



WORKSHOP PROCEEDINGS
RURAL DEVELOPMENT STRATEGIES IN THE CARIBBEAN

November 25-27, 1991

Layou River Hotel
Commonwealth of Dominica



Sponsored By
Caribbean Network for Integrated Rural Development
Ministry of Agriculture, Dominica
Inter-American Institute for Cooperation on Agriculture



✓
WORKSHOP PROCEEDINGS
RURAL DEVELOPMENT STRATEGIES IN THE CARIBBEAN

November 25-27, 1991

Layou River Hotel
Commonwealth of Dominica

February 1992

00003717

1014
014
0277

13) V - 00003717

LIST OF ACRONYMS AND ABBREVIATIONS

ADCU	Agricultural Diversification Coordinating Unit
ANDA	Association of National Development Agencies of Belize
AREP	Agricultural Research and Extension Project
BARNACS	Barbados National Foundation of Cooperative Societies
CARDI	Caribbean Agricultural Research and Development Institute
CAIC	Caribbean Association of Industry and Commerce
CAFRA	Caribbean Association of Feminist Research and Action
CARICOM	Caribbean Common Market; Caribbean Community
CARIPEDA	Caribbean People's Development Agency
CATCO	Caribbean Trading Company
CCC	Community Coordinating Committee
CFG	Caribbean Food Corporation
CFDC	Caribbean Farmers Development Company
CFNI	Caribbean Food and Nutrition Institute
CGIAR	Consultative Group on International Agricultural Research
CIDA	Canadian International Development Agency
CIMMYT	International Maize and Wheat Improvement Center (Mexico)
CNIRD	Caribbean Network for Integrated Rural Development
COSAVE	Plant Protection Committee for the Southern Area
CSAM	Commodity Systems Assessment Methodology
DEXIA	Dominica Export Import Agency

ECLAC	Economic Commission for Latin America and the Caribbean
FAO	United Nations Food and Agriculture Organisation
GATT	General Agreement on Tariffs and Trade
GRENCODA	Grenada Community Development Agency
IAI	Inter-American Foundation
IDC	Industrial Development Corporation
IFAD	International Fund for Agricultural Development
IICA	Inter-American Institute for Cooperation on Agriculture
IMF	International Monetary Fund
IRD	Integrated Rural Development
LAC	Latin American Countries
MNIB	Marketing and National Importing Board
MOA	Ministry of Agriculture
NDFD	National Development Foundation Dominica
NFA	National Farmers Association
NGO	Non-governmental Organisation
OECS	Organisation of Eastern Caribbean States
ORD	Organisation for Rural Development
RADA	Rural Agricultural Development Authority
SLMB	Saint Lucia Marketing Board
SONDEO	Method of Rapid Appraisal for Sampling Situation in Rural Communities
SPAT	Small Project Assistance Team
TROPRO	Tropical Produce Support Project
UK	United Kingdom

USA United States of America
USAID United States Agency of International Development
UWI University of the West Indies
WICA Women in Caribbean Agriculture
WINFA Windward Islands Farmers' Association

TABLE OF CONTENTS

FOREWORD	xi
ACKNOWLEDGEMENTS	xiii
1. INTRODUCTION	1
1.1 Rationale	1
1.2 Workshop Objectives	1
1.3 Expected Outputs from the Workshop	1
1.4 Workshop Methodology	2
1.5 Target Beneficiaries	2
1.6 Invited Participants	2
1.7 Sponsors	3
1.8 Planning & Organising Committees	3
2. AGENDA	5
3. SUMMARY OF WORKSHOP RESULTS	9
3.1 Opening Ceremony	9
3.2 Presentation 1 and Responses: Rural Development Lessons and Dilemmas from the Latin America & Caribbean Experience	12
3.3 Plenary Discussions on Presentation # 1	16
3.4 Presentation #2 and Responses: A Systems Approach for Strengthening Rural Organisations	18
3.5 Plenary Discussions on Presentation #2	24
3.6 Summary of Work Group Proceedings	25
3.7 Summary of Conclusions and Recommendations	28
4. WORK GROUP REPORTS	29
4.1 General Introduction	29
4.2 Work Groups Day 1	
- Work Group # A-1	29
- Work Group # A-2	32
- Work Group # A-3	34
- Work Group # A-4	35
- Work Group # A-5	38

TABLE OF CONTENTS (CONT'D)

4.3	Work Groups Day 2	41
	- Work Group # B-1	41
	- Work Group # B-2	44
	- Work Group # B-3	47
	- Work Group # B-4	48
	- Work Group # B-5	49
5.	WORKSHOP RESULTS	53
5.1	Outline of a Regional Strategy	53
5.2	Workshop Conclusions	57
5.3	Workshop Recommendations	58
5.4	Task Forces	59
6.	EVALUATION OF WORKSHOP	67
6.1	Logistics	67
6.2	Process	67
6.3	Content	68
6.4	Recommendations and General Comments	69
7.	ANNEXES	<u>No. of Pages</u>
Annex 1:	List of Registered Participants	6
Annex 2:	Workshop Presentations Opening Ceremony:	
	- Harlan Davis	4
	- P.I. Gomes	2
	- Maynard Joseph	3
Annex 3:	Workshop Papers, Presentations and Responses	
	- Manuel Chiriboga	9
	- David Demacque	4
	- Lloyd Wright	3
	- Jerry La Gra	8
	- Oliver Benoit	4
	- Darnley Lebourne	4
Annex 4:	Overview: Rural Development in the Caribbean	5

FOREWORD

The Caribbean Network for Integrated Rural Development (CNIRD) was launched in Jamaica in March of 1988, an outcome of a decision made by community development workers, planners, farmers, administrators and researchers from across the region. These persons saw the need for an organisation that would raise the profile of rural development issues. Over the past four years CNIRD has: conducted national surveys of rural community activities in nine countries; completed a regional survey of needs for documentation and training in information; published a Regional Directory of Rural Development Resources; initiated and supported a variety of studies on diverse aspects of rural development, and has promoted and supported national rural development networks in a number of countries.

In January, 1988, the Inter-American Institute for Cooperation on Agriculture (IICA) initiated a four year project to Strengthen Farmers Organisations in the OECS. This project was in response to felt needs of rural agricultural organisations and at the request of the respective Ministries of Agriculture in the OECS. Over the period 1988-91, the IICA initiative has: produced a number of baseline studies on rural organisations in the OECS; facilitated the channeling of technical and financial assistance in the amount of almost US\$2.0 million to rural organisations; helped to institutionalise the quarterly newspaper "Focus on Rural Development"; supported the formation of the Caribbean Farmers Development Company (CFDC), and carried out a number of training activities in business management, marketing and project development.

In 1991, CNIRD and IICA made the decision to execute some joint activities in order to more effectively contribute to the rural development process throughout the region. This integration of efforts makes a lot of sense, both technically and economically. While CNIRD has established working relations with NGOs throughout the region, IICA has close working relations with the respective government organisations. While CNIRD supports many non-agricultural organisations, IICA works mainly with farmers organisations. Whereas IICA has established offices in nearly all the CARICOM states, CNIRD has close working relations with the University of the West Indies and its established network. Whereas both organisations have limited resources, together they have linkages to a wide variety of NGO, national, regional and international support organisations.

This Workshop represents the first joint activity between CNIRD and IICA within the region. We hope this union will contribute to improved coordination, collaboration and planning among the rural development support community, without which systematic and effective rural development will be much more difficult and perhaps impossible to achieve.

Reginald E. Pierre
Director of Operations (Area 2)
IICA

Patrick I. Gomes
Chairman
CNIRD

ACKNOWLEDGEMENTS

A common statement resonating throughout the region is that "financial resources for development activities are becoming more and more scarce." As this occurs, the efficiency in the use of available resources must be increased. In keeping with the conviction, the Workshop was made possible by the coming together in mind and spirit of a large number of institutions, organisations and businesses.

The Canadian International Development Agency (CIDA), through an IICA/CIDA project, provided the core funding for the Workshop. Additional funding was contributed by the CARICOM Secretariat and IICA. To minimize cash outlays several organisations were asked to finance the travel expenses of their respective participants. The Inter-American Foundation (IAF) was very responsive in this regard and financed the air fares for most of the representatives from the NGOs. Other institutions covering the costs of travel and accommodation for their respective representatives were AREP, CARDI, CARICOM, CNIRD, IAF and IICA.

The main burden for the organisation of the event was given to CNIRD, IICA and the Ministry of Agriculture of Dominica. All three of these institutions/organisations contributed significantly to the Workshop through in-kind expenses such as specialists' time in planning and organising, communication expenses, and various support staff.

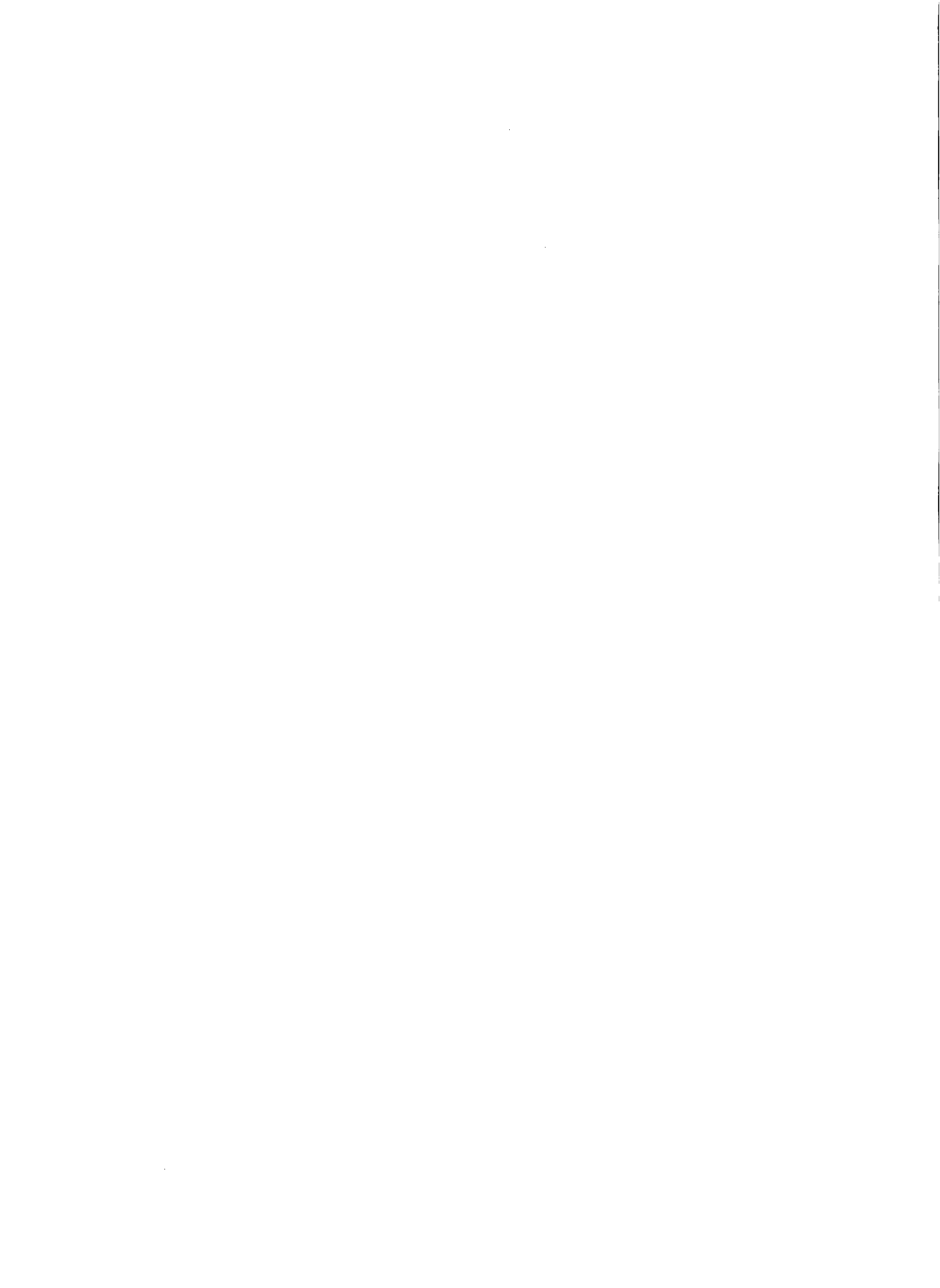
The Workshop was held at the Layou River Hotel, a place of stunning beauty and serenity, made all the more pleasing by the efficient hotel administrator and staff.

The Government of the Commonwealth of Dominica deserves a special thanks for hosting this event and so willingly and efficiently extending the warm hospitality of the people and the land to all participants.

Regina Dumas, Programme Director, CNIRD

Patrick I. Gomes, Chairman, CNIRD

Jerry La Gra, Rural Development Specialist, IICA



1. INTRODUCTION

1.1 Rationale

Sustainable socio-economic development requires the effective integration of a wide variety of actions. Although much is being done in the region to promote development, the impact on our rural populations is far below expectations. While financial resources for rural development in the Caribbean dwindle, efficiency in the use of these scarce resources must be increased. If sustainable socio-economic development is our goal, then an integrated joint effort involving Government and NGOs as well as local community, national, regional and international organisations is required.

The desire to focus the regional mind on this situation led to the organisation of this Workshop. It was the hope of CNIRD and IICA that the coming together of key players involved in rural development would focus on the pertinent issues that would lead to a regional consensus on a long-term integrated joint effort for rural development.

1.2 Workshop Objectives

The Workshop's major objectives were to:

- analyze current approaches to rural development in the Caribbean with a view to determining factors influencing relative success or failure;
- define appropriate strategies for identifying, formulating and executing rural development projects in the Caribbean;
- propose programmes which contribute to long range transformation of rural communities of the Caribbean.

1.3 Expected Outputs from the Workshop

It was hoped that the workshop would achieve:

- a general awareness among participants of the rural development experience in the region;
- agreement and commitment to develop a long range programme on a phased basis - for rural development in the Caribbean. Such a programme would be regional in scope and would have clearly defined and attainable goals, objectives, targets and strategies, as well as a

plan of action to develop mechanisms and generate resources for its implementation;

- identification of useful rural development experiences upon which the regional programme can be built;
- identification of key persons, institutions and organisations to be involved in project planning and execution at national and regional levels;
- indication of resource requirements and availability to achieve short, medium and long term objectives.

1.4 Workshop Methodology

During the workshop, there was a short opening ceremony followed by two (2) formal presentations. Each presentation was followed by two respondents (one each from the government and the non-government sectors), plenary discussion and detailed analysis in inter-institutional work groups. Each work group had a chairperson and rapporteur appointed by the Planning Committee. Each set of work groups presented its conclusions and recommendations in plenary sessions. Proceedings were prepared by the Planning Committee and published by CNIRD/IICA.

The final morning session considered and approved the proposed programme which emerged out of the previous two days proceedings, based on the region's needs and experiences.

1.5 Target Beneficiaries

The main beneficiaries of the Workshop will be decision makers and technicians associated with non-governmental organisations, public sector institutions and regional and international organisations working in rural development.

The results of the Workshop will lead to the design and execution of regional and national strategies, programmes and projects which will impact rural populations throughout the Caribbean. This group is the principal target population.

1.6 Invited Participants

Official invitations to participate in the Workshop were sent by CNIRD to selected persons or institutions in member countries of CARICOM. The criteria for sending invitations were based on the following considerations:

- person's or institution's level of experience and history of involvement in rural development activities;
- geographic location to ensure representation from north, south, east and western Caribbean;
- geographic coverage, in order to include both national and regional organisations;
- type of organisation, so as to have adequate representation from both public and private sectors;
- functions, to ensure representation from both planning and agricultural institutions;
- gender, to ensure adequate representation of women.

Sixty-two persons (see Section 3) representing public and private sector organisations from ten countries and eight regional organisations participated in the Workshop.

1.7 Sponsors

The Workshop was jointly sponsored by the Caribbean Network for Integrated Rural Development, the Inter-American Institute for Cooperation on Agriculture and the Ministry of Agriculture of the Commonwealth of Dominica. Financial support was provided by IICA/CIDA, CARICOM and the Inter-American Foundation.

1.8 Planning and Organising Committees

The Workshop was planned and managed by an inter-institutional committee comprising:

- Regina Dumas, CNIRD Programme Director
- Patrick I. Gomes, CNIRD Chairman
- Jerry La Gra, IICA Rural Development Specialist

The logistics and support services were provided by:

- Charles James, Technical Officer, Ministry of Agriculture, Dominica
- Urban Martin, IICA Office Coordinator, Dominica
- Michael David & team of drivers, Ministry of Agriculture
- Marilyn James, Secretary, Ministry of Agriculture
- Rosalind Peters, Secretary, Ministry of Agriculture
- Melina Eustace, CNIRD Administrative Assistant, Trinidad and Tobago
- Lenita Weekes-Auguste, IICA Secretary, Saint Lucia

The proceedings were edited by Jerry La Gra, in collaboration with:

- Regina Dumas, CNIRD Programme Director
- Patrick I. Gomes, CNIRD Chairman
- Maria Grech, Consultant
- Lenita Weekes-Auguste, IICA Secretary, Saint Lucia

2. AGENDA

The Agenda was executed as it was presented on the official programme and repeated below.

November 25, 1991

8:00 - 9:00 a.m. REGISTRATION

O P E N I N G C E R E M O N Y :

- 9:00 a.m. Opening Remarks, Chairperson Eliud T. Williams, Permanent Secretary, Ministry of Agriculture
- 9:05 a.m. Welcome and Address by Harlan Davis, Deputy Director General, Inter-American Institute for Cooperation on Agriculture (IICA)
- 9:25 a.m. Address by Patrick I. Gomes, Chairman of CNIRD
- 9:40 a.m. Feature Address, Hon. Maynard Joseph, Minister of Agriculture, Dominica
- 10:00 a.m. Vote of Thanks
- 10:10 a.m. C O F F E E B R E A K
- 10:45 a.m. WORKSHOP PROGRAMME, Chairperson: Regina Dumas, Programme Director CNIRD
- 11:00 a.m. Rural Development: Lessons and Dilemmas from the Latin America and Caribbean Experience, Manuel Chiriboga, Director of Organisation and Management for Rural Development, IICA
- 11:30 a.m. Government Perspective in Context of Changing Caribbean Development Strategies, David Demacque, Head of Unit, CARDI, Saint Lucia
- 11:45 a.m. NGO Sector Perspective on Rural Development in the Caribbean, Lloyd Wright, Projects for People, Jamaica
- 12:00 noon Open Discussion
- 1:00 p.m. L U N C H

2:00 p.m.	Work Groups to Review Government and NGO Sector Experiences and Potential for Effective Rural Development in the Caribbean (list of guide questions to be handed out)
3:30 p.m.	C O F F E E B R E A K
4:00 p.m.	Working Groups Continue
5:30 p.m.	End of Working Session
6:30 - 8.00 p.m.	CULTURAL EVENING AND COCKTAIL
 November 26, 1991	
9:00 a.m.	Reports from Working Groups and Plenary Discussion
10:30 a.m.	C O F F E E B R E A K
11:00 a.m.	A Systems Approach for Strengthening Rural Organisations, Jerry La Gra, Rural Development Specialist, IICA Saint Lucia
11:30 a.m.	Key Elements of a Regional Rural Development Project from a Public Sector Perspective, Oliver Benoit, Head of Planning Unit, Ministry of Agriculture, Grenada
11:45 a.m.	Key Elements of a Regional Rural Development Project from the NGO Perspective, Darnley Lebourne, General Secretary, National Farmers' Association, Saint Lucia
12:00 noon	Plenary Discussion
1:00 p.m.	L U N C H
2:00 p.m.	Work Groups to Analyze the Scope for a Regional Rural Development Effort and to Identify Principal Components, Available Resources and Relevant Strategies for Implementation of such a Programme.
4:00 p.m.	C O F F E E B R E A K

4:30 p.m. Working Groups Continue

November 27, 1991

8:30 a.m. Reports from Working Groups

9:30 a.m. Preparation of Integrated Plan and Programme based on Reports Presented

10:30 a.m. C O F F E E B R E A K

11:00 a.m. Review of Regional Plan and Recommendation; Designation of Responsibilities for follow-up

11:45 a.m. Workshop Evaluation

12:30 p.m. C L O S I N G C E R E M O N Y

1:00 p.m. L U N C H

DEPARTURE TO AIRPORT

3. SUMMARY OF WORKSHOP RESULTS

3.1 Opening Ceremony

The opening session of the Workshop on Rural Development Strategies in the Caribbean was chaired by the Permanent Secretary of the Ministry of Agriculture, Eliud Williams. The tone of the meeting was set when he stressed the importance of people and organisations working together effectively. He pointed out that countries like Dominica need to increase their exports to survive and that this can only be accomplished through well designed strategies and programmes which require well coordinated efforts. "This, in turn, will require the active participation of a diversity of people and organisations," he said. The Permanent Secretary pointed out that although IICA had once been viewed as a Latin American organisation this was no longer the case. He was of the feeling that Dominica had taken its rightful place within IICA. As he welcomed the participants to the meeting he saluted the CNIRD for their efforts at linking NGOs across the region into an effective force moving in a common and positive direction.

