

**THE IMPACT OF THE POLICIES DIRECTED TO THE YERBA MATE SAN PEDRO,  
MISIONES, ARGENTINE REPUBLIC, MICROPRODUCERS, DEPENDS ON THE  
PERTIENENCE AND EFFICIENCY OF THE PROGRAMS**

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**SUMMARY**

The objective of this paper is to present a general vision on the impact of the policies, in the San Pedro Misiones Micro-producing Yerba Mate entrepreneurs sector, starting off from a quanti-qualitative evaluation of: the Socio-agropecuarian Programs, allotted to them.

The quantitative analysis focus concludes with the calculation of the relevancy and effectiveness indexes<sup>1</sup> of the programs, and the qualitative focus, supplements it with the analysis on the design, management, evaluation and control of said programs.

The results reached show that in spite of the existence of policies designed for them and the creation of the INYM<sup>2</sup> -2002, the producers continue with an inadequate management in their productive units, with scarce management of human resources, of technological development and limited channels, be it in communication as in commercialization.

The aforementioned problematic, reflects the low impact, on this population, generated by the Plans and Social and Agricultural Programs dedicated to them.

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1 For the calculation of these indexes, one took into account the Program Evaluation Methodology, carried out by SIEMPRO (Information, Monitoring and Evaluation of Welfare Programs belonging to the Presidency's Social Policies National Council System)

2 Yerba Mate's National Institute. (*ilex paraguayensis*)

**KEY WORDS:** Yerba Mate Micro-producers, Critical Factors, Pertinence, Efficiency, Impact, Policies.

## INTRODUCTION

San Pedro is a department in the northeast of the Province of Misiones, Argentina, the river Pepirí Guazú defines the frontier with Brazil, 65% of the population is rural, with the highest index of males in the Province (115%); it kept up a high population growth according the IPEC<sup>3</sup> data: in 1980, 1991, 2001 and 2003 with 12,631, 18,069, 23,671 and 26,320 inhabitants in this order. It is Misiones' most unprotected department; in some aspects it shows a critical situation with the most unfavorable conditions in relationship to the other departments of the Province. For a better dimension of the reality, it is enough to compare the indicators:

### Social indicators

Comparison indicators	% of inhabitants without medical welfare attention and / or a health plan, be it private or mutual		Number of inhabitants per bed **	Number of inhabitants per doctor **	Percentage of illiterates		% of school lay-offs **	% of inhabitants which do not have services **		Non-satisfied Basic necessities **
	1991	2001			1991	2001		**drinking water	** sewage system	
San Pedro	70 *(2)	76 *(1)	908.8	3199.1	18.2 *(1)	13.9 *(1)	73.1 *(1)	84.2 *(2)	99.7 *(5)	56.5 *(1)
Capital	40.1	51	406.6	289.4	3.8	2.9	39.8	53.1	79.6	24.2

Chart N° 1: Own Elaboration data based on 1991-2001 IPEC.

Ref.: Social Indicators, location of San Pedro Versus Posadas.

\* \* 1991 data has been taken, as there was nothing available for 2001.

\* (i) Most unfavorable order number, of this indicator, in relation to the other departments of the Province.

\* In the education area, as in primary level lay offs, it is the first, with the highest illiteracy of the whole Province.

\* The NBI<sup>4</sup> 56.5%, of San Pedro is the highest of the Province of Misiones contrasting with that of the Capital of 24.2%.

With regard to services:

Only two departments of the Province whose inhabitants are under worse conditions than San Pedro, as to drinking water and five, if connection to the sewage system is analyzed.

88.8% of the population has deficient or precarious housings and more than 50% of these do not have electricity.

### **Producers of the Province of Misiones**

The yerba mate sector of the Province of Misiones is made up of a great percentage of small producers, 82% produces 48% of the total of tons of yerba mate green leaves, this group does not have more than 10 hectares of cultivation; 17% of the producers produce 42% of the total, it cultivates between 10 and 100 hectares and the 1% of the producers produce 10% of the total, they are the large producers with between 100 and 500 hectares.

