agrarian Reform. Each IICA Office should have a detailed relationship with, and as much information as possible about the institutions or organizations that could be included into given study trips, depending on the requirements of national functionaries and 'campesino' leaders of the country requesting assistance.

G. Consultantship Services

1. Effectiveness

In specific cases, IICA uses consultants for given periods, ranging from one week up to several months, to study a situation and to propose recommendations to the government institution requesting the technical cooperation.

The effectiveness of this type of cooperation depends mainly on the selection of the consultant and the background information provided him to serve as an adequate political and cultural framework so as to avoid the simple transfer of experiences from one country to another.

Some of the short term consultancy reports reviewed, indicate that good consultants have generally been selected to cooperate with Program VI, but the content of the reports demonstrates that IICA has not provided the necessary support as far as background information is concerned, needed by the consultants to assure their effectiveness in periods of less than one month.

H. Research and Studies

The evaluation team did not have enough time to make a careful analysis of IICA's research work in the vast field of agrarian reform. An estimate of the amount of work undertaken may be obtained, by a consideration of the number of articles published annually, and presented as an appendix in the Annual Reports. Accepting the ample definition of agrarian reform (to include 'campesino' enterprises, etc.), the number of articles published, and its respective percentage of the total number produced, is as follows:

	<u>Total No. of articles</u>	<u>Total No. of articles re: Agrarian Reform</u>	<u>% of Agr. Ref. articles of the total</u>
1971	290	68	23
1972	268	68	25
1974	289	36	12
1975	302	27	9

As the Evaluation Team did not have time to read the articles, it cannot comment on their quality or on their possible use to government functionaries responsible for developing and managing agrarian reform programs, or to advisors in this field.

It cannot really be claimed that IICA has a research program in Line VI. During the existence of IICA-CIRA (concluded in 1973) there was an organizational structure which encouraged studies which could be called research. When this center was incorporated into the IICA Office of Colombia as part of the Andean Zone, with a resulting loss of identity, this interest in encouraging studies of this nature ceased. Although, articles are still being written and published, they no longer reflect a plan for the development of or increase in knowledge.

I. Publications

The different types of IICA publications can be classified into two groups: those directly related with agrarian reform, and all the rest. The 'Guidelines for the Formulation of an Agrarian Reform Program' may be cited as an example of the first group, and the 'Manual for the Administration of Agricultural Enterprises' as one of the second. This second group of publications includes those concerning biological aspects, which are indifferent to the existence or absence of an agrarian reform process, and others concerning such topics as business administration.

The Evaluation Team was not able to make an in-depth appraisal of the publications so as to obtain a proper knowledge of their content and to evaluate their quality and timeliness, in terms of responding to many of the agrarian reform aspects. The Team was not able to study IICA's publication policy either. In any case, though, the Team feels that IICA could contribute more significantly, if its publications were to be oriented differently so as to assure their relevance and timeliness.

There is little written in Latin America about the agricultural sector, and IICA's publications, if properly oriented, could therefore contribute significantly to fill this gap.

Evidently, it was not possible to revise all of IICA's publications, or the manner in which they are prepared, but there are two examples worth mentioning as cases in point, of the cooperation with and backing given by the Institute, to national technicians.

One of these is the 'Guidelines for the Identification of Investment Projects at Associative 'campesino' Enterprises' (Miscellaneous Publication No.138), in which an IICA technician worked in collaboration with three national technicians to produce a simple, practical guide of easy application in any rural enterprise.

The other example, though not related to Line VI, is the "Analysis of the Agroindustry Situation in Peru" (a similar publication exists for Bolivia) which was written by a graduate student as his thesis paper, under the guidance of an IICA specialist. These publications, in cost benefit terms, have a number of advantages, when it is a question of attaining maximum benefit with the limited resources per country, available to an institution such as IICA.

J. Activities in certain countries

1. Caribbean Area

Line VI activities in the Caribbean area have been virtually non-existent. However, IICA specialists are now working with national counterparts on studies to identify priority areas for the development of projects for financing, oriented toward supporting the design, trial and implementation of education programs related to the development of new models of production organizations (associated enterprises, etc.). This reflects the recognition of the need to approach the problem of rural development -not on a line basis- but rather as a mix of disciplines, since implicit in the idea of 'campesino' organization are a whole range of needs including education in its broadest scope.

The Rural Education Project in Haiti which was designed in large part with IICA assistance, will be financed by IDB with the Government of Haiti. One of its objectives is to incorporate 'campesino' organization as an integral part of the process of rural development. The Evaluation Team believes this is a positive step in IICA's efforts to integrate Line VI programs with the other Lines of Action.

2. Costa Rica

Interviews with Costa Rican officials indicate that the work of IICA -in particular its training programs including those sponsored by PRACA- has been effective, as have the activities to help prepare plans to reorganize the Institute of Land and Colonies (ITCO) as well as a new plan of action.

In response to pressures of the landless, including land seizure, the Government of Costa Rica -through the 'Instituto de Tierras y Colonización (ITCO)'- is carrying out major settlement programs. Lands controlled by ITCO total 298,724 hectares or 9.57% of the surface presently categorized as farm land. Over 4000 families have been settled since December 1976, resulting in a stabilization of the situation. ITCO has a long range program of land acquisition underway as part of a long range plan to assure orderly settlement and productive use of its land resources. The 'campesinos' themselves, in most cases, select the mode of organizing production -sometimes collectively and sometimes on a family basis. A 51 member cooperative in the banana region is working a 400 hectares area collectively, while 1500 families are being settled on individual farms, in the Coto Sur region covering 26000 hectares. The final solution,

in ITCO's view, must be settled by the members of each family to the extent of their initiatives. ITCO expropriates the land through negotiation processes and seeks to plan the settlement process and thus avoid invasions of land seizures. ITCO has training centers for the 'campesino' as well as the technicians involved. Given the scope of this program, IICA's experience should prove to be valuable.

3. Bolivia

From conversations with functionaries in La Paz, it can be concluded that IICA's work with the National Settlement Institute is most appreciated and has great possibilities for the future. It is widely acknowledged that there is little experience in the matter of settling 'campesino' families, in new areas and that the failures are better known throughout Latin America, than the successes. Because of this general situation, it is felt that IICA's work is valuable in identifying projects of value, using the experience acquired in successful ones for possible adaptation in others, and avoiding a repetition of errors that have already been made in rural settlements in the region.

In accordance with the classification of IICA's Lines of Action, Programs and Activities, this type of work would correspond to Line of Action VII, and could be included into Program VII.2 - Management for Rural Development; Program VII.3 - Regional Rural Development; or Program VII.4 - Cooperative Program for the Development of the American Tropics. Nonetheless, from the point of view of organizing production and community services for families in a settlement in a new area, it could also be included into Line of Action VI, under Program VI.2 - 'Campesino' Organization, or Program VI.3 - Training and Studies on 'Campesino' Community Enterprises.

The National Settlement Institute is working on the establishment of rural settlements comprising individual agricultural units with nuclei of about 40 families with centers of minimum services, linked in turn with centers with more extensive services, which are then connected by road to a population center such as Santa Cruz. In addition to a need for support on technical aspects, in this type of settlement, there is also need for support on the analysis of the different models of individual and associative allocations; on the type of 'campesino' organization for buying inputs and selling their products either in their original form or processed; on regional organization so as to establish mechanisms that can contribute to satisfying consumer needs and the needs of settlement families wishing to raise their standards, etc.

After reviewing the Agricultural Development Plan for the Department of Oruro, and from interviews with the directors of the Inter-institutional Committee for Agricultural Coordination (CICAO), the following comments can be made:

- National technicians appreciate IICA's help and hope to continue receiving same.

- The Plan that was prepared is of great value, particularly when the multiple difficulties present in the study area are taken into account.

- There is some doubt as to the wisdom of selecting this given area for work, which is considered an IICA responsibility.

Should the government of Bolivia request IICA's continued help on this Project, the Institute should carefully analyze its capability to make an effective contribution, considering the level of priority and political support which Bolivia is giving to this project.

It might be advisable for IICA to select a specific activity where it can have real impact in the area. Thus, IICA could be committed to backing one aspect only of the project - for instance the progress achieved to date in the work with native crops such as quinoa and cañihua - and not get involved in providing support for the development of the whole Plan.

4. Chile

From a revision of the Annual Reports prior to a visit to the country, the most important work of IICA in Chile was identified as the formulation of the so-called Area Plans of the Agrarian Reform Corporation (CORA), all the way from preparing the methodologies and plans per se, to training and advisory services on implementation aspects.

A historical analysis of IICA's participation in the Agrarian Reform process in Chile is pertinent, due to the rather special circumstances resulting from the political changes in government of that country. IICA has cooperated with the agrarian reform agencies of Chile during the governments of Frei and Allende, and there was no apparent change or deterioration in the relationships. This experience of IICA's cooperative actions is of interest, since agrarian reform activities are basically political in nature, and it is difficult for international functionaries to participate in the process without becoming involved with political problems with the government, particularly if there are radical changes in policy.