The first speaker on the Opening Session Programme was Harlan Davis, Deputy Director General, IICA. No stranger to the Caribbean, he welcomed those present on behalf of IICA and reminded the group that workshops often become talk shops. The Deputy DG stressed the need for clear directions and concrete actions and emphasized the important role that Ministers of Agriculture from the Caribbean are playing in the new IICA. He also made reference to the stirring speech made by Hon. Maynard Joseph in Madrid, Spain at the recent (September 1991) Tenth Inter-American Conference of Ministers of Agriculture.

After providing the participants with an overview of IICA programmes in the hemisphere, Harlan Davis referred to the present situation of rural development in the Caribbean (Annex 4). He made reference to four major problem areas which contribute to the deteriorating quality of life in rural communities. These were stated as: 1) Weak rural development support structures; 2) Uncertain market opportunities; 3) Limited participation of youth and women in the development process, and 4) Poor transfer of information and technologies.

Half-way through his presentation, Harlan Davis confided to the group that one of his primary concerns was "the absolute low productivity of land and labour in small-scale farming systems." He pointed out the importance of this aspect and how it is both a result and a cause of the core problem - the deteriorating quality of life in rural communities. "Any rural development strategy must be based on a sound economic footing which permits and promotes competitiveness leading to good quality products as demanded in the

marketplace," was a statement welcome to the ears of most participants in the event. Davis made mention of the fact that while there are those who are pessimistic about Caribbean agriculture, he is rather upbeat, after studying a number of documents which analyze the potential for increasing non-traditional agricultural exports as well as import substitution. He also pointed to the potential for increasing the production of traditional crops, while recognizing the need for political action.

Returning to his main theme, Harlan Davis stressed the need for competitiveness, which implies the use of cost effective technology. He told the group, "If you want to help the small farmer then you must help them achieve a sound economic footing on which to build." He added, "This will require an effective transfer of technology so as to increase yields per unit invested in land and labour." He identified CARDI as the key institution in the generation and transfer of technology within the region and pointed to the need for it to overcome the many problems it faces.

The Deputy DG answered his own question, "Can it be done?" by referring to national statistics showing that Dominica, over the period 1980-88 significantly reduced food imports as a percentage of all imports while increasing exports of food items. As to HOW they did it, Harlan suggested that Minister Maynard Joseph was in a better position to answer that question but anticipated that it probably involved attacking many of the problems impacting the small farmer in Dominica.

On behalf of CNIRD, Patrick I. Gomes welcomed the participants and pointed out that he feels like an adopted son of Dominica since his birthday falls on Dominica's National Day. He vividly portrayed the rural Caribbean when he recalled the people of Grand Bay "... young and old coming from banana lands, coconut fields, from tending their animals, with their catch of fish, carrying bundles of fresh produce, walking to school, coming from Roseau, jumping in and out of transport; rural life throbbing with hopes of a brighter tomorrow."

PI, as he is commonly known, recalled how CNIRD was formed in December 1985 with the mission to highlight the importance of rural areas and to ensure the involvement of rural people in the planning and implementation of activities pursued in different sectors for the development of their communities. He was of the opinion that CNIRD has come a long way since 1987, thanks to national consultations, biennial regional assemblies, national facilitators and a full-time Programme Director. He pointed out that "the NGO movement is one of the most active forces promoting regional unity, through action." He was proud to inform that CNIRD has contributed to Caribbean unity through collaborative activities and networking of government and non-governmental organisations.

Key words and ideas stressed by P.I. Gomes dealt with cooperation, collaboration, exchange of experiences, concerns from below, talking out on issues, joint actions, strategies and ideas derived from dialogue, development from a regional perspective, the need for NGOs to be critically self-conscious and their need to strive for a new philosophy of leadership.

His words hit home when he pointed to the present imbalance between the urban and rural sectors and reminded the group that those who remain in the rural areas are concerned. He challenged those interested in rural development to see that "rural areas of tomorrow are better than urban areas of today."

The Hon. Minister of Agriculture of Dominica, Maynard Joseph, formally opened the Workshop but not before making a number of points. "1992 is only days away and we in the agricultural sector are very concerned of what the future holds for us," he began. "Rural development is becoming the cornerstone of development and the number of participants at this meeting is encouraging because it is indicative of the human resource base which will guide us into the 21st Century," he continued. The Hon. Minister Maynard thanked IICA and CNIRD for their sponsoring of the event, seeing it as a positive sign - groups with similar interests working together. The Minister expressed concern with the direct linkage between poor rural development and excessive urbanization. "One way of reducing our problems in urban areas," he said, "is to improve the quality of life in rural areas." He went on to point out that while much is being done towards improving rural development, the impact on rural populations is below expectations. His recommendation for turning this situation around was the adoption of a comprehensive and integrated programme.

Maynard Joseph stressed the fact that the public sector cannot solve all the rural problems by itself. "The only solution," he said, "is a joint effort between governments, NGOs and support organisations." He made reference to the favourable import and export statistics indicated by Harlan Davis, earlier, and stressed that they would not have come about without a number of projects which have had high levels of impact upon rural populations and have been supported by all sectors: island-wide electrification, improved telephone services, improved water systems, new and improved feeder and access roads, improved extension services, land distribution projects, marketing facilities and others.

The Hon. Minister made reference to his past meeting with the Director of the International Fund for Agriculture Development, in Rome, and IFAD's plans for sending a mission to Dominica in February 1992. He suggested that the output from this Workshop be used as an input for that Technical Mission.

In closing, the Minister cautioned the group that the "beautiful ideas" coming from this Workshop should not remain on paper but become part of an effective plan of action. "We too often spend a great deal of effort in the design of strategies and projects but too little in implementation, follow up and evaluation," he said "Let's hope that what has been started here today will make a difference not only for our rural people but for their children for many years to come."

Geoffrey Brown, Vice Chairman, CNIRD, gave the vote of thanks.

3.2 Presentation # 1 and Responses

To achieve the Workshop objectives it was necessary to stimulate debate to draw out the experiences and expertise of the diverse participants. Towards this goal two papers were presented. Each paper was then discussed by one representative from a public sector institution and one representative from a non-governmental organisation.

Paper #1: RURAL DEVELOPMENT: LESSONS AND DILEMMAS FROM THE LATIN AMERICAN & CARIBBEAN EXPERIENCE

The first paper was titled: *Rural Development: Lessons from the Latin American and Caribbean Experience*. It was presented by Dr. Manuel O. Chiriboga, Director of IICA's Programme "Organisation and Management for Rural Development," San Jose, Costa Rica. Respondents were David Demacque, Head of Unit, CARDI, Saint Lucia and Lloyd Wright, Projects for People, Jamaica.

The main purpose of Dr. Chiriboga's paper was to discuss the main dilemmas that may confront Latin American and Caribbean rural development in the nineties, as an effect of broader economical and political transformations in the world system. He presented his paper in three parts: a) The challenges of international changes for rural development, b) Agrarian structure, social actors and state intervention, and c) Policies for rural development in the nineties.

In respect to international changes which will impact rural development he made reference to: the movement towards a global economy; the technological revolutions changing methods of production and communication; increasing world trade; formation of trading blocks and regional groupings increasing competitiveness; global concerns with human rights and democracy among others. In his paper, Dr. Chiriboga raises a series of questions in respect to the Caribbean's ability to respond to these changes. As he points out,

"The transition to this new scenario will be more or less dramatic, depending upon the decisions taken by Caribbean and Latin American societies."

On the topic of agrarian structure, Dr. Chiriboga discussed its evolution and that of agrarian social actors and of state intervention in the Caribbean. He analyzed the characteristics of "big estates" and "peasants in the Caribbean," making reference to three types: small commercial producers, part-time small farmers and landless peasants. He showed particular attention to the latter two categories and the widespread poverty associated with these two groups. Dr. Chiriboga emphasized the importance of rural organisations in the Caribbean, specifying different types of farmer organisations and stressing the growing importance of NGOs. He analyzed the changing role of public sector activities in regards to three distinct models: community development, agrarian reform and land settlement, and integrated rural development.

Rural development was defined in the paper as "simultaneous modernization of the different types of rural productive units: peasants and enterprises." Modernization was defined as "the set of policies, activities, methodologies and techniques that move rural areas from a state of traditional estates and poor peasantry to one of agricultural enterprises and small scale producers." Dr. Chiriboga went on to say that "this cannot be achieved without the existence of a modern state that leaves behind traditional paternalistic interventions and recognizes the existence of social actors and the need to develop such social actors and their negotiating capabilities."

In conclusion, Dr. Chiriboga stated that "rural development implies a whole new set of responsibilities for the state, for rural associations and for NGOs. States must act as a regulatory body assuring a type of inclusive modernization process. The legitimacy of its intervention comes from social agreements. Negotiation becomes a main tool of transition, not only at the national but also at the local level. Rural development must focus on rural communities, micro-regions and on farmer organisations. A support system must be established so that local governments and rural groups can effectively use the resources that support institutions offer. This support system must prioritize the development of organisational and managerial capabilities."

Following Chiriboga's paper, two respondents were given 15 minutes to comment on the presentors paper and highlight other aspects considered important.

Respondent #1:

In response to the issues raised, David Demacque made a presentation based on a number of years employed in Government

service, and more recently with CARDI, in the field of agriculture in Saint Lucia. He listed a number of problems (exogenous) which rural persons cannot impact directly, for example: globalization of economies, low prices on international markets, farm subsidies in some countries and restrictions in others, actions of middle-men which reduce returns to farmers, high cost of farm inputs, high levels of unemployment combined with scarcity of labour in rural communities, inadequate or inappropriate technologies, low purchasing power of consumers, weak support systems, top down approach to planning, weak research and extension programmes and cultural imperialism.

On the other hand, Demacque identified several problems (endogenous) which can be resolved in the rural communities themselves, given adequate planning and efficient use of resources. Some examples mentioned include the rural persons low perception of self, lack of information and knowledge in specific areas, poor ability to manage resources, lack of experience in project identification and formulation and weak organisations.

In his discussion, Demacque made a number of points and raised several important questions:

- One of the main dilemmas is that rural people have been marginalized, raising the question: How to integrate them effectively into the development process?
- Strategies for development have gone hand in hand with underdevelopment, therefore our strategies are unsustainable. How do we develop sustainable strategies?
- We must consider new alliances between intended beneficiaries and governments. What models or success stories do we have in the region?
- Governments, due to a scarcity of resources, have begun to divest themselves from providing traditional services. What are the priority services to be maintained by the public sector?
- Governments are beginning to support the development of farmer organisations. How do we strengthen farmer organisations so that they can provide more self-services?
- Women do not participate sufficiently in the rural development process. How do we integrate rural women into projects and the planning/development process?

Respondent #2:

From the perspective of NGOs, Lloyd Wright provided stimulating insights which complemented Chiriboga's paper. Wright reminded the group that Capitalism has its weaknesses, "concentrating economic and political power into a few hands, worsening wealth and income distribution, and recurring economic crises." He pointed to the need to identify and analyze the private sector's defects with the goal of ensuring that, as "the engine of growth," it becomes truly representative of the Caribbean peoples.

Given that 73.2% of unemployed women and 73.8% of unemployed youths live outside Kingston and Saint Andrew, Wright was of the opinion that Rural Development makes a lot of sense in Jamaica.

As possible strategies for economic and political transformation, Wright suggested: the promotion of joint ventures between governments and new entrepreneurs; the use of government assets in creative ways; more effective use of the funds obtained from Divestment Programmes.

Lloyd Wright observed that Dr. Chiriboga's paper was silent on the issue of aging farmers, of paramount concern in Jamaica where the farmer's average age is approaching 60. Low economic returns, low status and low levels of technology were identified as the principal causes of this situation. He stressed the need to create organic links between agriculture and processing and to modernize agriculture.

A model of Rural Industrialization was proposed with the following characteristics:

- farmer participation in ownership;
- guarantee of certain percentage of raw material;
- direct involvement of Extension Officers with entrepreneurial criteria;
- accountability of Extension Officers to management;
- effective education and training of rural populations.

Some of the questions raised during the response by Lloyd Wright were the following:

How do we prepare the private sector to play a more dynamic role in rural development?

It must be cost effective, determined through demonstration efforts which directly involve the intended beneficiaries.

How can we reduce economic distance between producer and consumer?

By becoming more cost efficient local products will become more competitive with imported items. For example, Jamaican cheese producers are now able to undersell some types of imported cheese.

How do we get young people involved in farming?

Ways must be found to make farming and other rural activities more profitable. This will involve education, modernization and the introduction of appropriate technology.

What success stories should be documented for dissemination?

Several cases are known but a systematic effort is required to document, analyze and disseminate successes and failures throughout the region. These can be used as building blocks for developing a more equitable new private sector.

What is the role of Government in Rural Development?

The governments of each country within the region have key roles to play in rural development. Specific projects and actions must be identified by country and included in national and rural development plans and strategies.

How do we get communities to look at themselves and modify attitudes and behavioural patterns?

"Dependency is seductive," local communities must become less dependent upon government for services which they can provide themselves.

3.3 Plenary Discussions on Presentation # 1

During the plenary discussion of the 1st Paper a number of pertinent points were made and recorded:

1. Praedial larceny is a serious constraint to small-scale agriculture. Government must play a more serious and active role in its control.
2. More attention needs to be given to teaching rural people that farming is a business.
3. We must recognize that not all rural people want land or want to farm. Many just want a job that will give them a satisfactory living.

4. The experiences of the NGOs must be documented. These can serve as the basis for the design of a new and practical rural development initiative.
5. Much agricultural land is being lost to agriculture. We must find ways to make agriculture more competitive.
6. Guyana is very isolated from the rest of the Caribbean. There is a need for closer ties to capture the Caribbean experience.
7. While agriculture is the basis or springboard for development, more thought must be given to the role of the farm, the farmer and the farm family.
8. Each country has its own particular characteristics, therefore, we should not generalize about rural development. Each country needs its own programme and strategy.
9. Tourist development holds potential as well as dangers for rural development. The impact of tourist development on rural development should be analyzed in each country.
10. Rural development projects start, dollars stop and projects die. Need for less of a top down approach and more of a horizontal focus with active participation of intended beneficiaries.
11. NGOs sometimes fail to give due credit to government for things they do well. NGOs should work closer with governmental bodies and help provide guidance and direction.
12. There is a tendency for NGOs not to get involved at the policy level. More efforts should be made to directly influence national policies, in a cordial manner. How do we work with government in designing and developing policies, projects and support services?
13. Some 80% of NGO funding comes from developed northern governments, we must remain aware of this.
14. A code of conduct should be defined when embracing private and public sector.
15. The promotion of hotels and industries close to rural communities can contribute to improved quality of life in rural areas.

16. Assistance must be provided to government to help them design and integrate sector policies into a complementary whole.
17. There is a wide range of non-agricultural activities possible in rural communities. A systematic effort should be made to identify and disseminate regional and extra-regional experiences.
18. There is a need to develop a "new private sector!" This will require the transformation of the existing private sector, the integration of the peasant sector and the definition of the role of the public sector. In the process we should follow a middle road: a combination of the analytical and the practical approach.
19. Rural development does not stop at the farm gate. Rural development has a very important human element. How do we integrate farm families into the development process?
20. One of our main concerns should be: How to develop the negotiating ability of rural people? There is a need to develop strong social actors!
21. Nutrition and domestic consumption are often given a backseat in favour of export promotion. These two strategies can and should be effectively developed in unison.
22. Government decisions on land use are often based on political expediency. There is an urgent need for land use policies to protect lands and water. Rural people must play an active role in the development of such policies.
23. There are no coherent policies for rural development in any country of the region! How do we develop a coherent policy for rural development?

3.4 Presentation # 2 and Responses

Paper #2: A SYSTEMS APPROACH FOR STRENGTHENING RURAL ORGANISATIONS

The second paper was titled: *A Systems Approach for Strengthening Rural Organisations*. It was presented by Jerry La Gra, Rural Development Specialist based at IICA's Office in Castries, Saint Lucia. Respondents were Oliver Benoit, Head of Planning Unit,

Ministry of Agriculture, Grenada, and Darnley Lebourne, General Secretary, National Farmers Association, Saint Lucia.

La Gra forwarded his presentation, indicating that much of the material in his paper was drawn from the experiences of the four year project "Strengthening of Farmer Organisations in the OECS." This Project, due to end in December of 1991, has been extended for two more years at the request of CFDC, ADCU and the respective Ministries of Agriculture.

In his introductory statement, La Gra identified three types of participants in development: those having the problems; those living off the problems and those creating the problems. He indicated the fine line between the second two categories, stating that it is alright to live off the problems e.g. working for government, NGOs or development organisations, if efforts result in benefits for rural people. He gave examples of how planners, bureaucrats, technicians and other decision makers sometimes make wrong decisions which contribute towards the problems of rural populations. "One way of reducing this risk," he said, "is to use a systems approach in problem analysis and in the design of solutions." He went on to indicate different types of systems and the wide variety of participants who can impact upon quantity, quality and value of products as they move through a commodity system. He showed, graphically, how diverse disciplines view situations and problems differently and why an interdisciplinary approach is necessary in decision making. La Gra briefly analyzed a commodity system, identifying 30 different critical components that must be considered in the formulation of a production and marketing programme.

A system, from a rural development perspective, was defined as: **An interdependent group of participants, actions and resources, from the public and the private sectors, combined in such a way as to increase the socio-economic welfare of a targeted group of rural people.**

The importance of relating profit to rural development was stressed. Profit, of course, implies the ability to satisfy market demand at a competitive price. This led the presenter to emphasize the need to identify market opportunities and to produce products to meet market demand, in other words "To develop the ability to produce sufficiently large quantities of a quality product and supply it on a regular basis at a competitive price." A first step in this process requires identifying products for which the supplier has both comparative and competitive advantage.

Six priority problem areas impacting rural organisations were singled out by Jerry La Gra. These were:

1. Market uncertainty.

2. Weak organisations and poor management.
3. Poor utilization of available resources.
4. Poor communication of information, technologies and experiences.
5. Deficient expertise in project identification and formulation.
6. Poor cooperation and collaboration between public and private sectors and with support organisations.

The rest of the paper analysed these six problem areas and identified positive experiences and contributions towards overcoming them.