The distances to the primary product storing centers and mills, concentrated in the central and southern area, places at a disadvantage the small producers of the northern area, those that feel a greater economy load when having to transport their products.

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4 Non-satisfied Basic necessities

## Different stages in the yerba mate policy

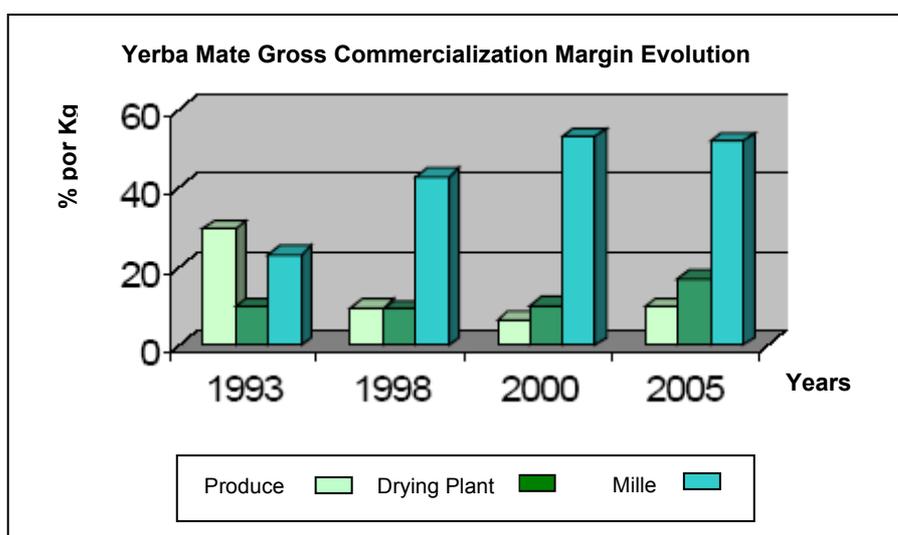
1935-1991 (Nat. law N° 12.236/35)	1991-2002 Decree N° 2284/91	2002 - 2006 (Nat. Law N° 25,564/02)
Strong presence of the State Regulated Market CRYM <sup>5</sup>	Absence of the State Deregulated Market Freedom of offer and demand	Small incidence of the State in the INYM's actions. price control

Chart N°2: Own elaboration based on state sources data.

## Yerba Mate Gross Commercialization Margin Evolution

Until 1991 the fixed income per kilogram of green leaf, was assured; in the period 1993-2005, as one observes in Chart N° 1, the fall of the prices takes place in the first link of the production chain: of 29.8% of the total of the elaborated product, that was perceived by the primary producer in 1993 it passed to perceive 6.6% in 2000; while the milling sector spends from 23.1% to 53% in the same period; the drying plants maintained, almost without variation, the commercialization gross margin. In 2005, they do not register great changes in comparison with the values of 2000, in spite of the creation of the INYM (2002).

Chart N° 1:



Source: Own elaboration Yerba Mate Millers' Chamber Production Area INYM and Province of Misiones' Ministry of Agriculture and Production.

<sup>5</sup> CRYM: Yerba Mate Regulating Commission

The low negotiation capacity of yerba mate green leaves, limits the producer, even in 2005 he perceives only 22% of what he perceived in 1993 while the milling sector, benefits with an increase of 129.40% during the same period.

The disparity in the forces of the different sectors that intervene in the yerba mate production chain, justifies the impossibility of sustaining negotiations for the prices of the primary product.

The INYM<sup>6</sup>, is born in order to: "impel, foment and strengthen the development of the production, elaboration, industrialization, commercialization and consumption of the Yerba Mate and those derived from its different consumption modalities. The institute seeks to contribute to facilitate the actions tending to improve competitiveness of the productive and industrial sector". With the approval of the yerba mate law, in 2002, it is proposed to agree biannually among the different INYM participant sectors, the price of the raw material, art. 10 foresees fines due to non-fulfillment.

