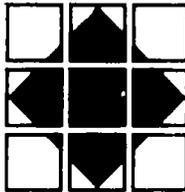


REPUBLIC OF PANAMA
MINISTRY OF AGRICULTURAL
DEVELOPMENT
NATIONAL SECTORAL PLANNING
DIRECTORATE

ANNUAL REPORT
February 20, 1985 - March 31, 1986

USAID/PANAMA
AGRICULTURAL POLICY FORMULATION &
MANAGEMENT PROJECT
(525-0247)
CONTRACT NO. LAC-0247-C-00-5030-00



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AGRICULTURAL POLICY FORMULATION AND MANAGEMENT PROJECT
(No. 525-0247)

FIRST ANNUAL REPORT
February 20, 1985 - March 31, 1986

Prepared by:

The PRAGMA Corporation
Panama, Republic of Panama

Agency for International Development
Contract No. LAC-0247-C-00-5030-00

AGRICULTURAL POLICY FORMULATION AND MANAGEMENT PROJECT
(No. 525-0247)

FIRST ANNUAL REPORT
February 20, 1985 - March 31, 1986

TABLE OF CONTENTS

Chapter		Page
	INTRODUCTION.....	1
I	EXECUTIVE SUMMARY.....	3
	A. Introduction.....	3
	B. Background on the Project.....	3
	C. PRAGMA Technical Assistance Team.....	4
	D. PRAGMA Advisory Activities.....	5
	E. Summary of Project Accomplishments.....	6
II	PROJECT OBJECTIVES AND PROGRESS TOWARD ACHIEVING OBJECTIVES.....	7
	A. Project Setting and Purpose.....	7
	B. Project Objectives.....	9
	C. Indicators of Achievement of Project Objectives.....	9
	D. Measurements of Progress.....	12
III	PRINCIPAL ACTIVITIES AND ACCOMPLISHMENTS.....	17
	A. PRAGMA/Panama Technical Assistance Team.....	17
	B. Summary of Principal Activities and Accomplishments.....	19
	C. Major Events by Quarter.....	22
	D. Home Office Support.....	30
IV	PROBLEMS AND RECOMMENDATIONS.....	31
V	ACTIVITIES PLANNED FOR THE COMING YEAR.....	33

ANNEX A	PRAGMA Technical Assistance Team Scope of Work
ANNEX B	Chronology of Key Project-Related Activities
ANNEX C	Organizational Charts of the DNPS and MIDA
ANNEX D	Summary of Candidate Selection Process

ACRONYMS

AID	Agency for International Development
BID	Banco Interamericano de Desarrollo Interamerican Development Bank
DNPS	Dirección Nacional de Planificación Sectorial National Directorate of Sectoral Planning
GOP	Government of Panama
IDB	Interamerican Development Bank
IMF	International Monetary Fund
MICI	Ministerio de Comercio e Industria Ministry of Commerce and Industry
MIDA	Ministerio de Desarrollo Agropecuario Ministry of Agricultural Development
MIPPE	Ministerio de Planificación y Política Económica Ministry of Planning and Economic Policy
PIL	Project Implementation Letter Carta de Ejecución
PIO	Project Implementation Order
POA	Plan Operativo Anual Annual Operating Plan
SAL	Structural Adjustment Loan
SPA	Sector Público Agropecuario Public Agricultural Sector
TA	Technical Advisors
USAID	U.S. Agency for International Development (Panama)

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FIRST ANNUAL REPORT
February 20, 1985 - March 31, 1986

The PRAGMA Corporation
Panama, Republic of Panama

AGRICULTURAL POLICY FORMULATION AND MANAGEMENT PROJECT
(No. 525-0247)

INTRODUCTION

The PRAGMA Corporation has provided technical assistance to the Government of Panama (GOP) over the past year under its AID contract for the Agricultural Policy Formulation and Management Project (No. 525-0247). This is the first annual report of the PRAGMA team of seven (7) long-term technical advisors working within the Ministry of Agricultural Development (MIDA).

The period of time covered by this report is February 20, 1985 through March 31, 1986. The February 20, 1985 date marks the onset of PRAGMA's formal affiliation with the Project, and corresponds to the initiation of PRAGMA's contract with the Agency for International Development. The latter date closes the first quarter of 1986, the first quarter in which the entire PRAGMA team was present in Panama, slightly more than one year since the initial contract was signed.

This Annual Report includes five (5) chapters as follows:

- Chapter I: **EXECUTIVE SUMMARY**
- Chapter II: **PROJECT OBJECTIVES AND PROGRESS TOWARD ACHIEVING OBJECTIVES**
- Chapter III: **PRINCIPAL ACTIVITIES AND ACCOMPLISHMENTS**
- Chapter IV: **PROBLEMS AND RECOMMENDATIONS**
- Chapter V: **ACTIVITIES PLANNED FOR THE COMING YEAR**

An indication of the Project achievements of the last year can be gleaned by reading the synopsis of Project accomplishments included in the Executive Summary. As might be expected at the onset of any new Project, a number of issues affected Project implementation during the year and these issues were addressed by DNPS, PRAGMA, and USAID personnel. We are confident that the most critical constraints have been overcome and future Project activities will be even more productive. The Project is a challenging and rewarding one. In future years, the Project Team of PRAGMA advisors and counterparts in the National Directorate of Sectoral Planning (DNPS) and other MIDA directorates will build on the accomplishments of this first year to generate sustainable systems for formulating and managing consistent agricultural policy.



Tulio Arvelo Duran
Chief of Party

3-

FIRST ANNUAL REPORT

The PRAGMA Corporation
Panama, Republic of Panama

AGRICULTURAL POLICY FORMULATION AND MANAGEMENT PROJECT
(No. 525-0247)

February 20, 1985 - March 31, 1986

Chapter I: EXECUTIVE SUMMARY

A. Introduction

The PRAGMA Corporation has provided technical assistance to the Government of Panama (GOP) over the past year under its AID contract for the Agricultural Policy Formulation and Management Project (No. 525-0247). The PRAGMA team of seven (7) long-term technical advisors works within the Ministry of Agricultural Development (MIDA). This team provides technical assistance and on-the-job training to MIDA personnel to improve their capability to analyze, design and implement sound, coherent agricultural policies; and to manage and coordinate agricultural programs and projects. The institutionalization of this increased technical and managerial capacity is an inherent Project objective. Officials within the National Directorate of Sectoral Planning (DNPS) are responsible for overall management and coordination of Project activities, and constitute the principal counterparts of the PRAGMA team.

This is PRAGMA's first annual report on the Agricultural Policy Formulation and Management Project. The period of time covered by this report is February 20, 1985 through March 31, 1986. The February 20, 1985 date marks the onset of PRAGMA's formal affiliation with the Project, and corresponds to the initiation of PRAGMA's letter contract with the Agency for International Development. (Approximately one month following the signature of this contract, PRAGMA personnel were stationed in Panama.) The latter date closes the first quarter of 1986, the first quarter in which the entire PRAGMA team was present in Panama, slightly more than one year since the initial contract was signed.

B. Background on the Project

To provide a perspective on Project activities, the following brief description of the Project is drawn from the Project Paper and the Project Agreement (signed July 1984).

The GOP's development strategy for the agricultural sector is in transition. Its new orientation relies increasingly on the free market to allocate resources. Sound public agricultural policy is essential to improved sector performance. This requires solid analyses of policy alternatives, effective methodologies for establishing investment and program priorities, reliable communication of the "rules of the game" to the private sector, and effective public sector management to implement, evaluate and modify programs and projects.

The Agricultural Policy Formulation and Management Project is a direct response to the GOP's need for analytical and management support. One of the major premises of the Project is that policy formulation and policy implementation are two sides of the same coin, neither of which makes sense without the other. The Project takes an integrated approach to policy formulation and management. In addition to providing assistance to bolster policy analysis capabilities and to serve the needs of decisionmakers, the Project supports the development and management of agricultural programs and projects which flow from, and are consistent with, policy pronouncements.

Technical assistance is provided to each of three (3) interrelated components:

1. Agricultural Policy Analysis
 2. Agricultural Programming & Management Support
 3. Information Support
- G. PRAGMA Technical Assistance Team

PRAGMA provides long and short-term technical assistance in areas related to policy analysis, programming, management, and information support systems. (Scopes of work for each of PRAGMA's seven long term technical advisors are included in Annex A to this Report.) The PRAGMA team members work closely with MIDA personnel in the National Directorate of Sectoral Planning (DNPS), Directorate of Finances, and Directorate of Administrative Affairs. In addition, PRAGMA personnel and counterparts have varied working relationships with other Public Agricultural Sector institutions.

D. PRAGMA Advisory Activities.

In general, the majority of planned PRAGMA technical activities, in areas related to policy analysis, programming, management, and information support systems, can be described as: advisory duties, on-the-job training, and "demonstration by doing." During its first year, a relatively small time period was programmed for team orientation, settling in, becoming acquainted with the counterparts, etc. PRAGMA advisory activities and on-the-job training involve:

- Collaborative work efforts in which PRAGMA and MIDA personnel in the National Directorate of Sectoral Planning (DNPS), Directorate of Finances, and Directorate of Administrative Affairs produce final products, and respond to specific requests.
- Development by PRAGMA, and by PRAGMA and counterparts, of new or improved tools and methodologies.
- Creation of new work activities, needed in order to achieve Project objectives, in which PRAGMA acts as the catalyst or innovator for tasks to be performed by counterparts.
- Introduction by PRAGMA and counterparts, of new systems.
- Orientation, review and supervision by PRAGMA of tasks performed by counterparts.

PRAGMA "demonstration by doing" activities are those in which PRAGMA team members are sole or principal authors/participants in an activity. These include:

- Preparation of policy analyses on issues of immediate importance.
- Proof of the power of such quality responses, by channeling them to decisionmakers.
- Demonstration of the importance of, and benefits to be gained, by improving communication within the public agricultural sector, and with the private sector.