Marketing:

Over the past few years a number of projects and initiatives at the national and regional level have contributed to the improvement of human and physical capital for marketing. A number of examples were cited in the paper. The creation of the Caribbean Farmers Development Company (CFDC) to provide services in credit, training, information and project identification and formulation was stressed as a very positive happening.

Joint Training and Support Activities:

Forty support organisations active in the region were identified. Over the past five years there has been an increasing tendency for these organisations to cooperate in the design and execution of actions to benefit rural organisations.

Joint Funding of Projects:

An increasing number of donor organisations are willing to participate in jointly funded projects. In the case of the Project for Strengthening Farmer Organisations in the OECS, some US\$1.8 million was directed towards common goals, over a period of 4 years, from 12 different sources.

Transfer of Information, Technologies and Experiences:

There is a growing tendency to use networks for the transfer of information and experiences. In the Eastern Caribbean there are presently networks of farmer organisations (CFDC, WINFA), rural development organisations (CARIPEDA, CNIRD), and agricultural commodities (Vegetable Products Network, Root Crops, Tropical Fruits). The importance of the newspaper, Focus on Rural Development, as a communication tool for rural development was stressed.

Project Identification and Formulation:

There seems to be a growing consensus that the design of rural development projects must include the active participation of the

intended beneficiaries. To this end at least two methodologies (Sondeo or rapid assessment and the Commodity Systems Assessment Methodology) have been developed and applied in the field successfully. More attention is being given to the design of production and marketing programmes for specific commodities.

The paper included a case study of the Roots Farm Cooperative Honey Project in Saint Lucia, indicating how members of the co-op participated in the identification of problems, design of solutions and execution of projects.

Poor Cooperation between Public & Private Sectors:

Although this was reported as a weak area where considerable effort needs to be applied, a number of positive signs were indicated. A number of countries have formed or are in the process of forming public/private sector "Steering Committees" or "Networks" to promote rural development. Extension Officers are being assigned to work under the direction of some farmers organisations. Nevis and Barbados are both formulating rural development strategies with action plans, and calling for close collaboration of public and private sectors.

Respondent #1:

The first respondent, Oliver Benoit, expressed his agreement with the concept articulated in the paper and went on to highlight some key elements of a regional rural development project from a public sector perspective.

Benoit's first area of concern was the meaning of rural development. He suggested the concept is relatively new in the Caribbean and may mean different things to different people. Using the World Bank definition: "Rural development is a strategy designed to improve the economic and social life of the rural poor," Oliver pointed out that past strategies have concentrated on increasing production, raising productivity and increasing employment. These have not worked well. He was of the opinion that the market mechanism is still the key factor but to use it effectively the agricultural sector will have to be modernized.

The second point made by the respondent was in regard to the structure of the rural sector and the coexistence of peasant (subsistence) and plantation (export oriented) agriculture. He indicated that this "dualism" is more complex than it appears on the surface, since neither group is homogenous. Export oriented agriculture includes owners and workers, while subsistence agriculture includes diverse categories of peasants. Oliver recommended that attempts be made to fully understand the prevailing structures before defining target groups for rural development projects.

In respect to policy and planning for rural development, Benoit pointed out that regardless of the ideological bias, a number of things are common to any strategy. Some of the more important things to be considered include policies dealing with land, research, technology generation and transfer, institutional organisation and backward and forward linkages within the agricultural sector and between other sectors. He said that any plan for rural development should be linked to a National Development Plan and be a long-term and ongoing process. "Local grassroots participation in the planning process is essential," he said.

Benoit was candid in stating that governments are under pressure to respond to rural poverty as the differences between rural and urban development increase. Governments, in their attempts to respond, often get involved with "solutions" which are planned from the top down, are overly ambitious and often poorly managed. They are often not the kind of projects the people need or want. Governments also have a bias towards projects which are likely to earn foreign exchange. Consequently, priority attention is normally given to agricultural projects which produce for export.

Benoit's response supported the idea of a multi-disciplinary approach but added another dimension. He pointed out that even within the Ministry of Agriculture there is often a big difference of opinion between planners, with their broad view, versus extension officers taking a micro view of the problem. He ended by stating that forming an inter-disciplinary team and selecting the leader of the team can often be a formidable task.

Respondent #2:

In his response to the Paper, Darnley Lebourne identified some key elements of a regional rural development strategy from the NGO perspective.

Lebourne was of the opinion that by highlighting agriculture the Workshop was taking a realistic approach to rural development. To give direction to efforts to develop a rural development strategy, however, he was of the feeling that rural development should be defined. Some of the factors suggested for consideration in such a definition were: historical factors, tradition & culture, available human resources, socio-economic status, political perceptions, physical environment and religion.

"We have a tendency to give handouts without sufficient contributions from the intended beneficiaries," he said, "our efforts need to become less paternalistic." He suggested that there was a need for more research and analysis to improve our understanding of rural populations so that our perceptions of rural populations as "poor and uneducated" can change to a more progressive

perception of partners in development. "Development workers," he said "should help rural people look inward and build upon their existing resources and potential."

Another point stressed by Lebourne was the need to identify and build upon indigenous technologies, not only as a practical approach to development but as a means of saving foreign exchange spent on imported technology.

Lebourne was of the opinion that those who support development activities often promote projects which the intended beneficiaries cannot manage. This implies the need for greater horizontal participation in design of projects as well as intensive efforts to strengthen organisational and managerial capabilities of rural organisations.

A serious constraint to rural development mentioned by this Respondent was the tendency for different actors on the rural development stage to move in different directions. He stressed the need for greater collaboration between Government institutions and NGOs. He recommended that national and regional forums must be increased to facilitate the sharing of information.

Darnley Lebourne said that an examination of different approaches to agricultural and rural development shows "a terrible lacking of systematic methods." For effective rural and agricultural development, he suggested the need for improvement in five areas:

1. There should be a greater recognition and utilization of farmer/development organisations in the delivery of services from the public sector.
2. Rural development should be based on an integrated and global approach, inclusive of all the needs of the rural household.
3. More research and analysis is required into the role and function of the rural household.
4. The respective roles of NGOs and Government agencies should be clearly defined.
5. Rural development must be based on sustainable principles considering such aspects as the environment, food self-sufficiency, indigenous technologies and managerial capabilities.

3.5 Plenary Discussions on Presentation # 2

Following the presentation of the second Paper and the comments and suggestions of the two respondents, the Chairman asked for comments from the floor. During this plenary session the following points were raised:

1. ORD will be using the Commodity Systems Approach but feels there is a need to publish material and train rural people in the use of the methodology similar to what was done in Saint Lucia (Training Workshop in Project Identification and Formulation).
2. "Profit" is often considered a dirty word by NGOs. This perception must be changed if rural organisations are to become self-sustaining.
3. A systems approach should not end with marketing or the selling of a product. There is also a need to look at post-marketing impact of development efforts, i.e. impact on nutrition, health, obesity, etc. and causes of problems such as high fat and low fibre. More emphasis needs to be given to consumption patterns.
4. Rural development strategy should give more attention to land and environmental issues.
5. Efforts should be made to ensure that national and regional rural development strategies are supportive of national development plans.
6. Rural development plans and agricultural development plans must be considered together.
7. Rural development projects should emphasize the involvement of women in decision making and productive roles.
8. There is a need to assist rural groups in the identification of opportunities for the reinvestment of financial resources.
9. More information on projects such as the Mabouya Valley Development Project in Saint Lucia should be made available for study and possible replication.
10. Praedial larceny is a serious constraint to agricultural development and consequently rural development. Policies and means of control must be implemented and seriously enforced.

11. Careful analysis of land reform and land settlement projects must be made to determine the real reasons for success or failure.
12. Any analysis of success stories and failures should document the role of women.
13. Any analysis of commodity systems must not overlook the farming systems.
14. Unlimited technical assistance and documents will not increase productivity. Key aspects include improving land preparation and technology at the farm level. This requires more intensive training of farmers and the farm families.
15. Child labour is an issue that must be included in any rural development strategy. However, it should not be overlooked that there is a positive side to children working on the farm.
16. Active participation and support for rural development programmes from rural populations will require incentives. Socio-economic incentives must be built into national development programmes.
17. While agriculture is important in the rural development process, it must not be forgotten that a significant percentage of the rural population is not directly involved in agriculture. How do we impact these populations?
19. There are a number of projects in the region that failed for socio-economic reasons. CNIRD and IICA should be asked to look at some of the failures and document reasons for their failure.

3.6 Summary of Work Group Discussions

Based on the discussions in plenary sessions, the Planning Committee identified a number of priority issues for which questions were formulated. Work groups were formed and Chairpersons and Rapporteurs were appointed. The five Work Groups met on two separate occasions, the first day to discuss questions derived from Paper #1 and the second day to debate issues arising from Paper #2 and a possible regional strategy. After each session, Conclusions and Recommendations were presented and discussed in plenary sessions.

Approximately 35-40 of the Workshop participants joined in the Work Group discussions and debate. As one of the participants stated on her evaluation form, "there was never a dull moment." The main criticism heard by the organisers was related to the shortness of time allowed to discuss all the important topics.

The complete collection of Work Group questions and reports are presented in Section 4 of the Proceedings. Some highlights from the Work Group deliberations are presented below.

There was a general feeling among the groups of a need for improved networking between governments and NGOs. Numerous useful suggestions were made as to how this might be achieved, for instance, having NGOs become more involved in the policy making and planning process.

The concept of a "new private sector" was analyzed and some means of stimulating its development were addressed. Characteristics of the "old" versus the "new" private sectors were discussed.

Some participants expressed their concern for over-emphasis on agriculture and pointed out that non-agricultural activities were essential for effective integrated rural development. They went on to indicate their complementary nature.

The establishment of Community Co-ordinating Committees in rural areas was identified as a means of improving rural participation in the planning process as well as the effectiveness of delivery mechanisms.

One group described what is meant by modernization of agriculture and went on to identify characteristics of essential technologies considered necessary to contribute to the modernization process. The same group outlined three steps which should be implemented prior to project approval to ensure that the necessary follow-up and evaluation of rural development experiences is built into the planning and implementation process.

A major concern expressed was on how people-based organisations and NGOs can participate more effectively in the rural development process and what measures are necessary for integrating people's organisations into the work of NGO's and government agencies. More effective sharing of information, networking, identification of key decision makers, effective coordination with government people and maintenance of a neutral political line were seen as some of the keys. Competition between NGOs was seen as an unhealthy situation while annual NGO forums were suggested as a means of developing a common strategy for overcoming problems.

One Work Group considered the question of "success stories" and how they can be used to promote and support effective rural

development. Four success stories were identified: GRENFRUIT, Grenada; SPAT, Dominica; MABOUYA VALLEY, Saint Lucia, and MORAIKO-BAI, Guyana. It was recommended that case studies be developed on these four projects, and others within the region, and disseminated in such a way as to facilitate the transfer of these positive experiences.

The five Work Groups of the second day all responded to the same three questions:

- Should we have a regional strategy for rural development in the Caribbean?
- What should this strategy look like?, and
- How would this regional plan be reflected at the various national levels?

All five Work Groups concurred that a regional strategy was both desirable and necessary. It was also a general feeling that a regional strategy should be used to guide the development of national rural development policies and plans.

In respect to content the Work Groups identified components such as research, training/education, food security, transfer of technology, profit-making enterprises, finance, environmental aspects, cultural development, infrastructure, land reform/distribution, social amenities and education in respect to family life.

The Methodology suggested for the development of the regional strategy included the use of an inter-disciplinary and inter-institutional team drawing heavily upon the existing base of secondary information and available experts. Consultants should be employed to undertake short and specific tasks where additional information is required. Priority should be given to proven investment and employment opportunities, nutritional and gender issues and training to overcome specific problems. Research methods should include the use of SONDEOs, CSAM and other proven techniques for the generation of decision making information.

Actors in the design and execution of the regional strategy should include public sector personnel, representatives of rural organisations and NGOs, policy makers, planners, researchers, specialists, representatives of regional and international support organisations and any others who can make positive contributions.

The timeframe should be five years in the first instance, recognizing that the regional strategy should be a permanent but rolling strategy. In other words it will be dynamic and periodically updated. The first 6-12 months should be dedicated to articulation, design and refinement of the strategy. The second year should concentrate on research and problem identification at the national level. The third and following years will concentrate on

development and implementation. Monitoring and follow-up by a pre-selected regional body will be an ongoing exercise.

3.7 Summary of Conclusions and Recommendations

During the morning session on Wednesday (November 27) the participants discussed, debated, disputed, pondered and finally agreed on a number of conclusions and recommendations relevant to rural development in the Caribbean.

There was a general consensus among the participants that a Regional Rural Development Strategy can and should be developed. The principal characteristics of such a strategy are presented in Section 5 of this document.

Priority areas where there is a need to initiate actions were identified as:

- the development of a "new private sector" supportive of meaningful rural development;
- collection of decision making information useful for the design of an effective rural development strategy for the Caribbean;
- addressing the food security and nutrition issues;
- increasing farmers net returns by increasing the volume and quality of produce marketed;
- improving the ability of rural organisations to identify and formulate environmentally friendly and sustainable development projects and policies;
- strengthening the organisational and managerial capabilities of rural organisations.

The group was of the opinion that CNIRD and IICA should work together in workshop follow-up activities and should provide guidelines to governments and NGOs for the development of rural development policies and strategies at the national level.

A number of recommendations and guidelines were made to orient CNIRD and IICA in the follow-up process. Specific recommendations and outlines of six Task Forces are presented in Section five of this report. The titles of the six Task Forces are as follows:

1. New private sector.
2. Case studies of rural development successes and failures.
3. Food security and nutrition.
4. Production, marketing and consumption programmes.
5. Training materials in project development and policy design.
6. Strengthening of organisational and managerial capabilities of NGOs.

4. WORK GROUP REPORTS

4.1 General Introduction

During plenary discussions a number of areas were debated which seemed to be of primary importance to the participants. These were noted by members of the Organising Committee as they surfaced. During a follow-up planning session the Organising Committee formulated ten questions for discussion on day one and three questions for discussion on day two. On the first day the five Work Groups were each given two questions to discuss and reach conclusions on. On the second day, all five of the Work Groups responded to the same three questions. The questions and the results of the respective Work Group debates are presented below.

4.2 Work Groups Day 1

Work group A-1:

Lloyd Wright:	Chairperson
Ann Rajack:	Rapporteur
Manuel Chiriboga	Edred Ward
Oliver Benoit	Lennie Adams
Amoy Williams	Bernard Ettinoffe

HOW DO WE IMPROVE NETWORKING BETWEEN GOVERNMENTS AND NON-GOVERNMENT ORGANISATIONS (NGOs)

The group agreed that there is a need for improved networking and collaboration between Governments and NGOs.

Given the present global and regional economic situation, governments find themselves in difficult times, economically, socially and politically. As a result they tend to make economic decisions in response to the situation which will bring the fastest economic/financial returns. This may or may not be in the best interest of rural people. *It is therefore important for NGOs to look after those who may be negatively affected by governments' decisions.* To do this effectively we need to improve networking between governments and NGOs.

Need for improved networking suggests that there are problems. The main problem identified is one of conflict between the two groups. NGOs are usually perceived as being anti-government. As a result, governments are not always willing to network fully or even partly with them.

It was also felt that governments were traditionally seen as the major agents for rural development. However, this perception is changing or has to change in some cases.

To solve both problems identified, NGOs have to be non-aligned to political parties but involved in development activities in so far as they seek to defend the interests of people and develop rural society.

NGOs have to be structured in ways that will encourage their members to avoid divisions within their group because of politics or other issues but remain united in working towards meeting their NGOs objectives. How NGOs are comprised and what their functions are, should be communicated to governments in an attempt to remove areas of conflict and improve networking.

Note, however, that conflict may still exist if governments do not agree or support the objectives of a particular NGO. In such cases improved networking will always be difficult.

For NGOs to play a greater role in Rural Development, they must have greater influence on policy making. In this respect, they have to become more political in their thinking and advocate for increased involvement in planning and development of programmes from the district level (which is often easier to accomplish) to the national level. Both governments and NGOs have vital contributions to make and very often the success of a project depends on the mutual support of the two groups.

Representation should be proportional depending on the programme and the people who will be affected by the programme. Continued communication of this approach from the "bottom up" will help in improving networking between government's and NGOs and forms part of a process of building a new and progressive political thinking.

Based on what was said before, improved networking between Governments and NGOs requires:

1. Improved networking within NGOs to strengthen themselves by understanding their mission and the best method of achieving their goals.
2. Improved networking amongst NGOs so that there can be a guiding and supportive umbrella body. Also, where missions are the same, similar or related, a strong united position can be presented to Governments.
3. That NGOs be careful of donor agencies (who may or may not be governmental institutions), so as not to be influenced to divest or divert from their mission.

IN WHAT WAYS CAN WE STIMULATE THE DEVELOPMENT OF A "NEW" PRIVATE SECTOR?

Characteristics of the "old private sector" are:

- is an enormous bias towards buying and selling with little manufacturing and low use of local materials;

- capital presently owned and controlled by a small group of individuals;
- a motive or driving force that seeks to maximise profits for the purpose of accumulation of wealth for the individual.

Characteristics of the "new private sector" would be:

- a new orientation which encourages local manufacturing and use of local materials;
- a broader base of ownership of the means of production - resources, labour and capital;
- a shift of interest from profit maximisation for an individual to profit generation for sustainable development;
- that economic, social and environmental factors must all be considered important.

Therefore in order to stimulate the development of a "new private sector", we have to educate and encourage a "new thinking" amongst NGOs and amongst the members of NGOs.

The approach must be professional and realistic. There must be proper feasibility studies, public awareness and sound financial investments. There must be professional involvement at all levels.

NGOs have to *auto-develop*, particularly in management and financial administration.

In the immediate situation governments should act as NGO partners, assisting and giving support in the form of land, buildings, infrastructure, training, tax concessions and others.

There should be a concerted effort for effective involvement of youth and women.

To finance the development of a "new private sector", funds should be sought from the private sector (through taxes etc.); from local banks and other financial institutions; divestment of government assets, and the people and NGOs themselves. Loans should be made available at low interest rates.

Resources should be allocated to research, education and development activities to ensure the success of this "new private sector".

Approaches to Government and other institutions should be diplomatic, and based on sound financial investment of great social and environmental impact. Note: Conflict and confrontation can and will arise at some point, as the "old private sector" may not fully support the development of a "new" and competitive private sector.

The definition of "new private sector" will evolve over time. What is clear is the philosophy - not profit maximisation for the individual but profit for sustainable development. This entails long term planning and investment with a code of ethics.

Work group A-2:

Dunstan Campbell:	Chairperson
Marlene Antoine:	Rapporteur
Daniel Arthurton	Dawn Marshall
Kidd Thomas	Cromwell Crawford
Wilberforce Emmanuel	

HOW DO YOU SEE THE ROLE OF NON-AGRICULTURAL ACTIVITIES AS PART OF THE INTEGRATED RURAL DEVELOPMENT PROCESS. Note: THE NOTION OF THE FARM FAMILIES SHOULD BE TAKEN INTO ACCOUNT.

There is a whole range of non-agricultural activities in the rural communities. These can be listed under three headings:-

Physical: roads, water, electricity, telecommunication, transport, housing, infrastructure (including health centres, schools, churches, recreational facilities).

Social: provision of health care, family planning services, child care, cultural and recreational activities and education (including adult and vocational training).

Economic: income-generating activities outside of agriculture, such as, tourism, processing, support services (including credit and insurance).

