

*directing council*

PAN AMERICAN  
HEALTH  
ORGANIZATION

XXIV Meeting

*regional committee*

WORLD  
HEALTH  
ORGANIZATION

XXVIII Meeting



México, D.F.  
September-October 1976

INDEXED

Provisional Agenda Item 22

CD24/27 (Eng.)  
17 August 1976  
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INTERSECTORAL COORDINATION

At its XXIII Meeting, the Directing Council decided, by Resolution VIII, ". . . to postpone the holding of the First Intersectoral Meeting on the Health of Man in the Americas" in order to give the Executive Committee an opportunity at its 76th Meeting to consider the document deriving from the UNICEF Seminar on Integrated Development Programs, held in Quito, Ecuador, in August 1975. It was thought that the above-mentioned document might contribute both conceptually and methodologically to guiding the activities required to implement the recommendations contained in Resolution V of the XIX Pan American Sanitary Conference.

Accordingly, the Executive Committee considered the above-mentioned document as well as the report of the Director on the same subject. As a result, the Committee adopted the following resolution:

THE EXECUTIVE COMMITTEE,

Having examined the Director's report on Resolution VIII adopted by the Directing Council at its XXIII Meeting concerning the First Intersectoral Meeting on the Health of Man in the Americas, and having studied the summary of the final report of the meeting held by UNICEF at Quito in August 1975;

Confirming the need for the Governments to make whatever effort is needed to strengthen intrasectoral coordination and to develop intersectoral cooperation in pursuing national health policies connected with the extension of coverage;

Emphasizing that the Ten-Year Health Plan for the Americas covering the period 1981-1990 should, consequently, be based on close intersectoral coordination;

Recognizing that the first regional priority is to achieve the goals of expanding the coverage of services to the unprotected rural and semi-urban populations, and that this can only be achieved through systematic action involving a joint commitment by all sectors concerned with national development; and

Considering that the Organization has a basic role to play in direction, coordination and assistance relating to these national processes,

RESOLVES:

1. To reiterate the need for Governments to make the effort needed to achieve the goals they have set for expanding coverage on the basis of intrasectoral action carefully programmed and systematically coordinated with those of the other sectors concerned with national development.
2. To urge the Organization to ensure that the Ten-Year Health Plan for the Americas, from 1981-1990, is based on intersectoral coordination and cooperation and to urge the countries to broaden their programs in accordance with the experience gained during the current Ten-Year Health Plan.
3. To recommend to the Directing Council that it urge each country to develop its national health plans in keeping with this approach.

Annex

*executive committee of  
the directing council*

*working party of  
the regional committee*



PAN AMERICAN  
HEALTH  
ORGANIZATION

WORLD  
HEALTH  
ORGANIZATION



76th Meeting  
Washington, D. C.  
June-July 1976

Provisional Agenda Item 23

CE76/3 (Eng.)  
12 May 1976  
ORIGINAL: ENGLISH

FIRST INTERSECTORAL MEETING ON THE HEALTH OF MAN IN THE AMERICAS

At its XXIII Meeting, the Directing Council, by Resolution VIII, instructed the Bureau to obtain from UNICEF the final report of the Seminar on Integrated Development Programs held by that agency in August 1975 in Quito, Ecuador.

The Council took this decision in the expectation that the above-mentioned document might serve "as a basis for establishing norms and methodologies applicable to multisectoral coordination."

The members of the Executive Committee will find attached a copy of the document entitled "Conclusions and Recommendations of the Seminar on Integrated Development Programs."

This document summarizes the substantive discussions at the Seminar; however, they do not follow the same order as, nor are they collated with, the document that was used as background for the discussions. As a reading of the document shows, it does not meet the expectations of the Directing Council.

Annex

CE76/3 (Eng.)  
ANNEX

**CONCLUSIONS AND RECOMMENDATIONS OF THE SEMINAR  
ON INTEGRATED DEVELOPMENT PROGRAMS**

CONCLUSIONS AND RECOMMENDATIONS OF THE SEMINAR  
ON INTEGRATED DEVELOPMENT PROGRAMS

Contents

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Quito, Ecuador, 25-29 August 1975

**GUIDE TO THE DISCUSSION OF THE FOUR TOPICS**

Regional Seminar on Integrated  
Development Programs. Quito,  
August 25-29, 1975.  
SEM/PROID/019

TOPICS FOR DISCUSSION BY COMMITTEES

TOPIC 1

CONCEPTUAL ASPECTS OF INTEGRATED PROGRAMMING

TIME: 1 three-hour session,  
Monday afternoon, 25 August.

BACKGROUND DOCUMENTS: Preliminary  
Document "Bases for the Formulation,  
Execution and Evaluation of  
Integrated Programs."  
Part I: Chs. I and II.

Points to be considered:

- a) The unified approach and integrated programs as an all-embracing and overall response to consistent regional and local development.
- b) Integrated programs as a means of: promoting community participation; linking rural to urban development; relating large-scale national economic or regional development to the local effort; weighted complementation of economic activities and basic social services.
- c) The formulation and care of new generations in integrated development programs.

TOPIC 2

FORMULATION OF INTEGRATED PROGRAMS

EXPERIENCES AND METHODOLOGICAL GUIDELINES

TIME: 2 three-hour sessions, Tuesday morning and afternoon.

BACKGROUND DOCUMENTS: Preliminary Document 1 "Bases for the Formulation, Execution and Evaluation of Integrated Programs."

Part II: Ch. I, II, III, IV, V.

Part III: Introduction and Ch. I.

Points to be considered:

- a) Criteria and guidelines for the selection of areas to be programmed.
- b) The unified approach of the diagnosis.
- c) The image-objective and the development style.
- d) Determination of objectives and goals.
- e) Projects: Identification and preparation. The project package.
- f) Risks in formulation.



### TOPIC 3

#### EXECUTION AND CONTROL OF INTEGRATED PROGRAMS:

#### EXPERIENCIES AND METHODOLOGICAL GUIDELINES

TIME: 2 three-hour sessions, Wednesday morning and afternoon.

BACKGROUND DOCUMENT: Document "Bases for the Formulation, Execution and Evaluation of Integrated Programs."  
Part II: Ch. VI, and  
Part III: Ch. II.

#### Points to be considered:

- a) Organization of a program: Technical and administrative aspects. Requirements and prevention of risks in organization.
- b) Technico-administrative execution: Dynamics of the program. Requirements and prevention of risks in execution.
- c) Control of results: concepts, organization for control, methodology to be used. Risks in control.
- d) International cooperation in integrated programs (formulation, financing, execution). Requirements and constraints of international cooperation.

## TOPIC 4

### EVALUATION OF INTEGRATED PROGRAMS:

#### EXPERIENCES AND METHODOLOGICAL GUIDELINES

TIME: 1 three-hour session, Monday morning.

BACKGROUND DOCUMENTS: Preliminary Document "Bases for the Formulation, Execution and Evaluation of Integrated Programs."  
Part II: Ch. VII.

#### Points to be considered:

- a) Concepts, importance and basic standards: Types of evaluation and their timing.
- b) General and specific indicators.
- c) Technico-administrative organization for making an evaluation.
- d) Prevention of risks in evaluation.

INPUT OF COMMITTEE 1

TOPIC I

Conceptual Aspects

Conclusions and Suggestions:

There was general agreement on the approach inherent in the proposed conceptual framework. Nevertheless, the need for further details on the following aspects was emphasized:

1. Concept of Development

- i) Concept of regional development and how it differs from integrated programming.
- ii) Concept of integrated program and how it differs from community development programs. It was pointed out that the integrated program is designed to be an instrument for achieving or realizing the objectives of regional development.
- iii) More detailed definition of the concept of development.
- iv) Emphasize the institutional aspects of integrated development. The document does not deal with this aspect in sufficient depth.

2. Concept of Participation

- i) The document does not clearly define the concept of participation. More detailed and thorough treatment is required. What is meant by participation? How is participation achieved?
- ii) Participation must be a condition precedent to planning.
- iii) In dealing with aspects of participation the risks it involves must be emphasized. Participation implies organization and community mobilization for development and this may generate pressures on the system. Accordingly, an effective government decision at the central level is essential.
- iv) Integrated programs must postulate community participation as a basic objective and achieve it.
- v) Participation is a lengthy process that must be taken into account from the outset.

3. Integrated Programs as a Means

- i) Integrated programs must aim at creating links and interdependence between urban and rural areas in order to achieve integral development.
- ii) The space and time aspects of the elements that characterize integrated programs must be defined.
- iii) In dealing with appropriate weighting of economic aspects and basic social services, what is meant by basic social services must be clearly defined.

To what extent do social services entail a subsidy?

4. Integrated Programs and the Education and Care of New Generations

This topic was not discussed in depth because of lack of time. There was general agreement that it was necessary to assign priorities to the problems of childhood and youth in order to generate a sustained and long-term process of development.

Some experiences like that of Colombia and El Salvador were described.

TOPIC II

Formulation of Integrated Programs

Requirements for the Execution of an Integrated Program

1. Requirements are proposed as prerequisites that do not make an integrated program feasible in extremely poor or less developed areas.
2. The requisites for the execution of an integrated program must be revised. They are not requisites but criteria which must be taken into account if a program is to be viable and successful.
3. In selecting the area it is essential to clearly define criteria for the selection and identification of areas within a conceptual framework which defines what is meant by "region," "area," "zone" and their connection with regional development and integrated programming.
4. What is stated on page 42 of the document refers more to criteria for assigning priority to areas than to criteria for selecting them.
5. It was emphasized that the purpose of an integrated program is to give flexibility and dynamism to regional development and that an integrated program reaches to where regional development normally does not arrive.