According to available information, IICA started working in Chile in agrarian reform during 1968, on the basis of an agreement with that government. The first activity as a result of this agreement, was a Course on Area Plans. In 1969, 29 Area Plans were prepared for the whole of Chile. A number of functionaries of the Agrarian Reform Corporation and several students on IICA scholarships participated as interdisciplinary teams on the formulation of some of these Plans. In this manner, the personnel on fellowships participated in specific in-service-training programs. In 1972, IICA collaborated on the formulation of the Preliminary Productive Frame of Reference for the reformed sub-sector, for the years 1973-1974. In 1974, CORA and IICA signed an agreement, whereby IICA collaborated on the formulation of Area Plans for the allocation of lands to first level Production Cooperatives, in one hectare individual plots, and on the establishment of Production and Agrarian Reform Centers (CEPRO AND CERA).

The objectives of these Area Plans were as follows:

- To define the potential of agrarian reform, within the geographic unit studied;
- To diagnose the existing agro-economic resources, irrigation infrastructure and human resources.
- To typify the agricultural exploitations in different stages of development, for later application in the field.
- To propose an investment program, in accordance with the Plan.
- To serve as a basis for the projects of land allocation.

On revising IICA's work on the formulation of Area Plans since 1968, it was not possible to find any evaluation studies of the method or of the Area Plans prepared in the country.

Agrarian reform experience in each country could and should be of use to other countries. However, for these experiences to be utilized in a positive manner, a periodic evaluation is essential for pertinent upgrading, if errors are to be avoided.

There are a number of questions about the Area Plan methodologies, which need study and analysis so as to be able to answer them objectively. For instance, to determine the right number of families, why are only the agricultural resources taken into account? In some areas, other non-agricultural resources -such as mines and fisheries for example- could be considered, and in any case, the work and income requirements for service activities in production should also be taken into account (machinery and equipment repair; hauling and transportation of products, seed storage, fertilizers, etc.); the marketing of agricultural products (classification, packing, transportation, storage, sale, etc.), as well as other services not pertaining to agriculture but needed by the families (retail, trade, passenger transportation, etc.).

Another question could be: what is the relationship between what is considered a production plan in the Area Plan, and the production possibilities and results obtained during the agricultural year? or what is the situation of the rural population not included in Plan allocations?

5. Colombia

After due revision of the Annual Reports, the most important activity to do with 'campesino' enterprises was identified as the methodology for the permanent evaluation of these enterprises.

The following activities were mentioned in the Operative Program synthesis for 1976-1977:

- VI.AC.112 Advisory services provided INCORA on the formulation of a methodology for preparing agrarian reform area plans
- VI.AC.113 Encourage and advise INCORA on the formulation of an area-level agrarian reform plan
- VI.AC.211 Dissemination of information about Latin American 'campesino' organizations
- VI.AC.212 Preparation of a text on 'campesino' participation
- VI.AZ.311 Formulation of a methodology to evaluate the efficiency of rural development strategies
- VI.AZ.312 Compiling theoretical and empirical data on rural development strategies for under-developed American countries (activity per se, included into Line of Action VII)
- VII.AC.217 Course on Community Enterprises.

Activities VI.AZ.311 and 312 should probably be considered within Line of Action VII, in Program VII.2 - Management for Rural Development purposes, or in Program VII.3 - Regional Rural Development. Conversely, activity VII.AC.217 should be included within Line of Action VI, in Program VI.3 - Training and Studies on 'Campesino' Community Enterprises. This confusion may be due to the difficulty in designating a given activity within only one program.

The following information was obtained from a number of interviews:

1. Up to 1976, the number of community enterprises organized in Colombia came to 1,304, on an area of 255,326 hectares allocated to 13,997 families.
2. The Manager of INCORA does not recall IICA's work concerning the methodology for the permanent evaluation of 'campesino' enterprises, but acknowledged IICA's valuable collaboration in support of the institution.
3. The Public Agricultural Sector of Colombia, and the Government in general, assign the highest possible priority to the Integral Rural Development Program.
4. There are two main areas of interest with respect to IICA's support to the public agricultural sector, as pertaining to 'campesino' enterprises or organizations: the evaluation of existing community enterprises; and the organization of 'campesinos' involved in the Integral Rural Development Projects, for buying inputs and marketing their products.

A question is raised, out of all this, concerning IICA's policy on continuing its activities in Line VI in countries where political support is concentrated on actions other than structural change activities. Should IICA continue supporting INCORA? Should IICA reduce Line VI activities and concentrate on supporting the Integral Rural Development Program? Or, as another alternative, should IICA concentrate on agrarian reform evaluation studies, case studies, evaluation of community enterprises, etc., which may serve as essential information for other countries, for future use when a government decides to implement Agrarian Reform?

6. Peru

There has been considerable demand for collaboration in support of associative enterprises, particularly through training aspects at CENCIRA, due to the fact that practically all the latifundios in this country have already been expropriated, and about 1,500 associative enterprises have been established. Those in authority in the agricultural sector are greatly interested in any work concerning the consolidation of 'campesino' enterprises. Hence, IICA's participation in a number of courses and seminars on the administration of enterprises, and on the "Guidelines for the identification of investment projects at Associative 'Campesino' Enterprises" have been greatly appreciated by the Directors and functionaries involved in the process.

Reciprocal Technical Cooperation has also been applied in a limited manner, with apparently good results in the area of Associative Enterprises.

From conversations with the national technicians and a revision of the literature, it was noted that the following areas of action could use more support:

1. The marketing of inputs and products at Associative Enterprises.

Although the size of the enterprises differ greatly, the association of a number of these enterprises into Cooperative Centrals is essential, so as to be able to make use of economies of scale in marketing operations. These Centrals can become groups of economic strength, with impact on the purchase of inputs and the sale of products, as well as to facilitate the establishment of industries and services for a whole microregion or valley.

2. Analyses on the optimum size of the enterprise, by region and type of activity.

It is felt that an Associative Enterprise along the coast could be from 80 to 500 hectares for production purposes, but the production of from 5,000 to 10,000 would be needed to maximize the economic efficiency of marketing their inputs and products.

3. 'Campesino' participation

Ministry of Agriculture documents as well as IICA publications insist on the importance of 'campesino' participation, but neither describe with any detail just what 'participation' consists in, and the procedures to attain an effective participation. More training is needed on these aspects, as much to do with the 'campesinos' as with the technicians working directly with them, and their different organizations.

4. Increased levels of work in rural areas.

The government is most interested in increasing employment opportunities in rural areas. Despite a number of valuable experiences in this field in several areas of the country, though, due mainly to the mobilization of population groups, these have never been evaluated or their results disseminated.

IICA could make a valuable contribution to Latin America's rural areas, by proposing and evaluating strategies which help increase employment opportunities in these areas.

5. Income of the Associative Enterprise members.

One of the most difficult problems in Associative Enterprises, is the question of establishing wage levels for the members, for different types of work. This problem probably exists at Associative Enterprises in other countries, and is closely related with the types of incentives needed to assure that the workers take an interest in the success of their enterprise, and in upgrading their own levels.

6. Relations between public institutions and associative enterprises.

Although the success of an associative enterprise depends largely on its efficient administration, other external factors may also determine its success or failure. Although some of these factors are beyond human control, others depend on the organization and functioning of the public and private institutions related to agriculture, and still others, to government policies which may be modified, for the benefit of the 'campesinos'.

7. Changes in values for the members of associative enterprises.

It is known that associative enterprise members will be working under a different set of values than during the period before agrarian reform, but there are no studies on this aspect, nor are there any activities which contribute to establishing a set of new values for the rural families, living under new agrarian land ownership structures.

CONCLUSIONS

1. Agrarian Reform is no longer considered as the main action needed for the development of the agricultural sector in Latin America. However, even countries like Peru, which no longer has any 'latifundios' to expropriate; or Brazil and Paraguay which consider the incorporation of lands through the settlement of 'campesinos' of more importance; or Colombia which attempts to solve its 'minifundio' problems with Integral Rural Development projects; there is hardly a country which in one form or another is not facing different types of problems related to the total or partial modification of the agrarian structure or the establishment of 'campesino' enterprises. Other countries such as in the case of Honduras, which has made notable progress in agrarian reform, but finds that 60% of the progress achieved in granting land to 'campesino' families (through the Honduras National Agrarian Institute) is more or less annulled due to the increase in potential beneficiaries as a result of demographic growth rates. In Peru, they have finished expropriating the 'latifundios', yet only about 40% of the families have benefited directly, with 60% still needing land, being 'minifundistas' or occasional laborers.