E. Summary of Project Accomplishments

As PRAGMA'S first year concludes, the basis for generating sustainable results has been laid, and the real work at hand can proceed in earnest. A number of serious obstacles to Project implementation have been overcome, and Project momentum has increased. During the period July 1985 through March 1986, PRAGMA and Project counterparts in the DNPS:

- Initiated policy dialogues with public and private sector representatives (in commodity-specific and other commissions).
- Introduced an agricultural commodity studies program, to generate and maintain information necessary for policy analysis, and commence regular policy inquiries.
- Produced draft commodity reports on rice, industrial tomato, beef, and corn and sorghum.
- Analyzed existing rice and industrial tomato pricing policies, and presented recommendations to the Minister, for his consideration.
- Produced a consolidated public agricultural sector annual operating plan (POA 1986).
- Organized and held an agricultural price policy seminar and simulated agricultural problems of a hypothetical rice-growing community through the "Green Revolution" exercise.
- Began the process of integrating regionally-based planners in an information-gathering and reporting network for use in policy analysis, and project and program monitoring.
- Convoked a series of meetings between planning directors of public agricultural sector institutions to integrate and coordinate activities.
- Commenced the process of developing a five year agricultural sector development plan.
- Identified tentative topics for medium-term policy analyses to be undertaken in the areas of livestock/feedgrains, input markets, export marketing channels, and marketing credit.
- Proposed means to improve project inventory and monitoring systems.
- Reorganized the DNPS' Information and Statistics Department.

Chapter II: PROJECT OBJECTIVES AND PROGRESS TOWARD ACHIEVING OBJECTIVES

A. Project Setting and Purpose

The Agricultural Policy Formulation and Management Project is an institutional development project directed at improving GOP capability to analyze and manage agricultural policy. It directly responds to the GOP's need for support as it adjusts sectoral policies to current conditions and new development strategies, creating an environment which promotes private sector investment and agricultural export growth.

To achieve this purpose, the GOP and USAID collectively will contribute \$8.1 million over five years. GOP funds and in-kind expenditures of \$3.1 million principally are directed toward operational expenses. More than three-fourths of USAID financial support is geared toward technical assistance and training inputs. The remaining USAID funds are used for equipment procurement, local contracting of personnel, and building renovation.

Sound public agricultural policy is considered essential to improved sector performance. This requires solid analyses of policy alternatives, effective methodologies for establishing investment and program priorities, reliable communication of the "rules of the game" to the private sector, and effective public sector management to implement, evaluate and modify policies, programs and projects.

Within the Panamanian context, such activities represent a totally new philosophy. By mandate during the 1970s, the public agricultural sector services, and production and marketing activities were targeted for only a relatively small portion of the rural population. Social, rather than economic, development objectives were the predominant focus of government effort.

The experience of the early 1980s has demonstrated to the GOP the necessity of changing its development strategy. Past interventionist and protectionist measures can no longer be sustained. Public coffers will not permit it, and external funds are no longer available from international donors or commercial banks for such purposes.

The Government has launched a program implying significant changes within the agricultural sector, but a number of serious economic and political issues remain. Various institutional and other modifications have been prompted by policy discussions with international agencies (e.g. the World

Bank, International Monetary Fund, and USAID). The nature and timing of these changes, as well as publicity about the same among affected parties, are critically important for improved sector performance.

Implementation of these new policy pronouncements in the absence of careful timing and adequate transitional measures will stifle investment in the sector rather than engender competitive practices and improved resource allocation. As the policy discussions occurred without the active participation of knowledgeable agricultural sector economists, planners, or farmers the need is even more urgent for economic analyses by competent professionals who know the sector. Furthermore, the political realities and economic opportunities must be broadly communicated, especially among those most affected by policy changes. In particular, commercial farmers who have been the major beneficiaries of high support prices, subsidized interest rates, quantitative restrictions, and tariff barriers must be so oriented.

PRAGMA technical assistance and on-the-job training within the Ministry of Agricultural Development (MIDA) is designed to respond directly to the demand for policy analysis as well as to create a permanent body of skilled policy analysts to produce such analyses and policy managers to successfully implement the policy decisions. Partial evidence of successful upgrading of skills will be the production and implementation of certain types of analyses and recommendations.

Yet, one should be cognizant that the Project is not wholly measured by its production of documents. Rather, its success requires changed perceptions and behavior, and will be indicated principally by the increased demand by decisionmakers for analysis and information, and the ability of modified or newly created units within MIDA to regularly respond to this demand, and successfully and efficiently implement policy.

To further this purpose, PRAGMA has adopted the strategy to:

- Demonstrate to decisionmakers and technicians the value of policy analysis by producing timely quality responses to issues of immediate importance and, in the process, train counterparts to eventually produce similar work.

Initially, this means that PRAGMA team members may be sole or principal authors of selected analyses. Over time, such direct involvement will progressively diminish.

The bulk of PRAGMA assistance is of a collaborative nature, working closely with counterparts to produce improved products, and perform specific tasks. Furthermore, the PRAGMA team acts as an innovator, introducing new organizational concepts and work activities which are needed to achieve Project objectives. In addition, less active but supportive roles are played as PRAGMA advisors provide methodologies for improved performance by technical and administrative personnel, and review and supervise work activities of counterparts. As the counterparts' technical competence increases over time, the PRAGMA team's role as active participants should increasingly diminish.

B. Project Objectives

PRAGMA team members provide technical advice, and on-the-job training to technicians within the Ministry of Agricultural Development (MIDA) in three Project components*:

1. Component I: Agricultural Policy Analysis: To strengthen GOP capacity to conduct agricultural policy analysis by improving the ability of the National Directorate of Sectoral Planning (DNPS/MIDA) to develop and assess alternative strategies and policies, implement and evaluate their impacts, and recommend modifications.
2. Component II: Agricultural Programming & Management Support: To increase public agricultural sector management capability by working with units in MIDA responsible for program and project design and development, budgeting, administration, monitoring, evaluation, and reformulation.
3. Component III: Information Support: To improve the ability to service analytical and management information needs of the agricultural sector by developing support systems within the DNPS for timely information collection and processing.

An objective inherent in all three objectives is the institutionalization of this increased technical and managerial capacity. Indicators listed below reflect such a concern as well as that of specific capacity-building.

C. Indicators of Achievement of Project Objectives

Indicators of achievement of Project objectives by component are shown below:**

* The three components and the objectives are drawn from the Project Paper and Project Agreement.

** To a large extent, these indicators rely on timely delivery of technical advice. However, other USAID-financed inputs, especially long-term training, are required to achieve Project objectives.

1. Component I: Agricultural Policy Analysis.

a. Formation of a permanent, capable group of approximately eight to ten agricultural policy analysts within the DNPS/MIDA that:

- Conducts medium and long-term policy studies.
- Produces quick and professional responses to policy issues of immediate importance for decisionmakers.
- Formulates and evaluates various policy alternatives.
- Assesses impacts of implemented policies.

b. Establishment of institutional mechanisms which:

- Assure that information with accompanying analysis is introduced and considered in the political decisionmaking process.
- Foster integration among GOP institutions (e.g. MICI, MIDA, MIPPE) with respect to policy issues which affect agricultural sector performance.
- Adequately inform the private sector on policy options and potentials; encourage constructive communication between the public and private sectors.

c. Increased requests by policymakers for information and accompanying analysis.

2. Component II: Agricultural Programming & Management Support.

Within Component II, increasing programming and management capabilities will be indicated by the following:

a. Improved technical capabilities, provided by on-the-job and formal training, among approximately 45 technicians and managers:

- 5-7 program planners formulating public sector agricultural programs.
- 5-10 project analysts/investment planners.
- 4-5 budget analysts.
- 10-12 program/project monitoring officers.
- 3-4 program/project evaluators.
- 5-8 mid-level line or staff managers.
- 10 financial and administrative support personnel.

2. Component II: Agricultural Programming & Management Support
(continued).

- b. Functioning institutional mechanisms for coordinating public agricultural sector planning and implementation that result in:
 - Integrated annual programming and budgeting systems.
 - Public sector program monitoring and evaluation systems which systematically retrieve information to improve implementation and learn from experience.
- c. Improved, integrated project design, monitoring and evaluation systems introduced and functioning.
- d. Improved administrative/financial management systems in place.
 - Improved cost accounting and control procedures.
 - Internal operating budget systems.
 - Streamlined administrative procedures.
 - Modified inventory control system.
 - Computerized management systems.
- e. Career management strategy devised, including: job descriptions, salary scales, performance reviews, etc.

3. Component III: Information Support.

Within Component III, the improved ability to satisfy policy formulation and management informational needs will be indicated by:

- a. Formation within the DNPS of an informational support system (liaisoned with other generators of agricultural information,) consisting of:
 - A statistical service unit which supports policy analysis and complements information-gathering activities of other public sector institutions.
 - A documentation center that maintains appropriate published materials, facilitates their use, and has access to inter-library lending.
 - A computer unit to establish and update data banks, prepare and apply computer programs.
- b. Technical capability upgraded in statistical and computer sciences for approximately 7 persons in the DNPS; 8-10 regional information specialists trained and in place.

3. Component III: Information Support (continued).

- c. Creation of easily accessible data bases to regularly store and retrieve data needed for policy analyses.
- d. Establishment and use of information systems to provide timely, accurate and relevant data to policy analysts and policymakers.
- e. Improved reporting systems to provide line and staff managers with relevant program and project management information.

D. Measurements of Progress

The processes required to increase technical capability, in which PRAGMA will be a major participant, can be observed objectively. These include:

- Formal training in short and long-term courses.*
- On-the-job training, to impart new skills and techniques.
- Development of new or improved tools and methodologies.
- Introduction of new systems.

However, more subjective criteria should also be used to determine whether such skills in fact are being applied and have been institutionalized.

Evidence of progress in meeting Project objectives is listed by component below:

1. Component I: Agricultural Policy Analysis.

With respect to the creation of a permanent, capable group of approximately eight to ten agricultural policy analysts within the DNPS/MIDA, (Indicator 1a), PRAGMA has initiated the following during its first year in Panama:

- Agricultural Policy Group. Within the DNPS' Department of Short and Medium-term Planning, the new function of policy analysis -- as distinguished from "planning" (public programming activities) -- was introduced. The formal institutional structure has not been modified. Rather, the need for the division of labor among policy-related issues, and other (more traditional) planning functions has been established.

* Long and short-term formal training activities are included in the Project design, along with budgeted USAID and GOP resources. The PRAGMA Technical Assistance team had no formal responsibility for these activities yet considers them basic elements necessary to achieve Project objectives. During the period covered by this Report, no action was taken to implement long-term training.