The primary producers sustain that even in 2005 they continue perceiving not more than 10% of the price of the elaborated final product and the prices convened biannually are not respected. For them, this is an INYM's pending matter.

### **Methodological Development**

To carry out the evaluation of the reach and result of the State Policies in the San Pedro Misiones Yerba Mate Micro-producing Sector, an integrated or multimodal focus as been adopted: quanti-qualitative, with data coming from primary and secondary sources.

In the Population's data report being studied, one worked with surveys structured by simple random method and interviews open to referring sectors.

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6 Law 25,564 sanctioned and promulgated 2002, 1<sup>st</sup> Art.. The Yerba Mate'e National Institute (INYM) is created as a public rights entity non state within the whole Argentine Territory

The population in study "San Pedro Misiones Yerba Mate Micro-producing Sector" there are one thousand two hundred seventeen producers with small property characteristics<sup>7</sup> classified in strata 1 and 2 of the INTA<sup>8</sup> classification.

The analysis unit: Yerba Mate Micro-producers within the family context and their corresponding productive unit, not larger to twenty-five hectares and dedicate at the maximum to ten hectares for the cultivation of yerba mate.

One worked with the population's representative sample, since due to feasibility and time problems, it was impossible to interview all the members of the analysis universe. The saturation of the sample was achieved with seventy analysis units, because the group being analyzed, is very homogeneous.

To achieve the proposed objectives the following stages were done:

- Summary of primary and secondary information.
- Identification and quantification of the critical factors, starting off from the information gathered.
- Systematization of information from the different institutions to establish the repertoire programs of the last five year, which has as population objective, said San Pedro Misiones Yerba Mate Micro-producers.
- Requirement of information from the producers<sup>9</sup> on i-essimal program adhesion and if for its benefit their participation in it, is good, bad or more or less.
- Calculation of the indicators, for that the formulas<sup>10</sup> are applied, based on the crossing of the programs and the critical factors.
- Qualitative evaluation, based on the analysis of: Design, Management and Evaluation and Control of the programs.

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7 Mini producer: they directly work within or outside the exploitation, they are paid salaries using transitory incomes.

8 Agropecuarian Technology National Institute.

10 The formulas are explicated in the .note calculus of the indicators

## Identification and Quantification of the Critical Factors

The complexity due to the heap of data, hinders the obtaining of outstanding conclusions on the object population's real situation, if a synthesis is not carried out that allows somehow to visualize, in summarized but clear and complete form, the diagnosed scenario. The aforementioned synthesis allows having a diagnosis of the San Pedro Misiones Yerba Mate Micro-producing Sector, but it also concludes with the identification and quantification of the Critical Factors, key, for the appropriate construction of the indicators.

In this research the Critical Factors, are so much Micro-producers' weaknesses and threats offered by the environment; causes that affect them negatively. If this population does not transform the weaknesses into strengths and does not manage to face the threats or to transform them into opportunities, they will not be able to consent to the development and economic growth; nevertheless, they do not perceive them as such and in consequence they do not look for the way to revert them.

The identification of the critical factors was carried out on the base of analysis of primary<sup>11</sup> and secondary<sup>12</sup> sources and the quantification was determined with the contribution of the Posadas<sup>13</sup> Open air Market.

The following chart presents the ranking of the Critical Factors, averages of the pesos obtained pesos as results of the valuation assigned to each one of them:

### Average weigh of the Critical Factors

<b>1 – PRODUCTION AREA</b>	<b>WEIGHT F.C.</b>	<b>3 – SOCIAL AREA</b>	<b>WEIGHT F.C.</b>
F1 - Absence of technology adapted to the production	2.70	F20 - cultural Devaluation	2.10
F2 - Diversification without planning	2.30	F21-early incorporation to the work	2.75
F3 - Absence of practice Of cultivation consociation	2.00	F22 – Long distance of the U.P. to the schools	2.60

11 Surveys carried out on the San Pedro Misiones, Micro-producers and interviews carried out on interested parties of the sector.

