IICA'S TECHNICAL COOPERATION FOR AGRICULTURAL DEVELOPMENT IN THE ENGLISH SPEAKING CARIBBEAN AND LOCATION OF NEW OFFICES IN THE ECCM STATES.

INTER-AMERICAN INSTITUTE FOR COOPERATION ON AGRICULTURE

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PART A

IICA's Technical Cooperation For Agricultural Development in the English Speaking Caribbean

1. PROBLEMS AND ISSUES OF THE AGRICULTURAL SECTOR IN THE ESC

1.1 The Caribbean basin is formed by a large number of islands, most of them island countries, of various sizes but in comparison with Latin America and North America, of a very small size. The question of size is very relevant to the countries' possibility for socio-economic development because the size of the country imposes limits and restrictions to the patterns of growth.

In his book "The Economic Development in Small Countries", by William Demas states:

> *"Some are of the view that a small country is one with less than 10 million inhabitants (from S. Kuznets, 'Economic Growth of Small Nations'), coming from a small island I am inclined to the view that a small country is one with less than 5 million people and 25,600 to 51,200 Km^2 of arable land."*

As can be seen in Table 1, we are dealing with countries well below the 5 million inhabitants and the 25,600 square Km stated by Dr. W. Demas and even though the list of countries in the Table is not complete, not even the largest country in size (Guyana with 214,970 square Km of total land) will qualify because of the small size of its population (829,000 inhabitants). However, the critical issue is that most of the countries are in the range of 200 to 600 Km^2 with populations of only 14,000 to 250,000 inhabitants.

The question of size is therefore a critical characteristic of the Caribbean and of its possibilities for socio-economic development.

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SIZE AND INCOME OF SOME CARIBBEAN COUNTRIES

	Area (Km^2)	Population a/ (000')	Population Density a/ (inh/Km^2)	GDP b/ (Million US$)	GDP Per Capita b/ (US$)	Annual Growth in real GDP 1975 - 78	1979
s	269	50	185	35	690	2.0% c/	2.0%
	280	74	260	74	930	0.7%	0.0%
	104	14	135	10	970	0.0%	5.1%
	790	82	104	38	440	3.8%	-17.0%
	616	120	200	87	700	13.1%	- 0.7%
	388	111	286	46	436	8.8%	- 1.0%
	344	110	320	62	530	6.5%	1.9%
	431	253	585	652.3	2400	4.2%	8.1%
	11,424	2138	191	2376.0	1110		- 4.0%
	14,970	829	3.8	489.4	580	-2.0%	- 5.6%

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SOURCES: World Bank and IMF

A further quote from W. Demas' book on this subject states that the pattern of growth is different for two reasons:

> *"First, resources in a small country are likely to be skewed while its needs are more diversified";*

> *and second, "economies of scale makes it necessary to produce for a market wider than the domestic market ..... such countries trade more and are also more specialized than larger ones."*

> *"The Leeward and the Windward Islands are so small that their future is much more closely bound up with export of traditionally primary products, the growth in productivity of the domestic food producing sector and the development of the tourist industry. However, the economies of the 'large' (Jamaica, Trinidad and Tobago, Guyana and Barbados) territories are capable of sustaining more sophisticated financial institutions."*

1.2 Notwithstanding the seriousness of the economic problems, the English speaking Caribbean, in comparison to Latin America, has had a different cultural and historical background where the language is least of the likeness.

Apart from a few exceptions most of the countries in the Caribbean have gained independence in the last 2C years with some of them being now in the process of becoming independent states. The administrative-political structure of most of the countries reflects their position as a colony and given their recent independence there has been little chance to adjust the systems to the new orientational framework of the Government. Apart from this, the system is severely limited by the

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shortage of staff at all levels with the few competent personnel being charged with most of the responsibilities.

1.3 The Agricultural Sector

The importance of the agricultural sector in the small ESC countries is apparent as being the major means for stimulating the economic growth of most of the smaller islands. For the larger ones manufacturing and mining are the largest contributors to GDP while tourism is important in Barbados.