The situation, as described, indicates that although some of the governments no longer consider agrarian reform as an essential set of actions for development purposes within their development plans, nearly all of them are working on some aspect of change concerning the agrarian structures new settlements, 'minifundios' and rural development programs. The long term solution to these problems (if such solution really exists) must also take into account other sectors of the economy, such as industry, trade, etc.

IICA cannot have an objective "to help the countries to stimulate and promote rural development", without dedicating major efforts and concentrating resources on analyzing and contributing to the solution of the main problems being faced by the countries at this time, and which are not being taken into effective account by other international agencies. We feel that, at present, IICA is working on a number of very disperse activities.

2. The presence and work of IICA in Latin America, in the field of agrarian reform, has been a definitive factor in making political authorities and agricultural professionals aware that defective agrarian structures are, in fact, barriers which limit development possibilities in the countries, and hinder attaining the general well-being of their populations.

The intensive actions undertaken in Latin America since the creation of Project 206, and particularly in Central America, since the establishment of PRACA, have contributed to the training of a large number of professionals who, in their later different jobs in the public sector, have been able to better comprehend the problems which affect the optimum utilization of resources, production, and -of great importance- the well-being of the population.

Most of the professionals trained at universities in Latin America or abroad, have accumulated more or less useful knowledge about cultivating plants and rearing animals, but practically nothing about rural life, 'campesino' problems or the origin of these problems, or on the effect of land ownership concentrations on the development of populated centers, and the effect of the concentration of wealth and power, on the development and well-being of the population. IICA has helped fill this gap in professional training in Latin America, and although some governments do not consider agrarian reform as a transfer process of property and political power, but rather as the settlement of 'campesinos' on new lands, there is not a government which does not acknowledge that there is an ever increasing pressure for land and that in the not too distant future, there will be a need for more and more reforms in the agrarian structure, and in the utilization of land.

3. Over the past few years, IICA has kept up its activities in this field in Central America, although they are being reduced, but has been working without a well defined program in South America.

The way in which some of the Line VI specialists work, and the differing levels of importance given this line by the different IICA representatives in the countries, indicate a dispersion of efforts, a lack of coordination and leadership, and a definitive lack of concrete objectives.

Thus, in Bolivia there is no activity underway at this moment, and those that have been conducted are incomplete and national functionaries have never received any results of studies, etc. In Venezuela, IICA continues its work in the area of cadastral surveying and appraisals, activities considered of low priority. In Honduras, the Line VI specialist is given other activities which are not related to the Line. In Ecuador, the representative in that country is also the Line VI specialist, and although assigned to this Line within the budget, it is obvious that

his work as representative absorbs most of his time. And so on. On the other hand, however, there are cases of positive actions where functionaries from without Line VI, on their own initiative work directly or in collaboration with a university on community enterprise studies, as in Costa Rica, or on preparing guidelines for the identification and selection of priority projects in associative enterprises.

4. The current situation within the agricultural sector of Latin America perhaps no longer requires so much IICA effort to convince pertinent authorities, etc., that agrarian reform is necessary, but should rather contribute more to training personnel in the organization and operation of new types of agrarian structures. As time goes on, the number of professionals needed to work in these areas increases, whether it be on establishing 'campesino' settlements in new areas or on expropriated lands, for which purposes models must be selected for the more appropriate types of land granting and enterprises, in accordance with the individual circumstances of each case. Based on its accumulated experience in this field, and a permanent study of concrete cases to analyze their evolution from the stages before settlement or expropriation to those of their implementation and operation, IICA can contribute to compiling valuable information which can be used later in courses or seminars, or even more specifically, in the provision of direct advisory services on specific problems as they show up in the countries or as the respective national governments decide on the need for agrarian reform actions.
5. IICA's concept of rural development is not sufficiently explicit so as to permit a clear orientation of the activities of its staff members, to facilitate the establishment of priorities and the allocation of resources.

IICA's general objective "to help the countries to stimulate and promote rural development as a means to attaining general development and the well-being of the population", needs to be broken down into more concrete objectives which permit a clearer determination of actions, with a set of specific goals, which will later facilitate the evaluation of each activity, program and even the General Plan.

IICA's three intermediate objectives: to increase production and productivity, to generate employment, and to attain 'campesino' participation, are not broken down to an adequate level of precision, and practically any activity undertaken may later be considered as having contributed to most of these objectives, to some degree.

As may be appreciated from the activities undertaken in the past, as from those included in the Medium-term Indicative Plan, IICA may intervene in any type of activity, at the behest of the governments. This leads to a tremendous dispersion of efforts which can result in a rather superficial contribution in support of national endeavors.

Although some may consider it an advantage for IICA to be able to work in a wide range of activities, it would be advisable for IICA to attain international recognition as the most competent agency in a given area of rural development.

Considering the problems being faced by the governments on establishing appropriate agrarian structures and in the rural development process, and accepting the existence of other international agencies that are more competent than IICA in certain aspects of rural development, IICA should adopt a more precise, centralized approach.

If Rural Development is accepted as the central theme or approach for IICA activities, all of IICA's technicians should work towards this approach. How to assure that each technician, -each with a different field of specialization- have a clear concept as to IICA's objectives, so as to orient his actions towards the main theme of the institution? How to assure that each technician have freedom of action, but nonetheless to work towards the same goal? One way of accomplishing this with the technicians, while simultaneously attaining international and national recognition for a given IICA activity, is to give more emphasis than at present, to those activities related directly or indirectly to 'campesino' organization, whether dedicated to agricultural production, the marketing of products, the utilization of irrigation waters, or the provision of services for the rural population.

There are a number of different types of 'campesino' organizations and enterprises being developed, throughout most of the countries of Latin America and the Caribbean, including service cooperatives, and government institutions needing implicit or explicit help to contribute to the success of these enterprises. However, this success can only be achieved on the basis of long term multi-sectoral actions, and may at times involve working on internal aspects of an enterprise, and at others, on external factors which affect the performance of the group of enterprises in a region or a country, as a result of their relationship with national agricultural policies, or with the level of efficiency of the state institutions that are supposed to serve them.

If IICA focusses its actions on strengthening national institutions to assure the success of 'campesino' organizations, it must necessarily become more involved with rural development aspects, since the advisory services provided will have to include aspects pertaining to the services required by the enterprises, as much for the production and marketing of their products, as for the acquisition of inputs and services for production purposes, or to facilitate those services required to satisfy the basic needs of the population. This could even include dealing with aspects related to the identification and support on establishing and developing population centers where other types of activities and services of a more urban nature are also generated. Hence, through cooperation with national institutions in support of 'campesino' organizations, IICA could take up the leadership in working in rural development in Latin America.

Obviously, rural development is a long and complex process which requires, in essence, the organization of the rural population within a given area, oriented toward the rational utilization of local resources to satisfy its needs. Such an orientation within the rural development process, will permit the utilization of the productive capacity of the rural population which can only be channeled properly if an adequate mechanism is established to facilitate the participation of this segment of the population in the decision making process pertaining to the social and economic aspects of the area or region.

It is hard to think of rural development within a defective agrarian structure and without an organized population. Nonetheless, some governments do not feel that the modification of agrarian structures is an objective, although in most cases they are already working on the formation of different types of 'campesino' organizations, whether associative enterprises, or individuals in service cooperatives. The associative enterprise is one of the types of organization, and it is possible to facilitate rural development by means of these enterprises. IICA could focus attention on the 'campesino' organizations and enterprises, thereby attaining international and national recognition, if its studies, research, publications, courses and advisory services in this area contribute significantly, and in a practical manner, to the support provided by national institutions on 'campesino' organizations, and through them, towards establishing bases for rural development purposes.

The provision of support for the development of 'campesino' enterprises as one of the main actions of the approach to rural development, assures a broad field of action for the technicians of IICA's different Lines of Action, and would facilitate team work while permitting an appraisal of concrete results of IICA's action.

The campaign to promote 'campesino' enterprises throughout Latin America has been well accepted in some countries, but there are still a number of unknowns and problems to solve. The studies and work before establishing an enterprise must be perfected, such as the size and model of the organization, etc., as well as after the establishment, and during the different stages of their development. Moreover, in response to requests from governments, it is also necessary to study and propose improvements in the marketing of products; the integration of enterprises in more advanced levels of association for the acquisition of inputs or for processing products; the conservation of resources; the expansion of irrigated areas; organization needed to provide services to a given population; the participation of 'minifundistas' and occasional laborers; the establishment of incentives for working members, and so on.

Such an approach for Line VI would permit a more direct and effective support of national technicians and would increase the possibilities of utilizing the valuable working force comprised of university professors and students, as in the case of Peru in the area of marketing and agroindustries and in Costa Rica on the organization and administration of community enterprises.

IICA's experience in concrete case studies in Peru and Costa Rica, in collaboration with selected students from the local universities or professionals from certain institutions, could serve as a basis for considering this procedure as a valid working strategy for IICA action in all the countries.