The role of non-agricultural activities is crucial to the Integrated Rural Development (IRD) process and can be described as the catalyst. The development of non-agricultural activities may even be a pre-requisite to IRD. Rural communities are usually characterized by an absence of most of the physical, social and economic features outlined above, as well as, by a relatively high degree of unemployment. The consequent lower standards in the quality of life and low levels of income lead to a net migration out of the rural centres into the cities. The development of the non-agricultural activities would serve to reverse the rural-urban drift and supplement the incomes of the farm family. The role of the non-agricultural activities is to improve conditions in the rural communities so that rural folk may wish to remain within those communities.

Improved services, such as electricity, provide the possibility of value being added to primary products, processing, manufacturing and mechanization of activities.

The development of management capabilities and skills and organisational structures for improving the management of resources can lead to reduced dependency on external agencies for the management of rural affairs. Education, or human resource development in the wider context, is seen as providing the tools for the analysis of community needs and problems by the members of the community, thus putting in place a mechanism for sustainable development. The provision of education and training to all the members of the farm family, whether or not they are directly involved in agriculture (in particular the female and young members) can lead to increased self-awareness and appreciation of the opportunities available.

Non-agricultural activities complementary to agricultural activities can provide a value added component, e.g. agro processing and handicraft, with the possibility of involving the various members of the farm family.

Conclusion: Non-agricultural activities have an important role in providing employment, increasing the quality of life, adding value and contributing to the internally driven development process.

HOW DO WE IMPROVE THE EFFECTIVENESS OF THE DELIVERY MECHANISM?

There are various factors which impact on the rural communities, including governments, non-governmental organisations (NGO), regional and international agencies.

One option in the implementation of effective systems is the concentration of resources and efforts in specific areas rather than attempting to scatter scarce resources throughout the rural communities. This concentration of resources can be derived from a number of agencies working together in a co-ordinated effort to carry out demonstration or pilot projects.

Where there are a number of organisations present there must be a harmonization of efforts to ensure maximization of results. Role and responsibilities should be clearly defined. We wish to propose the development of a community co-ordinating committee which would define the role of each actor.

The Community Co-ordinating Committee (CCC) groups should be made up of representatives of community groups and personnel representing various disciplines. External assistance can be channelled through these CCC's which would act as the information/networking centre.

Continuous education of the clients or beneficiaries would assist the community leaders and representatives in decision-making and the identification of projects. The community members would determine priorities and should be so trained in project identification and formulation and management skills. The members will channel their views to the CCC's and thereby influence the strategies and programmes that will be implemented in their communities.

Generally, members of the community and NGO's should be able to impact on the development and implementation of policy decisions and should be involved in

the implementation of projects. Community participation in continuous monitoring and evaluation should be assured.

A system must be put in place to report/analyse successful delivery mechanisms so that other groups can benefit from the experiences of successful groups.

Work group A-3:

Josephine Dublin: Chairperson
Malcolm Campbell: Rapporteur

Vincent Mahase John Browman
David Demacque Deep Ford
Andrew Satney

WHICH TECHNOLOGIES ARE ESSENTIAL FOR THE MODERNIZATION OF AGRICULTURE IN THE RURAL DEVELOPMENT PROCESS?

It is important to first define what modernization of agriculture means to us:

- It means a highly productive and efficient agriculture.
- It means an ecologically sustainable agriculture.
- It means an agricultural sector with adequate incomes for a decent standard of living.
- It means farming systems that are not highly vulnerable to unstable prices or to nature (income and livelihood stability).
- It is characterised by appropriate technologies.
- It empowers farmers and fosters entrepreneurship.

WHICH TECHNOLOGIES ARE NECESSARY TO ACHIEVE THE ABOVE?

Three broad categories of technologies can be identified:

- Biological
- Mechanical
- Management/information

These technologies will apply to all the rural development areas - farm as well as household. They will include production, storage, marketing, transportation, production and processing technologies.

Issues of scale and type of technology will be specific to location. However, the technologies should emphasize employment, low technology, local repairability and low initial capital requirements.

The vehicle that will determine the exact technologies for modernization, as we have defined it, will be a participatory technology development system.

HOW CAN WE ENSURE THAT THE NECESSARY FOLLOW-UP AND EVALUATION OF RURAL DEVELOPMENT EXPERIENCES IS BUILT INTO THE PLANNING AND IMPLEMENTATION PROCESS?

During the project design stage and as a part of the feasibility study three steps will be taken to ensure this:

- Step 1. A baseline survey will yield data which will define the situation as it is at present.
- Step 2. A set of verifiable goals, at particular stages of implementation will be detailed. These will serve as the criteria against which the project's performance will be evaluated.
- Stage 3. Before the project is approved an institution/organisation will be identified to serve as the monitoring/evaluation body. This will be an independent body which will be used to evaluate NGO's in general.

Work group A-4:

Jethro Greene:	Chairperson
James Paul:	Rapporteur
Curtis McIntosh	Agelica Pierre-Louis
Kurde Severin	Ron Green
Nicholaus Maldonado	McDonald Thomas

HOW CAN PEOPLE-BASED RURAL ORGANISATIONS AND NGO'S PARTICIPATE MORE EFFECTIVELY IN THE RURAL DEVELOPMENT PROCESS?

Definition of Rural Development

The group felt that the effort in rural development should be participatory since this produces more effective results.

Dr. Chiroboga's definition of rural development was reviewed. It was critiqued and found to be more appropriate to Latin American countries. Farmers

in the Caribbean tend to show a greater level of independence because they are better off economically.

The specification of farmers as productive units in the context of rural development was viewed with scepticism. It was felt that we need to go much further. In addition the definition equated development with modernization which was felt to be too North American in nature.

The lack of consideration of the cultural background of the people influences the effectiveness with which they participate.

Identification of the Current Situation

Participation seems to be a function of the level of confidence, the feeling that your contribution would be treated seriously. It was observed that in situations where contributions are not treated with the respect they deserve there is a low level of participation.

It seems necessary to create an environment which will first produce confidence in the individual. This will result in increasing participation of organisations in the different decision-making mechanisms for policy formulation. It is recognized that this is tedious and requires groundwork.

Establishing a Concept of Rural Development

Rural development is the empowerment of people to participate in the democratic process. Participation could be looked at in terms of differential participation on the part of organisations and in terms of community organisation in respect to members.

All agreed that in the devising of rural development strategies it is necessary to create mechanisms whereby the people will more effectively participate. Communities should be assisted in the creation of opportunities for consultation and participation at the level of the people and the organisation. At the same time there is a need for rural organisations and NGOs to recognize the structures established by the people.

Some community organisations have limited objectives and roles. People concerned with rural organisations (NGOs) need to recognize that the diversity and variety of such organisations offer an opportunity to address a broad range of community issues. They can be used as a rallying point.

In addition, collaboration and networking of community groups needs to be encouraged. This may lead to the development of umbrella organisations through which the work of the NGO could be channeled.

Groups with limited objectives can be used to effect rural development through the dissemination of information, e.g. church groups, sporting groups, cultural groups and health groups.

The diversity of rural development groups need to be recognized and an effective mechanism for the participation of all groups needs to be established.

Greater participation can be stimulated by the sharing of information with people at all levels within organisations and membership. It will result in a greater degree of participation in the decision making process which will increase member involvement because they feel it is their decision and not something imposed upon them.

The rural development process is usually seen as being controlled by government and invariably government's perception of the organisation influences effectiveness. Greater participation through the above mentioned mechanism is a good defense against dictatorship, fragile groups and the development of a working relationship with the government of the day. Members of these groups are likely to place greater pressure on their political representatives for more meaningful participation through the representative institutions they have created in the community.

It was felt that it was important for NGOs to develop a healthy working relationship with government. This can easily assist in pulling government and opposition groups together in resolving problems facing the community.

The maintenance of a neutral political line was seen as being important in order for NGOs to influence government policy and for the development of effective participation in government policy making and planning.

The identification of the persons exercising the greatest level of influence in the community can help to more effectively promote and encourage the process of participation within the community. Leaders in rural organisations are called upon to make complex decisions just as, or more often, than professionals, highlighting the need for the information sharing process to be given high priority.

Things which could be seen as rural development include eco-tourism, agro-industry and agricultural industry (production of farm equipment and inputs). In other words there is no need to limit it to agriculture.

Pricing is not only a function of cost. Other qualitative and quantitative factors need to be taken into consideration.

Rural development involves people and ensuring them of a better standard of living. It also involves a satisfaction of basic needs involving the utilization of resources or skills. It addresses employment, price levels, food and nutrition, health, family life, education, environment, transportation and communication.

Technocrats in central planning departments of government need to be actively involved in the process in order to ensure workable rural development strategies.

NGOs need to respect officialdom, but this does not mean subservience.

WHAT MEASURES ARE NECESSARY FOR INTEGRATING PEOPLE'S ORGANISATIONS INTO THE PLANNING AND IMPLEMENTATION OF NGO'S AND GOVERNMENT AGENCIES?

The answer to the above question depends on the attitude of government. However, effective integration requires a good flow of information and constant communication and collaboration among NGOs.

Competition between NGOs can lead to an unhealthy situation. There is a need for cooperation in the delivery of services to target groups and possibly division of geographical areas. It was felt that there should be an annual forum of NGOs within each individual country in order to raise the level of interaction between them and to better inform them of the problems each one faces. This allows a wide discussion of issues and the development of common and more generally acceptable solutions to the problems.

Work group A-5:

Ernest Caeser:	Chairperson
Lewis Amsterdam:	Rapporteur
Leonard Henry	Joseph Noel
Darnley Lebourne	Ashworth Simon
Mona George-Dill	

WHICH SUCCESS STORIES CAN BE IDENTIFIED AS APPROPRIATE MODELS?

The committee first looked for a suitable criteria for the writing of success stories. After some deliberations it was agreed that success stories on rural development projects should be written to serve as a model for other persons, organisations or groups. The story must bring out clearly:

- the element of sustainability and
- it must demonstrate positive impact on community/group and family.

Four (4) projects on which success stories may be written, were examined.

1. The Grenfruit Women's Cooperative Society of Grenada.
2. Small Project Assistance Team (SPAT) of Dominica.
3. Mabouya Valley Development Project of Saint Lucia and
4. The Moraikobai Rural Integrated Development Project of Guyana.

Background information on these four projects.

GRENFRUIT WOMEN'S COOPERATIVE SOCIETY

- The co-op began with a membership of fifteen (15) persons in 1979 and after 12 years, still has an active membership of 12 persons.
- Its main operation is the processing of fruits such as papaw, condicion, damson mauby, peppers, condiments, herbal teas etc. are also processed from time to time.
- The cooperative generates income between EC\$80,000 to EC\$100,000 yearly, which is used to pay staff and to carry out further development works.

Some Features

- The co-op does business with some 50-100 farmers weekly.
- Income is generated by members who manage the entire affair.
- The co-op supports other local and regional groups.

Special Services include

- Pension plan for its members
- Health pension plans
- Loan pension plans
- Education training programmes
- Promotion of international trade

Its main linkages are:

- GRENCODA/COPC
- Government of Canada/IDC

Promotion & Support

- Exchange Programmes
- Documentation
- The use of Extension Tools
- Consolidation of existing components, defined above
- The confidence by the people involved in the project, demonstrated at all levels by them

SMALL PROJECTS ASSISTANCE TEAM (SPAT)

This project involves NGO's with a bias towards Development Agencies.

There are four (4) aspects to the programme.

Project Management Systems

This involves the dissemination of technical information to cooperatives, farmers, group training, others.

Development Education

This entails awareness building and trying to assist people understand Governments programmes.

Network

There are three phases to be considered in sharing experiences:

- Local: - Working with the Dominica National Organisation
- Regional: - Working with CARIPEDA, CNIRD
- International: - Working with Agencies in North America.

Formation

- Training;
- Participation of other beneficiaries;
- SPAT grew from three (3) full-time employees to eleven (11) full-time employees.

Criteria

- SPAT has brought into the country EC\$5M in the last 10 years.
- SPAT survived during a trying period in the country for 10 years.
- SPAT diversified its funding sources to other agencies.
- Beneficiaries have taken on *leadership roles* in the country because of the training given by the organisation.
- Approximately 250 projects have been executed during the period under review.

Promotion & Support

- Ensure participation of the targeted Rural Community through seminars, field days and participation.
- A comprehensive planning and evaluation mechanism.
- Reporting of the programme balance sheet, 6-month reports to funding and other related agencies.

MABOUYA VALLEY DEVELOPMENT PROJECT

This project was not qualified under the criteria set by the committee. However, information provided on this project, if sustained, indicates good potential for a success story.

It varies from the other projects in that many non-agriculture agencies are involved. Group 5 recommends that this project be examined later.

MORAIKOBAI RURAL INTEGRATED REGIONAL DEVELOPMENT PROJECT

This project was not qualified under the criteria set by the Group since it has been in existence for only 2 years.

The same considerations given to the Mabouya Valley project were given to the Moraikobai project.

HOW CAN THESE SUCCESS STORIES BE USED TO PROMOTE AND SUPPORT EFFECTIVE RURAL DEVELOPMENT STRATEGIES?

It was agreed that success stories are an important means of promoting rural development and must be used to encourage, publicise and educate organisations throughout the region.

An inventory of rural development projects within the region, failures as well as successes, should be prepared. From this list a number should be selected for which case studies will be written. Local persons familiar with the history and development of the projects should be contracted to prepare the studies using a common methodology. The case studies should be published and disseminated to rural organisation and governments.

4.3 Work Group Day 2

Work Group B-1:

SHOULD WE HAVE A REGIONAL STRATEGY FOR RURAL DEVELOPMENT IN THE CARIBBEAN?

The answer to this question was a resounding yes. It was felt that the regional strategy should be used as a *guideline* in developing national rural development policies.

WHAT SHOULD THIS STRATEGY LOOK LIKE?

a) Content

There already exists a body of *research* material focusing on agricultural and rural activities. In addition there are numerous workshop reports and proceedings that also focus on this area. All this material should be pooled,

analyzed and synthesized and used as a foundation on which to build strategies, programmes, projects and other research studies.

There is also a need for continued research to follow the developments of rural activities and to fill in the gaps of data that may be required to plan an effective rural development strategy both regionally and nationally. We are suggesting that NGOs offer sponsorship to university students to conduct the research that is needed. Some suggested research topics include: indigenous technologies, skills and traditions, Caribbean farm families and households, marketing strategies and feasibility studies, cost\benefit studies. Generally, research should be both technological and socio-economic and cultural in nature.

There should be an easily accessible regional data base centre so that NGOs and other interested parties can access data on agricultural and rural development.

Profit-making enterprises should be promoted so as to generate finances to benefit rural groups and help meet national and regional needs. It is suggested that each Caribbean territory list their needs, resources and resource location as well as possible viable investments. From this information, joint ventures can be established amongst NGOs of different Caribbean territories. For example, Livestock production in Jamaica can be supplied with feeds produced in Guyana. Information such as this may already exist in CARICOM documents and can be used as a reference and a lesson showing where Governments went wrong in its implementation of a similar type of programme. CNIRD can probably access this document. Profit-making enterprises should be established under the philosophy of the "new private sector" discussed before.

Given the fact that the Caribbean Region is to a large extent, agricultural based in a largely rural environment, there needs to be more concentrated *education and training* focusing on developmental studies, including rural development and sociology. At present such training exists primarily as components of study programmes at the University of the West Indies. It is being suggested that this area is important enough to establish a Department\Centre of Development Studies. Such a Department would address not only rural sociology but small business development, cooperatives, farmers organisations, family and gender studies, environmental sustainability, etc. Attached to this Department should be a strong outreach arm having a significant input by the present Extension Department, UWI.

There should be continuous training and education of people involved in agricultural and rural development, with the emphasis on field activities. Participants should include NGO members, farmers, rural people and government workers.

Training and education of farmers and rural people should be further strengthened and expanded. Specific areas identified include business administration, financial management, economics, marketing strategies, farm and home management among others. Special emphasis should be given to the training of agricultural and rural farm women and farm/rural families in general.

The Caribbean inherited a colonial system that encouraged production of cash crops for export and the generation of wealth for foreign powers. We must now redirect our *production and consumption* patterns away from one where we consume large amounts of what we do not produce and produce large amounts of what we do not consume. This group identified three directions: (i) Meeting the nutritional requirements of our Caribbean peoples. This may mean the increased production of high protein produce including meats and animal by-products. (ii) To ensure food security in the region and nationally as much as possible. (iii) Continue to produce for export and the generation of foreign exchange earnings.

Another area of concern is the balance of the dollar between producer and consumer. In this respect the impact of the middle-man has to be addressed with the intention of shortening the economic distance between producer and consumer. When we talk about the middle-man we are also referring to the role of the larger marketers/traders such as Geest Industries Ltd and Tate and Lyle.

In addition we see the importance of developing the agro-processing industry under the "new private sector". This will help in addressing the problem of glut, shortages and fluctuation of prices. It will also assist in providing employment and generating income for the rural people and must be seen as an integral part of any national or regional rural development strategy.

Generally there needs to be a strengthening of the delivery services (improved transfer of technology) offered to agricultural and rural development. The Extension Service was specifically identified. Some technical areas thought to be in need of assistance were: record keeping, land preparation services, farm and home management, marketing information and prediction, pre and post-market activities, determining optimal land cultivation and inputs required to achieve desired level of incomes. Other areas needing assistance are on-farm research, using indigenous skills and resources viable to develop appropriate technological packages, soil conservation and environmental degradation and proper pesticide use.

While recognizing the need to further investigate and research the use of *child labour* in rural and agricultural activities, the group felt that this should not be examined in the same context as child labour in an urbanized situation or in Westernized countries. It was felt that in our Caribbean rural situation child labour was very often more of a survival strategy of the farm families. However this does not take away from the fact that child labour interferes with the child's recreation and schooling. It was also felt by some that the experience and responsibility of work and education is important in a child's upbringing but this must not be done to the extent of harming the child's health. As a result, means and ways should be derived to deal with this situation.

Methods of motivation should be built into the strategy, including economic benefits derived from profit-making enterprises, and the development of agro-processing industries under the ownership and management of rural people. Motivational features should also be seen in working towards meeting the nutritional needs of rural people while at the same time having food security and generating foreign exchange earnings. Increased educational opportunities can also be seen as a motivational feature.

b) Methodology (How do we put it all together?)

We have already identified the fact that there exists a body of relevant information such as research materials, workshop reports, seminars, NGOs and Governments plans. This accumulated information should be discussed, analyzed and synthesised with all the players involved in some aspect of agricultural and rural activities. From this base a guideline for a Caribbean Regional Rural Development strategy should be developed from which National strategies can be formulated within the specific environments. Such a methodology should be integrated in its approach and should include a multi-disciplinary team of people, including a proportional representation of rural people.

To have such a process taking place one must be cognizant of the fact that there is conflict between governmental departments, between NGOs and between NGOs and Governments. Attempts should be made to minimize or eliminate such conflicts.

One must also recognize that development is not a static phenomenon and as a result changes do occur. Rural development should be seen as something alive and as a result there needs to be continuous monitoring, evaluation and follow up. This can be done through commissioned research, surveys, workshops and in the day to day workplans of those engaged in direct field work. Hence, strategies and programmes may have to change with development and time.

c) Key Players

Key players must include first and foremost the rural people themselves and/or their representatives. This includes rural women and youth, proportionally represented. Other key players are, influential people/leaders in the community, NGOs, Government, community and rural developmental organisations, research and teaching institutions, commercial private sector, extension workers, nutritionists, women's organisations, churches and others.

d) Time Frame

Collecting and circulation of data - 6 months (June 1992)

National workshops - 6 months

Regional workshop - end of year (Sept.1992)

Work group B-2:

SHOULD WE HAVE A REGIONAL STRATEGY FOR RURAL DEVELOPMENT IN THE CARIBBEAN?