The agricultural sector in all the countries is characterized by the existence of a strong dualism. On the one hand there exists a highly commercial, estate or plantation system very much linked to the export sector. The production system of this sector is usually based on capital intensive and relative modern technologies. This sector is usually linked directly to the metropolitan centres from where it gets advice and technological know-how.

On the other hand, the agricultural sector consists of ever-expanding small farmer groups that are usually food producers and connected to a very rudimentary export system (inter-island marketing) or produce for self-subsistence at the community or village level. These farmers are producing with labor intensive operations and with traditional technology. Yields per acre and per man are very low and they usually are very much affected by heavy to moderate post-harvest losses.

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In general, the agricultural sector in the Caribbean has been affected by the world recession and increased fuel prices which have encouraged the general policy of the Caribbean countries to achieve food self-sufficiency as a mechanism to reduce the dependency of the region, and in particular to reduce the excessively heavy import bills of individual countries. In this context the CARICOM countries decided to implement a "Regional Food and Nutrition Plan (RFN Plan)" which as originally conceived included a number of programmes and projects to increase food production and productivity. It is important to note that the conclusion of one of the studies conducted by CARICOM, in terms of the Region to achieve the self-sufficiency objective at thelevels proposed by the Plan states the following:

> *"In the final analysis, the important implication for the global strategy of the Plan is that, in relation to the food demand projected for 1985, self-sufficiency does not require that large tracks of hinterland (in Guyana and Belize) be be brought into cultivation; existing usable land resources are deemed to be adequate." (P.59)*[1/]

1/ "A Model For The Development and Implementation of the Regional Food and Nutrition Strategy: an operational Framework." by Carlton J. Bruce and Lloyd B. Rankine, Department of Agricultural Economic and Farm Management, U.W.I, St. Augustine, Trinidad, 1980.

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During the recent past the agricultural sector in the Caribbean have been a cause of concern owing to its poor performance; yields and acreages have declined as well as income and employment. A summary of the present problems presented in a recent USAID report include the following comments on the status of the sector.

It is the most important sector for the Eastern Caribbean countries but is has failed to adjust to the changing social and economic forces in the Region and therefore agricultural performance has been poor. Farmers have not achieved increase productivity in either food crops or in export crops. Traditional exports have grown very little or even declined which has resulted in problems of balance of payments and employment. The Trade Gap has increased, with food imports being 20-40% of total imports.

In the same context the reports goes on to identify the major constraints to agricultural development in the Eastern Caribbean as follows:

1. There is limited availability of useful knowledge and technology to permit higher levels of agricultural returns both from land and labor.

2. There are inadequate incentives for farmers to invest to enhance productivity with uncertain land tenure arrangements, inadequate product prices and poor

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public sector services (low priority to agriculture).

3. There is limited access to markets at the national, regional and international level and this is characterized by the following limitations:

   3.1 Poor road network and maintenance that restrict the assembly of farm products.

   3.2 No reliable inter-island transport or dependable trans-shipment to Europe and North America.

   3.3 Deficient market services (and infrastructure) storage facilities, information systems and the appropriate trading organizations.

   3.4 It is the general opinion that marketing represents the Region's most serious constraint to improved agricultural output.

4. Inadequate or undependable supply of modern inputs.

   4.1 Poorly organized public and private input supply with limited distribution capacity.

   4.2 Also inadequate supply of credit.

5. Limited national resource endowments which limits Agricultural alternatives in the Eastern Caribbean.

   5.1 Limited availability of agricultural land (steep slopes and heavy rains and limited water resources limit the possibility of extensive agriculture and

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economies of scale.