12 Documents belonging to: Ministry of Agronomy and Production. INTA, IFAI, INYM, Yerba Mate Chamber of Yerba Mate Producers and others.

13 The determination of the weight factors was requested to the Posadas' Open Air Market; the same ones who filled in a form, where they assigned a weight 1; 2 or 3 to each critical factor, if to their criteria, the negative incidence of same, is low, medium or high within the San Pedro Misiones, Yerba Mate Micro-producers.

F4 - Absence of cultivation rotation practice	2.40	F23 - school leave offs	2.15
F5 - inadequate use of plague control chemicals in the production -	1.90	F24 Lack of access to books or bibliographies	2.30
F6 - Low quality. quantity and continuity in product.	2.50	F25 – Lack of media and information	2.60
<b>2 –Management Area</b>	2.20	F26 - Difficulties with the Spanish language	2.10
F7 - Lack of storage capacity	2.40	F27 - Lack of connection to the electric power	1.90
F8 – Lack of association to market	2.20	F28 – Lack of connection to the drinking water network	2.15
F9 – There is lack of added value to the production	2.50	F29 – Lack of connection to the sewage network	2.10
F10 – Low negotiation capacity	2.30	F30-Weak construction infrastructures in	2.15
F11 – Long distances to drying plant.	2.25	F31-difficulties to acquire 1st necessity prod.	2.05
F12-scarce absorption of their productions in the environment.	2.15	F32 - Shortage of production of food with a high content in albumins in the UP	1.90
F13 - Scarce participation in open air markets	1.45	F33 - Nonexistence of means for cold chains	2.25
F14- Lack of registration of business transactions	2.20	F34 – Lack in food elaboration training	2.70
F15 - Offer of inadequate credits	2.15	F35 - Shortage of time to elaborate daily foods	2.55
F16 - Low possibilities to obtain credits	2.35	F36 - Number of available doctors	2.30
F17 - Absence of information for Micro-enterprises	2.85	F37 - N° of producers that have social welfare	2.45
F18 - Idleness of resources (soil, machines)	2.40	F38 - Capacity of mobility when there is an emergency	2.30
F19 - inadequate Use of the family manpower	2.30		

Chart N°3 - Own elaboration. on the basis of diagnosis and the contribution of Open Air Market

### **Exploratory Study of the Programs**

An exploratory study of the thirty socio-agricultural programs was carried out, of the last 5 years, whose Benefited Population is the group of San Pedro Misiones Yerba Mate Micro-producers, managed and/or negotiated by State, National and/or Provincial

entities. According to the explicit objectives they were related to the critical factors to be reverted, according to the area: Production, Management or Social:

### Base of Programs dedicated to the Population object of the Study

P1 - Program for Assistance to the Production of Yerba Mate in Misiones	P16 - Families Program for Social Inclusion
P2 - Development project for Small Agropecuarian producers (PROINDER)	P17 - National Program of Students' Scholarships (PNBE) 1998 and it continues
P3 - Agricultural Social Program (PSA)	P18 – Education. Social Educational Plan - Rural EGB3 (Proj. 7)
P4 - Program: Northeast Argentinean Rural development (PRODERNEA)	P19 - National Program of Alimentary Emergency - (PEA)
P5-program: Sustainable development of Rural Small producers of the Province of Misiones.	P20 - Participative Fund Of Social Investment - FOPAR -
P6 - Technological Support For Productive Diversification and Re-conversion - Misiones	P21 - Integrated Project Pro-vegetable garden for Food self-production
P7 - Rural Change - Federal Producers Re-conversion Program. Small Medium Agro-pecuarian enterprises	P22 - REMEDIAR Program - Health Primary Attention
P8 - Small property-unit of Coordination Research and Extension for the Mini-property Producers.	P23 - National Program of Maternal, Juvenile and child Health
P9 - Regional Program of Social Enterprises (REDES <sup>14</sup> )	P24 - National Immunizations Program
P10 - Family and Community Vegetable gardens	P25 - National Program of Control of Vectors
P11 - Provincial Programs Dedicated to the population in poverty-	P26 - National Fiscal Lands Commission - Program Arraigo
P12 - Provincial Programs Dedicated to the population in poverty Citrus Phitosanitary Control	P27 -. Social development Program – Frontier Areas of Northwest and Northeast Argentina with NBI (PROSOFA)
P13 - Provincial Programs Dedicated to The Population in Poverty. - Self-consumption	P28 - Program for Provision of Drinking water, Social Welfare and Basic Clean Ups (PROPASA)
P14 - Provincial Agricultural Services	Program of Housing Improvement and

<sup>14</sup> Networks are carried out between the different Province and National Institutions.

Program -PROSAP P29 -.	Basic Infrastructure
P15 - Plan for Unemployed Male or Female Home Heads	P30 - Program of Clean Ups for areas which lack these services (PROSAC)

Chart N°4 - Own Elaboration, based on information given by SIEMPRO, INTA, IFAI Ministries: Education, Social Welfare, Health, Agriculture and Production

2 - The chart presents the crossing of the Socio-agropecuarian Programs<sup>15</sup>, according to the explicit objectives and the critical factors that they are dedicated to attack; it shows the number of programs dedicated to revert each critical factor.

### NUMBER OF PROGRAMS FOR EACH CRITICAL FACTOR

Critical Factors	N° of Programs	Critical Factors	N° of Programs
F1	5	F20	1
F2	4	F21	0
F3	2	F22	1
F4	0	F23	2
F5	2	F24	0
F6	2	F25	0
F7	1	F26	0
F8	2	F27	1
F9	2	F28	0
F10	0	F29	1
F11	1	F30	2
F12	3	F31	0
F13	0	F32	1
F14	0	F33	1
F15	0	F34	0
F16	1	F35	0
F17	1	F36	0
F18	0	F37	2
F19	0	F38	0

Chart N° 5 - Source: Registration of programs and the critical Factors detected in this research

### CALCULATION OF THE INDICATORS

The evaluation includes the perspective of the beneficiaries, with information related to aspects of:

- The adaptation of the program to the population's necessities.

<sup>15</sup> The programs explicit which are its objectives, and it was determined how many programs existed to revert each critical factor

- The value that the beneficiaries of social and/or agricultural programs assign to the benefits of the program.
- The effects that the program has on the life conditions of the beneficiaries.
- Levels of the participation of the beneficiaries in the program.
- The achievement of the results proposed in the program.
- The main problems, priorities and demands identified from the perception of the beneficiaries.

Relevancy and effectiveness of the Social Agropecuarian Policies is determined, those that are negotiated for San Pedro Misiones Yerba Mate Micro-producing Sector San Pedro's Misiones Micro-producing, starting off from:

$IP$  is the relevancy index of the programs,  $IE$  is the effectiveness index of the programs whose existence Field is given:  $0 \leq IP \leq 1$      $0 \leq IE \leq 1$

The relevancy is verified through the adaptation from the program to the population's real necessities. In this sense the social-agropecuarian policies, for which programs are administered, express in their objectives what critical factors they intend to revert.

To evaluate the relevancy, it identified the group of programs that has this group of producers as "Objective Population" and it is related with the critical factors, pondered in accordance with their seriousness.

The seriousness determined the weight of the critical factor and it was defined by higher or lower incidence in the analysis dimension.

An ideal or theoretical model "Z" was defined:  $Z = X + \bar{X}$  (Expression "1") is the maximum relevancy value.