In economic terms, moreover, there is perhaps no more "profitable" activity than studies conducted in collaboration with university professors and students in their final years. This experience, is of considerable use to the students, professors or national functionaries, since they are carrying out studies on real problems in their own country, learning to work with different methodologies, and publishing their thesis or case studies, and influence considerably the methodology and content of the training at the universities. Moreover, the IICA technician

has an opportunity to write a book, using these studies as basic references. With this type of material available, the training given in courses and seminars is notably improved, and the information imparted, is up to date. Moreover, this type of work assures that courses and seminars lend a multi-sectoral approach to the solution of the problems of 'campesino' enterprises and rural areas in general.

In time, then, within the broad field of rural development, IICA would attain continental recognition in basic aspects pertaining to the development of 'campesino' organizations, and the participation of this segment, in the development of a given area.

However, to use this approach implies a need for change in the manner of working, and in the attitudes of some of IICA's staff members. Moreover, it implies the gradual modification of objectives, as considered currently for some of the seven Lines of Action, and a change in the order of priority established in the Indicative Plan, so as to assure the increased effectiveness of Line VI actions.

It should be stressed that an approach for Line VI, centered on 'campesino' organizations, to contribute to the rural development process does not necessarily mean that IICA would stop collaborating with other types of agricultural units, since these would be included into the service cooperatives formed by individual agricultural units, and much of the work carried out in support of associative enterprises would also be of use to these individual agricultural units. For instance, studies to improve certain aspects pertaining to marketing bananas or corn would be of equal use to one or the other type of agricultural unit, with the main difference being that the study and support provided an associative enterprise is oriented towards assuring the success of the enterprise for the ultimate benefit of its members, and with the aim of working on different activities -either by stages or simultaneously- oriented towards attaining rural development in general, and not specifically for the profit of one or more individual entrepreneurs, without taking into account the development of the rural area where they live.

This proposal to strengthen Line VI does not restrict IICA's activities and services in other areas of the agricultural sector of the countries. Concrete information about the agricultural and rural realities in each country, permit the provision of advisory services on agrarian policy aspects, at national as

well as individual enterprise levels. Instead of advising on credit, marketing, productivity, employment generation aspects, etc., based only on theoretical knowledge, help could be provided, on aspects pertaining to the internal operation of enterprises and on their relationship with the rural area where they are located. Moreover, it would be possible to have a more in-depth knowledge to analyze and propose measures to contribute to the revision or upgrading of governmental institutions, based on concrete studies about the effects of government policies on the situation of the enterprises. Hence, it would be possible to know how the credit system works; how price policies affect the decision of administrators and the economic returns at the enterprises; and how these measures affect the problems of employment, under-employment, etc.

The main difference in the area of technical cooperation would consist in the accumulation of concrete information about the functioning of enterprises, and how government policies and the State services and even those of the organized farmers - affect the enterprise and the rural community. Based on this information, then, the IICA technicians could contribute more effectively to back-stopping the actions of national as well as other international institutions.

Moreover, this Line VI program could contribute to the simplification of the whole programming process of IICA. Certain criteria are used, at present, for the formulation of the country-level action plan of IICA, so as to ensure that IICA's objectives are in keeping with those of the respective governments. This procedure involves a number of problems, such as:

- a. IICA's objectives, as well as those of the governments, are very broad in scope, and therefore are not likely to seem incompatible. For instance, it is difficult to see why there would be any incompatibility in objectives to increase production and productivity, or in generating employment.
- b. Without more specific selection criteria, the range of activities in which IICA can participate is very broad, thereby leading to the dispersion of efforts.
- c. This dispersion of activities prevents or hinders team and multisectoral work, and limits the possibilities for action of the IICA technicians, within their respective fields of specialization. As a result, there is a risk that IICA technicians, who are competent in a given field, end up working in areas in which they are not so competent.

Endeavors to centralize IICA's action on rural development, and strengthening Line VI actions with respect to 'campesino' organizations, would contribute to a reduction in the dispersion of activities included in IICA's country-level action plans.

The orientation of IICA on 'institution building' would still be contemplated, but with the added advantage of having a bearing on the establishment of a permanent evaluation mechanism based on information obtained from the enterprises, by means of a methodology to be developed gradually. All aspects pertaining to the enterprises could be analyzed, so as to have a bearing on the organization and forms of operation of the services provided by the different institutions, thereby assuring a more realistic and effective contribution to institution building, particularly if it is considered that 'institution building' does not necessarily imply increases in personnel and budgets, nor that the respective staff members accumulate degrees and knowledge, but rather that its contribution to rural development and the well-being of 'campesino' populations, be more effective.

V. RECOMMENDATIONS

The following recommendations are made, in view of the current situation -and perspectives- of Agrarian Reform in Latin America, and based on IICA's experience within Line of Action VI as pertaining to 'Structural change and 'campesino' organization':

1. Expand Line VI activities, considering them as basic elements for attaining rural development, and establish an inter-relationship between the activities of the other six Lines of Action and those of Line VI.

The scanty availability of tillable land in some countries and the increasing population growth rate, which is greater than the capacity of the countries to generate agricultural employment opportunities in rural areas, indicate the need to continue working on aspects pertaining to agrarian structures, and to study and analyze experiences in generating non-agricultural employment opportunities for the rural population in general.

For strategic reasons, it would be advisable to keep the agrarian reform programs separate from those of 'campesino' organization, with the latter assuming top priority. Activities within this program should contemplate all forms of organization, including the association of individual farmers as well as wage earners. Special emphasis should be given to traditional forms in organization, such as the Indian communities of the Andes, so as to make use of them as a functional basis for modern enterprises of an associative nature.

2. Consider 'campesino' organizations as one of the central themes of IICA's general objectives, 'to help the countries to stimulate and promote rural development'. Insofar as possible, activities within the different Lines of Action should be oriented towards contributing to the creation, adaptation or strengthening of 'campesino' organizations; in a similar manner, Line VI activities should support, insofar as possible, the activities in other Lines, providing information and training possibilities -based on research and studies on actual experience- concerning the best forms or models of organization, in accordance with the policies of each government; the cultural, economic and social characteristics of each population, and the type of activity for which some form of organization is needed.

The Medium-term Indicative Plan should clearly define the actions in support of 'campesino' organizations, and those activities needing support from Line VI, by means of specific actions on the organization of 'campesinos' within a given area, such as marketing, irrigation, etc. This is essential to assure the integration of activities between Lines of Action.

One example for each Line of Action is described, as a means of attaining this integration:

Line of Action I

Establish a system for compiling information on land tenure aspects, especially all publications and studies related to 'campesino' organization particularly in each country of Latin America, as well as other regions of the world. This includes keeping in close touch with the Wisconsin Land Tenure Center and other similar agencies, such as the Rehovot Study Center in Israel. Moreover, a mechanism to disseminate information is essential, such as in the case of Abstract Cards or Tables of Contents, so as to reach institutions and professionals working in the areas of interest of Line VI.

Line of Action II

Develop education strategies in support of agrarian reform and the establishment of new social organizational forms for production purposes. This demands the development of a research system (in coordination with Line III), with the participation of university professors and students, to study and analyze the evolution of as many 'campesino' enterprises as possible, so as to have available material which can be of use for training purposes, as well as for the provision of advisory services on the establishment of new 'campesino' enterprises.

Line of Action III

Research should be directed towards the consideration of production units, so as to resolve a given problem, whether to increase productivity, to generate employment opportunities, or others. Evidently, any research undertaken should contemplate the type of enterprise to make later use of the research results. Insofar as possible, priority should be given to associative enterprises.

Line of Action IV

Strategies for the organization of 'campesinos' should be developed in coordination with Line VI, for production, marketing and agro-industry programs, and other services, even outside the specific context of 'structural' changes.

Line of Action V

Determine those procedures whereby the rural population of a given area, through 'campesino' organization methods, will be able to utilize local resources to satisfy its needs. Thus, if it is a housing or rural schools program in a forestry area, the population should be organized to put up wooden buildings; if the area has no lumber but does have clay, the organization should be oriented towards the utilization of adobe, with roofing in tiles or some other material of clay origin. The main point is to organize the population to make the best use of available resources, with the aim of generating employment in non-agricultural activities, establishing simple industries such as lumber, adobe and brick factories, tiles, etc.

Line of Action VII

Conduct studies in collaboration with national agencies with the aim of establishing the relationship and effects of political measures, and of the services provided by public entities, on the economic results at 'campesino' enterprises. Thus, it may be possible to analyze the effect of a given price policy, or the quality of credit services, or marketing problems, and, on the basis of these studies, propose changes in policy to the concrete benefit of the rural population.