5.2 Forestry resources not properly exploited.

6. Limited quality of life in the rural areas.

In order to complete this very panoramic view of the agricultural sector in the Caribbean a summary of the "issues or bottle necks" to the sector's growth, as included in a recent publication circulated by M. Moran[2/], is presented as follows:

1. The absence of a comprehensive agricultural policy framework to foster sectoral development which requires:

   1.1 To develop and implement well articulated land use plans;

   1.2 To develop land tenure policies to provide incentives for agricultural investment and proper land management;

   1.3 To implement agricultural pricing policies which will provide greater incentives to production.

2. The insufficiency or ineffectiveness of agricultural support services required for growth and productivity gains which requires:

2/ Discussion Paper: "Problems, Needs and Priorities for Consideration in Planning Development Assistance for LDC's of the Eastern Caribbean". CIDA for the Special Consulting Meeting for LDC's of the Eastern Caribbean, May, 1981.

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2.1 To organize and strengthen the extensions services.

2.2 To improve the institutional framework to provide sufficient and timely credit for agricultural investment and production.

2.3 To improve agricultural marketing through encouragement to private traders and establishment of adequate transport, market information, storage and other required support facilities.

2.4 To define applied agricultural research requirements and to strengthen joint and regional research organizations; and

3. under utilization of fisheries potential which requires to establish fisheries development policies based on an analysis of the stock base.

2. BASIC PROBLEMS ENCOUNTERED IN IMPLEMENTING TECHNICAL COOPERATION PROJECTS IN THE ESC

Some of the problems discussed emanate from the particular characteristics of the projects, but others reflect some of the following problems:

2.1 The recent introduction of IICA in the English speaking Caribbean and therefore the lack of knowledge of the Institution and its possibilities of providing technical cooperation (TC). (An example of this is the non-inclusion of IICA among the "Region Donors" and therefore

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the exclusion from the possibility of integrating and coordinating regional assistance). Most of the countries in the ESC have received technical and financial assistance from UK., Canada, other European agencies and the agencies of the UN system. It has only been recently that, following the reduction in British aid, they have turned to other sources for Technical Cooperation and Financial Assistance. They are not well acquainted with the possibility of T.C from Latin American countries with whom they have very little if any cultural and commercial contacts.

2.2 On the other hand the structure and modus operandi of IICA has been developed for Latin America where it has acquired experience and know-how to organize and deploy technical cooperation utilizing a wide array of institutions and human resources very efficiently.

This has given not only efficiency and proficiency in the execution of TC but it has establish a record that member countries know and value. The Institute has therefore a comparative advantage in the execution of TC.

For the operation of TC Projects in the ESC however, there are a number of difficulties. These include the language limitation which discriminates professionals, technical and other types of literature and seriously limits the possibility of technological transfer and affects the mechanism of delivering the TC through the counterpart system.

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2.3 Apart from these general problems, there are some particular problems in the identification and execution of TC Projects.

a. In most of the ESC countries (except possibly Guyana), agriculture has a low priority in the Government's general framework. In addition and coupled with this low priority there is an absence of a formally expressed and comprehensive set of policies to clearly relate programmes and projects to an overall strategy for rural development favored by the Governments. Projects and programmes then, are generated at random by the particular interest or way of understanding the problem by different persons and agencies. This, of course means that frequently projects are identified and proposed by interested persons and approved in the light of short run considerations without a carfeul assessment of the long run implications. However, from the point of view of a donor agency this situation complicates and increases the costs involved in identifying a pipeline of relevant and worthwhile projects. There is the added danger that when this process is not completed the result is project which have no possibility of impact or that are so ill-defined that they will not be successfully implemented.

Another problem relates to the lack of a clear understanding of the project and what it means in terms of planning and implementing agricultural policy. This difficulty arises from an operation from general budget limits. The scale and the impact of most

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Government actions make it difficult to communicate between project oriented agencies and the Government.

b. In terms of the execution of TC projects there are two levels which are clearly diferentiated. One relates to the definition of the terms and the conditions under which the project should be executed which should be within the reach of the country and its infrastructure. Attached to this level is the process by which the terms are defined and negotiated. This should be clearly understood because of its importance to the future of the project. Given the difficulties that most countries in the Region have in terms of financial resources and human resources more often than not the time of the national staff is spread very thinly in anumber of responsibilities. This makes it sometimes difficult to really implement TC actions with an advisory position.