1. Component I: Agricultural Policy Analysis (Indicator 1a continued).
 - Commodity Studies Program. The Commodity Studies program which is intended to generate and maintain necessary analytical information and to promote regular policy inquiries was initiated. First draft commodity reports on rice, industrial tomato, beef, and corn & sorghum were produced principally by counterparts with guidance from PRAGMA staff.
 - Policy Analyses. The regular production of policy papers, and executive briefing memoranda to the Minister and Vice-Minister began. Existing pricing policies for rice and industrial tomato were analyzed and recommendations presented to the Minister, for his consideration. Both of these analyses were produced with active PRAGMA participation, and supportive involvement of the counterparts. The newly incorporated PRAGMA Agricultural Policy Analyst, in conjunction with the Chief and Deputy Chief of Party and counterparts, identified tentative subject areas for intensive analysis in the medium term. These include: livestock/feedgrains, input markets, export marketing channels, and commercialization credit.
 - Policy seminars/workshops. The first of a series of regular policy seminars/workshops was organized and conducted by PRAGMA. An agricultural price policy seminar and "Green Revolution" simulation of agricultural problems of a hypothetical rice-growing community was held in October 1985. Approximately 35 people from the DNPS, other MIDA directorates, and other public agricultural institutions attended.
 - Regional planning/integration. A regional informational system for typifying production and marketing problems was introduced in two pilot areas. The information developed under this system can serve as a base for monitoring the impact of policy changes as well as provide basic data for future policy analysis. Regionally-based planning personnel and DNPS staff in the Department of Regional Planning worked closely with PRAGMA staff in developing this pilot system.

With respect to the creation of institutional mechanisms to channel policy analyses, and to receive feedback (Indicator 1b), PRAGMA has assisted counterparts in the following:

- Statement of sector objectives and policies. Within the Annual Operating Plan (POA 1986), agricultural sector short and medium term objectives, strategic guidelines, and policies summaries were produced. Such objectives and policies will be further refined within the Five Year Plan and serve to orient public agricultural sector activities. DNPS staff prepared this document, drawing on a framework prepared by PRAGMA.

1. Component I: Agricultural Policy Analysis (Indicator 1b continued).

- Institutional integration. Informal communication on policy issues has been initiated with the Ministry of Planning and Economic Policy (MIPPE).
- Policy Dialogue. Policy dialogues with public and private sector representatives commenced in commodity-specific and other commissions. DNPS staff invited PRAGMA team members to participate in commodity commissions to discuss rice, beef, and corn.

With respect to satisfying the demand for information and analysis and stimulating the demand for the same (Indicator 1c), it is too premature to review progress in this area. Initial evidence may be gleaned from a summary of log entries kept by the Department of Short and Medium Term Planning/DNPS.

Because of the far-reaching effects of policy pronouncements and changes, primary Project emphasis is placed on "policy." The PRAGMA Corporation's first year's technical activities reflect this emphasis as activities were oriented principally to the policy component. However, the complementary nature of policy formulation, and policy management is inherent in the Project design and in the PRAGMA team response. In addition to providing assistance to bolster policy analysis capabilities and to serve the needs of decisionmakers, PRAGMA is concerned with the development and management of agricultural programs and projects which flow from, and are consistent with, policy pronouncements.

2. Component II: Agricultural Programming & Management Support.

Unlike the policy component, almost no PRAGMA activity in the programming and management component relies exclusively on PRAGMA staff performance and introduction of new ideas. This is due to the fact that existing systems and operational methods, and personnel are in place. Thus, rather than create from anew, PRAGMA staff efforts must be of a cooperative and persuasive nature. PRAGMA team members will develop new methodologies, procedures and systems, and train personnel in their use. To institutionalize these improved systems, PRAGMA will work closely with counterparts in their development and introduction so as to persuade by demonstration the "superiority" of such methods.

During its first year in Panama, due to the late arrival of PRAGMA staff assigned to work in this component, relatively little of PRAGMA team members' energies were directed toward increasing the technical skills of program and project planners/managers (Indicator 2a). The career management strategy (Indicator 2e) also was not initiated.

In the area related to coordinating public agricultural sector planning and implementation (Indicator 2b), PRAGMA staff provided orienting frameworks and methodologies for counterparts* actively involved in the tasks listed below:

- Annual Operating Plan (POA). The first consolidated public agricultural sector operating plan (POA 1986) was produced, and presented to regional and national directors of the Ministry of Agricultural Development, and other institutions. The POA programs public sector activities in the agricultural sector and is employed in budget formulation. During its development, a series of meetings were held with planners and technicians operating within the public agricultural sector. This represents an effort to integrate and coordinate public investments and support activities, which will continue over the life of the Project. Although the 1986 POA itself is "indicative" in nature, the experience gained in its preparation will be usefully applied in subsequent programming and budgeting exercises.
- Regional planning/integration. The process of integrating regionally-based planners in an information gathering and reporting network was initiated. A new system for identifying production and marketing problems, monitoring attempted solutions, and storing such information for subsequent policy analysis was designed. (This system is the same included under Indicator 1a.)
- Five Year Plan. The process of consulting planning personnel in public agricultural institutions in order to prepare the Five Year Agriculture Sector Plan was initiated by DNPS and PRAGMA staff. This activity will continue in subsequent months with the active participation of PRAGMA and counterpart personnel in all three Project components.

* Counterparts included DNPS technicians in the Departments of Short and Medium-term Planning, Specific Projects, and Regional Planning.

With respect to improved project systems (Indicator 2c) a proposal for a modified monitoring system was developed by counterparts in the DNPS Department of Specific Projects with oversight and suggestions by PRAGMA personnel. However, due to institutional changes within MIDA, the system has not been implemented. As the Project's first year was ending, an activity which will be ongoing in forthcoming years was initiated:

- Project Monitoring/Inventory/Prioritization. Based on consultations with Department of Specific Projects personnel, a new concept for a modified project monitoring and inventory system was developed by PRAGMA staff, and accepted by the DNPS.

Regarding Indicator 2d, improved administrative/financial management systems, PRAGMA began to work in the budgeting area:

- Budget/Financial Accounting & Control. PRAGMA staff assisted MIDA's Planning Directorate, Financial Directorate, and Office of the Minister in justifying the 1986 agricultural sector budget, and preparing documents for formal presentation prior to formal approval by the Legislative Assembly.

3. Component III: Information Support.

Relatively little of the PRAGMA team's energies was devoted to this Component during the year. The Information Specialist did not arrive until March, 1986. Nevertheless, the groundwork was laid for creating an informational system within the DNPS (Indicator 1a):

- Restructured DNPS Department of Information and Statistics. PRAGMA personnel took part in working sessions which led to the reorganization of the DNPS Information and Statistics Department into three sections (statistics, computer operations, and documentation), and formal linkages between it and the Department of Short and Medium-term Planning, and Specific Projects were established.

Chapter III: PRINCIPAL ACTIVITIES AND ACCOMPLISHMENTS

This chapter describes the principal activities and accomplishments of the PRAGMA team during its first year in Panama. A chronology of key project-related activities or events is shown in Annex B. (Included are selected events which occurred prior to the arrival of the PRAGMA team).

Section A describes the organization of the technical assistance team and chronicles the arrival of individual members. Section B summarizes the principal activities and accomplishments of the year. The narrative below, in Sections C recounts major activities of the PRAGMA team and events by quarter. The first "quarter" shown in Section C, Part 1, is a slightly expanded time period from February 20 through June, 1985, including recruitment and placement activities occurring prior to the arrival of the first PRAGMA technical advisors at the end of March. Section D briefly notes on the support and backstopping provided by the Home Office.

A. PRAGMA/Panama Technical Assistance Team.

1. Long-Term Technical Assistance.

The PRAGMA Corporation has provided technical assistance to the Government of Panama (GOP) over the past year under its AID contract for the Agricultural Policy Formulation and Management Project (No. 525-0247) in order to establish the foundations necessary to achieve the objectives described in the preceding chapter. All activities are predicated on a full complement of seven (7) long-term PRAGMA technical advisors performing the scopes of work described in Annex A of this Report.

Until certain conditions precedent were met, there were delays in initiating advisory activities and in completing the team. As a result, the technical contribution of the team has been less than that originally envisioned over the year. Furthermore, since the technical advisory and complementary formal training activities have been delayed, an evaluation of time extensions and resynchronization will be necessary.

Upon arrival of PRAGMA team leaders in March 1985, no assigned office space was available, and working conditions within MIDA's Planning Directorate were minimal. Thus, effective interaction with counterparts was limited, and the establishment of good working relationships was postponed until the issue could be resolved in July 1985. Furthermore, (due to a Project condition precedent) the lack of adequate work space precluded terminating the selection

and fielding of the remaining technical advisors. Thus, what had been conceived as a seven-person integrated team began its life in Panama as a two-person team. Only as the Project year ended was the team complete.

The long-term technical advisory positions, the individuals selected to fill these posts, and the date of their arrival are shown in Table 1, below.*

Table 1
PRAGMA/Panama Technical Assistance Team
(Job Position, Individuals and Arrival in Panama)

<u>Job Position</u>	<u>Individual Holding Position</u>	<u>Arrival in Panama</u>
Chief of Party	Tulio Arvelo Duran	March 1985
Deputy Chief of Party	Robin Zeitz	March 1985
Administrative Assistant*	Mercedes Núñez	August 1985
Management Specialist in Public Administration and Finance	David Cole	November 1985
Program and Planning Specialist	Zenon García	December 1985
Agricultural Policy Analyst	Maximo Sere	January 1985
Project Specialist	Xavier Comas	January 1985
Information Specialist	Julio Robles	March 1985

* The Administrative Assistant of the Team, locally hired, is included in the table.

Organizational charts of the DNPS and MIDA are included as Annex C. The units with whom long-term PRAGMA advisors are working are indicated on those charts.

2. Short-Term Technical Assistance.

In addition to providing long-term technical assistance, PRAGMA recruits and manages short-term consultants for specific Project assignments in Panama. During its first year, PRAGMA processed three short-term consultancy assignments.

During a three-week period in October-November 1985, Wade Gregory assisted the PRAGMA Team in Panama to develop a seminar/workshop on Agricultural Policy Analysis and was one of the principal leaders of the seminar/workshop. In addition, he directed/managed the Green Revolution Simulation exercise conducted during the workshop. (This marked the first time this teaching device was carried out in Spanish.) Following the seminar/workshop, Mr. Gregory reviewed the work program and discussed work underway with DNPS Department Heads and with individual technicians in the DNPS Department of Short and Medium-Term Planning.

During a three-week period in November-December 1985, Wilbert Walther reviewed existing agricultural statistical systems and data collection procedures in Panama to better define candidate requirements and duties for the long-term Information Specialist position.

For two weeks in January 1986, Mildred Konan provided assistance in completing an Agricultural Sector Assessment and draft agricultural development strategy.