6. Four prerequisites should be taken into account:
  - i) Level of government at which the political decision to execute an integrated program is taken. This is a basic and necessary condition.
  - ii) Institutional level: there must be a minimum institutional framework in order to implement a program.
  - iii) Level of the beneficiary: to identify its needs, to identify its problems and forms of participation as the receiver of goods and services and the subject of development.
  - iv) Level of mobilization agents, who will make it possible to explain the meaning and scope of a program and to create the mechanisms for community participation in the decision-making process.
7. In selecting an area the most important point is that there should be a sufficient volume of population.
8. A political will to ensure the success of a program is not sufficient. There must be certain basic or minimum conditions for initiating the activities planned.
9. The criteria listed as requisites in Chapter I are valid but their validity changes according to the actual conditions in which they are applied.

#### Design

10. The design is related more with the government policies relating to the area in which the program plans to operate.
11. As regards the design (Chapter II): it is suggested that a practical way of achieving it, an example or specific experience be given.
12. In the chapter on design it should be clearly pointed out that the availability of alternatives depends on whether or not the countries have a structured planning system.

#### Diagnosis

13. Emphasize that the diagnosis must serve as an element for communication with the population. It would be the fulcrum for mobilizing the active participation of the community.
14. The analysis that is the product of the diagnosis should make it possible to formulate alternatives (prognosis).

15. Statistical defects constitute an important obstacle to diagnosis. A reply must be given to the question: What steps should be taken to overcome the problem of the lack of data for the diagnosis?
16. The reliability of the information is an aspect that is necessary to take into account in every diagnosis. This element makes it vulnerable.
17. The document should give guidelines for the selection and use of indicators in the diagnosis. An annex dealing specifically with the use of indicators would be advisable.
18. The structural and functional differences that should be taken into account in the diagnosis should be emphasized.
19. Point out the risks involved in the projections and trends for handling decisions. Alternative solutions are usually based on historical trends or projections which frequently distort reality by projecting errors.

#### Childhood and Youth in Integrated Programs

20. This is a universally accepted aspect. But there is a wide gap between the postulate and the action. There is no methodology for dealing with childhood and youth as a valid planning variable.
21. Define and emphasize the previous activities that must be taken to ensure the success of an integrated program.

#### Image and Objectives

22. The setting of objectives is the responsibility of the policy decision-making authorities.
23. In designing an integrated program the most important thing is to define "where we want to get to" (image-objective).
24. Clearly define the objectives and thus ensure their functionability.
25. Present a conceptual framework for image, objective, policy, development, style.
26. The document should answer the following questions: how can real compatibility of sectoral objectives be achieved in an integrated program? What authority is responsible for making these objectives compatible?
27. An evaluation of the available resources for carrying out a viable and feasible program is basic.

### Project Identification

28. The project identification stage should take into account the participation of the organized community in order to identify its real aspirations and needs.
29. At the project formulation stage, requirements should be considered by level of demand of a project. There should be a basic design in order to differentiate it by source of finance: national funds, international financing or community contributions. At the local level simple and minimal requirements for the design of a specified project should be established.
30. Incorporate information on how to prepare a project (design).
31. The group recommended that in every project special consideration be given to children and young people and that the effects a project may have on new generations be evaluated.
32. The principles embodied in Part III are not meaningful in the context of the document. It is a good contribution as a method of analysis and it is suggested that it appears as an annex to the document.
33. Risks in formulation should be presented in practical, clear and precise terms that can be easily understood by any public.
34. The principles postulated are interesting and useful as form for thought but their validity is questionable.

### TOPIC III

### Execution and Control

#### Execution

1. In speaking of operational levels it would appear that the document proposes to create a bureaucratic structure to handle an integrated program. Rather than speak of levels, reference should be made to functions to be performed at various levels in the public administration. Consequently it is necessary to use terms carefully in order to avoid erroneous interpretations.
2. The basic operational unit may be functionally centralized or decentralized according to the authority responsible for conducting the program.
3. A determining factor of the failure of programs is the lack of training of the personnel responsible for executing activities. The sequence and integration of activities is frequently hindered by a shortage of trained human resources. Therefore, to ensure the success of the program the promotion and technico-administrative training of personnel should be emphasized.



4. The factors limiting the execution of programs that should be emphasized are:

- a) Institutional and sometimes personal jealousies.
- b) Lack of trained personnel.

5. To ensure successful execution and achievement of the goals proposed the capacity of a country to execute integrated programs must be accurately evaluated.

6. The basic operational unit of an integrated program must have leadership capacity. It is responsible for coordination. Its location in an administrative unit that may be a decision-making authority must be clearly identified.

#### International Cooperation

7. At the execution stage international cooperation must be operationally defined.

8. The country must take special care to ensure that international technical and financial cooperation is programmed on a multisectoral basis and is routed through only one channel so that, in the flow of external resources assigned within the framework of an integrated program, those resources converge and are consistent with the proposed objectives.

9. The country must take into account the characteristics of international cooperation, which is considered part of the resources of an integrated program.

10. The real capacity of the countries to absorb the available international cooperation must be clearly and accurately evaluated.

11. The manpower problems faced by integrated programs at the execution stage could be overcome by fostering the incorporation of national experts financed by contributions from international cooperation sources.

#### Control

12. The community is considered to be an excellent censor of control of activities.

13. When establishing control mechanisms, those that must be provided for national commitments and for international commitments must be clearly established.

TOPIC IV

Evaluation

1. Evaluation must be clear and comprehensible.
2. The document should include indicators for the purpose of detecting errors and measuring results and should indicate the channels for collecting data and information and the authorities participating in the evaluation process.
3. A model for preparing an evaluation plan should be included. It would be advisable for the document to give practical guidelines for the design of an evaluation plan and for the use of indicators, at this stage.
4. A clear determination of purposes and objectives is basic to an evaluation designed to measure the results of the program.
5. The document should answer the question: To what level should the evaluation and the evaluator be answerable? Criteria for the appraisal of results should be emphasized and greater emphasis should be given to the social aspects of development.
6. When speaking of the components of the results, the cost/benefit ratio should be taken into account since it makes it possible to offer alternatives to the political decision-making level.
7. The dependency and location of the technico-administrative unit for evaluating the program should be considered.
8. The timing for intervention by the central level in the evaluation process should be stated.

General Aspects (Miscellaneous)

1. The document is a useful contribution for opening the discussion on the subject and exchanging opinions and useful experiences for the countries.
2. Some mechanisms were suggested for making the document functional and applicable in the countries:

Promotion of the content of the document in the countries so that can be used as a conceptual and methodological instrument.

3. The final document should be widely circulated both among people that work in technical activities connected with integrated programs and among administrative officials located at the national and regional decision-making levels.

4. Country seminars be held in order to disseminate the methodology and conceptual approach.
5. The Seminar has been useful in introducing and situating integrated programs on more rational bases. The document provides the countries with an instrument for designing programs and reviewing projects.
6. The exchange of ideas and the presentation of the text for discussion before the final edition makes for the use of the final document in the different countries.
7. The organization and mechanics of the seminar have promoted dialogue and have been an important contribution of UNICEF to the search for methods and instruments for spelling out the approaches of the unified approach.
8. A national seminar should be held in Colombia, which has offered to provide 50% of the cost of holding it, in agreement with UNICEF.

INPUT OF COMMITTEE 2

TOPIC I

Conceptual Aspects

1. An answer to the following question was requested: Why has UNICEF assumed the leadership role in promoting the unified approach to development and to integrated development programs since the agency is a fund and not a technical cooperation agency?
2. Supplement the analysis of the situation in Latin America by emphasizing the imbalances in the share of population groups in the benefits of development.
3. With regard to the unified approach the following doubts were voiced:
  - i) Is it true that the unified approach makes it possible to overcome the limitations of the traditional development approach?
  - ii) Does the unified approach to development ensure the elimination of the pronounced socioeconomic imbalances?
4. As a result of the questions formulated above, the following assertions were made:
  - i) Integrated development demands the removal of the domination of foreign countries and decision-making centers, thereby rescuing the values characteristic of each nation, strengthening national sovereignty, and initiating a liberating process, free from foreign influences.
  - ii) It is fundamental to the application of the integrated approach that the marginal communities be given access to the means of production and that the wealth produced benefits all social groups equally.
  - iii) Integrated development implies structural transformation which must be understood as a process of change in basic economic, social, political and cultural relations.
  - iv) According to the unified approach, man must not be considered only an input of the productive process but also the agent of change and the beneficiary of development.
  - v) The integrated program must give all social groups equal access to economic, political, cultural, and social, and decision-making power. It must strive to eliminate all factors or structures that limit or restrict the possibilities of any social group to be master of its own destiny.
  - vi) The unified approach demands a transfer of power as a total negation of all forms of the concentration of the decision-making power, a handing over of the process to the basic population which must be indoctrinated and organized by the direct action of the integrated program.

vii) A methodology for participation in all phases of the integrated programs should be designed.

5. Since the unified approach implies a development style, the document must deal with the formulation of strategies for achieving this development style.