A second level of problems when implementing projects of TC are those related to the deployment of the human resources responsible for the T.C. Isolation, living conditions, lack of appropriate services etc., makes it extremely difficult to utilize senior level personnel for extended periods and therefore most of the actions are of very short nature or it takes a long time to hire the technicians.

Associated with the capacity of deploy T.C., is the structuring of the Institution to face and quickly solve within the limits of a budget in an agreed period the demands from the field. Here again,

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reference must be made to particular circumstances of the ESC region and its historic access to an ample array of Technical Cooperation donors from the developed countries, as opposed to Latin American countries.

In relation to the implementation level, a number of problems emanates from the design of the project per se and particularly when targets are unrealistically set above the reach of the possible impact of the project (e.g. setting yield increases above those that could normally be expected). This situation which generates false expectations, often limits the success of the project as it is realized that the target will not be achieved.

Finally, a problem which stands on its own is related to the changes in the Government and its unpredictable effects on the execution of the project. Particularly when expectation on the positive outcomes of the project have mounted and the people involved are pressured to either salvage it or finish it and we all know how difficult it is sometimes to terminate a project out of schedule.

3. POSSIBLE STRATEGIES FOR IICA TO FOLLOW IN THE ESC

3.1 Improvement of the procedure to identify, design and negotiate Projects.

IICA's procedure for identifying projects rest almost exclusively in the country offices and is based on the information provided in the PACL (PANP) and from requests from the Government.

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It may seem appropriate at this time to further develop this procedure to include the following items:

3.1.1 Define in every country planning period and within it a pipeline of related projects.

3.1.2 Emphasise in the definition of the pipeline two basis elements that enter into the project identification procedure, (i) the socio-economic position of the country and (ii) the orientational framework of the Government. The first element, the definition of the socio-economic position of the country should be elaborated into a comprehensive study where in its elaboration appropriate finiancial and human resources are committed. This is particularly important in the Caribbean where countries do not have clearly defined development plans and the deficiency of the existing information is notorious. IICA at present is developing some experiences in this particular area of project identification which could be of use to define this requirement.

The same conceptual analysis should be applied to the definition of the orientational framework of the Government. Here it is if particular relevance to define very clearly not only the particular areas in which the Governments select to work, but also those that are not covered by

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other donor agencies.

3.1.3 Much of the success of a project rests on the proper design of it. As a result, this stage should be accordingly treated by, and addressed by the appropriate staff. This would require that the enclave of IICA's expertise on particular subjects should share the responsibility of project design and preparation (the present organization of the lines could be used for this).

3.1.4 Even though the negotiation of a project is the most difficult area to define along pre-established lines, there are some elements that could be introduced to better understand the problem.

First there is the question of the length of the negotiating period. Governments may not always be in the position to accommodate IICA's fiscal year and therefore provisions should be made to accommodate the starting date of the project, including budget allocations at a pre-determine date. This particular problem applies to projects which are financed through regular and SBF funds, where funds are allocated on a yearly basis without the possibility of transferring money from one year to the next. This situation may place unnecessary stress on the bargaining of the project.

An advantage in this respect will be the consideration in full of the bi-annual budget. However, emphasis should be put in the appropriate programming of the full planning period and the scheduling

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of projects in the pipeline rather than treating isolated projects. It may be much more efficient to negotiate a pipeline and then particular aspects of the specific projects.

For the ESC careful assessment of the real possibilities of country counterparts and contributions should be done with even the inclusion of the projects in the national budgets so as to strengthen present agreements.

3.1.5 An additional element to take into consideration at this stage is the size of the project. In a number of instances the rather humble size of the projects do not allow for a sophisticated treatment in his definition and negotiation.

This element on the other hand have limited seriously the possible impact of the Institution and the possibility of utilizing its technical capacity. The elements that stand out in the analysis of project size are:

3.1.5.1 The possibility of considering a larger planning period. If one explicitly recognizes that the projects are not annual but in fact last several years and this is accordingly budgeted for the entire period, then the scope of the project is increased. This is presently part of our planning procedures, but is not sufficiently emphasized when presenting the project to Governments.