The answer to this question was yes, based on the rationale that it is becoming increasingly difficult for national economies and enterprises to work

autonomously. To increase the Region's competitiveness, it is necessary to form regional economic and trade blocks. A poor, hungry man living in the overcrowded urban centres or in the neglected rural communities cannot focus on regional integration. Rural development which is a leading element in the process of economic progress therefore becomes imperative.

Caribbean people share many of the same problems across the board. A regional strategy can provide guidelines on the macro level recognizing that there may be problems peculiar to certain territories. The same rationale is applied to the development of the national strategy vis-a-vis the farm. The project components within each territory may be different but the ultimate goals will be in line with the regional objectives.

The development of a regional strategy is a *dynamic, long term process* whereby the regional strategy informs the national plans and, through feedback, the national plans inform the regional plans.

WHAT SHOULD THIS STRATEGY LOOK LIKE?

a) Content

The regional programme will have elements of research which involves *situational analyses*, (needs assessment and SONDEO's, for example) and analyses which capture the contributing factors behind the success stories.

The regional strategy for rural development will outline opportunities for investments and the development of the "new private sector" will focus on the generation of profits for future development. The private sector should also be conscious of the environment and the need to ensure self sustainability. These enterprises should be based on indigenous resources and technology and should include both agricultural and non-agricultural.

The programme for training should be related to the priority problems with respect to market uncertainty, weak organisational structures and poor management, utilization of available resources, the communication of information and experiences, and, the collaboration among NGO's and public institutions. Training in the participatory methodology is an important element.

The programme will link the production processes and ultimate consumption by the rural families, paying attention to nutritional factors and providing employment opportunities for all members of the community.

b) Methodology

The methodology is an iterative process incorporating a synthesis of the different approaches, for example, the multi-disciplinary approach, SONDEO's and CSAM.

c) Key Players

The key players that have been identified include governments, NGO's, regional and international organisations. This implies, for example, policy

makers, planners, specialists in the major disciplines, (economics, sociology and the natural sciences) as well as representatives from rural umbrella organisations.

d) Time Frame

In the everchanging realities of the modern world, the regional strategy must be in the form of a rolling plan. We would, however, wish to propose a first Five Year Plan.

The iterative process can be outlined in three phases:

Phase 1 (6-12 months): The articulation and refinement of the regional strategy in an attempt to get a mandate from the consensus of all the countries. Although each of us here has an interpretation of 'rural development' we propose that a more comprehensive and meaningful definition can be obtained during this phase.

Phase 2 (12 months): The research and problem identification phase will include base line studies, SONDEO's, formal surveys and the analysis and dissemination of previous successes and failures.

Training and education begins in Phase 2 and should be integrally related to the activities of each phase;

Phase 3 (3 years): The development and implementation of projects including the establishment of a system for continuous evaluation and follow-up.

HOW WOULD THIS REGIONAL PLAN BE REFLECTED AT THE VARIOUS NATIONAL LEVELS?

The regional plan would identify priority areas in general and provide guidelines for designing solutions. On the national level, problem areas within each territory will be addressed. The national plans will outline programmes and projects utilizing indigenous materials and technologies and involving national and external agencies and an implementation schedule.

Some elements of the national plan may be similar throughout the territories of the region. For instance, the area of training of farm families incorporating farm management, adult and vocational training, and research into sociological implications of rural development. Some elements of the national plan will by necessity, be specific.

The first step is to gather all the actors involved and in that forum, identify those with the potential for dealing with the problems and a commitment to accept responsibilities. A good work plan should be one of the final products.

A monitoring and evaluation committee should be put in place to review the work plan and the collaborative process. This information must be fed to the

regional level. There is a role here for a regional organisation within the national territory to act as the secretariat and provide the networking services.

The regional plan will focus on exploring the comparative advantages within each territory be it in or outside of agriculture.

Work group B-3:

SHOULD WE HAVE A REGIONAL STRATEGY FOR RURAL DEVELOPMENT IN THE CARIBBEAN?

This group favoured the design of a regional strategy based on:

- Regional policy statements.
- National policy statements.
- Areas of overlap and common interest.
- Recognition of the specific needs of rural areas within nations.

In designing a strategy we need to recognise that it will be a continuous process, there will be no blueprints, at best only a rolling strategy.

The design of a regional strategy should begin with research studies at the national level on such areas as:

- the rural resource base;
- the legal/institutional framework (land);
- indigenous technology available;
- rural community assessment (inter-relationships);
- family structure, individual member rights and privileges;
- rural community goals;
- economic viability of households/enterprises;
- economic viability of rural communities;
- rural development in national planning.

There will be a transition period before the first rolling plan is produced. During this period the present structures will be maintained. Government and the private sector should take an active role in this process from the start. National policies will be identified out of all the findings and these policies will be critical in supporting the proposals that result.

Processes and policies will be institutionalised, as will be an evaluation system as documented earlier.

A regional plan will be forged on the basis of the overlap between national strategies.

Research must also explore the relationship between the government's present economic position and our rural development programme so that we do not conflict with them.

Lobbying interest groups to ensure government participation in a national/regional policy statement should be considered.

Work group B-4:

SHOULD WE HAVE A REGIONAL STRATEGY FOR RURAL DEVELOPMENT IN THE CARIBBEAN?

Limited manpower and resources justify a regional strategy. The development of a regional strategy must take national priorities into account and be flexible enough for modifications given the socio-cultural conditions.

WHAT SHOULD THIS STRATEGY LOOK LIKE?

The strategies identified were as follows:-

1. Strengthening of the management base of NGOs. The NGOs should be targeted according to their ability to promote economic development within a country. The identification of community-based economic organisations should be given high priority.
2. Training was identified as a component of the strategy. In areas where agriculture is important, efforts should be made to train business leaders. The existing status of rural organisation should be taken into consideration and operational audits or assessments should be done both as a prelude to this and on an ongoing basis.
3. Community needs and resource assessments should be carried out in order to identify the needs of marginalised groups and rural households.

The optimisation of the use of indigenous resources needs to be given attention.

The participation of governments on the boards of NGOs was discussed. There was no real consensus on this issue. However it was felt that it was important for NGOs to maintain their integrity. Large agricultural organisations of national importance should be included in any rural development strategy.

It is necessary for regional organisations to be brought in to play a part in rural development. Their participation should be clinical in approach and at a certain level. The regional organisations should be encouraged to work with and through NGOs to permit a more effective delivery of services. As part of the rural development strategy, NGOs should attempt to link with the regional and international organisations. The roles of the key players should be clearly identified.

A rural development plan should be an integral part of a national development plan. The likely exploitation of the consumer by the farmer should be highlighted and the farmer should be encouraged to offer reasonable prices. The children in the urban areas should be sensitized about the problems and

aspects of life in the rural areas. The importance of eating and growing your own food should be reinforced as an integral part of the strategy. Appropriate attitudes should be cultivated towards local products particularly among children.

There should be a focus on land ownership and land use at the regional level which should be translated at the national level to suit the conditions.

Four task forces should be set up to:

1. Encourage university students doing masters degrees to do research work on rural development.
2. Develop an original strategy promoting the use and value of local food, possibly headed by CFDC and including CFNI.
3. Document success stories viz Caribbean experiences, including NGOs and other rural organisations.
4. Prepare guidelines for the "new private sector".

Work group B-5:

SHOULD WE HAVE A REGIONAL STRATEGY FOR RURAL DEVELOPMENT IN THE CARIBBEAN?

On the understanding that "Regional" as it is used here means present members of the CNIRD in the first instance; and that the strategy may be modified as necessary to accommodate future expansion in membership;

"Regional Strategy" is then understood to impact a set of countries having common problems and common objectives.

Rural development was defined as the improvement of the quality of life of rural communities.

Based on the above definitions we answered the question with a resounding yes! We should have a Regional Strategy for Rural Development in the Caribbean. One of the main reasons for this is the strengthening of the CARICOM concept which sees our people as one, and our aspirations intertwined; the other being facilitation of the various national institutions by providing them with broad and common guidelines for preparation of their own National Development Plans. We saw also, that many of the principles, although presented in the Regional Strategy for Rural Development, would have a broader based application nationally: e.g. land policies which would also embrace urban land.

WHAT SHOULD THIS STRATEGY LOOK LIKE?

a) Content

It should contain elements of financing, research and development, profit making enterprises, training and education (to include family life education) consumption/nutrition based production, environmental concerns, culture, rural animation e.g. gender and generation concerns. infrastructural and social amenities and land policies.

b) Methodology

There should be:

1. Regional networking and national level consultation in preparation of the Regional Strategy.
2. The draft should be reviewed by Regional Governments and NGO's before preparation of the final document.
3. CNIRD should commission studies on essential issues relating to the strategy, e.g. further investigation into the "new private sector" concept.
4. Follow up on and evaluation of the Development Programme by the key players.
5. Periodical analyses of the region's overall climate (social, economic, political) with a view to making adjustments to the Development Strategy if and when this is found to be necessary.
6. The final document should be distributed to CNIRD members for use in preparation of their development programmes and projects.

N.B. National distribution outside of CNIR membership can be enhanced by consultation with Nationals.

c) Key Players

Regional Organisations, governments and NGO's are to be the key players in the preparation of the Development Strategy; and NGO's and Governments to be key players in its National adoption and execution.

d) Time Frame

Two to three years should be allowed for completion of the strategy, from the point at which CNIRD agrees to take it on as a project, bearing in mind the need for co-ordinating inputs from the various countries and for research, as well as for securing financing for developing the strategy.

HOW WOULD THIS REGIONAL PLAN BE REFLECTED AT THE VARIOUS NATIONAL LEVELS?

National Policies and Programmes would be mindful of the CONTENTS of the Regional Plan and adopt them in the manner most appropriate to national needs, e.g. extension methodologies may embrace training and technical assistance; and the significance of cultural considerations may differ from island to island.

At the National Level:

- a) There should be identification, adaptation and utilization of indigenous systems and material.
- b) Allowances should be made for the identification, development, and utilization of the rurally based human resources.
- c) Annual NGO Conferences should not only provide a forum for updates and sharing of experiences, re. the Regional Strategy in the National Climate but should also include an element of training for NGO representatives.
- d) Government's participation should be solicited for enacting necessary legislation, e.g. land policies.

The Organisational Structure presently operating could remain, as it was felt that establishing additional organisations could make the region "organisation top heavy".

Where would this Regional Plan be Reflected?

The Regional Plans should be publicised and circulated where they can influence national, sectoral and local programmes and projects in both the public and private sectors.

The strategy should stress elements of networking and collaboration; community involvement in the decision making and implementation processes; agriculture, agro-processing, crafts and non-traditional light industry. Light industries are found to be appropriate to the locality based on sound feasibility studies; serious consideration should be given to their impact on the rural household.

We are aware that all plans, like laws, carry some degree of inapplicability, misplacement or even disenchantment; however, we are of the sound belief that if meticulously researched, prepared and executed, this venture will have a very positive impact, not only on the rural areas we seek to help develop but on the individual countries involved, more importantly, on the Caribbean nation as a whole.



5. WORKSHOP RESULTS

During the Wednesday (November 27, 1991) morning plenary session the idea of formulating a Regional Rural Development Strategy was unanimously approved. This was followed by discussion of the content of such a strategy, the type projects to be included, methodology, key players and timeframe.

5.1 Outline of a Regional Strategy

In response to the question **What should be the content of a Regional Rural Development Strategy?** the participants identified the following areas:

RESEARCH (National and Regional)

1. Existing studies should be identified, pooled, analyzed, synthesized and used to develop appropriate plans, programmes and projects.
2. Continuous research should be undertaken by post-graduate university students. NGO's should assist in sponsorships.
3. Research should give priority attention to:
 - indigenous technologies and materials (agriculture and non-agricultural);
 - sociology of Caribbean farm families;
 - marketing;
 - appropriateness of technologies/mechanisms in agricultural development (theses).
4. Impact of "middlemen" should be evaluated and the economic viability of rural households and enterprises determined.
5. Agro-processing as a viable industry should be evaluated.
6. An analysis of the national situation and needs (as basis for a regional plan) should be carried out giving due consideration to the land issue, resource bases, legal/institutional frameworks, ideas and experiences of rural dwellers, environmental concerns, health and nutrition.

TRAINING

1. Training should be continuous and involve farm families, rural women, youth and children.
2. Increased educational opportunities would act as a strong motivational factor.
3. Training in rural development/sociology could be promoted via a Department of Development Studies at UWI.
4. Training should include:
 - small business: good business ethics; farm and home management; record keeping;
 - environmental (water and soil) conservation;
 - use of indigenous technologies and skills;
 - on-farm research;
 - market opportunities;
 - agriculture to improve production in those areas where it plays a key role;
 - others identified via needs analysis.

INFORMATION

1. A regional data base centre would be of service to rural development organisations.
2. Need for system with provision of continuous information flow, with regional organisations acting as brokers (CARICOM and CNIRD mentioned in this regard).

PROJECTS

1. Projects forming part of a national or regional rural development strategy should be characterised by:
 - profit-making potential (to be stressed);
 - possibility of creating economic units in rural communities;
 - needs and available resources;
 - potential for joint ventures among NGOs;
2. Projects should stress food security (nationally and regionally) and nutritional intake of consumers and be oriented towards increased production of high protein foods/products.
3. Projects should help to create an awareness and understanding of:
 - importance of consuming own food;
 - farmers and pricing practices;
 - needs of rural children and life in urban areas.

4. Projects should contribute to the strengthening of farmer organisations.
5. Projects should be developed taking into consideration existing land tenure, land use systems and land policies (inclusive of urban areas).
6. Project activities should stress:
 - profit making;
 - training and education;
 - research and development;
 - consumption/nutrition;
 - environmental concerns;
 - cultural considerations;
 - rural animation;
 - gender and generational concerns including babies, young people, women and men;
 - infrastructural amenities.

In respect to **What methodology to be utilised in the design of a regional development strategy?** the following suggestions were made:

1. There are two options for developing rural development strategies: National plans - regional or
Regional plan - national plans.
2. Whichever approach is adopted, the methodology should stress networking and close collaboration:
 - among NGOs;
 - among NGOs and government organisations.
3. Any methodology must ensure the integrity of the NGOs.
4. Plans should as far as possible utilize existing resources, e.g. synthesis of various approaches.
5. Participatory methodologies should be utilized, synthesized with all players involved in the design of national and regional strategies.
6. Design of strategy is responsibility of multidisciplinary team with strong rural representation.
7. Mechanism needs to be established to identify needs of rural populations.
8. Completed plan/strategy should take into account:
 - national/community problem areas;
 - use of indigenous materials;

- involvement of key national groups and organisations in implementation process.
9. Regional organisations should be involved but to play "clinical role."

In responding to the question, Who should be involved? the plenary session suggested that the key players include the following:

1. Rural people and their representative organisations: boards, associations, agricultural organisations with national significance.
2. Women, youth, community organisations.
3. Government organisations.
4. NGOs and nationals.
5. Research and teaching organisations.
6. Nutritionists.
7. Religious organisations (where appropriate) and social organizations.

The respective roles of each type participant are to be clearly identified.

The time frame proposed by the group was as follows:

Year 1: To research the situation and develop and refine National/Regional plans.

Year 2: Implementation to include sound feasibility studies (location of projects important); dissemination of research findings (including study of successes and failures); training.

Years 3-5: Development and implementation of projects which would include monitoring, evaluation and follow-up finances.

1. A plan/strategy should be drafted and reviewed nationally and regionally; should include plans for follow-up and evaluation of rural development programmes.
2. Final document should be distributed by CNIRD, regionally, to all rural development organisations.

- 3) An annual NGO conference (one group) will serve as a forum for updates, exchange of experiences, evaluation of plan and others.

5.2 Workshop Conclusions

Following the preparation of the organisational schema, the participants discussed, debated, disputed, pondered and finally agreed on a number of conclusions and recommendations relevant to rural development in the Caribbean.

1. There was a general consensus among the participants that a Regional Rural Development Strategy can and should be developed. Some of the principal characteristics of such a strategy were felt to be that it should:
 - be a joint effort of public and private sectors and should make effective use of regional and international support;
 - provide guidance to national rural development strategies and plans which should be integrated into national development plans;
 - facilitate public and private sector collaboration in the design of national policies impacting rural development;
 - have a research component which would facilitate building upon experiences;
 - prioritize the development of sustainable, profit making enterprises;
 - prioritize the development of organisational and managerial capabilities of rural organisations;
 - take into consideration traditional technologies and cultural differences;
 - integrate women and youth into sustainable entrepreneurial activities;
 - be market driven taking, considering domestic (including tourist and agro-processing sectors), regional and extra-regional markets and it should not overlook nutritional aspects;
 - be environmentally friendly;
 - promote agricultural and non-agricultural activities and infrastructure and social amenities;
 - include effective mechanisms for annual evaluation and follow up.

2. There is a need to initiate actions in six priority areas with the following objectives:
 - a) To contribute to the development of a "new private sector" supportive of meaningful rural development.

- b) To compile decision making information useful for the design of an effective rural development strategy for the Caribbean.
 - c) To promote the importance of and assist in addressing food security and nutrition issues.
 - d) To increase farmers' net returns by increasing the volume and quality of produce marketed.
 - e) To improve the ability of rural organisations to identify and formulate environmentally friendly and sustainable development projects and policies.
 - f) To strengthen the organisational and managerial capabilities of rural organisations.
3. CNIRD and IICA should work together in workshop follow up activities and provide guidelines to governments and NGOs for the development of rural development policies and strategies at the national level.

5.3 Workshop Recommendations

- 1. The Workshop requested that CNIRD and IICA assume a leadership role in putting together a Rural Development Strategy for the region in the shortest possible time.
- 2. The Strategy/Plan should be shared with governments and NGOs for their approval.
- 3. At the government level it is to be shared via the CARICOM mechanism at the meetings of Ministers of Agriculture and Community Development.
- 4. The Minister of Agriculture of Dominica, Mr. Maynard Joseph, should be asked to take the responsibility for piloting the Strategy/Plan through the approval process.
- 5. At the NGO level, the Strategy/Plan should be shared with and discussed with the participants of CNIRD's 3rd Biennial Assembly.
- 6. The report of the Workshop should be shared with the various governments and appropriate NGOs and support organisations of the region with a covering letter soliciting their comments.

7. The six Task Forces outlined below should be formed and CNIRD/IICA should nominate the convenors and coordinate and monitor activities to assure useful results over the shortest possible time frame.

5.4 Task Forces

TASK FORCE #1: NEW PRIVATE SECTOR

PURPOSE: TO CONTRIBUTE TO THE DEVELOPMENT OF A "NEW PRIVATE SECTOR" SUPPORTIVE OF MEANINGFUL RURAL DEVELOPMENT

OBJECTIVES:

1. To define and characterize concepts in order to promote the development of a "new private sector."
2. To propose suggested areas of focus for "new private sector" activities, particularly with regard to rural development.
3. To formulate guidelines and criteria to foster linkages between a "new private sector" and rural development organisations.
4. To promote funding for a "new private sector" among financial agencies.
5. To identify actions and models that contribute to the development of a "new private sector."
6. To establish training requirements for the "new private sector," specially in management.

METHODS:

1. Chairman to prepare a plan of work with expected costing.
2. Sources of financing and technical assistance to be identified and obtained with assistance from CNIRD, IICA and others.
3. Team to be assembled and activities executed.

SUGGESTED PARTICIPANTS:

- Caribbean Food Corporation
- Lloyd Wright, Projects for People, Jamaica

- Agriculturist/Business specialist
- Cooperative specialist
- Agricultural/Rural Economist
- Woman/small business specialist
- others?