3. Establish the means of organizing Line VI, so as to include the following characteristics:
 - a. To establish a core group of professionals of recognized competence in the field of agrarian reform, at IICA-CIRA. Some of these professionals should also have training and experience in other aspects pertaining to 'campesino' organization and the organization and administration of enterprises.
 - b. The IICA-CIRA library should give priority to books, journals and reports about all types of 'campesino' organizations, or material directly concerned with organization and administration, mainly for the use of the Line VI core group of professionals, and of the Latin American institutions working in this field.
 - c. The group should formulate a working program that includes a series of research studies on aspects pertaining to 'campesino' organization and enterprises, so as to make the most of the existence of many different types of organization that have been developed over recent years, throughout

Latin America. Courses and seminars included as part of this program, should have access to these research and case study results, involving the history, organization, functioning, errors and successes of the different types of 'campesino' organizations.

- d. The group of Line VI professionals should establish a cooperation mechanism with one or more institutions in each country so as to develop a network of research centers, and with national professionals and students, so as to increase the coverage of the research and case studies conducted on 'campesino' organizations and enterprises. These institutions could be the national agrarian reform research and training centers or the universities, as in the case of Peru, in the area of marketing and agroindustries and Costa Rica with respect to rural administration and case studies on associative enterprises.

It might be advisable to think in terms of budgetary allocations so as to contribute to the support of professionals or students for minor costs with respect to these studies, such as field trips and visits to enterprises with the aim of compiling information, for the publication of a graduation thesis, or for work summaries of general interest.

- e. Based on the experience acquired on reciprocal technical cooperation aspects (Appendix 1) and in seminars, the programs of field trips for 'campesino' functionaries and leaders should be expanded and upgraded, especially where the progress being achieved at 'campesino' organizations in general, or on some specific aspect, will be of considerable use to the visitors. In the case of visits to another country, IICA should finance trip costs, but should also encourage visits between the enterprises within the same country, with expenses defrayed by the 'campesino' organizations themselves, or by the respective government. In this case, IICA support would involve the promotion of these visits, and the establishment of the training methodology to be used, including a consideration of the information about the enterprise being visited, studied and analyzed, committing the state institution or 'campesino' enterprise sending observer functionaries or 'campesinos', to require the presentation of reports that may be of use in the area where they come from or with respect to the enterprise to which they belong.

- f. Within this work program, relative consideration should be given to the need for periods when the members of the Line VI group can dedicate time to studying or writing about their area of work, with the aim of expanding their knowledge.
 - g. It would be advisable to consider the possibility of employing professionals or 'campesino' leaders to write or tell about their experiences, as concerns their direct participation in the agrarian reform process of their country, or in the creation and development of their organizations.
4. Establish priorities by regions, for Line VI work. Due advantage should be taken of the favorable present situation in the Antilles and Northern Zones.
 5. Conduct a global evaluation of IICA's Lines and Programs, using a methodology that would permit establishing relationships between the different activities of IICA, and their effect on the rural development process.

An evaluation of this nature is recommended, so as to clearly define program priorities as a function of the scope of problems supposedly being solved, so as to permit effective programming, the coordination between Lines of Action and the allocation of resources, as pertaining to these priorities.

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RECIPROCAL TECHNICAL COOPERATION

1. IICA's catalytic action

IICA's limited personnel and budgetary resources to meet national needs within its seven Lines of Action, and specially in Line VI, make essential the use of technical cooperation forms that can assure a multiplier effect of the results of actions undertaken, be they within one country or in several countries.

Reciprocal technical cooperation between the governments of the member countries, with IICA participation, has been widely accepted as an economic and practical way of diffusing knowledge and experiences between countries of similar development levels. The visits of technicians or 'campesinos' of one country to institutions or enterprises of another country, or even within the same country, to observe accomplishments achieved in a given activity so as to obtain a higher level of development, is one of the best ways of influencing these people and even politicians and other authorities, to properly appreciate a methodology, the organization, results, or whatever other detail of accomplishment in a country which could be applied in another one, particularly if readily adaptable to the concrete realities of each case.

In this type of cooperation, IICA's country representatives and specialists function as catalytic agents with respect to the transfer and utilization of knowledge, technologies and experiences between countries which are at different stages of development in a given activity.

In the specific case of Agrarian Reform, the use of Reciprocal Technical Cooperation is an even more valuable form of cooperation than for other Lines of Action of IICA since it permits those countries at different stages of development in agrarian reform and with different agrarian structure models, to make the most of the experience of other countries where considerable progress has been made in specific areas; these can be considered as "experimental plots" where can be appreciated in the field the problems as well as their possible solutions; the errors that have been committed and the possibilities for correcting them or, even better, to avoid them; and finally, the accomplishments attained and the manner in which they may be adapted to the conditions in their own countries.

2. Identification of the Sources of Cooperation

One of the main characteristics of the administrative structure of IICA is its representation, at the country level, in each country. The country representatives and their small teams of staff members in each

country constitute a valuable continental network which can build a solid and effective structure of cooperation between the countries of the Americas within a defined program of Reciprocal Technical Cooperation, with specific regulations as to the means of fostering this type of cooperation.

The basic element of this type of cooperation is the fact that every country has something to offer no matter how little, and in some cases their varied experiences may even serve as an example of "what not to do" in certain cases.

The basic task of IICA to assure the effectiveness of this type of cooperation, is to identify the institutions, persons, or cases within countries which can be used to advantage within a reciprocal technical cooperation program. To do this, the IICA country representatives and the Line Coordinators - in this specific case the Coordinator of Line VI- should have precise working instructions so as to make the most of one of the more valuable characteristics of the administrative structure of IICA. This task of identifying possible sources of reciprocal technical cooperation is presently not a responsibility of either the country representative or the Line Coordinator, and only a few of the specialists are aware of some of the possible sources for reciprocal technical cooperation, on the basis of personal knowledge.

This knowledge is only in the memory of these individual persons though, and in some cases, the information about basic willingness of an institution or the usefulness of a given experience in a country is subjective only, and lacks a careful analysis of the respective positive and negative aspects involved.

There are two main risks in reciprocal technical cooperation of this type: 1) when the specific IICA specialist resigns or retires from the institution, he takes with him his knowledge of the possible sources of technical cooperation; 2) the functionaries that visit a country to observe progress achieved in a given activity may end up on a tourist trip or at best, only a subjective and somewhat superficial appraisal of the results is obtained.

3. Programming Cooperation

For a reciprocal technical cooperation program to be effective and a success, there must be a real interest in this type of work. If a decision is taken to back this type of program, all IICA representatives and specialists in each Line of Action - in this specific case, the specialists in Line VI- and in general, any IICA functionary should

consider as one of their duties or obligations the identification of the institutions, persons and cases which may serve as bases for a technical cooperation program within the activities of each Line of Action, and that information is readily available about a given activity, should a country request IICA's cooperation on this type of action.

From time to time, the Line Coordinator and specialists should exchange information on the identification of possible sources of technical cooperation and any changes that may have occurred in those previously identified. Up-to-date information about possible sources of technical cooperation could be maintained through the use of one of these procedures: 1) the random identification of sources for reciprocal technical cooperation; 2) a search for sources of reciprocal technical cooperation as per requirements of a program within a given Line of Action. In the case of Line VI, possible sources of reciprocal technical cooperation could be classified and evaluated in a continuous manner, based on an outline or guidelines for the formulation of agrarian reform programs. This outline could be distributed to all the IICA representatives along with the pertinent up-to-date information, with the aim of expanding their knowledge and even of increasing their job performance capabilities.

At present, IICA technicians follow the first procedure, that is, they identify possible sources, for reciprocal technical cooperation in a rather haphazard manner which the Evaluation Team feels, notably limits the effective utilization of the network of national representatives for this type of inter-american cooperation.

4. Evaluation of the Sources of Cooperation

The type of technical cooperation most used in Line VI at present is to arrange the visits of authorities and functionaries to institutions, persons or specific cases considered by the national representatives or Line specialists as worthy of being observed. Nonetheless, the recommendation as to what is worth visiting is still based on the rather subjective appraisal of the individual IICA representative or specialist. IICA has not evaluated any of the reciprocal cooperation sources, and as a result such visits to institutions, persons or specific cases is also left up to the individual interest and subjective appreciation of the visitors.

It would seem advisable that IICA make a study of the institutions and cases -either directly or in support of national institutions- with the aim of increasing IICA's fund of knowledge concerning the different aspects of agrarian reform throughout Latin America.

5. Follow-up

Generally speaking, any follow-up on the utilization of reciprocal technical cooperation through the visits of delegations to institutions, persons or specific cases ends with a report submitted by the visitors. In some cases this report is never even presented.

If there is interest in assuring the multiplier effect of reciprocal technical cooperation, IICA support should be provided only under certain minimum conditions as stipulated in a simple contract, thereby assuring a certain level of seriousness and responsibility for this type of cooperation. Reports should be a definite requirement, and should be presented in accordance with certain minimum standards as to content and form and should be distributed among the functionaries of the beneficiary country. The trip of a technician or even of a 'campesino' should benefit the largest possible number of functionaries or 'campesinos' in his country. Knowing that his report will be distributed among functionaries in his own country will also lend a certain degree of seriousness to this valuable type of cooperation.