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3.1.5.2 Consideration should be given to concentrate efforts in the countries so that projects are effectively integrated into common subjects.

3.1.5.3 A third alternative to increase the impact potential of the Technical Cooperation in the Caribbean is to integrate the projects into regional efforts in which regional or headquarter expertise can be budgeted. There are a number of subjects which lend themselves to this approach and even though it may not be possible to join all the countries within a region, it may be of benefit to involve the relevant one to the problem. This subject touches on the question of technical cooperation from a regional point of view which is a longer and different subject. At this stage though it could be said that the careful integration of the three institutional components of TC within IICA, i.e. the country office, the region and headquarters should be specifically spelt out when programming and budgeting individual projects.

3.2 Deployment of Technical Cooperation for on-going Projects

The ESC suffers much from the language barriers to utilize

the existing technical capacity of the Institute. Therefore, this capacity should be created through several nechanism:

3.2.1 To initiate the translation of existing documents to English;

3.2.2 To create information mechanisms linked to English speaking countries which could be made readily available to the countries.

3.2.3 Encourage linkages with specialized centres of the English speaking countries that can be used as source for T.C in the ESC e.g., US and Canadian Universities and other institutions, International centres etc.

3.2.4 Promote the contracting of English speaking professionals, for the execution of contracts in the region. Careful attention should be given to the possible impact on the countries "brain drain" and its implications for the work of the Institute at the country level.

3.2.5 Promote greater exchange between the Latin American countries and the Caribbean to encourage mutual knowledge and understanding.

3.2.6 Create within the Institute a Technical Cooperation group that could be called on for assistance for

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projects in the ESC and made additional efforts to improve IICA's professional name bank for this type of assistance.

3.3 Increasing institute involvement in "action" oriented Technical Cooperation and in associating this T.C to capital investment projects.

Due to the institutional limitations of the various Ministries of Agriculture in the ESC, there has been increasing difficulty in some areas to execute projects where the consultant worked as advisor rather than executor. Given the level of need in developing actions to promote rural development in some of the countries and their non-capacity to fullfill the counterpart responsibility it is important to (a) increase the involvement when designing projects, in action oriented activities that will support rural development, creating new capacity and supporting existing ones; and b) promoting the linkage of TC projects to actual capital investment projects. While this possibility may not be simple to generate it seems a very useful mechanism to improve the potential for success of programmes, by linking them to very precise outputs within a programme with specific responsibilities.

PART B

Location of New Offices in the ECCM States

LOCATION OF IICA OFFICES IN ECCM STATES

1. Introduction:

Based on the questions presented to us by L. McLaren, the Office in Barbados has developed the following comments. They are by nature independent and therefore presented separately. However, the first one stresses the overall problem of TC while the second one analyzes three different forms of organizing the Institute's TC in the Region.

It is however, important to point out that the problem of administrative costs and that of regionalizing the availability of professional expertise stand out in all the discussions and while the larger countries in the Region may effectively utilize on a full-time basis its professional staff, the diversity of the Regions problems should more than justify an action of this sort. It is also important to note that we are not only concerned with undertaking TC in individual countries and establishing new offices but also with maintaining a high quality of cooperation thus safeguarding one of the most important aspects of the modus operandi of IICA, that of being directly involved in the country and having a direct contact with the problems.

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At present, IICA has established offices in 6 countries[1/] of the English speaking Caribbean Region namely Barbados, Grenada, Guyana, Jamaica, Suriname and Trinidad and Tobago. Dominica is now the seventh ESC Country to join IICA and the second ECCM State along with Grenada and is probably now in the process of arranging a technical cooperation package with the Institute.