TOPIC II

Formulation of Integrated Programs

1. Explain the meaning of the concepts used in the document. These definitions should be presented in the form of a glossary annexed to the document. Instances that have given rise to doubt are, for example: sectors, social.

2. Emphasize the role of self-management and of participation in integrated programs.

3. The notion of social reality should be replaced by global reality.

4. As it appears in the document the diagnosis is too broad and too ambitious. Therefore it should be simplified and certain key or critical variables be included. The diagnosis should be presented by topics. Despite the fact that it is complete and carefully dealt with, the diagnosis exceeds the possibilities several countries in the region to use it, for cost and time reasons.

5. The establishment at the field level of social indicators that will substitute for and/or supplement the use of overall indicators is recommended.

6. What is said in the third part of the document about the systematic approach is believed to be contradictory to what is said about the image-objective and development style. (See Annex 1.)

7. The sequential relationship between the setting of goals and the definition of projects is disputable (see page 96, paragraph 153, objection of Mr. Bruno Ferrari Bono).

8. An explanation should be given of the difference between promoters and beneficiaries since with the community participation approach the concepts are synonymous (see page 81, paragraph 121).

9. The term "available funds" on page 102, paragraph 170, should be changed to "necessary funds."
10. Establish clearly the difference or similarity between development style and strategy.
11. Whether it is necessary for the application of an integrated program that the area selected meet all the requirements the document mentions was questioned. It is therefore believed that the integrated program can be applied in any area.
12. An explanation should be given of what is meant by delimitation of area for the application of integrated programs. It is believed advisable to present a typology of areas. (See Annex 2.)
13. It is believed that, for the determination of the area of an integrated program, greater information should be given to the politicians so as to ensure that the selection of the area is not arbitrary. In addition to the political criteria, ecological and cultural criteria should be taken into account.
14. The existence of a hiatus between the formulation and the execution of integrated programs was emphasized. The solution would be the establishment of program bases ensuring legal, administrative, and financial support. These program bases tend to reduce the period of time between formulation and execution. (See Annex 3.)

TOPIC II                    Formulation of Integrated Programs

Annex 1

1.    Systematic Approach and Development Models

i) The image-objective is necessary in order to reach an economic and social system which, within a specified territorial space, functions efficiently for the benefit of the inhabitants of the area and of the country as a whole.

ii) The socioeconomic system at the essential area level consists of four basic elements:

1. Objectives of society as a whole
2. Production
3. Resources
4. Technology

iii) Because a system is involved, any change or alteration in any of these elements affects or changes the others.

The diagnosis of the area shows the system at the present time and therefore constitutes a model that has operated well or badly for a specified period of time.

iv) If the system has operated badly, the constituent elements and their interrelations must be analyzed in order to determine the major bottlenecks that have hampered its operation.

v) If we take into account the fact that the system is part of another system, namely the regional system and that the regional system is part of the national system, the changes or modifications in this area system cannot prejudice the larger systems.

vi) Therefore the real model of the area system will be consistent with the larger systems. In other words, for its execution the model must correspond to the allocation of resources and the needs and aspirations of the population of the area.



vii) The real model must in turn aim at an ideal model and therefore, within the known limitations, there may be alternative models from among which that model that represents for the moment the best development opportunity may be chosen.

viii) Thus for example a model may aim at a higher technical level of production while another may emphasize an increase in productivity. Both will alter the other elements, but since both aim at what should exist, they represent a benefit for all the inhabitants of the area. Their implementation represents two development strategies or styles.

TOPIC II

Formulation of Integrated Programs

Annex 2

1. Delimitation and Sizing of Areas

- i) The area is the basic territorial unit of development within a regional and national context that includes it.
- ii) The area represents a division of the territory that is smaller than the region but greater than the local neighboring units. They may be called subregions, provinces, departments, etc., depending on the name each country wishes to give them.
- iii) A region is composed of areas that may be urban, rural, desert, fishing areas, etc.
- iv) To identify and delimit the areas, four main criteria should be used:
  - a) Territorial unity: a continuous, geographical territorial space delimited by natural elements such as mountains, seas, etc. or territorial spaces in which a natural element gives them a vertebrate structure, as is the case of water basins, valleys, etc.
  - b) Homogeneity or complementarity of the parts. The elements or parts of an area must be homogeneous and/or complementary, i.e., the productive resources, population, culture, ecology, climate, etc., should have a certain homogeneity and/or complementarity which shapes a sufficient and efficient socioeconomic unit differentiated from the other adjacent areas.
  - c) Size of the area: the area should be sufficiently large to constitute an economic and administrative unit. It should not be so large as to entail its early division into two or more areas or so small as to have to be annexed to another area.
  - d) Administrative limits: as the basic territorial unit of development within a regional and national context, the area must as far as possible coincide with some administrative-political division in order to make use of the existing infrastructure. However, it should be borne in mind that these limits and the administrative infrastructure can also be changed for the benefit of development.

TOPIC II: Formulation of Integrated Programs

Annex 3

1. Specific Recommendations

i) The document presented points out that, in the development of integrated programs, there are four well defined program stages: Formulation, Execution, Control and Evaluation. They constitute the specific activities by the agency or organization in charge of the program.

ii) However, consideration should also be given to an additional stage which, coming between Formulation and Execution, provides the link between them. On page 112, Chapter VI, it is called "Organization."

iii) In fact to organize the program would be an initial phase of "Execution." Furthermore, the additional stage mentioned is not exclusively that of the executing agency but rather of the highest governmental decision-making level. Hence it should be considered separately.

iv) The formulation of the political decision through appropriate legal and administrative instruments (decrees, decisions, laws), the assignment of operational budgetary funds, and the definition of management, coordination, execution, control and evaluation agencies constitute what might be called "Establishment of the Program."

v) Once the program is officially established, its execution should then be commenced by organizing and structuring the management, coordination, execution, control and evaluation mechanisms. Organization would be the first phase of execution and the initiation of activities the second.

TOPIC III

Execution and Control

1. The treatment of the idea of participation in the topic "Execution and Control" is weak. Therefore the procedures and mechanisms for participation of the population in the execution and control of integrated programs should be spelled out.
2. Establish mechanisms and methods of coordination between: macro- and micro-planning, intersectoral projects, programming and execution, the actors and the acted on, within the administrative structure of the program.
3. For the efficient and effective operation of the integrated program it is essential for the agency responsible for the execution of the program to have legal instruments conferring the necessary authority, political support, and independence in administration and management of resources to achieve sectoral coordination from the outset.
4. Paragraph 217, page 119, should be included in page 15 of the document, since it deals with conceptual aspects and requirements for integrated development.
5. Doubt was expressed about the feasibility of the institutional structure proposed by the document in paragraph 244, page 131, for the control process. A search should be made for a simpler structure and a methodology that is more responsive and more consistent with the implementation possibilities of the countries.
6. An operational manual should be prepared to facilitate the organization, administration, execution, control and evaluation of integrated programs.
7. Mention was made of the problem of possible conflicts between the political decision of the government and the need of the persons in charge of the program to modify it.
8. Mention was made of the fact that experience has shown that the major bottleneck of the best projects is the poor operation of the administration.
9. In view of the existence of large-scale projects, the question of their relationship with integrated program was posed as follows:
  - i) are they independent of the large-scale projects?
  - ii) are they supplementary to the large-scale projects?
  - iii) are they catalytic agents of large-scale projects?

10. The wording of paragraph 221, page 122, in which there is a contradiction between the annual plan and the establishment of medium-term goals, should be revised.
11. With reference to paragraph 234, page 127, a fourth level should be added; namely, a level of financial control by sources of financing.
12. Doubt was expressed whether there should be a separation between the control agency and the planning system.
13. Indicators for the formulation, control, and evaluation of the programs should be prepared, using the work of other agencies--ECLA, ILPES, etc.
14. The following are criteria for the role of international agencies and financial institutions:
  - i) to promote, generate, induce ideas, activities, projects and programs;
  - ii) to adapt themselves to the requirements and needs of the countries as regards programs to be developed;
  - iii) to contribute to the technological training of the population at its basic levels by making technical assistance more democratic;
  - iv) to avoid duplication of activities which mean poor utilization of resources;
  - v) to make maximum use of the technical capacity of the nation;
  - vi) to strengthen valid initiatives and experiences of the country;
  - vii) technical assistance and international cooperation should continue until the projects are firmly established;
  - viii) the need for international agencies to reach full agreement about the achievement of common objectives was emphasized; and
  - ix) the international agencies should consider the three partners in the execution of an integrated program to be: Organized Population, State, International Agency.

TOPIC IV

Evaluation

1. An imbalance is noted between the short treatment of the subject in the document and the depth with which the other topics are treated. The topic of evaluation should be expanded and further developed.
2. It is recommended that, as integrated programs advance, information on the results of their evaluation, as well as their special characteristics, should be distributed.
3. The participation of the population in evaluation of programs should be on an organized basis. For that purpose continuing information and training of the population is required.
4. Exchange of experiences should be promoted through visits to programs under way in the different countries.
5. It was agreed to commend the authors of the document and UNICEF for the opportunity to examine the methodology of integrated programs and to have a fruitful exchange of experiences.

General Aspects (Miscellaneous)

1. A specialized bibliography on planning, programming and formulation of projects in general and on integrated programs in particular should be prepared.
2. This document should be translated into French and into English.
3. The dialogue initiated at this Seminar should be continued and permanent communication with the participants and an exchange of documents and reports referring to the topics studied should be established.
4. Symposia, seminars and courses on integrated programs should be organized at the national and local levels, priority being given to the managerial staff of the program.