B. Summary of Principal Activities and Accomplishments.

In general, the majority of planned PRAGMA technical activities, in areas related to policy analysis, programming, management, and information support systems, can be described as: advisory duties, on-the-job training, and "demonstration by doing." During its first year, a relatively small time period was programmed for team orientation, settling in, becoming acquainted with the counterparts, etc. PRAGMA advisory activities and on-the-job training involve:

- Collaborative work efforts in which PRAGMA and MIDA personnel in the National Directorate of Sectoral Planning (DNPS), Directorate of Finances, and Directorate of Administrative Affairs produce final products, and respond to specific requests.
- Development by PRAGMA, and by PRAGMA and counterparts, of new or improved tools and methodologies.

- Creation of new work activities, needed in order to achieve Project objectives, in which PRAGMA acts as the catalyst or innovator for tasks to be performed by counterparts.
- Introduction by PRAGMA and counterparts, of new systems.
- Orientation, review and supervision by PRAGMA of tasks performed by counterparts.

PRAGMA "demonstration by doing" activities are those in which PRAGMA team members are sole or principal authors/participants in an activity. These include:

- Preparation of policy analyses on issues of immediate importance.
- Proof of the power of such quality responses, by channeling them to decisionmakers.
- Demonstration of the importance of, and benefits to be gained, by improving communication within the public agricultural sector, and with the private sector.

As the year concludes, the basis for generating sustainable results has been laid, and the real work at hand can proceed in earnest. A number of serious obstacles to Project implementation have been overcome. Resolution of these problems required considerable time and energy of PRAGMA team leaders, the DNPS Project Manager and the USAID Project Officer. Other factors limiting PRAGMA team ability to carry out its work as anticipated remain unresolved. These include: frequent changes in personnel and organizational structure within Public Agricultural Sector institutions, certain organizational complications within the DNPS, difficulties in counterpart personnel assignment, lack of counterpart support -- for per diem, gasoline, supplies, etc.

The PRAGMA Corporation team of seven (7) long-term technical advisors works closely with MIDA personnel in the National Directorate of Sectoral Planning (DNPS), Directorate of Finances, Directorate of Administrative Affairs. In addition, PRAGMA personnel and counterparts have varied working relations with other Public Agricultural Sector (SPA) institutions.

Over a period of several months, the confidence of counterpart personnel has been gained and a rapport developed. This somewhat intangible goodwill, one of the major accomplishments of the year, is absolutely necessary for successfully transferring techniques and methodologies, fostering professional work habits, and achieving Project institution-building objectives. Project

momentum has increased, and the potential for achieving objectives can begin to be realized.

The potential benefits of the Agricultural Policy Formulation and Management Project can be appreciated from the list, below, of accomplishments achieved during the year. This list results from PRAGMA/DNPS efforts from July 1985 through March 1986. As previously indicated, there were delays in initiating technical advisory activities and in completing the PRAGMA team of seven persons. Thus the accomplishments listed below reflect a much reduced level-of-effort from that which had been envisioned.

Major accomplishments of the year included:

- Policy dialogues with public and private sector representatives commenced in commodity-specific and other commissions.
- An agricultural commodity studies program, to generate and maintain information necessary for policy analysis and commence regular policy inquiries, was organized.
- Draft commodity reports on rice, corn and sorghum, industrial tomato, and beef were prepared.
- Existing pricing policies for rice and industrial tomato were analyzed and recommendations presented to the Minister for his consideration.
- A consolidated public agricultural sector annual operating plan for 1986 (POA 1986) was produced.
- An agricultural price policy seminar/workshop and "Green Revolution" simulation of agricultural problems of a hypothetical rice-growing community was organized and held.
- The process of integrating regionally-based planners in an information-gathering and reporting network for use in policy analysis, and project and program monitoring was initiated.
- A series of meetings between planning directors of public agricultural sector institutions was convoked to integrate and coordinate activities.
- The process of developing a Five Year Agricultural Sector Development Plan to serve as the basis for consultation and consensus-building was initiated.
- An improved project inventory and monitoring system was proposed.

C. Major Events by Quarter.

1. February 20, 1985- June 30, 1985.

a. Project Administration and Logistics.

A letter contract between the PRAGMA Corporation and the Agency for International Development (AID) was signed on February 20, 1985. A more complete contract was finalized in June. Between February 20 and March 25, PRAGMA recruited the Chief and Deputy Chief of Party and arranged for their arrival in Panama.

A new, prioritized list of candidates for the remaining five (5) long-term technical advisors was submitted by PRAGMA during the first week in May. However, the selection process could not be advanced until the Condition Precedent regarding adequate office space for PRAGMA and counterparts was satisfied.

A solution to the above-mentioned Condition Precedent on adequate office space for the Project team was found in June. MIDA leased two small, attached houses, termed "the Chalet" within one block of its Panama City offices to house approximately 21 persons, including the PRAGMA team of advisors and selected counterparts.

b. PRAGMA/Panama Activities.

The PRAGMA Chief and Deputy Chief of Party, Tulio Arvelo Duran and Robin Zeitz, arrived in Panama the last week of March, 1985. Throughout the period (ending June 1985), the team's time was spent principally in: (1) orientation, domestic-related aspects of settling in with the new assignment, and briefings on USAID's activities, (2) logistical concerns regarding office space for the Project team of PRAGMA advisors and counterparts, (3) other administrative considerations, and (4) familiarization with technical issues.

The two PRAGMA team members in-country held meetings with various USAID/Panama officials including the newly arrived Agricultural Office Project Officer, Frank Conklin, a "Joint Career Corps" (JCC) appointment. Initial meetings were held with principal counterpart personnel. Foremost among them were: Reynaldo Pérez and Carlos Palacios, Director and Deputy Director, respectively of the National Directorate of Sectoral Planning within the Ministry of Agricultural Development (DNPS/MIDA). Throughout this first

quarter in Panama, relatively little of a technical nature was discussed with these officials. Rather, the bulk of conversations concerned organizational and administrative matters. Also during the quarter, meetings were held with Augusto Herrera, Lilliana de De la Penha, and Leovigildo Otero, current Department Heads within the DNPS of Short and Medium-term Planning, Specific Projects, and Information and Statistics, respectively.

PRAGMA participation in policy dialogues with public and private sector representatives organized in commodity-specific commissions was initiated in April. Both team members participated in working sessions of rice, corn and sorghum, and beef commodity commissions. The principal purposes of these meetings was to achieve a consensus among public sector participants of these commissions on new support prices, and on possibilities of exporting beef. Participation in these commission meetings served to crystallize the current level of policy discussion, and the level of technical competence present within principal public sector agencies. In addition, the highly politicized nature of decisionmaking became very evident.

The team members prepared a preliminary draft of the Project workplan to be discussed with counterparts, and approved by the Project's technical committee. A copy was also provided to the USAID/Panama Project Officer for his comments.

2. July 1 - September 30, 1985.

a. Project Administration and Logistics.

Beginning the first week in July, the PRAGMA team leaders and one Department within the DNPS moved into new Project offices in the "Chalet." Since the Director of the DNPS, Reynaldo Pérez, assigned highest priority to the policy work performed by the Department of Short and Medium-Term Planning, he proposed the Project initiate its activities by focusing work efforts within that Department. This recommendation, coupled with the space limitations of the Chalet, led to the decision that the entire Department of Short and Medium-Term Planning would jointly occupy the "Chalet" along with Project advisors. This practical response, which could provide no additional space for other counterparts, remained in effect throughout the year and led to a physical separation of some PRAGMA advisors and their counterparts. This arrangement complicated integration and coordination of activities originating in the "Chalet" and those centered in other MIDA offices

The Administrative Assistant, the third PRAGMA/Panama staff member, began her assignment on August 1. The administrative burdens, previously attended to by the Chief and Deputy Chief of Party, were shifted to her.

The process to choose the remaining PRAGMA technical advisors could commence as the Condition Precedent on office space which limited the selection and fielding of more than two technical advisors had been met. The procedure adopted by MIDA for candidate selection required approval by a Committee of six DNPS Department Heads. The process was cumbersome, further complicated by a change in leadership at the Ministry, and failed to result in definitive recommendations for all positions. To break the impasse, a strategy of bringing top candidates to Panama for consultation and interviewing, prior to a rank ordering and final confirmation, was suggested and adopted. The entire process significantly delayed the fielding of team members and partially explains why the seventh and last technical advisor did not arrive until March, 1986. (A brief chronology of events related to candidate selection is included as Annex D.)

Since the overall Project objective requires long-term training and no apparent efforts were being made to get this critical program underway, PRAGMA prepared a preliminary draft of a long-term training plan and submitted it to the USAID Project Officer in September.

The DNPS transmitted the desired specifications for Project-funded vehicles to the USAID Project Officer in September, requesting that appropriate documentation (PIO/C) be prepared. PRAGMA team members assisted the DNPS in preparing the request.

b. PRAGMA/Panama Activities.

During the months of July and August, organizational meetings were held with counterpart personnel in the Department of Short and Medium-Term Planning. Individual work assignments were discussed. In addition, the necessity of separating programmed from non-programmed (fire-fighting) activities was recognized. Although the Department Head and Planning Directors agreed with the strategy to assign a limited number of persons to the non-programmed activities (on a rotating basis), in practice, the concept has been difficult to implement.

In August and September, PRAGMA staff and counterparts in the DNPS Departments of Specific Projects, Agroindustrial Research, and Information and Statistics reviewed their organizational structures, functions and responsibilities and Project interface. Organizational meetings with the Department of Specific Projects led to some personnel reassignments. It also was determined that functional responsibilities between departments were somewhat blurred, and that the Department of Agroindustrial Research was involved in both project development and in policy matters. The existing DNPS Department of Statistics was reorganized into a Department of Information and Statistics with three sections (statistical, computer processing and documentation). The selection process for the local contracting of a statistician, computer scientist and librarian was initiated. (This latter activity was in response to a Condition Precedent.)

The Commodity Studies Program within the Department of Short and Medium-Term Planning was initiated during the quarter. PRAGMA team members and the entire Department identified commodities to be included and assigned technicians within the Department to specific commodities. A standardized list of required information was developed, and inventories of policy instruments begun. The computer processing/storing of such information also began.

The first working sessions of the Technical Committee* were held during the quarter. The Committee membership was expanded from that described in the Project Agreement to include all Department Heads within the Planning Directorate. The Project strategy was discussed as were major activities to be undertaken. The preliminary workplan was discussed and approved by the Technical Committee. The need to improve informational flows within the DNPS, and to promote integrated, rather than isolated and separate work efforts among the departments was recognized. The opinion was expressed that the Project, and the forum of the expanded Technical Committee, would assist such efforts.

* The Technical Committee is a coordinating unit described in the Project Paper and Project Agreement as being composed of: DNPS Directors, PRAGMA Team Leaders, and three Project Component Managers.