**TASK FORCE #2: CASE STUDIES OF SUCCESSES AND FAILURES &
STUDENT RESEARCH IN RURAL DEVELOPMENT**

PURPOSE: TO COMPILE DECISION MAKING INFORMATION USEFUL FOR
THE DESIGN OF AN EFFECTIVE RURAL DEVELOPMENT
STRATEGY FOR THE CARIBBEAN

OBJECTIVES:

1. To carry out a series of case studies of successes and failures relevant to the rural development experience in the Caribbean. (The lessons drawn from these studies will contribute to the design of a regional rural development strategy.)
2. To encourage university students to carry out masters and PhD research on critical areas of need for rural development in the Caribbean.
3. Generate up-to-date information for planning and project development at the country level.

METHODS:

1. Definition of criteria for selection of case studies and research topics, eg.
 - positive impacts on xx number of persons;
 - potential to become self-sustaining;
 - utilization of local resources and ideas;
 - can be documented;
 - type people benefitted, eg. women, youth, farmers, landless, poor;
 - innovations of the project;
 - potential for replicability;
 - integrated nature of the project;
 - level of grass roots participation in the project;
 - historical importance, public policies, systems.

Selection Matrix:

TYPE PROMOTOR	TARGET BENEFICIARIES			PRINCIPAL TYPE ACTIVITY			
	FARMERS	WOMEN	YOUTH	HANDICRAFTS	AGRO-PROCESSING	AGRICULTURE	OTHER
GOVERNMENT	()	()	()	()	()	()	_____
NGO	()	()	()	()	()	()	_____
FARMER ORGANIZATION	()	()	()	()	()	()	_____
COMMUNITIES	()	()	()	()	()	()	_____
OTHER _____	()	()	()	()	()	()	_____

2. Identification of success stories and failures (programmes, projects) relevant to the rural development experience in the Caribbean.
3. Selection of the most important experiences for documentation. These would include government, NGO, farmer & rural organisations, community based innovative efforts, joint ventures between NGOs and Governments, and others, covering a variety of thematic areas.
4. Identification and selection of key persons to prepare the respective case studies.
5. Determination of the costs involved to:
 - collect information
 - preparation of case studies
 - publication of book "The Caribbean Experience in Rural Development"
6. Obtain funding and execute
7. Evaluation of results based on success or failure indicators:
 - production and marketing;
 - impact on consumption patterns;
 - impact on employment;
 - impact on incomes;
 - impact on organisational and negotiating capabilities;
 - sustainability;
 - ecological impact;
 - institutional setting.

PARTICIPANTS:

- Regina Dumas, CNIRD, Trinidad
- Geof Brown, UWI, Jamaica
- Jerry La Gra, IICA, Saint Lucia
- Dunston Campbell, AREP, Saint Lucia
- P.I. Gomes, UWI, Trinidad
- other UWI personnel
- GRENCODA, Grenada
- SPAT, Dominica
- CARIPEDA, St Vincent
- Projects for People, Jamaica

TASK FORCE #3: FOOD SECURITY AND NUTRITION

PURPOSE: TO PROMOTE THE IMPORTANCE OF AND ASSIST IN ADDRESSING FOOD SECURITY AND NUTRITION ISSUES

OBJECTIVES:

1. To assess the food security and nutrition situation at the regional, national and household levels in the Caribbean.
2. To develop guidelines and strategies for food security and nutrition programmes as NGO activities.
3. To identify opportunities and mechanisms for promoting greater production and use of local foods.
4. To promote the development of linkages with the local food processing industry and the tourist sector.
5. To inform rural populations of the nutritional aspects of diverse foods (fib, salt, high fat, etc.), their advantages and disadvantages.

METHODS:

1. Identify and prioritize studies which need to be conducted to evaluate food security in the Caribbean.
2. Incorporation of nutrition concepts and considerations in food research, production and distribution programmes.
3. Include food and nutrition in the curriculum throughout the education system.

4. Policy instruments to be identified and applied as part of the annual budget.
5. Production of educational material, videos, etc.
6. Seek funding for the above studies and actions.
7. Identify persons to carry out the studies.
8. Place food security and nutrition issues in the context of promoting rural development.
9. Promote policy reform and projects to improve the food security situation.

PARTICIPANTS:

- Curtis McIntosh, CFNI, Trinidad
- Deep Ford, University of Vermont
- WINFA
- CNIRD, IICA, CARDI, CARICOM
- Caribbean Farmers Development Union

TASK FORCE #4: PRODUCTION, MARKETING, CONSUMPTION PROGRAMMES

PURPOSE: TO INCREASE FARMERS NET RETURNS BY INCREASING THE VOLUME AND QUALITY OF PRODUCE MARKETED.

OBJECTIVE:

1. To develop a model which will permit farmer organisations to develop and execute effective production and marketing programmes.

METHODS:

1. Identify commodities with most favourable market opportunities, identify constraints and quantify potential (volumes, prices, costs).
2. Select one commodity to be used as a model.
3. Form an inter-disciplinary and inter-institutional team to formulate production, marketing, consumption programme.

4. Determine resource requirements and promote and obtain funding.
5. Establish mechanism to monitor and evaluate the implementation of the production, marketing, consumption programme.

PARTICIPANTS:

- Farmer organisations
- Ministries of Agriculture
- CARDI
- IICA
- CATCO
- ADCU/TROPRO
- UWI
- Exporters/Importers
- Others

TASK FORCE #5: POLICY DESIGN AND PROJECT DEVELOPMENT

PURPOSE: IMPROVE THE ABILITY OF RURAL ORGANISATIONS TO IDENTIFY FORMULATE AND EXECUTE ENVIRONMENTALLY FRIENDLY AND SUSTAINABLE DEVELOPMENT PROJECTS AND POLICIES

OBJECTIVES:

1. Integrate representatives of rural communities into the planning process.
2. Train community leaders and representatives of rural organisation in project identification and formulation.
3. Develop mechanisms to facilitate coordination, collaboration and access to available resources among NGOs and development organisations.
4. Assist rural organisations in preparation of projects and policies and their promotion within a national framework.

METHODS:

1. Organise joint meetings of MOAs and NGOs at national level to integrate planning process and design coordination mechanism.

2. Review existing documentation on rapid assessment, commodity systems and other methodologies and prepare a training manual which can be used to train rural people and organisations in the identification and formulation of rural development projects and policies.
3. Form inter-disciplinary teams to organise training programmes in each participating country in the use of the manual.
4. Prepare and publish a baseline document on donor organisations and their respective criteria for providing support services and train group leaders in its use.
5. Identify quantum and source of resources for publication, dissemination and training in use of manuals.

PARTICIPANTS:

- Deep Ford, University of Vermont
- Dunston Campbell, AREP, Saint Lucia
- Jerry La Gra, IICA, Saint Lucia
- David Demacque, CARDI, Saint Lucia
- Consultants
- Others

**TASK FORCE #6: STRENGTHENING OF ORGANISATIONAL AND
MANAGERIAL CAPABILITIES OF NGOs**

PURPOSE: TO CREATE THE POTENTIAL FOR RURAL ORGANISATIONS
TO MANAGE SUSTAINABLE RURAL DEVELOPMENT PROJECTS.

OBJECTIVES:

1. To determine specific needs of target groups for training in organisation and management.
2. To organize and execute training programmes to develop organisation and managerial capabilities of selected rural development organisations.
3. To integrate national and regional training efforts in small business organisation and management.

METHODS:

1. Inventory the needs of rural organisations for training in organisation and management at the national level.
2. Identification of available resources to support training efforts to overcome the identified constraints.
3. Preparation, testing and dissemination of training materials.
4. Monitoring and evaluation of impact of training programmes.

PARTICIPANTS:

- Darnley Lebourne, NFA, Saint Lucia
- Dunston Campbell, AREP, Saint Lucia
- Jerry La Gra, IICA, Saint Lucia
- David Demacque, CARDI, Saint Lucia
- Michelle Gibson, Barbados Credit Union League, Co-op. Training Programme
- Barclays Development Fund
- Inter-American Foundation
- ADCU/TROPRO
- FAO
- Small Enterprise Assistance Project (CAIC)
- Consultants
- Others

6. EVALUATION OF WORKSHOP

Seventeen (17) evaluation questionnaires were completed. The responses are summarized as follows:

6.1 Logistics

Accommodation and meals

Ten (10) participants rated accommodation and meals as GOOD; while seven rated the same category as FAIR.

Work area

Sixteen (16) participants rated the work area as GOOD; while one rated the area as FAIR.

Other comments

Five participants responded to this section. One spoke favourably of the room service, the friendliness of the hotel staff and the "high standard" of the food. Two commented on the peacefulness of the environment, which afforded an atmosphere for hard work; but one found the venue to be too secluded and noted that the absence of TV, radio and newspapers created a sense of isolation. The vegetarian meals were judged by one as not flexible enough and inadequate in their protein content. One participant asked for prior arrangements to be made to accommodate local representatives.

6.2 Process

Sixteen (16) of 17 participants found the workshop process to be helpful. Two commented that it was well organised, and easy to follow. One found that the small groups allowed for free expression by all and they were an excellent way to end each day. This participant claimed not to be tired at the end of each day.

Suggestions offered for improvements:

- a longer workshop would have allowed for more incisive discussions (1);
- a periodic summary of presentations and workshop deliberations should be presented (1);

- organisers should allow more time for groups to study and discuss questions. Each group member should receive a copy of the questions to allow for a more efficient use of time(1);
- use at least two note takers during the plenary sessions to ensure that valuable comments are recorded (1);
- include a field trip to enhance the learning process (3); (this observation was also made under "content" of the workshop):
- avoid use of dominant persons in the chair. The chairperson should encourage the widest possible participation in discussions (2);
- allow more time for respondents to study the paper before they respond (1).

6.3 Content

Expectations

Fifteen (15) of 17 participants responded; twelve said their expectations were only partially met, while three said their expectations were met fully. One felt a greater sense of hope for rural development and higher expectations of the actors; another was impressed by the sharing of expert knowledge on matters affecting rural people.

Gains which had not been expected were:

- the information on display (1);
- knowledge of socio-economic organisations and networks in the Caribbean and the general state of affairs in other islands and the opportunity to interact with a wide cross section of Caribbean people (4);
- information about the "new private sector" (2);
- exposure to the idea of pursuing a regional strategy (1); and the apparent viability of the strategies identified (1);
- identification, replication and modification of technology (1).

Expectations which were not met were:

- there should have been a greater advance in building on previous strategies to solve problems, instead of going over the problems; more use could be made of problem solving techniques (1);
- there should have been a greater sense of urgency about taking action (1);

- there should have been more discussion of the non-agricultural aspects of rural development: more attention should be given to socioeconomic, cultural and legal considerations and to social amenities for rural people (5);
- a better understanding should have been gained of the role of CNIRD (1);
- a better understanding should have been gained of rural development efforts in the Caribbean (1);
- there should have been more networking with other NGOs (1).

6.4 Recommendations and General Comments

Recommendations

1. Include Dominica Conservation Association on mailing list (1);
2. Convene follow-up consultations at the national and regional levels towards the development of a strategy. The consultations at both levels should include NGOs and government agencies (1). Various suggestions for the participation at these consultations were made:
 - invite more representation from women and women's organisations (1);
 - involve more "target groups" rather than "professionals" (1);
 - involve representatives of producer boards and associations (1).
3. A specific suggestion for a follow-up workshop with experts in various fields that could assist governments and NGOs to plan rural policies (1).
4. Future workshops should be more action-oriented. Action should be taken even in a state of uncertainty; waiting for "perfect knowledge" before acting could mean waiting forever (1).

General Comments

- One participant was "not convinced that CNIRD is really necessary", what is necessary are "greater linkages among existing organisations, which are already superfluous" (1);
- Participants were well informed, and this enhanced the quality of information (1);
- Organisers should take a bow for a job well done (1);
- It was refreshing to consider the ideological, as well as technological aspects of rural development (1).



ANNEX 1

LIST OF REGISTERED PARTICIPANTS

BARBADOS

Dawn Marshall
Inter-American Foundation
11 Paradise Heights
Cave Hill
St Michael
Tel. 425-1485
Fax 425-1305

James Paul
Manager

BARNACS
P.O. Box 87
Zynagogue
Bridgetown
Tel. 436-2270

Reginald E Pierre
IICA Caribbean Area Director
IICA Office in Barbados
P.O. Box 705
Bridgetown
Tel. 427-4740/1/2
Fax 429-3509

BELIZE

Nicholas Maldonado
Chairman, Camalote Village
Council
ANDA and Village Council
Camalote Village
Mile 53,
Cayo District
Tel. 08-22400

COMMONWEALTH OF DOMINICA

Carol Abraham
Ministry of Agriculture
Botanic Gardens
Roseau

Richard Allport
Agricultural Officer, Extension
Division of Agriculture
Ministry of Agriculture
Botanic Gardens
Roseau
Tel. 448-2401 ext 410

Charlesworth Charles
Dominica Export Import Agency
(DEXIA)
Bay Front
Roseau
Tel. 4483-495/2780

Josephine Dublin
Coordinator
CAFRA/WICA
P.O. Box 268
Roseau
Tel. 449-1397
Fax 448-2903

Mona George-Dill
Programme Coordinator
Dominica Conservation
Association
59 King George Vth Street
Roseau
Tel. 448-4098
Fax 448-7906

Bernard Ettinoffe
NDFD
Roseau

John Foye
Field Officer
SPAT
6 Fort Lane
Roseau
Tel. 448-4377

COMMONWEALTH OF DOMINICA Cont'd

Dora O'Garro
President
Dominica Hucksters Association
Fond Cole
Roseau
Tel. 448-3258

Ron Green
Programme Officer
SPAT
P.O. Box 268
Roseau
Tel. 448-4377
Fax 448-2306

Oliver Grell
Technical Officer - Extension
Division of Agriculture
Botanical Gardens
Roseau
Tel. 448-82401 ext 410

Errol Harris
Ministry of Agriculture
Botanical Gardens
Roseau

Stephen Joseph
Agricultural Instructor
Ministry of Agriculture
Roseau
Tel. 448-273

Alix Boyd Knight
Attorney at Law
Chambers
3 Cross Lane
Roseau
Tel. 448-5550

Donnie Robinson
Division of Agriculture
Botanical Gardens
Roseau

Debbie Martin
Division of Agriculture
Botanical Gardens
Roseau

Urban Martin
Co-ordinator
IICA Office in Dominica
c/o Division of Agriculture
Botanical Gardens
Roseau
Tel. 448-4502
Fax 448-5898

John McIntyre
Division of Agriculture
Botanical Gardens
Roseau

Angelica Pierre-Louis
Dominica National Council of
Women
P.O. Box 145
Roseau
Tel. 448-3935

Andrew Satney
Marketing and Intelligence
Officer
OECS/ADCU
P.O. Box 371
Old Street
Roseau
Tel. 448-2240/6555
Fax 448-6755

Ashworth Simon
Animator
Movement for Culture Awareness
25 Queen Mary Street
Roseau
Tel. 448-5167

Daniel Thomas
Executive Member
Windward Islands Farmers
Association
17 Church Street
Roseau
Tel. 448-4244

Kidd Thomas
Ministry of Agriculture
Roseau

COMMONWEALTH OF DOMINICA Cont'd

McDonald Thomas
Local Government Commissioner
Local Government and Community
Development
High Street
Roseau
Tel. 448-2401 ext 309

Frank Walters
General Secretary
Dominica Farmers Union
12 Church Street
Roseau
Tel. 448-4244

Amoy Williams
Asst. Chief Youth Development
Officer
Youth Development Division
Charles Ave
Goodwill
Tel. 448-2401 ext 346/349

Eluid T Williams
Permanent Secretary
Ministry of Agriculture
Government Headquarters
Kennedy Avenue
Roseau
Tel. 448-2401 ext 282

Urban Zamore
Division of Agriculture
Botanical Gardens
Roseau

COSTA RICA

Manuel Chiriboga
Rural Development Programme
Director
IICA Headquarters
55-2200 Coronado
San Jose
Tel. 0506-292723
Fax 0506-294741

L Harlan Davis
Deputy Director General
IICA Headquarters
55-2200 Coronado
San Jose
Tel. 0506-290222
Fax 0506-294741

GRENADA

Oliver Benoit
Head, Planning Unit
and Programming Officer
Ministry of Agriculture
MT. Wheldale Tel. 440-3083/3386
St Georges
Fax 440-4191

Joseph Noel
Project Officer
GRENCODA
Central Depradin St
Gouyave
St John's
Tel. 444-8430
Fax 440-8777

GUYANA

Lewis Amsterdam
Agricultural Programmes
Coordinator
Ministry of Agriculture
Regent & Nissenger Street
Georgetown
Tel. 02-60393/69154

John Browman
Programme Manager
Caribbean Community Programme
for Agricultural Development
CARICOM SECRETARIAT
Bank of Guyana Building
P.O. Box 10827
Georgetown
Tel. 02-52961/5
Fax (592)2-67816

GUYANA Cont'd

Cromwell Crawford
Rural Development Specialist
IICA Office in Guyana
P.O. Box 10-1089
Georgetown
Tel. 02-68835/68347

Vincent Mahase
Agricultural Economist
CARICOM Secretariat
Bank of Guyana Building
P.O. Box 10827
Georgetown
Tel. 02-529625
Fax 592-2-64493

Deep Ford
Department of Agricultural
Economics
University of Vermont
601 Main Street, Burlington
Vermont, 05401
USA
Tel. (802)656-1015
Fax (802)879-9445

JAMAICA

Geoffrey (Geof) Brown
Director (Senior Lecturer)
Social Welfare Training Centre
University of the West Indies
Mona Campus
Kingston
Tel. 927-2478/927-1661 ext 482
Fax 927-1920

Leonard A Henry
Director
Technology, Training and
Inter-Agency Coordination
Rural Agricultural Development
Authority (RADA)
Hope
Kingston 6
Tel. 927-1130

Lloyd I. Wright
Agency Coordinator
Projects for People/CNIRD
25 Waterloo Ave
P.O. Box 326
Kingston 10
Tel. 929-7356/2304

NEVIS

Daniel A. Arthurton
Marketing Officer
Ministry of Agriculture
Belle Vue
Charlestown
Tel. 469-5521 ext 2095/88
Fax 469-1806

Edred Ward
Treasurer
Nevis Bee-Keepers Co-operative
Gingerland
Tel. 469-5521 ext 2095

SAINT LUCIA

Franz C Alexander
IICA Representative for the
OECS
IICA Office in St Lucia
P O Box 1223
Castries
Tel. 452-4582
Fax 453-1224

Dunstan Campbell
Outreach Lecturer
AREP, UWI
c/o Ministry of Agriculture
Bridge Street
Castries
Tel. 452-1458
Fax 452-6964

David Demacque
Head of Unit
CARDI
P.O. Box 972
Castries
Tel. 452-4160/24834
Fax 452-26934

Jerry La Gra
Rural Development Specialist
IICA Office in St Lucia
P.O. Box 1223
Castries
Tel. 452-5482
Fax 453-1224

Darnley Lebourne
General Secretary
National Farmers Association
P.O. Box 1717
Castries
Tel. 45-27277

Kerde Severin
Programme Officer
Mabouya Valley Development
Project
P.O. Box 1492
Castries
Tel. 453-3134/3242
Fax 453-3048

ST VINCENT AND THE GRENADINES

Lennie Adams
Head of Extension Services
Ministry of Agriculture
Kingstown
Tel 45-6111 ext 318

Wilberforce Emanuel
WINFA
Paul's Avenue
P O Box 817
Kingstown
Tel. 45-62704

Jethro Greene
Organisation for Rural
Development
P.O. Box 827
Kingstown
Tel. 45-71298
Fax 45-62372

Beverly Warren
Rural Programmes Co-ordinator
St Vincent Save the Children
P.O. Box 203
Kingstown
Tel. 45-61790

TRINIDAD AND TOBAGO

Marlene Antoine
National Specialist
Small Business Management
IICA Office in Trinidad and
Tobago
Apple Centre
155-157, Tragarete Rd
Woodbrook
Port-of-Spain
Tel. 622-2373/4
Fax 628-7058

Ernest Caesar
Regional Director
Ministry of Food Production
and Marine Exploitation
Rodriguez Building
Kings Wharf
San Fernando
Tel. 657-5455
Fax 657-5455

Malcolm Campbell
President
Federation of Food and
Agricultural Organisation
157 Henry Street
P.O. Box 5
Port of Spain
Tel. 623 3115

TRINIDAD AND TOBAGO Cont'd

Regina Dumas
Programme Director
CNIRD
#40 Eastern Main Road
St Augustine
Tel. 662-6473
c/o Fax 663-9686

P.I. Gomes
Project Coordinator (Training)
ECLAC
22-24 St Vincent Street
Port of Spain
Tel. 623-5595
Fax 623-8485

Curtis McIntosh
Advisor in Food Economics
Caribbean Food and Nutrition
Institute
University of the West Indies
St Augustine
Tel. 663-1544
Fax 663-1544

Ann Rajack
Research Fellow
Agricultural Extension Dept.
UWI
Faculty of Agriculture
St Augustine
Tel. 662-2002 ext 3205

ANNEX 2

WORKSHOP PRESENTATIONS - OPENING CEREMONY

ADDRESS BY HARLAN DAVIS

Minister Joseph, Permanent Secretary Williams, my friends from CNIRD, Dr. Pierre, other important officials from the Government of Dominica, ladies and gentlemen, good morning to you all. First of all on behalf of the Director General of IICA and our entire staff let me welcome you to this very important conference that will be carried out over the next two and a half days in this beautiful setting.