INPUT OF COMMITTEE 3

TOPIC I

Conceptual Aspects

Introduction

1. It was pointed out that the introductory part of the document would, of course, have to be modified in accordance with the changes introduced into the final version.
2. With respect to the first paragraph, the question was raised whether it could be said that the process of development of the Latin American countries had been "erratic."
3. It was decided that in actual fact that process had in most cases been clearly defined and implied socioeconomic systems in each country that were responsible for the uneven distribution of benefits both between the different social strata and between the different regions of the same country.
4. Paragraphs 2 and 3 of the Introduction implicitly rejected the concepts mentioned in it ("dependency," "imperialism," etc.). Furthermore, it would be preferable to point out the contributions and the limitations or defects of these and other concepts of well known importance to the topic.

General Points

5. It was too simplistic to state that the traditional approach to development and the efforts of the governments had not had the expected results unless the reasons for this failure were also stated. It was therefore necessary to deepen the analysis of the reasons for economic growth with social progress.
6. Specifically it was emphasized that the uneven distribution of benefits between the different regions was in part due to the failure of the infrastructure and to the tendency to concentrate all types of resources in urban centers. Furthermore inequality of income in the populations was due to social stratification and the lack of mass participation in decision-making.
7. One of the weaknesses of many United Nations documents was that they used terms that were not defined and they left many things unsaid because they were considered to be implicit. For example, in paragraph 19 of this chapter participation is stated to be the communication of the desires formulated by the mass strata to the government. In reality the unified approach does not mean that, but the effective participation of the population in the formulation of development objectives plans and in their execution. Although the term is not normally used, this means that those strata must have the necessary power to insist upon their participation and to ensure the satisfaction of their needs.



8. The discrepancy between the problems of development identified in the document and sectoral activities was also pointed out. On the one hand, a change in the administrative system was necessary to permit the application of a rigorously unified approach; and on the other, the government social sectors had not even achieved the social goals they had set themselves. Better results should be expected even within a sectoral sub-organization coordinated at the level of groups of ministries.

9. On the same subject it was pointed out that the governments were not organized in terms of problems that had to be faced but in terms of services. On many occasions, sectoral plans had been formulated by social and economically privileged groups, with limited benefits for the population at large. It certainly cannot be said that the formulation of a national plan by the mere juxtaposition of sectoral plans prepared independently of one another is integral planning.

10. It was also recognized that to introduce changes into the government system it was necessary to change the basic physiomy of the national system. The style of development that predominates in Latin America had led to the appearance of a group that monopolized economic and social power and produced governments that contributed to the concentration of wealth. Therefore real mass participation should be a priority for the solution of the problem and not only a desirable result. It was also pointed out that the document did not say that man should be both the object and subject of development; it would be advisable for the document to have a more humanistic tone.

11. A discussion took place on the measures necessary to implement the necessary structural changes. Some participants proposed that the existing governments were political expressions of the same power structures it was intended to change. Consequently, it was desirable for the document to mention the need for present and future governments to enlarge their power base and include the low-income strata, through the formulation and implementation of programs that really benefited those sectors.

12. Other opinions were expressed in the sense that the role of international agencies should be limited to indicating the structural problems to be solved and to providing technical advice for solving them but that the search for viable ways of bringing about these changes should be the exclusive responsibility of the Government.

13. It was also suggested that the most realistic possibilities that could be expected from international agencies for ensuring that these ideas were put into practice was that national planners should be aware of these structural problems and include them among the goals identified in national development plans.

14. There was a danger that the concepts of the unified approach might be used solely by the governments as abstract retorical arguments in statements of good intentions without embodying them in concrete programs. The same danger exists in the case of international cooperation agencies which, after making categorical pronouncements in favor of the structural changes needed to ensure the achievement of the social goals expressed, agreed to participate, at the insistence of the governments, in projects which in most cases are palliatives or mere half measures that do not attack the fundamental causes of the problems and usually often entail an expenditure of resources and efforts that do not produce a great impact.

15. Just as international cooperation agencies should not participate in a project that would contribute to the concentration of wealth in a few hands, they should also not agree to take part in projects which did not mean real progress in the sense of the unified approach.

16. According to another opinion, the duty of international agencies should primarily be to formulate technical advice for solving the problems identified by the governments within the framework of the plans prepared by them and of the goals they intended to achieve.

17. The participants agreed that Chapter II did not adequately reflect its title "Integrated Programming and New Generations." It repeated some of the abstract concepts of Chapter I without dealing in detail with the problem of programming.

- i) It was suggested that this matter really refers to the role to be played by the new generations within development, in general theoretical terms and could form part of Chapter I.
- ii) It was also suggested that parts D and F of Chapter I should be expanded into a second chapter that would analyze in depth the concepts of integrated programming. Later the specific subject of childhood and youth could be dealt with in integrated programming.

18. It was pointed out that what was required was the preparation of a methodology that would make it possible to translate the unified approach into a concrete plan, both at the regional and at the national level. Hopefully the first experiences of programs in regional "foci" would be adapted for application in other regions in the country. It would be of no use for programming to be "unified" unless it obtained fundamental results which, in any case, would have to be specified.

19. One of the serious problems of childhood not mentioned in Chapter II was child labor, even though it is prohibited by the labor legislation of the countries. This disagreeable fact must be faced and measures for remedying it must be proposed.

- i) Detailed information about it is lacking and, moreover, it is rather difficult to establish rules for child labor without accepting it implicitly.
- ii) Furthermore, this problem should be viewed in the context of the family agricultural labor problem, in relation, for example, to school absenteeism during planting and especially harvesting periods.

20. The specific problem of the design and execution of child care programs should be dealt with in this or another chapter. The needs of these programs should give rise to demands for statistical information expressed in useful terms for the diagnosis of the complex problems.

21. In order to analyze the problems of school achievement, it would be necessary to have the fullest possible information about the nutritional status of the children and the structure and the economic status of their families. Only when the programmers required it would the indicators needed for an appropriate diagnosis be included in the statistical forms.

#### Other Considerations and Suggestions

22. It was deemed important to explain what an integrated program consisted of. It was pointed out that at the theoretical level the integrated nature of a program derives from the integrated nature of the problems it is intended to solve.

23. It was suggested that if the concept of integrated system was taken as a starting point, it would perhaps be easier to define the concept of integrated program.

- i) An integrated system is one in which the interaction of all its components generates new qualities different from those of its components; in other words, where the new whole that is created by interaction is something more than and distinct from the sum of its parts; it gives rise to a new organization with its own dynamic structure whose initial characteristics depend on the characteristics of its components but which changes over time because of the interaction between the components of the system. The integrated system also has external relations, some of which are necessary for its survival and development while other are only concomitant.
- ii) Within any integrated system two types of basic relationships develop: coordination and subordination. The first refers to the reciprocal dependency created between the components, not mechanically but dialectically, and the second to the special place and the unequal significance of each part within the whole.

iii) Integrated systems are regulated through two inherent processes: direction and information. The direction process is that which makes it possible to stabilize the system, to maintain its qualitative determination and its dynamic equilibrium with the environment, to ensure the improvement of the system, and to achieve the various useful effects anticipated. Direction relies on the information process, which enables its different components to keep in contact with one another, with the whole, and with the environment.

24. The basic components of the integrated programs are the sectors. Every integrated program must have objectives and interrelated actions and achieve results that are also interrelated.

- i) At the planning level, policies, strategies and implementation procedures must be integrated.
- ii) At the organization level, resources and participating organizations must be ranked. Who is responsible for the project must be clearly determined in every integrated program.

25. Specific Comments

- i) Line 9, paragraph 1: the first two lines should be linked by the phrase "such as" dependency on foreign countries, etc.
- ii) The same chapter: development models mentioned were not designed but arose from reality or were developed under the pressure of historical circumstances of the moment at which they were produced.
- iii) Paragraph 11: another factor that contributed to the rural exodus was the lack of social services outside the urban centers. It was also emphasized that the excessive concentration of the population in the large urban centers, which in most cases was the result of the rural exodus, gave rise to serious social and economic problems such as occur, for example, in the slums and shantytowns.
- iv) Page 15: it was necessary to revise the elements of integrated programs. For example in point (i) the use of the term "global" is ambiguous. In point (ii) the features of the integrated programs are limited to the regional level, when these principles are equally applicable at the national level. A more thorough description of these principles in which the importance of mass participation is clearly explained is required.

TOPIC II

Formulation of Integrated Programs

Requirements for the Implementation of an Integrated Program. Selection of the Area

1. The discussion began with the proposition that any government that requires an area to have so many requirements to carry out an integrated program does not need the assistance of UNICEF.

- i) Also, since it was stated in the first chapter that not everything that had been done in social development is good, it is incomprehensible that there should be areas with such good infrastructure conditions. The conclusion to be drawn is that the contribution of the type of previous development was not so bad.
- ii) Furthermore, the requirements for selecting the area were very general statements that did not establish limits. At least minimum limits should be fixed.
- iii) It is important to note that structures cannot remain idle while awaiting the arrival of an integrated project.

2. In support of these points of view it was reaffirmed that only the large cities could be the recipients of unified projects if the conditions the document established for the selection of the area were adhered to.