There are further prospects of additional countries from the ECCM (or the OECC which has now formally incorporated the ECCM into a wider body) applying for membership. The OECC countries are St. Kitts-Nevis, Antigua, Monserrat, Dominica, St. Lucia, St. Vincent and Grenada. They represent a total land area of 2795 square Km and a population of 1.490.000 inhabitants and a total GDP of US$ 352 million representing an average income of US$ 236 per capita. According to the latest reliable statistics three of the countries have recently experienced a decline in the real growth of the GDP, one has shown no growth, two have grown at the rate of 2% and only Monserrat has experienced any significant growth (5.1%). (See Tables 1 and 2 for additional information).

1/ Haiti strives alone on this context as the only French speaking country. It is clear to me that I have limitations to incorporate in this discussions a treatment of the Haiti problem though, I presume that it joins the ESC countries in experiencing some of them.

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2. Comment N°1: IICA and its role in the Caribbean towards a more effective contributions.[2/]

With the establishment of the Caribbean Community and Common Market (CARICOM), and the associated development banking facility the Caribbean Development Bank (CDB), there has been a growing recognition of the need to provide member Governments, particularly the less developed countries of the Region (LDCs), with special measures and technical support if they were to benefit from the regional integration movement and to develop their resources. Accordingly over the years, during the last decade or so, a number of regional and international agencies have established operational units in the Region or have otherwise, through indirect or direct arrangements, provided assistance to the LDCs.

In the field of agriculture for example, the agencies operating in the Region include the following:

Regional: Caribbean Agricultural Research Development Institute (CARDI).
Caribbean Agriculture, Rural Development, Training and Advisory Service (CARDATS)
Caribbean Development Bank (CDB)
Christian Action for the Development in the Caribbean (CADEC)

2/ This comments have been produced by G. Buckmire after a General discussion with all of the Staff.

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Commercial Banks (e.g. Barclays)

International:

British Development Division (BDD)

Canadian International Development Agency (CIDA)

United Nation Development Program (UNDP)

Food and Agriculture Organization (FAO)

United States Agency for International Development (USAID)

World Bank (IBRD)

Economic Development Fund (EDF)

This is only a short list of the agencies operating in the Region providing assistance to Member Governments either in the form of financial or technical assistance or both. There are also bilateral arrangements between certain governments of developed countries and the LDCs.

Whilst recognizing the contributions of these various agencies, the effectiveness of their contributions has not yet always been fully realised for a number of reasons. Of increasing concern is the absence

of meaningful cooperation and collaboration among the agencies which contributes to duplication and competition. Also means that the national resources (human and other resources) are often over extended and lack the capacity to fully absorb the assistance provided.

This very serious problem has been recognised by the agencies and a few have taken positive steps to so structure their operations as to provide a more effective service. The Caribbean Agriculture and Rural Development, Training and Advisory Service, (CARDATS) for example has established small units at the national level, in each country. These units have independent limited office accomodation or share with the Ministry of Agriculture. This is found to be a fairly satisfactory approach as the professionals stationed at the national level can provide a continuous service to the Government and also serves as a laison with his head office located in Grenada. The Caribbean Research and Development Institute is organised and operates along much the same lines. Both agencies have more highly trained specialists based at the head office and whose services are available to the member Governments.

The establishment of small units manned by middle-level professionals help to lessen the cost of providing fully equipped and staffed offices

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in each of the territories, at the same time the services of senior professionals or specialists are made available to the Governments from regional office.

From the point of view of the agency itself the professional staff tends to function more effectively from the head office where it is located in one of the better serviced territories such as Barbados or Trinidad. Usually the environment for professional exchange and servicing is better in such territories, thus lessening professional frustration which might be experienced when the units are located in some of the LDCs.

The extent to which CARDATS and CARDI have succeeded in their operations provides a useful experience for IICA in its efforts to improve its role and service in the Region. This would suggest that a Regional Unit might be established in one of the territories, adequately equipped and staffed by the necessary specialist staff (multi-disciplinary) and having middle support or technical staff based at the national level, and who would be responsible for the day-to-day operations and promotion of project activities. They would also provide the continuity and laison between head office and the local Ministry of Agriculture as is necessary for the successful undertaking of any proposed activities.