I want to say how pleased and how happy I am to be back in Dominica, to visit with friends whom I have not seen for a number of years. I marvel at what is taking place in terms of development and growth and yes even traffic jams in Dominica. A lot has taken place since I was here five years ago. It's a particular pleasure to see the Minister and Permanent Secretary. The delegation from Dominica has always played an important role in the life of IICA. Not only do they represent Dominica but the Caribbean in general, the Permanent Secretary often at our Executive Committee meetings and the Minister at the Inter-American Agricultural Board Meetings. The Minister gave a very stirring speech this year at Madrid, he represented the Caribbean very well.

Over the next two and half days we will be looking at the subject of rural development strategies. We want to look at and identify strategies for rural development and we want to propose specific projects and programmes. I do hope that we can put emphasis on this latter. We talk a lot about this subject and it's the responsibility of scientists, practitioners and policy makers to come up with concrete ideas that we can put into action on this very important subject.

Let me take advantage of my presence here to briefly say a few words about IICA. Most of you know that IICA is a technical cooperation agency of the Inter-American system. It was established fifty years ago and is one of the oldest agencies within the Inter-American system. We work throughout Latin America and the Caribbean, having offices in 16 countries from Argentina to Mexico and 13 countries throughout the Caribbean. We work in five major programme areas including (1) Agriculture Economics and Planning, (2) Technology Generation and Transfer, (3) Rural Development, (4) Agricultural Marketing and Trade, and (5) Animal Health and Plant Protection. I am happy to announce that Dr. Chiriboga who is head

of our Rural Development programme, is with you for this conference. Our funds are derived mainly from quotas from our member countries but we also execute projects for the World Bank, the Inter-American Development Bank, the Economic Community, USAID, CIDA of Canada and a number of other important donor agencies. With the help of the political delegation from the Caribbean and important input from my friend and colleague, Dr. Reggie Pierre, I think IICA is turning more and more towards the Caribbean, recognizing the importance of this area. I hope it will continue in that direction.

I understand we have good participation from government agencies, from NGOs, from the private sector. In other words we have a good integration of those involved in rural development. We look forward to your input because it is your experiences, and insights that must be transferred to those who will be designing rural development strategies and trying to identify new opportunities for rural development in the Caribbean. The paper, "Rural Development in the Caribbean" that has been distributed identifies four issues or problem areas that impact the rural poor. First is the problem of weak infrastructure and poor public services (roads, education, public health facilities etc.). Secondly is the issue of uncertain market opportunities, closely associated with inconsistent supply of produce and poor quality. The third issue that is identified in the paper is limited participation of rural people in the economic and political process and the fourth is poor systems of information and technology transfer. These are very important issues. I hope that over the course of the next couple of days as you analysis and evaluate these and other issues, you can come up with specific actions and practical projects for interventions to deal with them. Let me take a minute this morning to try and put these problems within a broader context, a broader frame of reference for your evaluation and analysis.

One thing that always strikes me as I review and analyze Caribbean agriculture is the absolute low productivity of land and labour. What do I mean by this? Absolutely low yields per acre of most crops and enterprises of small scale agriculture and comparatively low labour output per unit of man power employed in small scale agriculture. Absolutely and comparatively low, that is, to the larger producers in the region and in terms of experimental yields. If you look at the gap, it's enormous, the difference between experimental yields and the yields per acre of small farmers for most of their crops and enterprises. I would raise the question for your analysis this morning: is this low productivity a result of the four issues identified in the mentioned paper? Is it a cause of the four issues? This might sound like an academic question, you say well this is rhetoric, is it a cause or is it a result? It's both. Of course its both, but the issue is complex and I do not think that there is a simplistic or an easy answer to this rhetorical question. I would like to submit to you that a sound rural development strategy must be based on a sound economic footing. I

think we must have a solid economic basis for sustaining rural development of small-scale agriculture. We must achieve competitiveness and this requires a good quality product.

I have heard a lot of pessimism about Caribbean agriculture. I have worked off and on in the Caribbean for twenty-five or more years and I keep hearing this pessimism, yet the Permanent Secretary says there are opportunities. I am not as pessimistic as many analysts and friends who discuss this subject. In fact I have been reviewing a number of crop level studies and I find that there are good opportunities. The Caribbean has a comparative advantage in a number of important crops and enterprises, both to supply domestic markets and increased production of non-trationals for export to regional and extra-regional markets. I think there are opportunities for import substitution of many of the food products imported into the region. I think there are still opportunities for the maintenance of production and even increased production for traditionals such as bananas, sugar, cocoa and others. The political work required in this latter category is significant and no one knows it better than the Ministers from the Caribbean as they boldly made their case to their European colleagues in Madrid at the end of October. I think that there are many opportunities, for products such as breadfruit, sweet potatoes, yams, dasheen, spices, essential oils and selected tropical fruits and winter vegetables.

For import substitution, there are a number of livestock products which can be produced economically in the region and could help save millions in foreign exchange. While some pessimists say the markets are not there for traditional exports, look at the substantial ethnic markets, western markets in the UK, Canada and the US that are growing every day and they prefer Caribbean products when they are competitive in quality and price. In order to tap into these potential markets I think we must achieve competitiveness in small scale agriculture and this implies the need to generate the relevant cost-effective technology and get it out to the small farmers. I am quite active in CGIAR activities for IICA the consultative group for international agriculture research that now has fourteen centres around the World and the fifteenth soon to be opened. Of these fifteen, not one is in the Caribbean. COSAVE (Plant Protection Committee for the Southern Area), has programmes here, CIMMYT (International Maize and Wheat Improvement Center (Mexico) has programmes here but we do not have one CGIAR research centre in the Caribbean.

We do have CARDI, an important, young, struggling organisation with great opportunities and a lot of problems. Permanent Secretary Williams plays an important role on the CARDI board. We also have the national agricultural research systems within each country, some being stronger than others. Jamaica has traditionally

been one of the stronger ones as you may know. IICA is actively involved in helping to strengthen both the national agricultural research systems and CARDI. In order to develop competitiveness and achieve better quality of product, improved technologies must be introduced. I think this is one of the more important things that we can do for small farmers and the rural poor to help them achieve a sound economic footing which will allow them to pull themselves up by the boot straps. Policies, infrastructure, markets, information systems are all very important, but we must have a sound and viable economic footing to build on. I sincerely believe that one of the most important components in creating this sound economic footing is a very good system of technology generation and technology transfer. We must strive to reduce costs of production, while increasing yields of land and labour. This will help achieve competitiveness and increased returns to rural populations.

Can it be done? Perhaps another rhetorical question but, yes I think it can be done. If you do not believe it can be done then review the CARICOM data from our host country Dominica. In preparation for this conference I looked at published data for Dominica over the 1980-1988 period. When we look at the structure of merchandise imports by country, food items have declined in Dominica from 27.3% to 15.9% of all imports. Dominica seems to be substituting very quickly. Looking at the structure of merchandise exports shows that exports of food items have increased from 44% to 77% of all exports over the 1980-1988 period. Minister Joseph can tell you how that has been done better than I can. However, I suspect it's a result of hard work, scratching and digging for technologies that are relevant and cost effective and helping to establish a system of policies that are conducive to improved marketing systems and others necessary for sound rural development strategy. It is my opinion that this is the way to go. I think rural people have the will and the potential to improve the quality of life in rural communities and I think the example is before us. With these few words I have probably exceeded my time. I will close my remarks by saying once again that we are grateful for your participation in this conference and we welcome you. We hope that over the next couple of days you will share with us your organisation, government, NGO, private sector experiences so that we can enrich our rural development strategy. Just as the Permanent Secretary expressed his optimism I express mine for the Caribbean in general and small scale agriculture in particular. Thank you very much, thank you for coming.

ADDRESS BY PATRICK I. GOMES

Distinguished participants, colleagues, co-workers, Mr Chairman, it is indeed a great pleasure for the Caribbean Network for Integrated Rural Development (CNIRD) to be a co-sponsor of this Regional Workshop. We are even more pleased to be here in this lush, verdant, beautiful country, Dominica, where rural development is so significantly recognized as crucial to the society's genuine development - and therefore should be duly accorded the prominence it rightly deserves. For us in CNIRD, development means an enhancement in the quality of the lives of the people, who are invariably the people of the countryside, rural people --- the people of the land --- the little towns, villages, hamlets, clusters of communities.

In my view, development of the rural Caribbean vividly brings to mind the people of Grand Bay there in the south of this island. There on L'Alle - young and old are seen coming from banana lands, from the coconut fields, with their animals, the catch of fish, holding the bundles of vetiver, or going to school - coming from Roseau, jumping in and out of the transport!! Rural life throbbing with hopes of a brighter tomorrow!

The mission of CNIRD is unambiguously stated as " ... to highlight the importance of rural areas and to ensure the involvement of rural people in the planning and implementation of activities pursued in different sectors for the development of their communities."

Our mission and mandate have been derived from, and are periodically renewed and revised in response to, the needs of and by the rural communities. Conceived as a network, CNIRD has as its mode of operation - *cooperation and collaboration*. We are of the view that the unique role and strength of the network is its attempt to bring together for "*cooperation and collaboration*", government agencies, regional organisations and particularly the Universities and the growing family of NGOs.

This was the clear perspective and distinct wish of the Regional Symposium held in Jamaica in December 1985. We attempted to address "concerns from below," from the level of community activities, where the people experience the day to day problems of the debt burdens, of structural adjustment programmes, of uncertainties about the markets for their produce, and the cost of health and education. These issues we consider could best be addressed by joint action, and they provided the basis for the formation of CNIRD. That was six (6) years ago.

By means of national consultations, with the guidance of the biennial regional assembly, the national facilitators appointment of

a full-time Programme Director in 1987, this initiative has served as a catalyst to mobilize an exchange of experiences, to share information and the creation of public awareness about development issues affecting rural communities - right across the Caribbean region - transcending differences of language. Therefore we feel proud to say that by collaborative activities, this networking of organisations, government and non-governmental, has fostered and promoted in very tangible ways the cause of Caribbean unity. In fact, the NGO movement is now by far one of the most active forces promoting regional unity - through action.

Against this background, we have come together for these few days to critically reflect and examine the fundamental issues impinging on the lives of the people of the Caribbean in general, and particularly of the rural communities.

It was clear to us in CNIRD that we should not "dream up solutions" or attempt to write project proposals that might suit the interests of funding agencies, if the concerns, the day to day problems and experiences, the clash of ideas and search for collective solutions did not benefit from a dialogue. In such a venture CNIRD is proud to play a leading role with the Ministry of Agriculture and IICA.

This occasion is meant to let us look to you for guidance and counsel so as to get on with the urgent task of finding and implementing specific activities that will advance the transformation of the rural Caribbean. CNIRD is about action - we expect these deliberations to inform those actions and policies in a meaningful and relevant manner.

As part of the NGO movement, it seems to me necessary for us to take note of two very serious factors affecting Caribbean societies at this historical juncture. First and foremost is the need for a regional perspective in what we do. The problems are common and widespread - affecting all of us - you name it: devaluation, drugs, corruption, markets.

Each of us trying to go on our own merry way will lead to the disaster of all. We can't afford waste, duplication, senseless competing with each other for the benefit of others. The implications of this must be present in how we approach strategies for development.

Secondly, I think NGOs must take warning of the dire consequences of leadership struggles that end-up in the destruction of institutions for short-sighted gains. If we fail in bringing a new vision, a new philosophy of leadership to how we conduct our business, we would betray the hope of the region for a brighter tomorrow!

Let me conclude therefore by expressing on behalf of the Management Committee, the deep appreciation of our Network to the Government of the Commonwealth of Dominica for hosting this event and so willingly extending the warm hospitality of the people and the land to our participants.

ADDRESS BY MAYNARD JOSEPH

Representatives of IICA, CNIRD and other regional and international organisations, participants in the workshop, friends, colleagues from Dominica, ladies and gentlemen.

The previous speakers have done a very good job in pointing out the importance of rural development and the need for an integrated effort between the public and private sectors. In fact, they have said nearly everything there is to say.

A new year, 1992, is only days away and we in the public sector here in Dominica, as well as public sector officials in neighbouring states, are very concerned in respect to what the future holds for agriculture. Agriculture development is linked very closely with rural development which is becoming the cornerstone of our development efforts. The large number of participants in this meeting is encouraging because it is indicative of the existing human resource base and regional interest in this important area. You and your colleagues in your respective countries must guide us into the 21st Century.

I must thank IICA and CNIRD for their sponsoring of this Workshop. It is indeed a positive sign when groups and organisations with similar interests work together towards a common goal. As financial resources allocated for rural and agricultural development dwindle, the efficiency of the use of these resources must increase. This workshop, which combines limited resources from IICA, CIDA, CNIRD, CARICOM, my Ministry, and a number of other organisations who funded their respective participants to this event, is an example of an efficient use of scarce resources.

The importance of rural development cannot be underestimated. As we are all aware there is a direct linkage between poor rural development and all those problems associated with excessive urbanization. To escape the stress of underdeveloped rural areas, it is not surprising that our rural people have been migrating to towns and cities throughout the Caribbean, and the world in general - a mass migration in search of a more comfortable life style. One way of reducing problems in urban areas is to improve the quality of

life in rural areas. Although much is being done towards improving rural development, the impact on rural populations is still far below expectations.

Rural development will not be achieved with a half-hearted effort nor can it be brought about by the public sector alone. Successful rural development requires a comprehensive and integrated programme which implies the need for a joint effort between governments, NGOs and support organisations.

The favourable import and export statistics indicated by Harlan Davis in his presentation has been the result of a planned and intensive effort of the Dominican people. These positive results could not have been achieved without a number of projects, supported by all sectors, which have had high levels of impact upon rural populations and have been supported by all sectors: island-wide electrification presently services some 90% of our population; through our improved telephone services, contact can be made with any part of the globe from any point within Dominica; improved water systems supply piped water to over 70% of our people; all our main roads have been repaired and resurfaced in the past five years and nearly 200 miles of feeder roads have been constructed or improved; health centres and primary schools have been constructed and/or improved across the island; fish landing sites have been constructed and harbours improved; fish and produce storage facilities have been put in place; some 6,000 acres of land have been redistributed, and improved extension and marketing services reach a wider number of farmers. These and other projects benefiting rural populations have not been cheap. In recent years, over \$100 million has been invested in road construction and rehabilitation.

I am very pleased to see the relatively large number of women present in this workshop. Women play a very active role in agriculture and marketing in Dominica and must become equal partners in the rural development planning and decision making process. I am also happy to see such a large contingent of representatives from Dominica. We will be expecting these delegates to learn from the proceedings and discussions and transfer new ideas and experiences to potential beneficiaries.

Before closing I would like to inform this group that on a recent visit to Rome I had the opportunity to meet with the Director of the International Fund for Agriculture Development. During this meeting we discussed IFAD's plans for sending a mission to Dominica in February 1992. Given IFAD's orientation towards small farmers and rural development I would like to suggest that the output from this workshop be used as an input for that Technical Mission.

Over the years I have had the opportunity to participate in many meetings, workshops and seminars. Most have produced beautiful documents full of beautiful ideas. Unfortunately, most did not get beyond the idea stage. I sincerely hope that this workshop proves

the exception to the rule and does not remain on paper but becomes part of an effective plan of action. There is a tendency among development people to spend a great deal of effort in the design of strategies and projects but too little in implementation, follow up and evaluation. Let's do our best to assure that what has been initiated here today will make a difference, not only for our rural people today but for their children for many years to come.

I am pleased to declare this workshop open and wish you all the best in your deliberations.

ANNEX 3

WORKSHOP PAPERS - PRESENTATIONS AND RESPONSES

RURAL DEVELOPMENT: LESSONS AND DILEMMAS FROM THE LATIN AMERICAN AND CARIBBEAN EXPERIENCE

MANUEL CHIRIBOGA

The purpose of this presentation is to discuss the main dilemmas that confront Latin American and Caribbean (LAC) rural development in the 1990's, as an effect of broader economical and political transformations in the world system. These transformations include the technical revolution, development of the world market, liberalization of trade and the global drive for democracy. Problems that were once considered national, such as poverty, the environment and drugs are now having increasingly international effects. As a result of these transformations and political challenges not present a few years ago, the traditional paradigms that guided rural development are now insufficient.

The paper discusses the theoretical and practical challenges to rural development with special attention to the Caribbean. The document is divided into four sections which deal with: 1) main trends in the global scenario, 2) main characteristics of agrarian structure, state intervention and agrarian social actors 3) general proposals for rural development and 4) summary and conclusions.

1. The Challenge of International Changes for Rural Development

The new international economy increasingly performs as an integrated unit in which national economies and productive units have become inter-linked in a combined economic entity. In the so-called global economy, it is increasingly difficult for national economies and enterprises to work autonomously. At the same time, the rhythm of economic and social change has been accelerating as never before in world history.

At the center of this transformation is a major technological revolution that has modified the system of production and exchange, bringing closer the different elements of the production and consumption process, both within countries and at the world level. Computer systems, new materials, genetic engineering and biotechnology, high definition television and satellite communications have all reduced in a marked way the time needed to

produce and exchange, the flow of capital, and the decision-making process. What happens in the Tokyo stock exchange affects the decisions of producers and consumers all around the world.

The global economy has been rapidly changing due to the liberalization of trade - the reduction of tariffs and non-economic barriers. World trade has grown faster than the GNP's of countries and its structure has shifted from raw materials to industrial goods and services. The main actors involved in the commercial flow are now being challenged by newcomers like Brazil and Mexico.

As the economies of individual nations become more integrated and dependent on each other and as free trade evolves, there has been an evolution of economic and trade blocs as well as regional integration and bilateral agreements. Presently there are three major ones organised around the U.S., the E.C. and Japan. The number and characteristics of these blocs are unclear since consolidation is still taking place, however it is clear that trade and flow of capital is intense within the particular zones.

As a result of these economic and political integrations, there has been an increasing market competitiveness. Competitive advantages are becoming more important than comparative advantages based on natural resources and climate. The integration of economies in the global economy will effect the prices of main commodities, the salaries of workers, the cost of money, traditionally protected sectors will be eliminated and small producers will have to increase their capabilities to compete in open markets. It requires producers and products to compete on a world wide scale and small producers and peasants are not exempt. Since agriculture is one of the extremely important economic sectors in LAC and these changes have a profound effect on agriculture and rural development, it is essential that agricultural potentials are developed and modernized in response to these new changes.