As against that, we should decide that integrated projects be used to solve problems in rural areas. In the same way international agencies should give technical assistance to these backward areas.

3. It was emphasized that the rural areas should receive most of the integrated programs, since the urban areas were better able to absorb development projects. Thus, UNICEF was urged to include the rural areas in integral development and to do the same with the urban shantytowns.

4. In addition, it was proposed that the criteria for determining an area in which a unified project is to be developed are not the criteria proposed but rather criteria relating to social development needs. In this regard it was emphasized that one important criterion is that one area is more backward than the others, which is confirmed by the growth of our regions, some of which are more developed than others.

5. Against these proposals it was argued that the document was not wrong in proposing such conditions for selection; since integrated programs are a new approach, an experiment should be made in areas that would ensure success, which would be those with the greatest possibilities. It was also said that the section entitled "Support of the Authorities" should be further developed.

- i) It was also stated in support of this position that integrated programs should not be limited to backward areas. Since funds are in short supply, to allocate them to backward areas is to bear a social cost; this is not an acceptable alternative in view of the possibility of using them in areas that could give immediate results.
- ii) If any event the funds can be distributed in such a way that some go to backward areas and others to areas that are relatively less backward.
- iii) It was emphasized that the backward areas should be a matter of concern to UNICEF and, in support of this point of view, it was pointed out that the key was for integrated problems to be matched by integrated programs. Accordingly, integrated programs should be carried out where existing needs were greater.
- iv) Furthermore, it was suggested that UNICEF should not limit itself to attempting to solve the problems of youth and childhood. In addition it was emphasized that problems needed to be located before an attempt to define them was made.

6. Efforts should be made to integrate work of the other institutions that make up the United Nations. For this purpose a model might be prepared to integrate the work which today is being done in watertight compartments.

7. From another standpoint, the principle of homogeneity was criticized. It was pointed out that the principle of heterogeneity appeared to prevail, since backward regions that differed geographically, economically and socially characterized our countries.

8. That the selection could be made by carrying out in a region preliminary activities that could integrate it into the dynamics of national development was rejected. That is contradictory, since one of the functions of integrated programs is to ensure integration into the mainstream of development and to promote development from within outwards.

9. It was also pointed out that the technical ideal implied, in determining the area, the existence of an overall development strategy for the entire socioeconomic system. It also implied a breakdown of this strategy into sectors and regions.

- i) The regional strategy should then define regional and local capabilities in terms of potential economic resources and the need for balanced development, both economic and social.

- ii) Methodologies such as key cities (instead of poles of development) and rural-urban integration could also be used. These last mentioned methodologies should be taken into account in order to strengthen the identification of areas and feasibility of integrated programs.

10. With respect to the design of integrated projects mention was made of the need (which is not contained in the document) for the definition of a series of requirements; "how to execute them" and "why execute them" and not so much "in order to execute them."

- i) The work would be made easier if a chapter dealing with this need was included.
- ii) In this regard the recommendations in the document for the design are all economic and have nothing to do with social problems. The lack of social mobility, poverty, unemployment, etc., is not taken into account.

11. An inconsistency between the ideas involved in the concept of participation as defined in the first part and the meaning given to it in the second part was pointed out.

- i) For example, it is suggested that, in some situations, certain aspects of the project to be handled by the government sector could be reserved and not mentioned if they were related to national defense. However, it is emphasized that participation must not be based solely on the fact that it is an instrument but also that it is the very essence of the integrated program.
- ii) In contradiction to this position, a case was quoted of a project on the border between two countries which was the basis for that recommendation.
- iii) It could also be seen that the document does not believe in participation. This may be seen by reading the statements and criteria expressed in Part II concerning the representation of the community, the action of the government, and the planners.
- iv) Therefore it was necessary to define clearly what is meant by participation and to align Part I with Part II. This would make for a more homogeneous document.
- v) However, different views were expressed. It was suggested that although there was agreement on the need for participation, the communities do not always have the capacity to decide. In addition, it should be borne in mind that some states do not desire this type of participation.

vi) In this part it was emphasized that the approach was economic, since the concepts expressed only slightly touched on or did not touch on the social component of these projects. No emphasis was given to the participation of the community or communities; there were sharp contradictions between paragraphs as well as inconsistencies with what is stated in Part I. For example, in paragraph 2 it was stated that "participation of the communities may be advisory and they may serve as sources of information for the analysis and as coparticipants in the establishment of the conclusions and problems." Here the concept of participation as defined earlier is minimized.

vii) The document assumes that the national planners will act as mediators between the people and the authorities. This is harmful to good participation of national planners in integrated programming.

12. It was pointed out that the document should not be normative in character and, in this regard, the topics treated in Chapter IV, Part II, were emphasized.

If because of its international and impartial character as regards economic systems UNICEF places itself in a weak position by not mentioning ideas that could affect certain interests, it would be preferable for it not to deal expressly with the subject.

However, differences of opinion about this position were expressed since it was pointed out that the responsibility of UNICEF required it to assist any system or political regime and, of course, to adapt itself to the conditions that these established for activities aimed at youth, children and the family.

#### Identification of Projects in Integrated Programs

13. It was pointed out that the proposed plan is aimed at the formulation and preparation of industrial projects, while we are attempting to deal with integrated programs that are much more complex.

i) If the objective is to benefit the communities, the indices given are insufficient and it was understood that others that would better reflect the social situation should be sought.

ii) The outline at the end of the chapter that attempts to relate the identification of integrated programs with children does not appear to achieve its purpose.



14. Furthermore, attention was drawn to the use in the document of incomplete summaries of specified techniques demonstrated as valid and known by all. It was indicated that it was better not to give summaries but to refer to specified sources where the subjects are dealt with in sufficient detail.

15. It was also pointed out that it would be useful for the document to distinguish between economic performance and social effectiveness, on the understanding that social projects have not been treated as pure economic projects.

16. The statement in paragraph 170 was discussed and the conclusion reached was that this paragraph was not a condition for carrying out a project and that in this regard the resources needed must be found and these resources are never too great.

These paragraphs emphasize the division into sectors, which per se denies the principle of integration.

17. Continuing with the indications about whether economic or social programs exist or whether development is economic or social in the total sense, the use of the term "general" will tend to separate social projects from economic projects.

There are economic-intensive projects but they may always be defined by their social effect. Therefore the use of social criteria for evaluation was suggested.

18. With respect to Part III, it was suggested that the introduction was valid, since it is true that certain projects have failed because they have not defined their terms. It was pointed out that the document does not sufficiently clarify the concept of participation.

- i) But it was also understood, with reference to paragraph 6 of Part III, that the principal problem did not lie in the risk of making terms sacred but of not being able to define them concretely and it was argued that the meaning of the term "participation" was very well known.
- ii) It was noted that this Part became highly abstract when it attempted to establish a methodology for the prevention of risks. It would be more practicable and it would appear more logical if this Part were eliminated and replaced by a chapter giving a summary presentation of experience gained in the execution of each one of the integrated development programs in operation in Latin America and the Caribbean as well as of programs already completed.
- iii) The general aspects of these experiences should be looked at and discussed and compared with the terms and concepts defined in the chapters of the document.

It was also pointed out that the document frequently uses the word "integrated" in order to give an idea of complete, when the more correct term would be "comprehensive," i.e., including everything.

19. The following is a summary of the considerations and suggestions:
- i) In this part of the document a clearly economist approach is to be noted.
  - ii) There is a lack of clarity about the concept of participation. Mention is made of the participation of agencies but none of the participation of the community.
  - iii) There is confusion between the institution and adoption of a project and its execution.
  - iv) The outline of the plan of operations presented is simply a plan of operations for any type of enterprise, and not specifically for an integrated program.
  - v) Very little relationship is established between investment and its effect on the population.
  - vi) Excessive importance is given to the plan of expenditure as a programming instrument. This only makes sense if project programming is involved.
  - vii) No mention is made of certain control techniques that are very useful, for example PERT, which determines a critical path, and program budgeting. The usefulness of the PERT method in the Nicaraguan program was mentioned.
  - viii) The difference between control and evaluation is not clear. It would appear that control is simply ongoing evaluation.
  - ix) The establishment of separate evaluation units is not believed to be advisable. It would be better just to develop instruments for evaluation within the programming units.
  - x) It was also pointed out that planning at the central level, with agreement solely at a high level, gives rise to problems of jurisdiction by the leadership in the program and, on occasions, to the predominance of a single sector, and thus destroys the integrated character of the program.

- xi) It was suggested that an independent governing body be set up in which the sectors would be represented in accordance with the need for problems to be solved and in order to prevent inter-sectoral conflicts.
- xii) Mention was made of the need for a close relationship between planning, execution and evaluation.

TOPIC III

Execution

Frequent Problems in Integrated Programs Under Way. Considerations and Suggestions

1. The problems that most frequently occur in this type of program were summarized as follows:

- i) There are difficulties in achieving multisectoral coordination during the planning and execution phase.
- ii) The constitution and installation of multisectoral and multi-institutional structures is difficult and complicated.
- iii) There is uneven participation of the different sectors because the financial, human and material resources available to them differ and their degree of interest in these programs likewise differs.
- iv) There is a lack of sufficient information and communication systems.
- v) Budgetary difficulties frequently occur in the administration and accounting of financial resources, especially when there are no program budgets.
- vi) There is frequently a tendency toward independent sectoral work, since programs and resources are assigned sectorally.
- vii) Objectives, practices, and policies are insufficiently coordinated.
- viii) Sometimes attention is not given to such aspects of production as marketing, income distribution, nutrition, etc.
- ix) In some cases, insufficient attention is given to community education to transform it into a dynamic unit for change, nor is its participation fostered.