During the months of August and September, considerable Project activity was devoted to preparing the Public Agricultural Sector Annual Operating Plan (POA) for 1986. This activity continued in subsequent quarters. The 1986 POA contained summary statements on sector strategy and objectives, as well as delineated activities, with specified targets, for the year. The document extended beyond MIDA to include other public sector institutions. The operating and investment budgets prepared by the Programming and Budget Department within the DNPS were a major element of the POA. The following departments with whom PRAGMA advisors work were involved in POA preparation: Short and Medium-Term Planning, Specific Projects, Information and Statistics. Principal responsibility for producing the document rested with the Department of Short and Medium-term Planning.

Another major activity of the quarter concerned responding to the reoccurring demands of the Agricultural Commission of the Diálogo Nacional (National Dialogue) initiated by President Nicolas Ardito Barletta. (The Diálogo Nacional involved discussions between the Government of Panama and private sector groups organized into three commissions: Labor, Agriculture, and Industrial.) At the invitation of the DNPS Director, the PRAGMA Chief of Party participated in the Agricultural Commission meetings. The principal themes discussed in the Agricultural Commission concerned the Carta de Intención (Letter of Intention) to the World Bank regarding the second multi-million dollar Structural Adjustment Loan (SAL).

In September, the first draft of a proposal for submittal to the Minister on a project monitoring system was written by DNPS personnel in the Department of Specific Projects with advice from PRAGMA staff. The concept included in the proposal was that of project monitoring as a useful oversight tool, which provides adequate support and assistance to project implementers. To become effective, the number of projects to be monitored relative to the number of monitoring officers available had to be adjusted. This was due to the fact that more than 60 public agricultural projects were "on the books" (in, or almost in, the implementation phase) and DNPS resources were inadequate to monitor this number of projects. A decision was reached to concentrate monitoring efforts on externally-financed projects (of the IDB, USAID, World Bank, etc.) Such projects represented approximately one-third the total number of agricultural projects, and more than two-thirds of investment funds. (As a new Minister assumed office in October, under the new

Presidential administration of Erick Del Valle -- following the resignation of Nicolas Ardito Barletta -- the proposal was tabled while new priorities assumed greater importance.)

3. October 1 - December 31, 1985.

a. Project Administration and Logistics.

During the quarter, four of the remaining five PRAGMA long-term technical advisors were selected and approved by the GOP. Two of the four were posted during the quarter. David Cole, the Management Specialist in Public Administration and Finance, arrived in Panama in November. Zenon Garcia, Program and Planning Specialist arrived in December.

In October, the Chief of Party travelled to Washington, D.C. for consultation with the Home Office and to participate in a training session on policy simulation exercises which will be employed in workshops held in Panama.

b. PRAGMA/Panama Activities.

On October 28-29, 1985, a Policy Seminar-Workshop, organized by PRAGMA, was held at MIDA's Sanidad Agropecuaria Auditorium, via Tocumen. Approximately 35 persons participated from: MIDA's Planning Directorate (DNPS), Extension Directorate (SENEAGRO), Aquaculture Directorate (DINAAC), Renewable Natural Resources Directorate (RENARE) as well as the Agricultural Marketing Institute (IMA), Agricultural Development Bank (BDA), Office of Price Regulations (ORP), and USAID. The first day was divided into two parts -- part one dealt with methodological aspects of agricultural policy analysis; the second part examined the specific case of Panamanian rice policy. Almost all present participated by expressing opinions or observations during the day's proceedings. The second day was devoted in its entirety to a simulation exercise, "Green Revolution" in which workshop participants became active players dealing with production, commercialization and survival problems of a hypothetical rice-growing community.

Within the Commodity Specialists Program, draft commodity reports were produced by DNPS personnel, with orientation from PRAGMA for: rice, industrial tomato, beet, and corn and sorghum.

Recognizing severe deficiencies in the areas of information gathering and processing, the Project initiated efforts to strengthen the linkages and communication between the DNPS and the ten Regional Planners based in each of MIDA's regional offices. Two separate workshops/seminars were held on November 7, and November 25-28, with nine regional planners, DNPS and PRAGMA

staff members. The first seminar was organized by the DNPS, and the second one by PRAGMA. A major part of these workshops included the introduction of a new system for identifying production and marketing problems, attempting to resolve them, improving the monitoring of such problems and attempted solutions, and coding such data for subsequent retrieval for policy analysis. This "System for Typifying Agricultural Sector Problems" (Sistema de Tipificación de Problemas) would employ the Regional Planner as a focus for channeling information gathered from extension agents, private producers, etc.

The process of integrating planning efforts of the Ministry of Agricultural Development (MIDA) and other public agricultural sector (SPA) institutions continued throughout the quarter. A series of meetings were organized by the DNPS and PRAGMA with directors of planning of the SPA, National and Regional Directors of MIDA, MIDA regional planners, and other technicians. These meetings were used to review sector objectives, regional and national programs and projects for inclusion in the 1986 Annual Operating Plan (POA).

4. January 1 - March 31, 1986.

a. Project Administration and Logistics.

Two PRAGMA long-term advisors, the Agricultural Policy Analyst (Máximo Seré) and Project Specialist (Xavier Comas) arrived in January. In March, the last member of the team, the Information Specialist (Julio Robles) arrived. During their orientation, all three individuals were introduced to their principal counterparts and to USAID personnel as well as settled into their new homes and responsibilities. The Chief of Party was on annual leave during the month of February.

b. PRAGMA/Panama Activities.

During February and March, PRAGMA team members and counterparts discussed issues related to the new Agricultural Incentives Law under debate in the Legislative Assembly. In particular, anticipating the provision requiring MIDA to develop a five year agricultural development plan within 90 days of the promulgation of the law, PRAGMA and DNPS discussed at length the form and content of the DNPS' response. The Five Year Plan, to be drafted prior to June 20, will be an orienting document for the public and private sectors, including sectoral objectives, policy guidelines, and defined programs to implement those policies.

Pragma team members evaluated some possible impacts of the Agricultural Incentives Law of March 20, 1986. In sum, it was concluded that the Agricultural Incentives Law expresses the philosophy to move the agricultural sector toward competitive market practices and to promote exports. However, critical problem areas of the agricultural sector such as access to marketing channels and lines of marketing credit were not addressed. Furthermore, some apparent inconsistencies remain since a body of existing legislation which authorizes MIDA to establish price and market controls was not modified or abrogated.

As an outgrowth of the workshop/seminars held in November 1985 with regional planners, the informational system to typify production/commercialization problems was introduced on a pilot basis in Herrera and Veraguas provinces.

As the first year ended, medium-term policy analyses to be undertaken in succeeding months were identified in the areas of livestock/feedgrains, input markets, export marketing channels and commercialization credit.

c. Other Events Affecting Project Implementation.

This quarter, closing PRAGMA's first year in Panama, coincided with the beginning of the Panamanian fiscal year, and a series of governmental activities which affected the Project. These included: policy pronouncements made by the President of the Republic and the Ministry of Planning and Economic Policy, the approval by the Legislative Assembly of the Budget Law and the introduction and approval (in March) of important legislation, regarding Agricultural and Industrial Incentives, and the Labor Code.

The new legislation was prompted by World Bank and International Monetary Fund requirements and helped set the stage for export-oriented development strategies. Also as indicated, the Agricultural Incentives Law required the Ministry of Agricultural Development (MIDA) to develop a five year agricultural development plan within 90 days of the promulgation of the law.

Carnaval celebrations and a general strike during February and March slowed work activities and the settling-in of recently arrived PRAGMA team members.

D. Home Office Support

PRAGMA has developed a range of administrative services to field and support technical assistance teams. This greatly facilitated the processing of and providing support for all team members. Once candidates were approved, the home office staff immediately made all necessary travel arrangements, including preparations for obtaining visas.

All team members began their assignment with an orientation visit to the home office to obtain background information on Project assignments and PRAGMA and AID procedures. The personal touch provided by the informal atmosphere of the home office was important. It provided newly hired team members with a favorable point of reference and thus enabled them to feel comfortable about contacting the home office when they had special needs or problems.

The following kinds of administrative/financial support were provided. Vouchers received from the field were processed to make sure they were in accord with AID procedures and regulations; salary checks and other approved payments were deposited to team members' banks in a timely manner; and a petty cash system, under the direction of the Chief of Party, was established to provide funds for payment of general office and miscellaneous expenses.

The home office emphasized and tried to maintain good communication with the team at all times. In addition to written reports and telephone communications, telex and facsimile facilities were established between the team and the home office.

Quarterly reports and other documents prepared by the team were sent in draft to the home office for review and final editing. When reports were in final form, the home office arranged for printing the appropriate number of copies and for their distribution.

Economic data and market information were sent to the team on a regular basis. Weekly reports of international prices for selected agricultural commodities were provided and the following U.S. Department of Agriculture publications: monthly Situation and Outlook Reports for selected commodities; reports on supply-demand-price relationships and other economic factors; and the Agricultural Situation Reports for the various regions of the world.

Chapter IV: PROBLEMS AND RECOMMENDATIONS

In the review of activities and accomplishments, mention was made that several problems were encountered during the course of the year. In most cases, temporary and/or ad hoc solutions were developed to enable Project activities to continue. Four concerns are sufficiently important to merit additional comment.

A. Training.

To facilitate the development of a permanent, capable group of trained people to staff the various offices of MIDA, and the DNPS in particular, the Project provides for financing of graduate training for selected public sector employees plus various short term training activities. The training component, however, is separate from the technical assistance contract so that PRAGMA has neither the responsibility for nor the means to develop and implement a training program. Realizing the importance of getting a training program underway, PRAGMA developed a training plan and submitted it to USAID. No action has been taken and at the end of the first year of the Project, no formal training activities were underway. A training program needs to be developed, approved, and implemented as soon as possible if MIDA personnel are to receive graduate training and return prior to the termination of technical assistance support.

B. Organizational limitations.

Achievement of Project objectives would be enhanced with some organizational changes within the DNPS and MIDA. Changes in two areas are particularly important.

The Project design envisioned a permanent unit in the DNPS devoted to full-time policy analysis. At the present time, the technical staff within the DNPS' Department of Short and Medium-term Planning direct their major efforts to "fire-fighting" issues and programming tasks, with only minimum attention to policy analysis. Steps should be taken to create a unit whose primary assignment is policy analysis.

The second area relates to the need for improved Project liaison/coordination between the MIDA Project Director, who is also the Director of DNPS, and other Directors within MIDA. PRAGMA's Management Specialist in Public Administration and Finance must work with counterparts in the Directorates of Finance, Administration and Institutional Development.