Where "X" is the real space, generated by:  $X = \sum_{i=1}^n FC_i \cdot N^oP$  (Expression "2")

FC: is the weight of the sub critical factor "i" and  $N^oP$  is the number of existent programs, dedicated to revert this critical factor. There are "n" critical factors that are

attacked by programs dedicated to diminish their effects or in the best of cases to revert them.

The real space in this work is:  $X = 87,15$  value given when applying the expression "2."

The complement of "X", does not belong to the real space and contains those "k"

critical factors that present program absence. It is generated by:  $\bar{X} = \sum_{i=1}^x FC_i \cdot 1$

(Expression "3"), the sum of the weight of the sub critical factor - "i" for at least one program which should exist to revert it.

The result of applying the expression "3" is  $\bar{X} = 48,2 \Rightarrow Z = 87,15 + 48,2$   
 $\Rightarrow Z = 126,35$

The relevancy index is  $IP = \frac{X}{Z} \Rightarrow IP = \frac{\sum_{i=1}^n FC_i \cdot N^oP}{Z}$  (Expression "4"),

When applying the Expression "4"  $IP = \frac{87,5}{126,35} \Rightarrow IP = 0,7$ , one obtained that, given the defined existence field by values between "0" and "1"; the result is high for the range definition, it indicates that the explicit objectives of the programs, are in agreement to the necessities of the producers with a 70%. In other words there exists a 70 % in the relevancy.

The effectiveness of the programs is determined with the level of convergence of San Pedro Misiones Yerba Mate Micro-producing, to the program being developed and their degree of satisfaction.

The convergence degree was determined by the percentage of producers adhered to the program due to the Satisfaction degree, if for its benefit its participation in the program was: B =1; R = 0,5 and M = 0

The ideal or theoretical pattern proposes a maximum of effectiveness given by the convergence of at least 50% of the producers adhered to each one of the programs

administrated for this sector, with a good degree of satisfaction", this is:

$$\sum_{I=1}^n 50\%Pr_i \cdot GS \text{ (expression "5"), being "Pr}_i\text{" the i-essimal programs that varies from}$$

"1 to n". "n" number of programs that in the last five years.

Applying the expression "5", a maximum of effectiveness of 1,500, was obtained that represents 50% of producers adhered to each one of the 30 programs existent for them, with a degree of satisfaction "good" whose category responds to value "1."

The existence field, is given by the percentage of producers adhered to each

$$\text{program by } \sum_{i=1}^J ad Pr_i \cdot GS \text{ (expression "6"), being "ad Pr}_i\text{" adhesion to the i-essimal}$$

program that varies of "1 to j."

### Percentage of producers adhered to the I-essimal Program by Degree of Satisfaction

% ad Pri	% satisf reg (weight =0.5 )	% good satisf
% ad Pr1	0.00	7.14
% ad Pr2	1.43	21.43
% ad Pr	0.00	30.00
% ad Pr4	0.00	2.86
% ad Pr5	0.00	1.43
% ad Pr6	1.43	4.29
% ad Pr9	0.00	2.86
% ad Pr10	0.00	7.14
% ad Pr13	0.00	1.43
% ad Pr15	0.00	1.43
% ad Pr17	0.71	24.29
% ad Pr18	0.00	20.00
% ad Pr19	0.00	4.29

% ad Pr20	0.00	2.86
% ad Pr21	0.00	22.86
% ad Pr22	0.00	12.86
% ad Pr23	0.00	2.86
% ad Pr24	0.00	5.71

Chart N°6: Own elaboration: data of the survey to San Pedro Misiones Yerba Mate Micro-producers.

The effectiveness index is given by: 
$$IE = \frac{\sum_{i=1}^J ad Pr_i . GS}{\sum_{i=1}^n 50\%Pr_i . GS}$$
 (expression "7"), is

the quotient between the existence field and the maximum of effectiveness.

It results from applying the expression "7":  $IE = \frac{179,28}{1.500} \Rightarrow IE = 0,12$ . Where

the existence field.