- x) Despite the existence of a health service infrastructure, systematic efforts are not being made to promote health education.
- xi) Despite initial orientation aimed at stimulating the intrinsic potential of the population to increase its level of living, this orientation is not maintained for a reasonable period.
- xii) Even in programs in which the problem of lack of coordination has been overcome, there has been great difficulty in the adequate application of multisectoral efforts to achieve the objectives.
- xiii) Coordination of the initial planning has been weak, since this depends on sectors accustomed to independent sectoral action.
- xiv) Some of the programs have reached the point where they are a mere juxtaposition of independent efforts.
- xv) The predominance of one sector over the others has been due in some cases to the different political leverage they have.
- xvi) Because some programs lack full-time personnel, the executors participate simultaneously in the integrated program and in the activities of their own sector, always to the detriment of participation in the integrated program.
- xvii) Sometimes the highest levels of the sectoral organizations do not assign priority to integrated activities over traditional activities, and the allocation of resources for this type of program is limited.
- xviii) On occasions, the preparation of the integrated plan of operations demands an excessive amount of time and is virtually meaningless or out of date by the time it is approved.
- xix) In some cases the need to motivate local personnel about the importance of integrated activities has not been sufficiently emphasized.
- xx) In specific cases, the location of the program has been determined by political interests and not by the possibilities of promoting real development.
- xxi) Frequently the program is formulated in terms of one-directional sectoral projects, thus impairing the principle of harmonious development.

- xxii) In some cases, responsibility for the direction of the program and the specific responsibilities of each sector have not been clearly defined.
- xxiii) In some cases, coordination at the local level has not been clearly defined and this has been planned solely at the central level.
- xxiv) Frequently, the action plan also originated at the central level, without the participation of the local level or of the community, with the result that activities at the local level are not coordinated and lack a realistic basis.
- xxv) There has been community participation solely in the form of information and communication, but not in terms of access and control.
- xxvi) Evaluations have been few and far between and usually have been carried out solely in the final phase or over long periods of time, which do not make it possible to use the evaluation as feedback for changing the initial program and consequently adjusting the objectives initially established.

2. The following observations and suggestions were made about international technical cooperation:

- i) There is a lack of coordination of international agencies and sometimes they are an obstacle because of their rivalries.
- ii) The countries themselves did not clearly understand the character of international agencies, which are nothing more, in particular cases, than the member countries forming them.
- iii) International agencies have acquired an economic and political power that enables them to impose conditions on the countries. This situation should be avoided.
- iv) An excessive international bureaucracy has come into being to the point where the paperwork required to obtain the financing of a project or program requires an expert to prepare it, and the value of the projects and programs is lost sight of.
- v) Although increased use has been made of experts as authorities in their field of competence, their task should primarily be that of coordinating efforts.
- vi) The international agencies continue to work within the framework of sectoral plans.

- vii) There is duplication of efforts between the agencies of the United Nations, the Organization of American States, bilateral cooperation agencies, and private agencies. Rather similar agencies have been developed among them, and this has produced a duplication of efforts and loss of resources and interference, both for those agencies and for the countries.
- viii) International agencies could cooperate by not withdrawing their experts from integrated programs until they are duly strengthened.
- ix) The countries do not have sufficient knowledge of the cooperation international agencies can provide.
- x) Often the countries are only interested in technical cooperation to obtain funds and not in the programs themselves.
- xi) Sometimes, despite the fact that they recognize failures in programs, international agencies continue financial aid in order not to spoil their good relations with the governments and not to create unemployment for the experts. On other occasions, money assigned to programs whose putting into effect is delayed for long periods is kept inactive when it should be transferred to solve serious problems affecting the same countries.
- xii) On some occasions, experts do not train national personnel because they do not want to lose their jobs and simply use national personnel as data collectors.
- xiii) Experts are repeatedly sent without the countries' being able to choose them or to review the curricula vitae of the proposed experts.
- xiv) The fact that international experts remain in a country for long periods without refresher courses turns them into experts who apply theories and methods that are sometimes anachronistic.
- xv) The possibility of replacing international experts by the high-level national technicians that now exist in most of the countries should be studied.
- xvi) It would be advisable for UNICEF to hold a seminar on integrated programs with representatives of international organizations. Also it should, in some cases, play the role of catalyst in obtaining technical assistance from the United Nations specialized agencies, as it is already doing in specific programs.

TOPIC IV

Evaluation

Considerations and Suggestions

1. This chapter is a good summary of the theoretical approach of evaluation and can be applied to any type of program and project but is extremely dense.

- i) The theoretical approach of the model presented has an economic orientation. It consists of an evaluation of services but not of the quantitative sociological change such as mentioned in paragraph 262 on pages 139 and 140 of the document.
- ii) The document does not clearly indicate how evaluation is to be made.

2. It would be advisable to differentiate between continuing evaluation, which implies, per se, feedback for the program, constantly modifying it, and general evaluation, which would be aimed at measuring the accomplishment of objectives and targets in a specified period. The document could include some alternative models of evaluation.

3. One of the positive facts emphasized was the linkage established in this chapter between programming and evaluation by pointing out that evaluation is only possible when there is good programming and that evaluation contributes directly to reprogramming.

4. The chapter on evaluation should have a more practical and less theoretical approach.

5. If so much importance is given to evaluation, the organization and administration of integrated programs should be given equal stress, since evaluation is only one of these elements.

6. The difficulty in finding social indicators does not justify avoidance of the problem. Some types of indicators, such as infant mortality, maternal morbidity and mortality, and school dropout rates, as well as some of the indicators commonly used for this purpose, were enumerated.

- i) The document and this chapter do not deal with "measurements of changes of behavior and of attitudes," which is essential for ascertaining participation and modifying the activities and objectives of the programs.
- ii) The possible use of CAP surveys to measure changes in behavior, attitudes, and knowledge was also mentioned.
- iii) The sub-item "measurement of indicators" requires further treatment in a separate chapter.

7. This chapter was found to be incomplete, in that it does not deal with participation of the population as an important aspect of evaluation.

8. Mention was made of the difficulty in carrying out evaluations of integrated programs when the process of planning and programming is centralized and informal and the persons executing the program and the community do not participate in it. In these circumstances, the plan is totally cut off from the reality of the program at the local level and an evaluation which shelves the initial plan and first systematizes the locally integrated activities is necessary.

### General Aspects (Miscellaneous)

#### The Document Entitled "Bases" Must be Rearranged if it is to Fulfill the Objectives set Forth by UNICEF in Committee 3

##### 1. Introduction

This introduction must be clear and give a full explanation of the purpose of the document. It must include a discussion of childhood, youth and the family in development, and an explanation of the approach to total society chosen by UNICEF and of integrated planning.

##### 2. First Part

Chapter I. It must include Sections "A," "B," "C" and "D" of the present document.

Chapter II. This chapter must set forth the basic postulates and the general lines for developing an integrated programming model (instead of Section "E" of Chapter I).

Chapter III. This chapter must develop the topic of "the components that would determine the need for an integrated program" (instead of the present Chapter II "Integrated Programming and the New Generations").

##### 3. Second Part

Chapter I. This chapter should "identify the basic problems that call for integrated action programming and establish the criteria for ranking them."

Chapter II. This chapter should identify "the integrated programs required to solve the problems described as requiring integrated action for their solution."



4. In general, the present chapters I, II, III, IV, V, VI and VII of this Part, as developed, are not in line with the proposal made in Part I, which bases all development efforts on the "unified approach for development," as has been stated and proposed by the countries themselves, both in the United Nations and in its regional commissions.

- i) Part II has nothing to do with the aim set forth in Part I, which continues a brilliant exploration of this new field.
- ii) Part II is similar to the patterns of development already rejected by the field staff of development projects that emphasize social areas.
- iii) In addition, planning and administration techniques have been highly developed in recent years, and there is no need to create new ones for project formulation and administration. These methods should be applied to the problems that have been identified and need to be comprehensively attacked.

5. Third Part

The topic dealt with in chapters I and II of this Part is highly theoretical and is based on experiences in other regions. This is inconsistent with the fact that the experiences of various integrated programs in the Region of the Americas are available.

- i) These experiences are described for the purpose of identifying the problems and failures arising in these integrated programs in the Americas, ranking them and setting priorities for them, and then developing topics that cover them in depth, including attempted solutions and their results.
- ii) This would complement the practical approach, i.e., the actual risks faced in an integrated development program, with emphasis on local and known aspects.