However, since reciprocal technical cooperation is a form of cooperation oriented toward attaining a given objective, it would also be essential -after receiving the report- that IICA verify the utilization of the results and recommendations contained in the report. Moreover, the authorities involved should be consulted as to whether this type of cooperation was positive or negative, some time after the particular trip or form of cooperation has been concluded, so as to be able to appraise its effect over time.

OUTLINE FOR THE EVALUATION OF LINE OF ACTION VI

IICA PROGRAM VI.1 - "AGRARIAN REFORM"

I. INTRODUCTION

A. Background

1. Mandate of the Board of Directors
2. Area of Evaluation
3. Evaluation Objectives

B. IICA Objectives

1. General Objectives
2. Specific Objectives for Program VI.1

C. Evaluation Criteria

1. Definition of Agrarian Reform
 - a. Conceptual framework of Agrarian Reform
 - b. IICA's definition
 - c. Definition of the Governments
2. Evaluation of IICA Resources and Actions
3. Analysis of Results obtained with respect to: Resources, Actions, IICA Objectives and Government Objectives
4. Proposals for Reorienting the Utilization of Resources, the Implementation of Actions or the Modification of Objectives
5. Analysis of the Viability of these Proposals

D. General Comments

II. IICA's RESOURCES

A. Personnel

1. Total
 - a. Of IICA
 - b. In Line VI
 - c. In Program VI.1
 - d. From other Lines which contribute to Program VI.1

2. By Country
 - a. Total
 - b. In Line VI
 - c. In Program VI.1
 - d. From other Lines which contribute to Program VI.1
3. Specialization and Experience of functionaries working in Line VI
 - a. N° of functionaries at each level, from the total number of functionaries
 - b. N° of functionaries in each level in Line VI
 - c. N° of functionaries in each field of specialization
4. Mobilization
 - a. Work undertaken at Program VI.1 headquarters
 - b. Work carried out in the field or in other Programs

B. Budget

1. Total
 - a. IICA's budget
 - b. Line VI budget
 - c. Program VI.1 budget
 - d. Other sources
2. By country
 - a. Total
 - b. In Line VI
 - c. In Program VI.1
3. Budgetary Programming, Implementation and Evaluation
 - a. Relationship between Line VI activities and the budget
 - b. Relationship between what was programmed and what was carried out

C. Physical Infrastructure

1. IICA-CIRA Library
 - a. Number of books and subscriptions
 - b. Services
 - c. Utilization by other countries

III. IICA's ACTIONS

A. Relationship between Agrarian Reform Actions and the Other Lines of Action

B. Types of Actions within Line VI

1. Promotional and Advisory Services
2. Courses
3. Reciprocal Technical Cooperation
4. Seminars and Meetings of Agrarian Reform Executives
5. Consultantships
6. Research and Studies
7. Publications

IV. RESULTS

A. Results of the Promotional and Advisory Services

1. In Legislation
2. On Technical Aspects

B. Courses and Seminars

1. Personnel trained by IICA
2. Level of development of the Training Centers with respect to Agrarian Reform by regions or countries

C. Meetings of the Agrarian Reform Executives

1. Usefulness of conclusions
2. Direct and indirect Effects

D. Reciprocal Technical Cooperation

1. Catalytic Action of IICA
2. Identification of Sources of Cooperation
3. Programming Cooperation
4. Evaluation of the Sources of Cooperation
5. Follow-up
6. Cost

E. Consultantships

1. Effectiveness
2. Cost

F. Research and Studies

1. Undertaken by IICA
2. In support of National Institutions
3. Utilization of the results of the research and studies

G. Publications

1. Number of publications on Agrarian Reform
 - a. Published by IICA
 - b. With IICA support

H. Other Lines of Action in relation with Agrarian Reform

V. ATTAINMENT OF OBJECTIVES

A. IICA's Objectives

B. Program VI.1 Objectives

VI. ANALYSIS OF THE ACCOMPLISHMENTS

A. With respect to the Objectives

1. Failure factors
2. Success factors

B. With respect to Resources

1. Failure factors
2. Success factors

C. With respect to Technical Cooperation Forms

1. Failure factors
2. Success factors

VII. CONCLUSIONS

VIII. RECOMMENDATIONS

A. General

B. Pertaining to Program VI.1

IX. CONCEPTUAL FRAMEWORK OF AGRARIAN REFORM

LIST OF INSTITUTIONS VISITED AND
PERSONS INTERVIEWED

BOLIVIA

A. Oficina del IICA

Mario Pães de Barros, Director de la Oficina
Boris Yopo, Especialista en Educación Agrícola
Mario Tapia, Especialista en Desarrollo Agrícola
Abraham Febres, Especialista en Desarrollo Regional

B. Ministerio de Asuntos Campesinos y Agropecuarios

Humberto Gandarillas, Jefe de la Oficina de Planificación
Gover Barja, Director General de Asuntos Agropecuarios

C. Instituto Nacional de Colonización

Caro Mealla

D. Consejo Nacional de Reforma Agraria

Pedro Pérez Méndez, Director de Planificación

E. Comité Interinstitucional de Coordinación Agropecuaria (CICAO)

José Cortés, Presidente
Porfirio Chávez, Jefe Departamento Ingeniería Agronómica

COLOMBIA

A. Oficina del IICA

Ernesto Liboreiro, Especialista en Empresas Comunitarias
Mayo Vega, Especialista en Economía Agrícola
Guillermo Grajales, Especialista en Elaboración de Proyectos
Agrícolas (Perú)

Armando Cardozo, Especialista en Desarrollo Ganadero
Gerardo Naranjo, Especialista en Educación Agrícola
Maruja Uribe, Documentalista, IICA/CIDIA
Norman Ortíz, Co-Director, PNCA
Nízar Vergara, Profesor en Mercadeo, PNCA
Augusto Donoso, Especialista en Planificación de la
Producción Agrícola

B. Instituto Colombiano de Reforma Agraria (INCORA)

Joaquín Vanín Tello, Gerente General
Nohora Pérez, Subgerente de Asentamientos Campesinos
Alfonso Delgado, Subgerente de Planeación
Miguel Diago, Jefe, División Asesoría Agrotécnica
Hernando Rodríguez, Jefe, División Producción Agropecuaria
Bernardo Isaza, Gerente Regional Cundinamarca I
Víctor Villamil Ortíz, Gerente Regional Costa Pacífico
Carlos Linares, Jefe Programas Asentamientos Cundinamarca
Eduardo Restrepo, Jefe Oficina de Planes y Programas
Aníbal Salazar, Jefe Oficina de Información y Estadística
(Enlace Nacional con el Equipo de Evaluación)

C. Central de Cooperativas de Reforma Agraria (CECORA)

Jorge Alberto Villamizar C., Gerente General
Eduardo García L., Subgerente de Operaciones
Walter Rodríguez, Jefe, Organización Campesina
Eduardo Gutiérrez

D. Federación Agraria Nacional (FANAL)

Helí Arambulo Castañeda, Presidente Comité Ejecutivo
Gilberto Cordavil García, Secretario General
Luis A. Palacios, Secretario de Asuntos Internacionales

E. Asociación Nacional de Usuarios Campesinos (ANUC)

Antonio Padilla, Miembro del Comité Nacional
Dagoberto Barros, id.
Francisco Quintero, id.
Isidoro Bautista, id.
Ana de Rodríguez, id.

F. Ministerio de Agricultura

Marco Reyes, Jefe de OSPA
Carlos Alsono

G. Otros

Antonio García

H. Visitas a Terreno

Empresas Comunitarias La Victoria y La Esperanza

COSTA RICA

A. Dirección General del IICA

José Emilio G. Araujo, Director General
Ubaldo C. García, Subdirector General Adjunto de Planificación
Malcolm H. MacDonald, Subdirector General Adjunto de Operaciones
José A. Torres, Coordinador Plan de Acción en Costa Rica
Alfonso Castronovo, Director de Evaluación
Guillermo Guerra, Director del Fondo Simón Bolívar
Hugo Fernández, Jefe de la División de Planificación Prospectiva
Héctor Morales, Especialista en Planificación Agrícola

B. Ministerio de Agricultura y Ganadería

Rodolfo Quirós, Ministro

C. Instituto de Tierras y Colonización

José Manuel Salazar, Presidente

D. Visitas

Cooperativa Bananera de Bataan
Colonia de Coto Sur

CHILE

A. Oficina del IICA

José Marull, Director

ECUADOR

A. Oficina del IICA

Ignacio Ansorena, Director
Bolívar Navas, Especialista en Educación y Ciencias Sociales
Nelson Suárez, Especialista en Comercialización Agrícola