Yet, at the present time, the MIDA Project Director has no direct authority over personnel in these Directorates. The development of a workable mechanism to coordinate Project activities throughout MIDA is highly desirable.

C. Inadequate Counterpart Funds.

Insufficient or untimely disbursement of counterpart funds has affected all Project operations. This problem prevents execution of some activities, and delays implementation of others. Given that the GOP is in the midst of a fiscal and external debt crisis, there are no easy solutions to the problem. PRAGMA team efforts indirectly address this issue by developing more efficient and effective institutional systems and procedures. These should lead to improved programming, control, and disbursement of funds and thus make more funds available for ongoing projects. This, however, will not entirely solve the problem of inadequate counterpart funds. Fuller resolution of the problem requires actions that extend beyond MIDA.

D. Private Sector Participation in Policy Dialogue.

The overall Project design recognized the importance of the private sector in revitalizing agriculture, and that the performance of private sector producers is affected by GOP policies and programs. Thus, the need to integrate the private sector into policy discussions. To do this, the overall Project provided for a separately funded Private Sector Support Component as a mechanism for raising the level of public debate on agricultural policy and for encouraging private sector participation in the policy formulation process. To date, no action has been taken to activate this Component. DNPS personnel and PRAGMA team members, however, have met with various segments of the private sector from time-to-time in efforts to facilitate their participation in policy dialogue. It is highly desirable that this Component of the overall Project be implemented as soon as possible.

Chapter V: ACTIVITIES PLANNED FOR THE COMING YEAR

To further the goal of institution-building, PRAGMA activities next and subsequent years will be directed toward creating or improving the functioning of institutional mechanisms to:

- Assure that information and accompanying analyses are made available for consideration in the political decisionmaking process.
- Foster integration among GOP institutions (e.g. MICI, MIDA, MIPPE) with respect to policy issues which affect agricultural sector performance.
- Inform the private sector on policy options and potentials and encourage constructive communication between the public and private sectors.
- Coordinate public agricultural sector planning and implementation.
- Integrate annual programming and budgeting systems.
- Monitor and evaluate public sector programs and projects.
- Provide financial and administrative support and control.
- Provide timely information to satisfy analytical and management needs.

PRAGMA team activities are principally of a collaborative nature, working closely with counterparts to produce improved products, or perform specific tasks. In some cases, PRAGMA acts as an innovator, introducing new concepts and work activities which are needed to achieve Project objectives. In addition, less active but supportive roles are played as PRAGMA advisors provide methodologies for improved performance by technical and administrative personnel, and review and supervise work activities of counterparts.

PRAGMA advisory activities and on-the-job training, in areas related to policy analysis, programming, management, and information support systems, involve:

- Collaborative work efforts in which PRAGMA and MIDA personnel in the National Directorate of Sectoral Planning (DNPS), Directorate of Finances, and Directorate of Administrative Affairs produce final products, and respond to specific requests.
- Development by PRAGMA, and by PRAGMA and counterparts, of new or improved tools and methodologies.

- Creation of new work activities, needed in order to achieve Project objectives, in which PRAGMA acts as the catalyst or innovator for tasks to be performed by counterparts.
- Introduction by PRAGMA and counterparts, of new systems.
- Orientation, review and supervision by PRAGMA of tasks performed by counterparts.

The major activities planned for the period April 1986 through March 1987, together with the personnel (both PRAGMA and counterparts within the DNPS and other MIDA units) principally involved, are highlighted in Table 2, below.

Table 2

Major Activities Planned for the Period April 1986 - March 1987

ACTIVITY	TIME PERIOD	PRIMARY RESPONSIBILITY	
		PRAGMA*	DNPS/MIDA**
<u>Five Year Agricultural Sector Plan</u> Help prepare first draft. Discuss and revise.	Apr. 1986-June 1986 July - Sept. 1986	T. Duran Entire team. Entire team.	DNPS Director Planning, Projects, Entire DNPS.
<u>Commodity Studies Program.</u> Revise draft studies.	July - Mar. 1987	T. Duran T.Duran/M.Seré	DNPS Planning Head Short & Med. Planning
<u>Annual Operating Plan (POA)</u> Monitor 1986 POA. Evaluate 1986 POA. Prepare 1987 POA. Integrate POA & Budget Monitor 1987 POA.	Apr.1986-Dec.1986 June; Nov/Dec '86 Oct-Dec. '86 Oct-Dec. '86 Jan '87 - Mar.'87	T. Duran Z.García Z.García García, Zeitz DCole/García Z. García	DNPS Planning Head Short & Med. Planning Short & Med. Planning Short & Med. Planning Planning/Budget Planning/Reg. Planning+
<u>Policy Analyses.</u> Analyze beef, input markets marketing credit, export incentives. Assess impacts of policy changes.	July '86-Mar '87 July '86-Mar '87	T. Duran M.Seré, STC Duran, Seré, et al.	DNPS Director/Planning Short & Med. Planning Short & Med. Planning
<u>Policy Dialogue with the private sector (commodity & other)</u>	July '86-Mar '87	T.Duran,M.Seré.	DNPS Director
<u>Regional planning/integration.</u> Implement typification/monitoring of agricultural problems	July '86-Mar '87	R.Zeitz M.Seré,Robles	DNPS Director Reg. Planning/Info.
<u>Budget/Financial Accounting & Control.</u> Help prepare/justify budget. Integrate with POA 1987. Introduce internal budget reprogram- ming systems Improve accounting/control systems	July -Oct. 1986 Oct - Dec. '86 Oct '86 - Mar '87 Oct '86 - Mar '87	D.Cole D.Cole/García D.Cole D. Cole	Budget Planning/Budget Finance/MIDA Finance/Adm.

ACTIVITY	TIME PERIOD	PRIMARY RESPONSIBILITY	
		PRAGMA*	DNPS/MIDA**
<u>Project Monitoring.</u> Modify formats & reporting systems.	Oct '86 - Mar '87	Comas, Zeitz	Projects
<u>Project Inventory/Prioritization.</u>	Aug-Dec. 1986	Comas, Zeitz	Projects
<u>Develop an improved data bank.</u>	Apr '86 - Mar '87	Robles.	Information
<u>Support info needs for policy analysis, project and program development & monitoring.</u>	Apr '86 - Mar '87	Robles.	Information
<u>Project Training Program.</u> Finalize plans Begin selection of long-term trainees	Apr-June '86 Aug-Nov. '86	T.Duran, Zeitz Zeitz	DNPS Director

* Persons indicated are PRAGMA team members with primary responsibilities in the referenced area. They are:

Tulio Arvelo Duran, Chief of Party	Zenon García, Program and Planning Specialist
David Cole, Specialist in Public Adm. & Finance	Julio Robles, Information Specialist
Xavier Comas, Project Specialist	Máximo Seré, Agricultural Policy Analyst
STC Short term consultant	Robin Zeitz, Deputy Chief of Party

** Listed are MIDA directorates or departments with the DNPS with principal responsibilities for the activities listed:

Adm.	= Directorate of Administrative Affairs of MIDA.
Budget	= Department of Budget within the DNPS.
Finance	= Directorate of Finances of MIDA.
DNPS Director	= Director and/or Deputy Director of the National Planning Directorate (DNPS).
Info.	= Department of Information & Statistics within the DNPS.
Information	= Department of Information & Statistics within the DNPS.
Planning	= Department of Short & Medium Term Planning within the DNPS.
Projects	= Department of Specific Projects within the DNPS.
Reg. Planning	= Department of Regional Planning within the DNPS.
Short & Med. Planning	= Department of Short & Medium Term Planning within the DNPS.

+ It is possible the function of POA monitoring will be reassigned to the Department of Regional Planning, within the DNPS.

JOB POSITION AND PROJECT COMPONENT

<u>JOB POSITION</u>	<u>PROJECT COMPONENT</u>
1. Chief of Party/ Agricultural Policy Analyst	Agricultural Policy Analysis Support
2. Deputy Chief of Party/ Program and Planning Specialist	Program and Management Support
3. Agricultural Policy Analyst	Agricultural Policy Analysis Support
4. Management Specialist in Public Administration & Finance	Program & Management Support
5. Project Specialist	Program and Management Support
6. Program & Planning Specialist	Program and Management Support
7. Information Specialist	Information Support

1. Component I: Agricultural Policy Analysis Support

General Purpose: To help the National Directorate of Sectoral Planning (DNPS) of MIDA establish a permanent, capable Agricultural Policy Analysis Group. To assist the Group to acquire the skills necessary to perform agricultural policy studies, produce action memoranda, and establish program and project priority areas.

Two (2) Agricultural Policy Analysts will:

- a. Together with the DNPS Director and Head of the Agricultural Policy Analysis Group, identify subjects for medium and longer range policy study.
- b. Conduct analyses of economic policies that affect the performance of the agricultural and livestock sectors, particularly as they relate to increased income and employment.

- c. Assist in the production of brief action memoranda, directed to the Minister, Vice-Minister, National and Regional Directors of MIDA, which will stress relevant facts, policy options and implications of various courses of action.
- d. Provide on-the-job training to DNPS staff involved in policy analysis.
- e. Initiate a Commodity Specialist Program within the DNPS. This program will facilitate policy analysis and begin a process of consistent reporting and rapid access to information. Staff members of the DNPS will become a primary reference or bibliographic source for individual commodities or specific topics.
- f. Establish and maintain a "log" registering requests for information or analysis and responses provided. A summary of such a Log, together with evaluative comments of the role of such responses in actual policy decisions and actions, will be reported to AID/Panama at least once a year.

2. Component II: Program and Management Support

General Purpose: To improve the overall management capacity of MIDA, and strengthen capacity within the National Directorate of Sectoral Planning (DNPS) to select, design, budget, monitor and evaluate development activities of the public agricultural sector.

Two (2) Program and Planning Specialists will:

- a. Demonstrate techniques to design, implement and evaluate programs and projects, and introduce methodologies for cost-benefit and other project analysis.
- b. Introduce systems to monitor and control program and project cycles, as well as methods for budget formulation and control.
- c. Introduce reporting systems which provide sufficient and timely information to managers.
- d. Assist in the introduction and implementation of result-oriented management systems which will evaluate performance (outputs produced and productivity of resources used) as well as ensure that resources are employed as intended.

20

- e. Assist in the preparation of a document, an agricultural development program, which will summarize the agricultural development strategy, policies, objectives, and priorities over a predetermined period of two or more years. This document will list existing sector-wide policy directives, projects in the development stage, and approved project and programs (including specific service activities). It will assist in coordinating public sector development activities and services in agriculture, and provide clear indicators to the private sector of public sector intentions.
- f. Provide extensive on-the-job training to MIDA personnel in the DNPS, regional offices, and other directorates in the use of planning concepts, ideas, methodologies, and management tools.
- g. Prepare required instructional materials, manuals, etc.
- h. Assist in the selection and scheduling of formal short and long-term training of MIDA high and middle-level executives.