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The location of intermediate specialists in the territories has the added advantage in that they can work directly with the available technical staff in the various Ministries of Agriculture in a supportive and training role. This is particularly beneficial due to the serious scarcity of such trained personnel in the Governments and the limited capacity to undertake development projects.

In terms of the specific role which IICA can provide there is still a gap in the services available to the LDCs in particular with respect to the general area of project identification, preparation, implementation and management. While the CDB for example, provides some assistance in project analysis and more recently some training in this area, there is still an urgent need for this form of assistance. IICA should however, also be prepared to take this service right into the field and provide not only the training necessary, but involve itself in project implementation and management, and provide some of the technical support service necessary in carrying out these activities.

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3. Comment N° 2: IICA's operations in the Caribbean [3/]

The small size and the scattered location of many countries in the Caribbean present IICA with difficulties in providing satisfactory technical assistance within the Region. These difficulties relate both to countries which are already members of IICA as well as to countries which may wish to join in the future e.g. St. Vincent, St. Lucia.

The main components of the problem include:

(i) the high and increasing cost of establishing and maintaining national offices. These costs are particularly high when compared to the small size of the agricultural sector in many Caribbean countries and the value of individual countries' contribution to IICA's Budget. As a result an excessively high proportion of the limited funds available have to be devoted to administration rather than technical assistance.

(ii) the difficulties in offering specialised technical assistance as projects are seldom large enough to justify the employment of full-time specialists in individual countries.

3/ This comment have been produced by J. Lohoar after a general discussion with all the office staff.

(iii) the high and increasing cost of travel and other expenses, erratic airline services to and from the Region and, on occasions, language problems which combine to limit the extent to which adequate technical assistance can be made available from Headquarters on a timely basis.

(iv) the reluctance of international professional staff to work in small national offices with only limited opportunity for contact with other IICA staff.

ALTENATIVE SOLUTIONS

A number of alternative solutions can be envisaged to reduce these difficulties and permit additional countries to join IICA and receive improved technical assistance. The possible solutions include:-

(1) A continuation of individual country offices but with the introduction of a greater element of regional programming within the Caribbean.

(2) Establishment of one or more offices in the Region which would have responsibilities for a number of countries.

(3) More emphasis on IICA's assistance being provided through regional bodies e.g. CARDI, CDB, CFC, ECCM.

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Advantages and Disadvantages:

The advantages and disadvantages of the above approaches can be considered in turn:

1. National Offices with an increased element of regional programming

Advantages:

(i) This approach would aim to establish a number of similar projects in a number of countries so that IICA personnel located within the region could provide more specialised technical assistance to several countries.

(ii) Would continue to allow for direct expenditure of IICA funds in each individual country.

Disadvantages:

(i) Would still involve heavy expenditures in establishing national offices.

(ii) Assumes that problems and priorities in individual countries are similar which is unlikely to be the case.

(iii) Would limit a country's choice in proposing projects.

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2. Establishment of one or more offices in the region with responsibilities for a number of countries.

Advantages:

(i) Would reduce the financial outlays involved in establishing individual country offices.

(ii) Would provide for a group of specialists within the Region who could provide assistance to a number of projects in several countries.

(iii) Would allow IICA to provide a greater range of technical assistance in the Region as specialists would be able to operate in more than one country.

Disadvantages:

(i) Would preclude the direct expenditure of IICA funds in the member countries which did not have a national office. (Provision of funds for equipment and local personnel for individual projects, workshops, seminars would however be feasible).

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3. Increasing the extent to which IICA assistance is provided through regional bodies.

Advantages:

(i) Would not require additional administrative machinery or expenditure.

Disadvantages:

(i) Since the regional bodies represent an intermediary between IICA and national governments, direct contact with individual Government officials is complicated. (This has been the experience of national aid agencies e.g., BDD, USAID, when administering aid funds through regional bodies e.g., ECCM).

(ii) Would not allow individual governments to have a direct input into IICA's programme and budget or provide an incentive for countries to join IICA.