**INPUT OF COMMITTEE 4**

TOPIC I

Conceptual Aspects

Conclusions and Suggestions

1. Development should be defined in the introduction to the document. Different points of view on this concept may be presented.
2. Planning should not appear to be unconnected with the ideological and theoretical discussion about development. Every development model implies a specific ideological and theoretical posture.
3. Traditional planning should be described in greater detail, and the models adopted in response to the situation prevailing at the time should be mentioned.
4. The social influences in planning should be stated explicitly and planning experiences in the Region should be described.
5. Historical experience shows that development has been concentrated in specific areas. What should be postulated is a model which, recognizing this historical fact, establishes the mechanisms for distributing the benefits of development.
6. Some concepts connected with development, such as social justice, community participation, community development and the like, should be accurately described. The documents on International Strategy, and the Evaluations of Quito and Chaguaranañas should be used.
7. Define in some detail what is understood by integrated programs, differentiating them from regional planning and community development.
8. Two basic components of integrated programs should be: sectoral coordination and overall consideration of economic, social, cultural and political aspects.
9. An integrated program includes activities that are formulated expressly and activities that arise spontaneously from the motivation of the community. Both must be part of the planning task.
10. One of the characteristics of integrated programs is that, although they are aimed at the whole community, the groups to which attention must be preferably given must be spelled out.
11. Another characteristic of the program is maximum use of existing resources, both human and natural.

12. When reference is made to community development, the public and private agencies active in the program area should be taken into consideration.

13. Since the mother-child binomium is an important part of the population, its needs must be given priority in integrated programs.

## TOPIC II

### Formulation of Integrated Programs

1. Integrated programming in depressed areas is apparently excluded in the document. The requirements suggested must be considered a stage within the integrated program. In the final analysis, to choose or not to choose a depressed area is a political decision of the government.

2. Integrated programs may be directed both at depressed areas and at those that have a demonstrated economic potential.

3. A greater effort should be made to present criteria for judging the feasibility of an integrated program and more concrete guidelines. This is linked to the definition of what an integrated program is.

4. Self-sustained development for the area in which the program is to be carried out is postulated. This concept is valid for the national level; on the other hand, for the area, development closely linked to national development would have to be postulated.

5. In the part dealing with design, several criteria are enumerated; they should be expanded, made more concrete, and illustrated by some experiences in the region.

6. Political support is important for the success of the program. Thus, support must be enlisted by showing effective achievements for the benefit of the population of the area.

7. Before an integrated program is formulated, the concepts to be used by the technical team responsible for the formulation should be precisely defined.

8. The design methods proposed should be explained more closely and supplemented by illustrative diagrams.

9. Conflicts may arise between political decisions at the national level and local interests. Efforts must be made to reduce these conflicts and in some cases an exception may be necessary in favor of the area.

10. In an integrated program, the participation of the population is essential. However, there are levels in the design stage of the program at which the responsibility is basically that of public agencies, i.e., the determination of resources and the terms of reference of the application.
11. Apparently appropriate emphasis is not given in the document to quantification. The necessary quantification and its relation to the control and evaluation of the integrated program should be precisely defined.
12. The section dealing with administrative aspects of the diagnosis should be expanded. In this regard, the social aspects of the area should be emphasized.
13. A precondition for an integrated program is the availability of human resources to formulate it. The type of human resources required and the means for obtaining them should be defined in the document.
14. Diagnosis is the basis for the formulation of activities; accordingly, it must be a complete work. It must be borne in mind that the diagnosis is not merely a technocratic exercise but reflects a theoretical posture and a conceptualization of development.
15. The interrelationship between the functions performed in the area (production, consumption, capital formation, distribution, etc.) should be emphasized when the diagnosis is made.
16. The diagnosis must take into account the past and present situation, and a projection of conditions in the area.
17. What is meant by image-objective must be defined more precisely and in more intelligible terms in the document, so that everybody understands it clearly and has the same understanding of it.
18. Define more accurately and establish the relationship between the image-objective and concepts such as development model, development style, and real development style.
19. The relationship of the image-objective to the diagnosis and the objectives, goals and activities must be defined more precisely. In addition, the difference from the prognosis made in the diagnosis must be clear.
20. The image-objective is intimately connected with a theoretical conception of development, expresses a determination to change, and is a long-term conception.

21. The image-objective must be translated into long-, medium- and short-term objectives.
22. Some multisectoral objectives would apparently be omitted from the typology presented.
23. There are different levels of objectives, some of which are general and therefore intangible. These must be translated into more specific objectives that are tangible in nature and can be translated into activities. Diagrams should be used to illustrate the sequence of objectives.
24. There should be compatibility between the objectives and the projects formulated. If the projects do not derive from the objectives, a distortion of what it is intended to achieve may be produced. In this regard, the inventory of projects must contain a rating of them.
25. The identification of the projects must be integrated and horizontal, but the administrative and budgetary responsibility must be sectoral.
26. Projects must be permanently and continuously identified during the execution of the integrated program in which community participation must play an important part.
27. Project evaluation should be included among the tasks to be carried out by the team responsible for the formulation of the integrated program.
28. The following risks to be prevented should be included:
  - i) Political support, which is translated into commitments which are then complied with, should be obtained. For that purpose, it is necessary to secure the human, financial, physical and institutional resources for fulfilling the commitments.
  - ii) Participation of the population should not remain a matter of words but must be activated and coordinated.
  - iii) The arrangement of needs in an order of priority is frequently based on political, not technical, criteria.
  - iv) The different sectors that have responsibilities in the area of the integrated program must compete in order to increase their influence and power. This competition generates frequent imbalances in the conduct of activities. However, competition may be aimed at greater efficiency.

- v) Expectations are frequently awakened but not satisfied, and this results in frustration, which limits the participation of the population. However, expectations can generate pressures that will ensure the implementation of what is planned.
- vi) The optimum results of some activities may result in failures or generate problems. For example, a bumper crop of some agricultural product can result in a fall of prices. The same applies to an increase in school enrollment, which may lead to unemployment and the emigration of the better elements.
- vii) Frequently funds are hastily advanced and lead to the execution of projects that are not necessarily in line with the objectives of the integrated program and may even be counter-productive. Perhaps it would be advisable to include as an annex the UNICEF document on the preparation of a plan of operations.

TOPIC III

Execution and Control

1. Some experiences with integrated programs, based on information from the technicians who conduct them, should be included.
2. The concepts and methods indicated in the volume "Bases for the Formulation and Evaluation of Integrated Programs" should be illustrated by pertinent experiences of the programs.
3. A comparative analysis should be made of the following aspects of integrated programs: methods of formulation, forms of coordination, conduct of the programs and international cooperation.
4. The document should give more precise information about forms of organization for executing programs, bearing in mind the prevailing types of national administration.
5. The prerequisites for the execution of the program, such as politico-administrative power, financing, etc., should be indicated.
6. Explain the concept of decentralization used and indicate ways of making it operative.
7. Explain the different levels of coordination that should be taken into account in the integrated program. Levels: national, regional and local. Indicate the fundamental points on which that coordination should be focused.

8. Some control mechanisms that can be included in integrated programs should be indicated.
9. Control must be administrative, financial, and technical. Emphasize the technical level of control.
10. The critical paths of continuing control at the necessary times should be made explicit in an integrated program. Provision should be made for the human and financial resources for control.
11. Control must be developed at all levels: local, regional, national and international.
12. The following are risks to be prevented in control:
  - a) Avoid duplication of resources;
  - b) Take into account the national control systems;
  - c) Many officials adopt political postures to the detriment of technical postures.
13. Emphasize the need for the community to participate in the control of the program and indicate the modes of that participation.
14. Indicate some mechanisms for facilitating the flow of national and international resources to the integrated program.
15. Among control mechanisms, consideration should be given to autonomous entities (development corporations, etc.).
16. Include in the document mechanisms that will guarantee appropriate coordination of the international agencies participating in the program.
17. Emphasize the need to request national counterparts in order to promote the training of national personnel.
18. International cooperation must be tailored to the real needs of the program and endeavor to use local resources.
19. The requirements of experts must be precisely defined, and they should be nationals, if possible. These should respect the administrative structure of the program.



TOPIC IV

Evaluation

1. The chapter on evaluation should refer more specifically to integrated programs.
2. Continuing evaluation appears to be more compatible with integrated programs. However, it should be combined with periodic evaluations.
3. Little experience is available in the evaluation of integrated programs; it would therefore be advisable to deal with this subject more thoroughly in separate documents.
4. The evaluation of the integrated program must take into account quantitative, qualitative, structural and descriptive aspects.
5. The evaluation system proposed must be simple and aimed at the most important aspects of the program. If more details are required in the evaluation, a sample including some zones of the program area should be prepared.
6. Specify the relationships between control and evaluation.
7. Different levels should be included in the evaluation: local, regional, national and international.
8. Evaluation based on appraisals of the community can reflect a negative situation at the local level. In actual fact, the activity can be positive from the national standpoint.
9. The difficulty in evaluating the qualitative aspects of the program can be reduced to the extent that the objectives are not postulated in very general terms.
10. Very subjective appraisals may be made when evaluating qualitative aspects.
11. Resistance to the evaluation of the program by the persons responsible for executing it may occur. Methods of preventing this type of risk should be explained.
12. A recommendation should be made to the effect that local personnel should be trained to evaluate programs.
13. Qualitative indicators of the evaluation are very difficult to define precisely, but some criteria for them should be given.
14. The results of the projects do not always coincide in time so that it is necessary to take these time-lags into account in evaluating the program. This is more frequent in programs that postulate structural changes in the area.

General Aspects (Miscellaneous)

1. The final document should be more concise and should not enter into details of programming. If further details are necessary, they could be included in annexes that would deal in detail with specific topics. A general summary and a bibliographical guide should be included.

2. The seminar could have been even more successful if it had included a visit to the field or some experiences in integrated programs had been presented.

3. A greater interchange between the different committees would have been desirable, as would have been the participation in each one of them of all the international agencies directly involved in integrated programs.