One (1) Management Specialist in Public Administration & Finance will assist MIDA in improving its overall administrative and financial management. He or she will:

- a. Assist in streamlining administrative procedures.
- b. Introduce methods to rationalize current administrative and financial procedures, including automation if appropriate.
- c. Help devise mechanisms for flexible and rapid procurement of equipment and services.
- d. Provide assistance in improving delegation of authority and accountability for meeting well-defined objectives.
- e. Improve coordination linkages within MIDA, and between MIDA and other public sector institutions.
- f. Assist in integrating programming and budgeting functions both within MIDA and between MIDA and other institutions in the public agricultural sector.

- g. Provide on-the-job training to personnel in Panama City, Santiago, and regional offices of MIDA. Train high and middle level executives of MIDA in areas related to Administrative and Financial Management.
- h. Develop administrative and financial information systems with clear instructions for their use.

One (1) Project Specialist will:

- a. Help develop skills of DNPS personnel in project design, monitoring and evaluation.
- b. Introduce methods to monitor and evaluate the impacts of agricultural sector policies, programs and projects on a continuing basis.
- c. Provide methodology and instruction in its use to regional office personnel of MIDA regarding project implementation.
- d. Provide on-the-job training to DNPS personnel in project design, project analysis techniques, and monitoring and evaluation.

3. Component III: Information Support

General Purpose: To improve the capacity within MIDA to service the analytical and management information needs of the public agricultural sector.

One (1) Information Specialist will:

- a. Improve the capacity of the Statistics Unit (within the DNPS Information Center) to construct statistical sampling frames, develop pre-coded survey instruments, conduct surveys, and analyze data.
- b. Perform statistical analysis related to policy formulation and implementation.
- c. Assist the computer unit to design forms for collecting economic and management data, codify acquired information, process and store such information for easy retrieval.
- d. Develop computer data banks and improve information flows.

- e. Help write and maintain computer programs required by users of the computer.
- f. Provide on-the-job training; train personnel in Panama, Santiago and regional offices of MIDA in data management.
- g. Prepare scopes of work and suggest timing for short-term technical assistance.
- h. Identifying appropriate persons in MIDA for short-term formal training in sampling techniques, statistical analysis, computer programming, questionnaire design and survey methodology.
- i. Open and maintain avenues of communication and cooperation with the Directorate of Census and Statistics.

QUALIFICATIONS:

All positions require formal academic credentials equivalent to a Master of Science degree plus experience, and Spanish proficiency of at least S-3/R-3 on the Foreign Service Institute scale. Preferably all advisors will have experience and demonstrated skills in teaching and in on-the-job training, as well as practical work experience of at least two years on project teams in Latin America and the Caribbean. More specific qualifications for each of the seven technical advisors follow.

1. Chief of Party/Program and Planning Specialist. The Chief of Party will be an agricultural economist or economist with proven administrative skills in designing, organizing, managing, and coordinating technical assistance projects. The Chief of Party must have a comprehensive understanding of the constraints to effective policy formulation and administration. The individual will have at least ten years of experience in international development. As a Program and Planning Specialist, the individual must have demonstrated competence in planning and programming activities in the public and/or private sectors.

2. Deputy Chief of Party/Agricultural Policy Analyst. The Deputy Chief of Party will be an agricultural economist or economist with four years of experience related to agricultural policy in developing countries. This individual should have demonstrated management and administrative skills related to the provision of technical assistance services.

3. Agricultural Policy Analyst. The Agricultural Policy Analyst will be an agricultural economist or economist with four years of experience related to agricultural policy in developing countries. Ideally, this person should be specialized in the area of price, trade or marketing policy and should complement the individual named as the Deputy Chief.

4. Management Specialist in Public Administration & Finance. The Management Specialist will have both appropriate academic training and practical experience related to public administration and finance in developing countries. This individual will have at least seven years of experience in activities related to management improvement, and should be familiar with computer applications for administration and management.

5. Program and Planning Specialist. The Program and Planning Specialist will have both appropriate academic training and practical experience, of at least five years, in public and/or private sector planning and programming activities. This person will have of considerable knowledge and experience of management techniques applied to planning and programming.

6. Project Specialist. The Project Specialist will be an agricultural economist or economist with at least five years of experience in project design, implementation, monitoring and evaluation. This person will possess considerable knowledge with respect to computer applications of project analysis, and will be experienced in training in project analysis techniques.

7. Information Specialist. The Information Specialist will possess a Master's of Science degree or equivalent in statistics or related discipline. The individual will have at least three years work experience, preferably in developing countries agricultural sector as well as knowledge and on-hands experience in computer operation and computer programming, data management, survey design and implementation.

C. Provision of Short-term Technical Assistance

The contractor will provide short-term technical assistance to support Project activities as indicated in the Level of Effort (Sec. H). The Chief of Party, with the assistance of other technical advisors, will produce more detailed scopes of work and specifications for the timing of such assistance.

42

The contractor will provide short-term technical assistance in specializations related to agricultural policy analysis. Subject policy areas are likely to include: prices, trade, marketing, natural resource development and conservation, agricultural research and technology transfer, and land rights.

One of the major focal points of the management component of the Project will be the development of a set of recommendations for a long-term personnel management strategy, including a suggested phased implementation schedule. The strategy will relate personnel requirements directly to the mandated functions of the Ministry, define position descriptions accordingly, delineate position requirements, lay out appropriate salary scales, and systematize procedures for advancement, training, etc. Short-term technical assistance will be required to help develop a personnel management strategy.

Additional short-term technical assistance will be required in the areas of: systems analysis, financial analysis, inventory control, and methods and procedures.

AGRICULTURAL POLICY FORMULATION AND MANAGEMENT
(No. 525-0247)

CHRONOLOGY OF KEY PROJECT-RELATED ACTIVITIES
(July 1984 - March 1986)

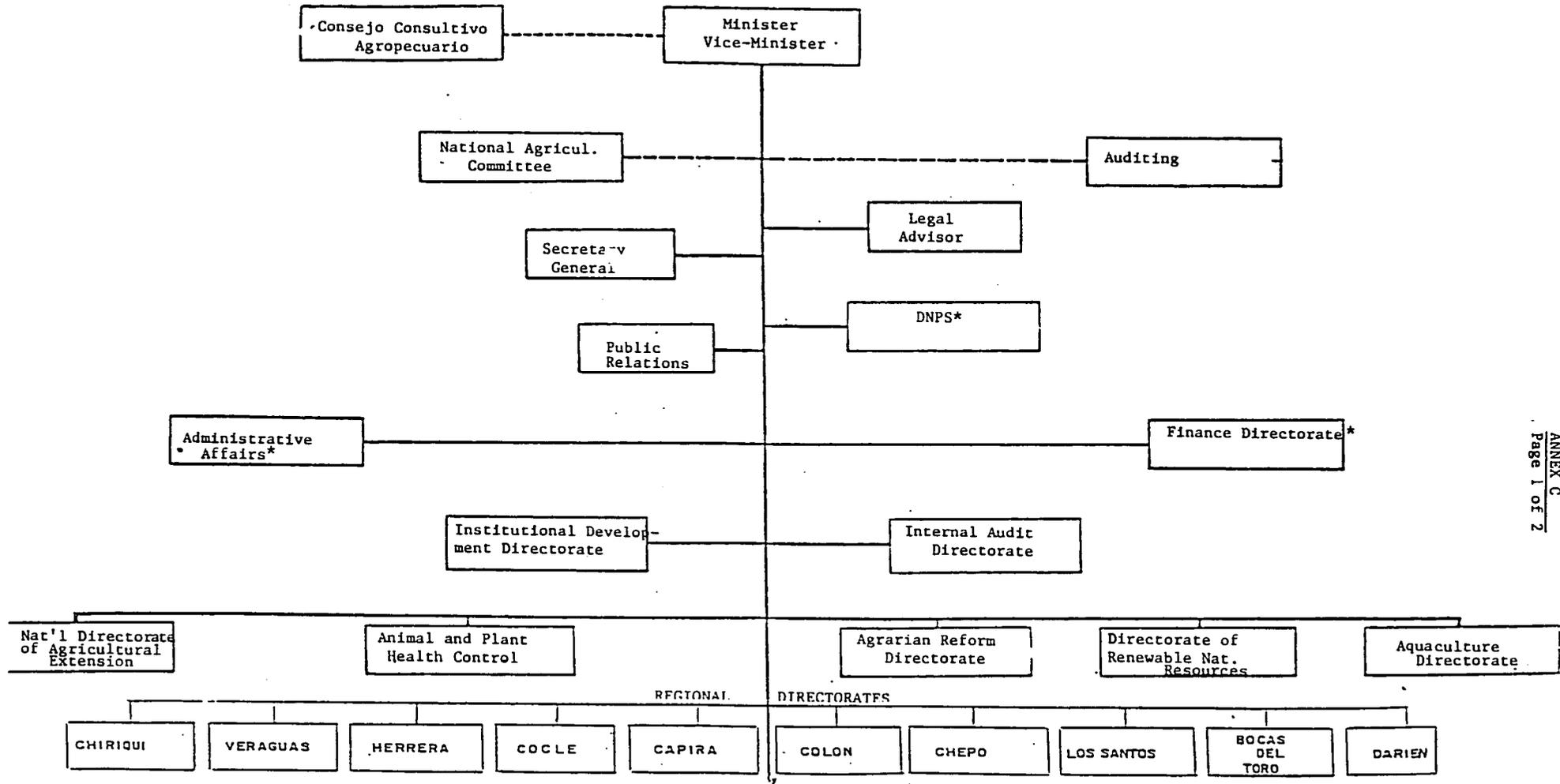
<u>Date</u> <u>(Month/Year)</u>	<u>Activity or Event</u>
July, 1984	Project Agreement signed.
Sept., 1984	USAID/Panama Implementation Seminar held at Taboga.
Oct., 1984	PRAGMA submitted a project proposal and candidates for TA.
Dec., 1984	1985 Annual Implementation and Financial Plans submitted.
Dec., 1984	Candidate for Chief of Party visits Panama.
Jan., 1985	PRAGMA Chief and Deputy Chief of Party approved by the GOP.
Jan., 1985	Candidates for all TA positions submitted by PRAGMA.
Feb., 1985	Contract letter with PRAGMA signed by AID/Washington.
Mar., 1985	PRAGMA Chief and Deputy Chief receive orientation in Washington.
Mar., 1985	Chief & Deputy Chief arrive in Panama.
Apr., 1985	PRAGMA team has initial meetings with counterparts.
Apr., 1985	New TA candidate list submitted by PRAGMA (since former list obsolete over time.)
Apr., 1985	Wrote "Algunas Consideraciones sobre la Política del Arroz"
Apr., 1985	PRAGMA team participation in Commodity Commissions initiated.
May., 1985	At request of USAID, PRAGMA team commented on World Bank recommendations, and USAID Agricultural Strategy development.
May., 1985	Produced memo "Comments on World Bank Policy Recommendations"
May., 1985	MIDA Minister Ariel Barnett succeeded by Manuel Balbino Moreno.