B. Ministerio de Agricultura y Ganadería

Oliverio Vásconez, Ministro
Francisco Ceballos, Director de Desarrollo Agrícola
Gonzalo Jaramillo, Director de Desarrollo Rural
(Enlace Nacional con el Equipo de Evaluación)

C. Instituto Ecuatoriano de Reforma Agraria y Colonización (IERAC)

Manuel Franco, Director Ejecutivo
Freddy Silva, Director de Colonización
Efraín Chávez, Director de Reforma Agraria

D. Banco Central

Juan Casals, Gerente Técnico

E. CESA

Fausto Jordán, Director

F. Visitas

Asentamiento Campesino en Cayambe y Camey 1

EL SALVADOR

A. Oficina del IICA

Julio Ringuelet, Director
Leopoldo Sandoval, Director del PRACA
Jorge Sariago, Especialista en Desarrollo Social Rural
Hernán González, Ingeniero Agrónomo

HONDURAS-

A. Oficina del IICA

Germán Uribe, Director
Arturo Vásquez, Proyecto de Areas Fronterizas-Fondo Simón Bolívar
Luis Corrales, Economista Agrícola
Carlos Alberto Alvarez, Especialista en Administración
Raúl Soikes, Especialista en Técnica de Producción Animal y
Transferencia Tecnológica

B. Instituto Nacional Agrario

Ronulfo Rubi, Agrónomo, INA/San Pedro Sula
Concepción Borjes de Guevara, Promotora INA/San Pedro Sula

C. UNDP/FAO

Mario Vásquez, Asesor DNA
Alfonso Carrera, " "
Alicia Odeago, " "

D. Oficina Nacional de Planificación

Manuel López Luna, Director del Proyecto
Carlos Garramon, Asesor, OAS/ONP, Proyecto de la Frontera

PANAMA

A. Oficina del IICA

Noel García, Director
Iván Mojica, Especialista en Tierras y Aguas

B. Ministerio de Desarrollo Agropecuario (MIDA)

Bernardo Ocaña, Director de Proyectos Internacionales
Jerry Wilson, Director de Desarrollo Social
Alfredo Acuña, Director de Reforma Agraria

C. Confederación de Asociaciones Campesinas (CONAC)

A. Bermúdez, Presidente
Manuel Gutiérrez, Secretario General de la Organización Campesina

D. USAID

Vinth Plath, Asesor USAID, Land Economics
Joe Swiatskowski, Proyecto Tonosí

PERU

A. Oficina del IICA

Pompeyo Ríos, Director Regional, Zona Andina
Hugo Torres, Coordinador Plan de Acción
Guillermo Grajales, Especialista en Elaboración de Proyectos Agrícolas

B. Ministerio de Agricultura

Hernán Basulto, Director General de Apoyo a las Empresas Campesinas
Javier López, Director General de Reforma Agraria

C. Sistema Nacional de Movilización Social (SINAMOS)

Germán Carrasco, Director General de Organizaciones Rurales

D. Centro Nacional de Capacitación e Investigación en Reforma Agraria (CENCIRA)

Max Velarde Bellina, Presidente Ejecutivo
Marita Montes de Oca, Directora de Investigación
Daniel Martínez, Director de Capacitación
Julio Herrera, Jefe de la Oficina de Planificación

VENEZUELA

A. Oficina del IICA

Jorge Ramsay, Director
Francisco Sylvester, Especialista en Educación Agrícola
Sergio González, Especialista en Planificación Agrícola Regional
Guillermo Toro, Especialista en Economía Agrícola

B. OEA

Marcelo M. Elissetche, Representante OEA

C. Fundación para la Capacitación e Investigaciones (CIARA)

Carlos Urriola, Secretario Ejecutivo
Elías A. Castro, Secretario Ejecutivo Adjunto
Orlando Sosa, Jefe de la División de Planificación y Proyectos

D. Proyecto MAC 76-1

José Quintana, Director

E. Instituto Agrario Nacional - Oficina de Planificación

Luis Santamaria, Gerente de Planificación
Olga de Henríquez, Subgerente de Planificación
Pedro Morales, Gerente de Infraestructura Rural
José La Cruz Flores, Gerente de Tierras
Modesto Saldivia, Gerente de Desarrollo Agrario
Telmo Flores, Gerente de Planeamiento Integral
Lourdes Felices, Gerente de Planificación

F. Ministerio de Agricultura y Cría

José Vicente Sánchez Peña, Jefe de OPSA

G. Otros

Luis Marcano, Presidente Fundación Servicios para el Agricultor
Hugo González Rincón, Director Desarrollo y Producción, Fondo
Nacional de Investigación Agropecuaria

1. The first part of the document is a list of names and their corresponding addresses. The names are listed in a column on the left, and the addresses are listed in a column on the right. The names are:

Name	Address
Mr. J. H. Smith	123 Main St., New York, N.Y.
Mr. W. B. Jones	456 Elm St., Chicago, Ill.
Mr. R. L. Brown	789 Oak St., Boston, Mass.
Mr. T. M. Green	1010 Pine St., Philadelphia, Pa.
Mr. S. K. White	1111 Cedar St., San Francisco, Calif.
Mr. D. N. Black	1212 Birch St., Los Angeles, Calif.
Mr. E. O. Gray	1313 Spruce St., Portland, Me.
Mr. F. P. Blue	1414 Fir St., Seattle, Wash.
Mr. G. Q. Red	1515 Willow St., Denver, Colo.
Mr. H. R. Purple	1616 Ash St., Minneapolis, Minn.
Mr. I. S. Yellow	1717 Hickory St., St. Paul, Minn.
Mr. J. T. Green	1818 Maple St., Kansas City, Mo.
Mr. K. U. Blue	1919 Walnut St., Omaha, Neb.
Mr. L. V. Red	2020 Chestnut St., St. Louis, Mo.
Mr. M. W. Purple	2121 Elm St., Cincinnati, Ohio.
Mr. N. X. Yellow	2222 Birch St., Columbus, Ohio.
Mr. O. Y. Green	2323 Spruce St., Cleveland, Ohio.
Mr. P. Z. Blue	2424 Fir St., Detroit, Mich.
Mr. Q. AA. Red	2525 Willow St., Toledo, Ohio.
Mr. R. BB. Purple	2626 Ash St., Dayton, Ohio.
Mr. S. CC. Yellow	2727 Hickory St., Cincinnati, Ohio.
Mr. T. DD. Green	2828 Maple St., Columbus, Ohio.
Mr. U. EE. Blue	2929 Walnut St., Cleveland, Ohio.
Mr. V. FF. Red	3030 Chestnut St., Detroit, Mich.
Mr. W. GG. Purple	3131 Elm St., Toledo, Ohio.
Mr. X. HH. Yellow	3232 Birch St., Dayton, Ohio.
Mr. Y. II. Green	3333 Spruce St., Cleveland, Ohio.
Mr. Z. JJ. Blue	3434 Fir St., Detroit, Mich.
Mr. AA. KK. Red	3535 Willow St., Toledo, Ohio.
Mr. BB. LL. Purple	3636 Ash St., Dayton, Ohio.
Mr. CC. MM. Yellow	3737 Hickory St., Cincinnati, Ohio.
Mr. DD. NN. Green	3838 Maple St., Columbus, Ohio.
Mr. EE. OO. Blue	3939 Walnut St., Cleveland, Ohio.
Mr. FF. PP. Red	4040 Chestnut St., Detroit, Mich.
Mr. GG. QQ. Purple	4141 Elm St., Toledo, Ohio.
Mr. HH. RR. Yellow	4242 Birch St., Dayton, Ohio.
Mr. II. SS. Green	4343 Spruce St., Cleveland, Ohio.
Mr. JJ. TT. Blue	4444 Fir St., Detroit, Mich.
Mr. KK. UU. Red	4545 Willow St., Toledo, Ohio.
Mr. LL. VV. Purple	4646 Ash St., Dayton, Ohio.
Mr. MM. WW. Yellow	4747 Hickory St., Cincinnati, Ohio.
Mr. NN. XX. Green	4848 Maple St., Columbus, Ohio.
Mr. OO. YY. Blue	4949 Walnut St., Cleveland, Ohio.
Mr. PP. ZZ. Red	5050 Chestnut St., Detroit, Mich.
Mr. QQ. AA. Purple	5151 Elm St., Toledo, Ohio.
Mr. RR. BB. Yellow	5252 Birch St., Dayton, Ohio.
Mr. SS. CC. Green	5353 Spruce St., Cleveland, Ohio.
Mr. TT. DD. Blue	5454 Fir St., Detroit, Mich.
Mr. UU. EE. Red	5555 Willow St., Toledo, Ohio.
Mr. VV. FF. Purple	5656 Ash St., Dayton, Ohio.
Mr. WW. GG. Yellow	5757 Hickory St., Cincinnati, Ohio.
Mr. XX. HH. Green	5858 Maple St., Columbus, Ohio.
Mr. YY. II. Blue	5959 Walnut St., Cleveland, Ohio.
Mr. ZZ. JJ. Red	6060 Chestnut St., Detroit, Mich.
Mr. AA. KK. Purple	6161 Elm St., Toledo, Ohio.
Mr. BB. LL. Yellow	6262 Birch St., Dayton, Ohio.
Mr. CC. MM. Green	6363 Spruce St., Cleveland, Ohio.
Mr. DD. NN. Blue	6464 Fir St., Detroit, Mich.
Mr. EE. OO. Red	6565 Willow St., Toledo, Ohio.
Mr. FF. PP. Purple	6666 Ash St., Dayton, Ohio.
Mr. GG. QQ. Yellow	6767 Hickory St., Cincinnati, Ohio.
Mr. HH. RR. Green	6868 Maple St., Columbus, Ohio.
Mr. II. SS. Blue	6969 Walnut St., Cleveland, Ohio.
Mr. JJ. TT. Red	7070 Chestnut St., Detroit, Mich.
Mr. KK. UU. Purple	7171 Elm St., Toledo, Ohio.
Mr. LL. VV. Yellow	7272 Birch St., Dayton, Ohio.
Mr. MM. WW. Green	7373 Spruce St., Cleveland, Ohio.
Mr. NN. XX. Blue	7474 Fir St., Detroit, Mich.
Mr. OO. YY. Red	7575 Willow St., Toledo, Ohio.
Mr. PP. ZZ. Purple	7676 Ash St., Dayton, Ohio.
Mr. QQ. AA. Yellow	7777 Hickory St., Cincinnati, Ohio.
Mr. RR. BB. Green	7878 Maple St., Columbus, Ohio.
Mr. SS. CC. Blue	7979 Walnut St., Cleveland, Ohio.
Mr. TT. DD. Red	8080 Chestnut St., Detroit, Mich.
Mr. UU. EE. Purple	8181 Elm St., Toledo, Ohio.
Mr. VV. FF. Yellow	8282 Birch St., Dayton, Ohio.
Mr. WW. GG. Green	8383 Spruce St., Cleveland, Ohio.
Mr. XX. HH. Blue	8484 Fir St., Detroit, Mich.
Mr. YY. II. Red	8585 Willow St., Toledo, Ohio.
Mr. ZZ. JJ. Purple	8686 Ash St., Dayton, Ohio.
Mr. AA. KK. Yellow	8787 Hickory St., Cincinnati, Ohio.
Mr. BB. LL. Green	8888 Maple St., Columbus, Ohio.
Mr. CC. MM. Blue	8989 Walnut St., Cleveland, Ohio.
Mr. DD. NN. Red	9090 Chestnut St., Detroit, Mich.
Mr. EE. OO. Purple	9191 Elm St., Toledo, Ohio.
Mr. FF. PP. Yellow	9292 Birch St., Dayton, Ohio.
Mr. GG. QQ. Green	9393 Spruce St., Cleveland, Ohio.
Mr. HH. RR. Blue	9494 Fir St., Detroit, Mich.
Mr. II. SS. Red	9595 Willow St., Toledo, Ohio.
Mr. JJ. TT. Purple	9696 Ash St., Dayton, Ohio.
Mr. KK. UU. Yellow	9797 Hickory St., Cincinnati, Ohio.
Mr. LL. VV. Green	9898 Maple St., Columbus, Ohio.
Mr. MM. WW. Blue	9999 Walnut St., Cleveland, Ohio.
Mr. NN. XX. Red	10000 Chestnut St., Detroit, Mich.