The result obtained, informs about the low effectiveness of the programs, it represents scarce convergence of producers to the social and/or agropecuarian programs or the low satisfaction, of the producers, by being adhered to the program.

With relationship to the INYM's policies :

91.43% of the Producers, consider that: the initial objectives of the INYM belong to their requirements; the effects of the actions implemented by this institution on their life conditions, do not generate any impact.

The participation levels and degrees of satisfaction of San Pedro Misiones Micro-producing Yerba Mate producers are low, in activities proposed by the INYM. They say that institutional mechanisms that guarantee their actions in the process of the taking decisions, or to be implement by said institution, do not exist.

## **Analysis for the Qualitative Evaluation**

For this analysis, one kept basically in mind three aspects of the Social and/or Agropecuarian Programs<sup>16</sup>: design, management and evaluation and control of the programs

### **1 - Design of the Programs**

An exploration to detect if the objectives and goals of the programs was carried out: do they aim to a permanent change in the population objective, or are they mere proposals of palliatives for the situation?, with the purpose of giving answers to these questions:

- The designs: are they in function of the real necessities of the Producers? Do they contemplate management control? Does centralization exist in the design? From where are the Social and / or Agropecuarian Programs designed?, are they designed starting off from a planning for the Misiones Agriculture?, the San Pedro Misiones producers, have they got some participation degree in the design of the programs?
- Are the objectives clear and explicit in the programs?, Which are the strategies outlined to achieve the objectives?
- Is the objective population in each program perfectly defined?
- Do the Policies, Contemplate a normative framework?, does there exist a regulation or normative framework in charge of the State?

### **2 - Programs Management**

For it, it was necessary to verify the existence of vertical and horizontal coordination of the different institutions: National, provincial and/or autarkical, in what concerns to the management of the Socio-agropecuarian programs.

- Decentralization in the management of the Socio-agropecuarian Programs.
- Consistency and recurrence of the information contributed by the dependences that manage the programs.

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<sup>16</sup> The basis of Chart N° 4 was analyzed.

- Appropriate information according to the objective population which is the interested party, on the existence and operation of Socio-agronomical Programs, within the interested sector; of how to accede to the program and on the evaluation of the programs

### **3 - Evaluation and Control of the Programs**

One researched on the existence and application of the evaluation and management control of the different Socio-Agropecuarian Programs, with the object of correcting inefficiencies and to re-direct them.

The analysis of the three aforementioned aspects was fundamental, because they are those that define the Socio-agronomical Programs and starting off from them one obtains the observable components of the policies that one wants to evaluate.

The programs are intents of producing impacts on the situation of well-being or on capacities of the Producers or their families through transfers, interventions or specific treatments; they always suppose the mobilization of a normative pattern that allows evaluating that well-being or growth of capacities, which results in a discretionary policy or of a convention.

The Projects and/or Programs respond to understandings of the problems that are faced and here one uses conceptions on reality and the problem of the group to which it is focalized; the contents of these back themselves in visions that determine the definition of the problem that will be attacked. They govern the character of the Project and/or Program when defining the what and the how.

The management pattern is given by the operation modalities, the management of the resources, the flexibility while facing changing circumstances, the articulation with the media, technological innovation, etc. The organization pattern provides the framework for the action itself and management is the action itself, this is critical to obtain results and impacts.

## **RESULTS**

With relation to the explicit objectives, one verifies overlapping of programs dedicated to revert the same critical factor, despising others.

The organizational modalities of institutions and programs are explained by multiple factors, as being the political answer to social demands, technical and bureaucratic initiatives, conditioning of finance sources, installed management capacity, etc.; in this sense, a sector is verified with closed compartments, with a group of organizations and dependent programs of diverse Government and Ministries levels, with functional overlapping (Ministry of Agronomy and Production, Ministry of Ecology and R.N.R, IFAI and INYM); without a visible area, articulated to policies guided to solve a certain group of problems.