44

<u>Date</u> (Month/Year)	<u>Activity or Event</u>
June, 1985	Solution to immediate office space problem found.
June, 1985	AID/PRAGMA Contract signed.
June, 1985	Began analysis of agricultural sector performance. Prepared briefing document, Evolución, Situación Actual y Perspectivas del Sector Agropecuario.
June, 1985	Preliminary Work Plan prepared and discussed.
July, 1985	PRAGMA and counterparts occupied Project office space.
July, 1985	Produced "Estrategía para la Comisión Agropecuaria del Diálogo Nacional".
July, 1985	Participated in Comisión Agropecuaria meetings.
July, 1985	TA Candidate Review process initiated within the DNPS.
July, 1985	Prepared report "La Actividad Ganadera a Corto Plazo"
July, 1985	Project Technical Committee began regular working sessions.
Aug., 1985	PRAGMA/DNPS organizational meetings continue.
Aug., 1985	Commodity Studies Program within the DNPS initiated.
Aug., 1985	Wrote "Resumen Crítico de las Recomendaciones de la Carta de Intención para el Sector Agropecuario"
Aug., 1985	Produced "Evaluación Crítica del Borrador de Anteproyecto de Ley que Crea el Instituto Nacional Ganadero"
Aug., 1985	Prepared paper "El Mercado Arrocerero Panameño: Problemas y Perspectivas"
Sept., 1985	Drafted proposal "Sistema Sectorial de Seguimiento y Evaluación de Proyectos Agropecuarios"
Sept., 1985	Began work on 1986 Plan Operativo del Sector Público Agropecuario. (POA)
Sept., 1985	President Nicolas Ardito Barletta resigned. Erick Del Valle assumes Presidency.
Oct., 1985	MIDA Minister Balbino Moreno replaced by Bruno Garisto.

<u>Date</u> <u>(Month/Year)</u>	<u>Activity or Event</u>
Oct., 1985	Organized and held agricultural policy seminar and Green Revolution simulation.
Nov., 1985	Initiated process of integrating regionally-based planners in an information-gathering and reporting network.
Nov., 1985	Proposed a system for typifying production and marketing problems.
Nov., 1985	Management Specialist in Public Administration and Finance arrives in Panama.
Dec., 1985	PRAGMA Program and Planning Specialist arrives in country.
Dec., 1985	Met with planning directors of public agricultural sector institutions to integrate and coordinate activities.
Jan., 1986	Assisted in preparation of budget materials for presentation to the Legislative Assembly.
Jan., 1986	The PRAGMA Agricultural Policy Analyst and Project Specialist arrive in Panama.
Jan., 1986	Final version of 1986 POA produced.
Jan., 1986	Draft commodity reports prepared.
Feb., 1986	System for typifying agricultural sector problems tested on pilot basis in Veraguas and Herrera provinces.
Feb., 1986	Initiated discussions on methodology for preparing a five year agricultural plan.
Mar., 1986	Information Specialist arrives in Panama
Mar., 1986	New Agricultural Incentives Law analyzed.

ORGANIZATIONAL CHART
Ministry of Agricultural Development

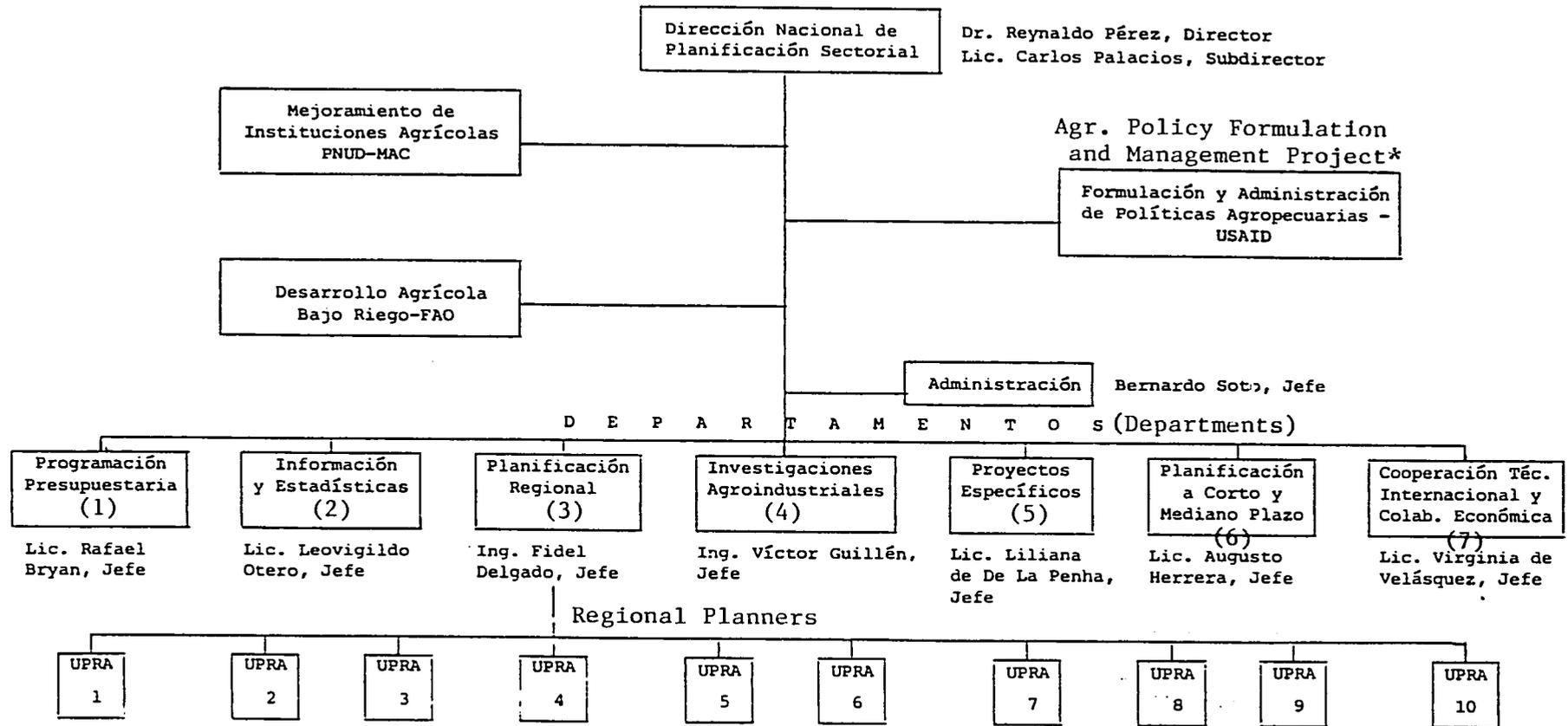


* Project counterparts.

97

Organizational Chart
NATIONAL DIRECTORATE OF SECTORAL PLANNING

MINISTERIO DE DESARROLLO AGROPECUARIO
Organigrama de la Dirección Nacional de Planificación Sectorial



UPRA = Unidad de Planificación Regional Agropecuaria

Agosto de 1985

- | | |
|-------------------------------|---------------------------------|
| (1) Budget* | (4) Agroind. Research * |
| (2) Information & Statistics* | (5) Specific Projects* |
| (3) Regional Planning* | (6) Short & Med. Term Planning* |
| | (7) Tech. Cooperation |

* Departments with which the Agricultural Policy Formulation & Management Project is working.

AGRICULTURAL POLICY FORMULATION AND MANAGEMENT
(No. 525-0247)

PRAGMA Team of Technical Advisors
SUMMARY OF CANDIDATE SELECTION PROCESS*

<u>(Month/Year)</u>	<u>Activity or Event</u>
July, 1984	Project Agreement signed by USAID and GOP.
Oct., 1984	PRAGMA submitted a project proposal to USAID including resumes of qualified candidates for all long-term technical assistant positions.
Nov., 1984	PRAGMA submitted new resumes to USAID as key candidates no longer available.
Dec., 1984	Candidate for Chief of Party visits Panama and is interviewed by USAID and MIDA officials.
Jan., 1985	GOP approved candidates for Chief and Deputy Chief of Party.
Jan., 1985	Because of additional delays, key candidates no longer available. New candidates identified for all remaining long-term technical advisory positions, and resumes submitted to USAID by PRAGMA.
Feb., 1985	Contract letter with PRAGMA signed by AID/Washington.
Mar., 1985	PRAGMA Chief and Deputy Chief receive orientation in Washington.
Mar., 1985	Chief & Deputy Chief arrived in Panama.
May, 1985	Since former candidate list obsolete over time, PRAGMA submitted new prioritized list of candidates for the remaining five (5) long-term technical advisory positions to USAID.

* In all, more than thirty (30) resumes of qualified specialists were submitted during the period October 1984 - March 1986.

AGRICULTURAL POLICY FORMULATION AND MANAGEMENT
(No. 525-0247)

<u>(Month/Year)</u>	<u>Activity or Event</u>
June, 1985	AID/PRAGMA Contract signed.
July, 1985	Technical Advisor Candidate Review process initiated within the DNPS.
Sept., 1985	A candidate was selected for the position of Project Specialist. Unfortunately, he was no longer available.
Oct., 1985	PRAGMA submitted new candidate list for all remaining positions.
Nov., 1985	Two additional team members were selected: the Program and Planning Specialist, and the Management Specialist in Public Administration and Finance.
Nov., 1985	Management Specialist in Public Administration and Finance arrived in Panama.
Dec., 1985	Program and Planning Specialist arrived in Panama.
Dec., 1985	Two additional team members were selected: the Project Specialist and the Agricultural Policy Analyst.
Jan., 1986	The Project Specialist and the Agricultural Policy Analyst arrived in Panama.
Feb., 1986	The Information Specialist selected.
Mar., 1986	The Information Specialist joined the team as the seventh and final long-term technical advisor.