DRAFT RESOLUTION

The BOARD OF DIRECTORS OF THE INTER-AMERICAN INSTITUTE OF AGRICULTURAL SCIENCES, at the Seventeenth Annual Meeting:

HAVING SEEN AND DISCUSSED:

The Report of the Special Committee (IICA/RAJD/Doc. (17/78), numeral on Evaluation at IICA.

WHEREAS:

The implementation of the Medium-term Indicative Plan has changed the nature of IICA's programs;

It is advisable to modify the established times for the evaluation of the General Plan, so as to coincide with the analysis of the Indicative Plans and the programs contained therein;

An appraisal of IICA's work and its effect on rural development in the countries can be better appreciated by means of project-level evaluations;

It would be useful -for the more complete information of the Board of Directors- to review progress reports on specific projects at the Annual Meetings;

Country-level evaluations could take advantage of the results from the project evaluations.

RESOLVES:

1. To request the Director General to present a report at the next Annual Meeting of the Board of Directors, and subsequently every five years, so as to analyze the General Plan concurrently with the Medium-term Indicative Plan and the programs contained therein.
2. To recommend that a methodology be developed and tested during the 1978-79 period, to evaluate IICA's projects. This methodology should be applied to a limited number of projects, and the results should be presented at the next Annual Meeting of the Board of Directors.
3. To request the Director General to have four progress reports prepared on specific projects during 1978-79, to be presented at the next Annual Meeting of the Board of Directors.
4. To recommend, in the case of a Member State expressing interest in evaluating IICA's work in that country, that IICA should make available its collaboration and provide the results of project evaluations that had been conducted in that country.

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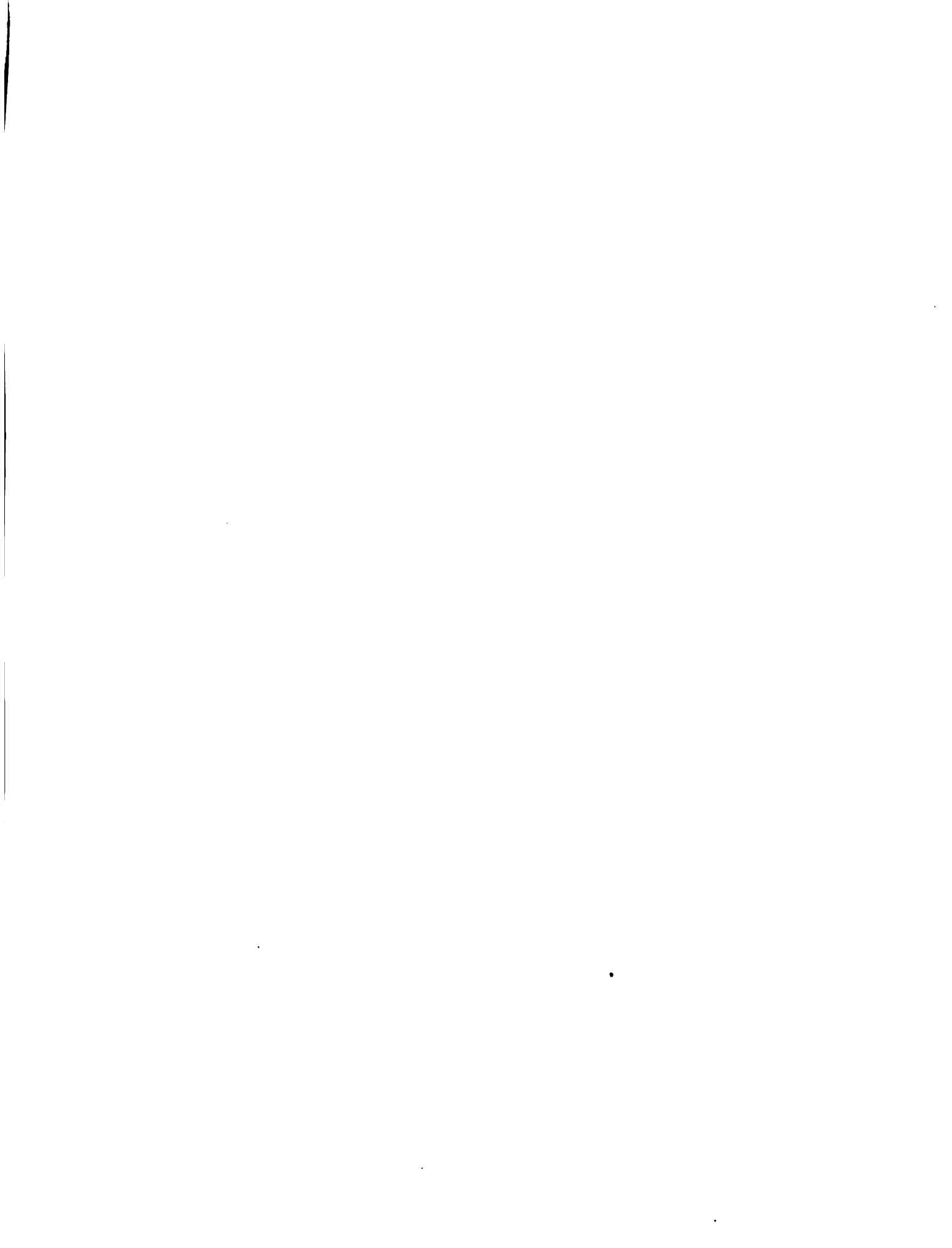
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EDITORIAL IICA—