4. A seminar of this kind is very useful since it affords an opportunity for a frank exchange of ideas between participants representing governments and international agencies. One point that should be emphasized is that no attempt was made to "sell" fixed ideas; all ideas were critically examined.

**OBSERVATIONS AND SUGGESTIONS OF THE RAPPORTEUR**

Report of the General Rapporteur

Second Part

Observations and Suggestions of the Rapporteur

1. The Human Task of UNICEF

In the book it is hardly mentioned. It is almost completely overshadowed by the logical and methodological study of planning and programming. Only incidentally is reference made to the need for increased equality, improvement of the level of living of the disadvantaged sectors (3), social equity as a basis of moral equilibrium (13), the promotion of the social objectives (14), priority care and training of children and youth (17, 25), the indispensable participation of children and youth (18), the 43 per cent of the population under 15 years of age in Latin America and the Caribbean (19), the limited possibility of children and young persons to enjoy healthy recreation and leisure (23), the specific and private nature of the problems of early childhood and youth (26), the desirability for measures and activities for children to form part of an integral program of national development (26), the certainty that solutions for solving the problems of children will only be lasting if the causes that give rise to them are eliminated (27), or the declaration that the problems of children must be given priority (28), and that the specific needs and problems of new generations must be dealt with (29).

Here and there mention is made of the family: it is important to protect the child in society and in the home. It is necessary to train parents to play their specific role. Not only must mothers be protected; they must also be taught to play their role (30).

Only once is the purpose of UNICEF explicitly stated: All programs in favor of childhood are aimed at ensuring the physical, intellectual, moral and social development of children. Children must enjoy

- the universal human rights of children
- special protection
- a name and a nationality
- social security
- education
- treatment and care when they are sick
- love and understanding
- free recreation
- protection when national disasters occur and against neglect, cruelty, exploitation and all forms of discrimination (31,32).

The rest are corollaries of integrated programming: it must be borne in mind that a program is being made for persons (46) and the phenomena or problems must be explained in the context of social dynamics (51). The diagnosis must be historical in order to establish the basic elements and relations that explain the structure of the social order (62). Human communication is determined by the types of social and labor organization, social groups, grass roots organizations, educational levels, cultural integration and unity, language, value system, existence or non existence of racial and social discrimination, relations between different generations, relations within families, and the customs and special features prevailing in an area (67). Cultural creativity is largely determined by the historical background of an area and its identity as a community; other influential factors are the level of education of the population, the ability of the area to retain professional and intellectual workers, the degree of human communication achieved, the communications infrastructure, the development of democracy and freedom, policies aimed at promoting intellectual and craft work, and the existence of centers of cultural activity (68).

And now a very brief account of the suggestions: childhood, youth and the family as a field of specific analysis of the diagnosis of an integrated program; consideration of the phenomena and problems that specifically affect childhood, youth and the family. This field must be a subject of concern in any national and regional development plan or program whose fundamental purpose is human well-being (71).

The situation of children and young people must be established in the light of their needs and problems according to different age groups and their location in the social order of the area. Thus, for example, there are needs and problems specific to the prenatal stage, during the first year of life, in the preschool years, school years, adolescence and youth. The priority of the needs relating to health, education and recreation change according to the age and are different for adolescents and for young men or young women. Older children, adolescents and young people have needs and problems specific to their integration into society.

The problems and needs affecting children and young people in the rural areas are different from those in the urban areas, as are those of a child of a farmer, worker, land owner, industrial or professional family. An analysis based on social structures and functions makes it possible to establish these substantive differences and thus to prepare specific programs and projects for children and youth (72).

From the standpoint of the family, other aspects of importance in childhood and youth must be taken into account. For example, the cultural habits and value systems within families. The transmission of the basic values of society, the preference for adults to the detriment of children, discriminations that favor boys over girls, the capacity of the father and the mother to contribute to the formation of new generations.

Special consideration must be given to the status of women when the diagnosis is made for an integrated program (73).

A woman has usually been considered in terms of her function as a mother. This role is clearly fundamental and, to fully perform it, society must give her sustained support. But in an integrated program, the treatment must be extended to wider fields, since all members of the family must be incorporated into development tasks, and this implies participation both in the responsibility and in the results of social work (74).

And a final suggestion: social objectives may be identified as the active integration of woman, child and youth welfare, forms of participation of grassroots groups, improvement of health, sanitation, and other indicators (173).

I have transcribed, perhaps omitting intentionally a few sentences in the book, everything the first volume "Bases for the Formulation, Execution and Evaluation of Programs" (preliminary version) contains about the family, youth and childhood, which are the *raison d'être* of UNICEF. It is very little to be sure, in a volume of 197 pages.

But I have not transcribed it in order to criticize, which is not my function, but to indicate that in the final version what I have transcribed can serve as a guide and become the subject of a larger volume. Some very valuable subjects that are almost ignored could be the subject of large volumes, for example the training of parents to accomplish their specific role, or the fact that a mother should not only be protected but also trained to perform her role.

It would be enough for UNICEF to want to do it, and this initial approximation could easily become something like the "learn-to-be" of cooperation, which is national and international co-existence: a first volume on UNICEF, its philosophy, its policy, its programs; a second volume on the role of UNICEF in development with some examples by countries; a third volume on integral planning and unified programming; and a fourth volume with annexes containing definitions, prototypes and examples, standards and forms, something like a *Vade Mecum* of the programmer and the project manager. It would certainly be worthwhile for UNICEF to want to do that.

Likewise, I could pick out everything the book contains about political behavior, in general and in relation to the countries--a task as easy as it is pleasing. In the process, it would be discovered that the policy of UNICEF is the policies of the countries and that the independence UNICEF enjoys as a financial and non-technical fund has not yet led it into the temptation of provoking national sovereignty. It would really be extremely pleasing to confirm that the political behavior of UNICEF is defined by respect for governments and their decisions.

The General Rapporteur cannot and must not, however, make emotional declarations, but the text submitted to him for study will show that what he has said is true.

The function of the Rapporteur is to report. The reports of the four committees were so full and concise that it only remains for the General Rapporteur to emphasize common themes, or themes preferred by reason of their intrinsic value, which are repeated by the reports and suggestions made in the first part of the general meeting, in the morning session. I will list at random some of the most important:

- a. participation of the community: in the preparation of the plan, in the formulation of the program, in decision-making, in the execution of projects, in evaluation, and in control. One might say, before delivery, during delivery, and after delivery;
- b. training of the personnel responsible for the projects or involved in them;
- c. extensive information as a means of enlisting participation and training during execution;
- d. continued evaluation as formative evaluation;
- e. maximum clarification of social content;
- f. experimental character as the mode of the activities: neither dogmatisms nor prejudice nor prescientific improvisations for demagogic interests;
- g. decentralization: of decisions, resource management, administrative management, objectives;
- h. cooperation: of international agencies, among themselves and with the countries, of the sectors, of the planning organs with executive organs, of the participants among themselves, of all with the community, and especially with the disadvantaged half of the population; those who do not think because nobody taught them to think; those who are more vulnerable because of their ignorance; those who are biologically weak because they are children; and those who are only about to be born;
- i. dynamization of the elements and of the resources. Force unchained with future boldness;
- j. elimination of national and international bureaucracy and, with it, of egotism, apathy, indolence, physical and mental laziness;
- k. truthfulness to the nth degree as technical behavior and historical determination; be less formal with mental schemes for projecting trends and bold in political decisions;

- l. childhood and youth as priorities; health and well-being as a condition and prerequisite for social development;
- m. the backward areas interest UNICEF;
- n. integrate the work of institutions that make up the United Nations;
- ñ. define clearly; speak clearly; work clearly;
- o. field experiences; respect and consideration for the special characteristics and the vocation of the locality; suppress development projects from above and forget about them;
- p. one voice as opposed to equal voices. Let everybody have the same understanding of things and speak the same language: the technician, the politician and the man in the street. Stop speaking in riddles that prevent us from understanding one another and use everyday words instead of Sibylline language;
- q. never create false hopes; to do so is to deceive one's fellow man;
- r. communicate with others: spirit, state of mind, information and knowledge;
- s. common and practical sense as opposed to unfounded lucubrations; stop listening to ourselves so that we can listen to other people;
- t. understand that another person's opinion is just as valuable if it agrees with yours as if it is opposed to it; in an extreme case, formulate the differences and maintain them; neither opinions nor men nor countries are all the same;
- u. do not impoverish the idea or the language;
- v. effectiveness; visible results in the shortest possible time; the effectiveness of success moves wills and ensures participation; what interests the community are results;
- x. decision; a political decision is more effective than a plan; as in the tragedies of Aeschylus, knowledge is much less powerful than need;
- y. evaluation, again, but as a process of self-evaluation;
- z. unified approach; integrated programs; integrated development; joint planning; the whole as theme and autonomy as mode; strength and greater patience; humanity is not to be changed by the first five-year plan.



I have concluded the alphabet of my conclusions and suggestions. I have not yet said something wonderful I learned in the seminar:

Never fill your mouth with empty words. Coordination, for example: "I coordinate, but not because they put me to coordinating. A coordinator coordinates because he has the money, because he has the political power, and because he knows what has to be done. No one should put himself to coordinating unless he has the power." Not even the General Rapporteur.

Nor have I said that I hope to meet you again at the UNICEF-COLOMBIA Seminar on integrated development.