The configuration of the Provincial public sector in the formulation of Policies and Socio-agronomical Programs, do not respond to a rational plan neither to discernible technical approaches; it is the result of the accumulation of progressively assumed functions by the State; there coexist old institutions and innovative mechanisms in their character and orientation. Their conformation does not show coherence, neither in its form, norms, as neither in the resource management policies.

The Province has grown in importance, due to the transfer of responsibilities and services not planned, without the consequent financing from the national level to the provincial one, mainly in the education areas; in the initial, primary and secondary levels; also in health, where the beneficiaries of national social services passed on to increase list of those affiliated of the IPS, forcing the Province to take over more responsibilities with relationship to the different sectors and preventing this to fulfill its responsibility with efficiency and quality.

In synthesis, the problems detected with relationship to the Design and the Management of Plans or Welfare and/or Agronomical Programs of the Provincial State:

- The Socio-agronomical Policies are not clear and they are defined in vertical form, without the participation of the producer.
- Planning does not exist in the area of Socio-agronomical Programs.
- Lack of coordination in planning, design and management, between the institutions responsible for different programs.
- Discontinuity of the Programs, these function as closed compartments, for one or in the best in the cases two years.
- Lack of accompaniment of the producer in the training process
- Absence of systematizing up-to-date information, regarding the Socio-agronomical Programs. For example a database that is upgraded annually, where there figure besides the programs that begin and conclude, the amounts dedicated to each one.
- Not very precise information in some programs on: the Executor Institution, address, telephone or any other way of locating them.
- Difficulties in communication, in some cases between the those responsible and the executors (sometimes belonging to the same program).

The mechanisms of coordination inter-institutional and inter-jurisdictional are absent; this causes the great dispersion of autonomous efforts, with perspectives of actions directed to the population itself.

"The normative revisions are hindered by the weight of strongly consolidated clientele, an attribute that confers rigidity to the formulation apparatus and implementation of Policies and Programs<sup>17</sup>."

A prevalence of inertia is verified in operation and the lack of coordination, with relationship to the Design and Management of the Socio-agronomical Programs' high operative costs, with high incidence on administrative expenses.

70% relevancy and 12% effectiveness, demonstrates that the expense realized is diluted in state structures; bureaucracy being inside each organism, which still impedes the circulation of information even within the same one and in consequence the main

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<sup>17</sup> MARTINEZ NOGUEIRA, Carlos (1989) "Notas".

cause lack of coordination and information, hindering in this way, the capacity to better manage the few resources that the State has.

The communication lack of connection, produce a cut in the management of the policies, the state programs do not reach the producer and they impede the solution or decrease of complex and urgent problems, which if solved, would attack roots, and one would not have to dedicate larger quantity of fiscal resources to palliate the consequences of the rural exodus and the poverty belts in the cities.

Eighty percent of San Pedro's Misiones Yerba Mate Micro-producers do not receive information of the existence of programs and plans for them, but the biggest problem would not be in obtaining information but the kind that they accede to which helps them to make decisions

The evaluation of the Programs in the Provincial State would allow to deepen the continuity or to correct their maladjustment, overcoming the traditional conceptions of evaluation originated in the cost-benefit methodologies, in favor of the social benefit.

The development of the producers with a better management, would grant them greater possibilities and opportunities and would place them in a better position to solve the serious problems that they suffer, with less cost for the State.

The State Policies, be it in design as management of the plans and programs, should understand exactly what is given up when they do not assign the funds and necessary strategies for the formation of human capital, and of the social capital of which development depends. It is not only necessary to know the prospective impact of the present and the investments that are being carried out but knowing the impact that one could expect from those investments to those that in fact are not carried out. "Today the poor are hostages of the State, tomorrow the Country will be hostage of other Countries"

**BIBLIOGRAPHY:** Please refer to Article's Spanish Bibliography.