Depending on the decisions taken by LAC countries, the transition to the new economic scenario will be more or less dramatic. If economic adjustment is left to economic forces without concern for other requirements of transition, rural poverty and social unrest will expand considerably. This will put pressure on governments for populist solutions which would work against integration schemes. If, on the contrary, adjustment results in political and social agreement, the stabilization of democracy is assured, problems of poverty and economic transformation can be addressed and the possibilities of a fruitful integration increased.

Democracy not only nourishes these transformations but also is expanded by the economic transformations. The freedom to create, produce and exchange is associated with the technological transformation. Democracy with respect for human rights has developed into the main form of government worldwide. People are pressing not only to elect freely their governments but also to

control them. New social actors have developed both at the national and at the local level and are demanding more participation in public affairs. Democracy can produce the agreement that restructuring requires and it can assure that poverty becomes a central focus in such an agreement.

Democracy implies a new relationship between the State and civil society in which State activity is based on and regulated by social forces. New institutional systems, open to social participation, have to be developed. Local governments can be an example of such a system: they promote rural development, popular control of governments, peasant organisation, with the resulting improved interaction and social fabric.

The international process of change presents several questions to Caribbean agriculture. What will be the effects of market liberalization? How will diminishing trade barriers on the European market affect specific Caribbean exports like sugar and bananas? What are the possibilities of developing new products with competitive advantages for highly competitive markets, tourism, for example? Which producers are best suited for developing which products and what support system is needed for them? What are the opportunities for small producers in this context? What set of policies could enhance those possibilities? What institutional support system could increase the competitive edge of small producers? What markets are attainable by small producers? What kind of entrepreneurial organisation do peasants need for best economic results? Who will provide the answers to such questions?

2. Agrarian Structure, Social Actors and State Intervention

The agrarian structure in LAC was organised around haciendas and plantations, both established during the colonial period. These farming systems differentiated according to type of produce, market linkages and ownership, however, both monopolized huge tracts of land, made use of non-wage labor and had an extensive system of production.

The origin of peasantry in the Caribbean is linked to the emancipation of plantation slaves as well as the arrival of indentured servants. Opportunities to acquire land varied in the different Caribbean territories depending on the strength of the plantations, size of the island and the size of the population. However, the majority of the peasants found marginal and isolated lands to settle on.

Since the 1930's the expansion of the peasantry was subject to two contradictory processes. On the one hand, peasant commercial production led to social differentiation: concentration of land among rich peasants and its opposite proletarianisation. This in turn, led to migration to urban centers and to other countries. On

the other hand, the number of peasants increased as a result of land fragmentation, agrarian reform and land settlement programmes executed by governments.

As a result of these complex processes, it is possible to differentiate two main types of rural production forms: large estates derived from plantation economies and peasant producers. The estates are generally characterized by low productivity and described as semi-abandoned, unproductive and poorly administered. Peasants produce on small plots of marginal land and grow a wide variety of products, using traditional techniques. Economic results are usually poor and soil degradation is serious. There are three types of peasants: small commercial producers, part-time farmers and the landless peasants.

Rural organisation is an important feature of the Caribbean. In the 1940's village councils and committees were formed as a result of community development programmes. These groups were a condition for government activity and investments. In the 1970's and 1980's three new types were started: commodity specialised organisations, local agriculture and marketing cooperatives and lobby and support organisations. There is a general tendency of these organisations to offer a multiplicity of often inefficient services. With the exception of the large commodity organisations most rural organisations have only volunteer or part-time paid management.

In recent years, NGOs have become a major player in rural development. Their number has been expanding in the whole region and they are channelling important amounts of resources. Governments, international organisations and private corporations are increasingly recognizing their importance. As institutions, they are private, non-profit and generally focused on social improvement. Their patterns of intervention in rural areas differ greatly. They vary in origin, purpose, size, methods, scope and focus. Some have their origins in social movements or interest groups such as universities, trade unions, women's movements, political parties or churches, and seek to expand their original purposes. Others were established by external financiers for the delivery of ideas or services that are considered of importance. Others are organised by professionals with common goals or commitments (CNIRD 1988). The multiplicity of NGO's can be a source of institutional confusion for the rural population. Efforts should be made to construct stronger relations among NGO's and between them and governments.

While commercial and agricultural policies have traditionally favoured large estates through subsidisation, the policies of the public sector towards the rural poor have undergone three major phases. Up until the 1960's the state operated through community development projects, through the 1970's agrarian reform and land settlement programmes predominated and in the 1980's the state

sought to work on integrated rural development. All three of these movements had their problems which led to limited long lasting development results.

These programmes have been criticized for not giving enough attention to structural problems such as land availability or underemployment, for disregarding productivity and market problems and for overlooking the local power structure. In many cases, rural participation was vertically organised and controlled by the state, which limited the creativity of the population. Additionally, state intervention was of an extremely political nature: small investments were exchanged for votes and political allegiance and programmes served as a brokerage system (Craig 1985:185).

Up until the 1980's, rural development was considered a state activity. Governments, through bureaucracy, organised special agencies to address concerns over rural areas and not necessarily rural populations. The rural development programmes could not seem to compensate for the global policies that in general favoured cities and industrial substitution. In the last few years, due to the fiscal crisis, the state is playing a declining role in the development process.

3. Policies for Rural Development in the Nineties

Rural development is simultaneous modernization of the different types of rural productive units: peasants and enterprises. Modernization is the set of policies, activities, methodologies and techniques that change traditional estates and poor peasants into agricultural enterprises and small scale producers. The challenge of the 1990's is to develop a new style of development that can combine integration into the world economy while including all sectors of the population in the process. The basis for such a rural modernization pact has three cornerstones: 1) the industrialisation of agriculture; 2) a concern with adequate use of natural resources; 3) assurance that all sectors benefit from such a process.

Rural modernization includes the industrialisation of agriculture which requires close inter-sectorial ties between the modern service sector and the agricultural sector, a concern for adequate use of natural resources and the assurance that all sectors benefit from the process of modernization.

"Comprehensive modernization" suggests that social actors commit themselves through negotiation to a common development path and that development include every social actor, the business community and the diverse categories of rural sectors: capitalist farmers, landless peasants, small minifundista farmers, women, youth, different ethnic groups.

A key element is modernization of the state and a more precise definition of its responsibility. This implies a new and more beneficial relationship between the state and civil society that obviates traditional behavior such as paternalism, patronage and individual favours. Among other things, the state should be responsible for macroeconomic policies, investments in education and health and investments in productive infrastructure. Development of local government is a key element to state modernization.

Rural development has to be an integral part of global development issues and not a marginal policy for marginal population sectors. It has to be a matter of society as a whole: the business community, middle class and urban dwellers, not only rural populations. The development programmes and sectorial policies, general or local, have to focus on farmers' organisations and local communities, establishing specific policies directed towards them.

Rural development as previously defined embraces the transformation of large estates with peasants into modern enterprises and small market-oriented farmers, the development of industry and modern services in rural areas, the access to technology, and in general the expansion of entrepreneurship. In that sense, rural development cannot focus only on rural modernization but must develop rural society and its institutional system.

Farmer and rural organisations and local governments require adequate institutional support systems. For long lasting and effective development, management training for rural organisations is essential. Competing in open markets is not only a problem of productivity at the farm level but also ability to make the right decisions regarding markets and commodity presentation, management of investments, knowledge of local and foreign markets and others. Farmers' organisations need trained managers in these fields that can adequately utilize support systems.

4. Conclusion

The modern world situation offers a challenge to Caribbean and Latin American countries. It presses for a new modality of relationships where individual national economies and individual enterprises have to function in an increasingly competitive market. Countries have to restructure their economies with this in mind so as to develop a modern and competitive agricultural sector.

This structural change can come about in one of two ways: it can be traumatic as a result of non-guided changes resulting in negative effects over important segments of the population; or it can be anticipated and planned by society, so that negative changes

are minimized and available resources can be utilized in the most efficient manner, allowing society to benefit from the new order. This paper obviously favours the second choice.

Taking advantage of the new international order requires agreement between social factors, through the political system. The future of agriculture is a central part of such an agreement given its strategic importance. Comprehensive agriculture modernization means that the restructuring of our economies should assure a process that eliminates the dualistic structure that characterizes agriculture. The rural poor should not only participate in this but help to sustain it. Consequently, rural development must be an integral part of the adjustment of our economies and societies to the new order.

Rural development encompasses the set of policies, methodologies, techniques and institutional systems that assures the transition and modernization of rural society in such a way that peasants and estates transform themselves into dynamic and productive units; that strong social actors with negotiating capabilities arise and that the state modernizes itself. At the same time this cannot occur if rural change is not part of global change. In the Caribbean there is a large number of resources and experiences that can be of great importance for the realisation of such a change. One of the most important is farmers' organisations.

Rural development implies a whole new set of responsibilities for the state, for rural associations and for NGO's. The State must act as a regulatory body assuring a type of inclusive, comprehensive modernization process. The legitimacy of its intervention must come from social agreements. Negotiation becomes a main tool of transition, not only at the national but also at the local level. Rural development must focus on rural communities, micro-regions and on farmers organisations. Systems must be established so that local governments and rural groups can effectively use the resources that support institutions offer.

Special attention has to be given to developing sound management capabilities, both on the farm and at the organisational level. Farmers need not only increase their productivity but also their capability to make decisions in a very complex market.

BIBLIOGRAPHY

- Acosta, Y.; Casimir, J. Social Origins of the Counter-Plantation System in St. Lucia in Gomez P. I. Rural Development in the Caribbean, C. Hurst & Company, London, 1985.
- Attali, Jacques. Lignes d'Horizon, Fayard, Paris, 1990.
- Calderon, F.; Chiriboga, M.; Pineiro, D. Hacia una Modernizacion Democratica e Incluyente en el Agro Latinoamericano, IICA, Programa III, Organizacion y Administracion para el Desarrollo Rural, Publicaciones Miscelaneas, San Jose, Setiembre de 1991.
- Bruce, J.; Stringer, R.; Stanfield, D. Reform among the Smallholder: St. Lucia, Jamaica, and Implications for the Caribbean. In Searching for Agrarian Reform in Latin America, edited by William Thiesenhusen, Unwin Hyman, Boston, 1989.
- CNIRD. Developing the Rural Network, CNIRD, St. Augustine, Trinidad and Tobago, 1989.
- Craig, Susan. Political Patronage and Community Resistance: Village Councils in Trinidad and Tobago. In Gomez, P. I. Rural Development in the Caribbean, C. Hurst & Company, London, 1985.
- Ducreay, G.; La Gra, J.; Williams A. Present Socio-Economic Situation of Selected Farmer Organizations in the Eastern Caribbean, IICA, CFDC, ACT, Report to the Canadian CO-Operative Association, Saint Lucia, September 1991.
- Durant-Gonzales, Victoria. Higglering: Rural Women and the Internal Market System in Jamaica. In Gomez, P. I. Rural Development in the Caribbean, C. Hurst & Company, London, 1985.
- ECLAC/FAO. Peasant Agriculture in Latin America and the Caribbean, Joint ECLAC/FAO Division, Santiago de Chile, 1986.
- FAO. Potentials for Agricultural and Rural Development in Latin America and the Caribbean, Annex II, Rural Poverty, FAO, Rome, 1988.
- Geledan, Alain. Les Mutations de L'Economie Mondiale 1975-1991, Collection La Memoire de Monde, Le Monde Editions, Paris, 1990.
- Gomes, P.I. Plantation Dominance and Rural Dependency in Dominica. In Gomez, P. I. Rural Development in the Caribbean, C. Hurst & Company, London, 1985.

- Gomes, P. I. Rural Development in the Caribbean. C. Hurst & Company, London, 1985.
- Kay, Cristobal. El Sistema Senorial Europeo y la Hacienda Latinoamericana, Serie Popular Era, Mexico, 1980.
- Marshall, Woodville. Peasant Development in the West Indies since 1838. In Gomez, P. I. Rural Development in the Caribbean, C. Hurst & Company, London, 1985.
- Mintz, Sidney W. Caribbean Transformations, Columbia University Press, New York, 1989.
- Pemberton, Carlisle. Economic Behavior of Peasants in Tobago. In Gomez, P. I. Rural Development in the Caribbean, C. Hurst & Company, London, 1985.
- Quiros G., Rodolfo. El Entorno Internacional: Implicaciones para el Comercio Agroalimentario de America Latina y el Caribe, IICA Programa IV: Comercio y Agroindustria, Publicaciones Miscelaneas, Setiembre de 1991.
- Reedhoc, Rhoda. Politicas para la Mujer Rural. Caso de Trinidad y Tobago en IICA, Mujer y Modernizacion Agropecuaria: Balance, Perspectivas y Estrategias, IICA, Programa III: Organizacion y Administracion para el Desarrollo Rural, San Jose, 1991.
- Rittgers, R.; La Gra, J. Profiles of Farmer Organizations in St. Vincent and the Grenadines, IICA Office in Saint Vincent and the Grenadines, Miscellaneous Publications Series, June 1991.
- Standing, Guy. Contrived Stagnation, Migration and the State in Guyana. In State Policies and Migration, edited by Peter Peek and Guy Standing, World Employment Program, Croom Helm, London & Camberra, 1982.
- Standfield, David. Land Registration and Security of Land Ownership in St. Lucia, Land Tenure Center, University of Madison, Wisconsin. Paper presented to the Latin American Studies Association Congress, San Juan, Puerto Rico, 21-23 September, 1989.
- Wolf, Eric. Una Tipologia del Campesinado Latinoamericano, NV fichas, Ediciones Nueva Vision, Buenos Aires, 1977.
- Wolf, Eric and Mintz, Sidney, Haciendas and Plantaciones in Middle America and the Caribbean, Social and Economic Studies 6, 1957, 380-412.

FIRST RESPONSE: DAVID DEMACQUE

The chairperson explained why I may not have been the best individual to provide Government Perspective in the context of changing Caribbean Development Strategies. Notwithstanding my personal dilemma, the opportunity is taken to congratulate Dr. Chiriboga for his elucidation of the dilemmas of the LAC countries in Rural Development.

One of the central issues of the dilemmas in the Caribbean and Latin America which must be brought out in such a workshop on Rural Development Strategies, is the fact that the persons and/or social group of persons who have been responsible for any measure of development which has taken place in the region have been marginalized.

In this regard, the paper has been explicit about the backwardness of the rural areas, the existence of malnutrition, extended poverty of rural dwellers, rural under-employment, dependency. The existence of these maladies suggest that the strategies and/or approaches to development have proceeded hand in hand with persistent under-development and stagnation.

This further suggests that the development approach/strategies in which we have been engaged and grown accustomed to, have not been sustainable.

The paper speaks of "democracy and human rights," and indicated that "democracy implies a new relationship between State and Civil Society."

But if we consider the non-sustainability of the developmental process and the non-sustainability of the small farmers who have, by and large, been responsible for that process in agrarian societies - then there has not been any true democracy, human rights and justice. If this is true, then Government perspective in the context of changing Caribbean Development Strategies must take new alliances and relationships between Government and farming communities into account so as to insure sustainability - and therefore human rights, justice and genuine democracy.

Experience suggests that such new alliances and relationships have been ushered in a piecemeal manner simply because there are powerful interest groups which benefit in ensuring that the status

core is maintained. However, the "Challenges of International Changes for Rural Development" about which the paper spoke are forcing the Governments into such alliances and relationships.

In order to fully and adequately concertize the needed relationships between the State and the rural sector, communities and small farmers, it is important to crystalize the forces which have militated against the rural developmental process. Some of these forces have their roots in our history as a people and as a Region. Others have been more recent and are the results of competition for markets, resources and political hegemony.

Many of these forces have been elaborated in Dr. Chiriboga's paper as a whole, but more particularly in the section on "Agrarian Structure, social Actors and State Intervention". Basically, these forces or problems of rural development - if we wish to call them that - can be itemized as being exogenous (outside the control) to the small farmers and those which are endogenous (influenced by) to the small farmers themselves.

The exogenous factors or problems relate to:

- effects of the globalization of markets, technology and capital on the peasant sector;
- low prices for staple crops, protectionalism (which can be disguised in many forms), restrictions on farm subsidies together with the other dictates of the IMF and World Bank;
- national policies which discriminate against agriculture and the peasant sector;
- dichotomy between large estates and peasant farmers, with the attendant problems of land mal-distribution, insecure tenure, fragmentation, land under-utilization, land hunger and resource degradation;
- low incomes effected by the activities of the middleman between farmers and the eventual consumers and/or processors of farm produce; and conversely;
- in the high cost of farm inputs to which small farmers have little or no access;
- lack of farm labour in the face of high unemployment with the attendant drift to urban areas and labour migration to US or Canadian farms;
- inadequate and inappropriate technologies and lack of capital resources to access available resources;

- low purchasing power of urban consumers and distorted and/or acquired taste patterns brought about by what has been called "cultural imperialism";
- government support services for agriculture are inadequate, inefficient and can only reach a minimum of small farmers.

There are a host of other problems (of agriculture and rural development) which are exogenous to small farmers; e.g. the paternalistic tendencies and approach of political representatives which foster dependency and a lack of self-reliance; top-down approach to the planning of agricultural projects and programmes; archaic and stereo-typic concepts of technocrats; lack of integration of research and extension, poor integration of rural development into national plans; failure of the representatives of the rural people to represent their interests, political expediency over-riding decisions, and genuine un-sustained development.

The endogenous problems relate to:

- small farmers having a low perception of themselves and of their capability and potential for helping themselves;
- the lack of training to identify the causes which give rise to their problems and search unsuccessfully for external solutions to such problems;
- the management of resources; conducted on a relatively low level so that already scarce resources are not rationally used;
- individualism and the lack of, or weakness in, organisations.

The exogenous and endogenous factors or problems combine to create a vicious circle of underdevelopment and poverty in which small farmers and their communities are the victims. It can be concluded from this and from the lessons and dilemmas of Rural Development in Latin America and the Caribbean, as elaborated in Dr. Chiriboga's paper, that State intervention have had limited, and in some cases, negative impact.

Based on the experiences of the past and in light of "the international process of change", the Caribbean development strategies have tended to focus on agricultural diversification, import substitution and increased production of non-traditional crops for export. These strategies have been formulated and are being implemented within a framework of regionalization. There is a CARICOM programme for Agricultural Development and an OECS programme for joint marketing.

As part of these initiatives, much importance and focus are placed on technology generation and transfer and on the development

and strengthening of farmers organisations. Also, there is both a subtle and explicit orientation of Governments to divest themselves from some of the agricultural development services which they have traditionally provided.

Due to demands and cost of these services in urban areas, it is becoming more and more difficult for government to sustain such services.

However, there are forces and interests which advocate that these services should be privatized, in the traditional sense of the private sector. But emanating from this workshop (on Rural Development Strategies in the Caribbean), and the farmer organisations must push for it, it must be made known that farmers and their organisations are part of the private sector, and should be considered as such in the proposed new alliance between the state, civil society and the farming community.

In that respect, one of the essential elements of the strategies for rural development should be the mobilization and motivation of farmers to organise themselves to be self-reliant. The paper has provided many useful policy issues for "Rural Development in the Nineties". Somewhere it advocated a "new style of development".

Such a style should ensure - as some commentators have put it, that farmers become the protagonists in rural development. No longer should they be passive recipients. They should be developed to promote vertical integration in the activities of pre-production, production and after harvest (marketing).

The emergence of the CFDC at the Regional level and the existence and actions of farmers organisations at the national levels, demonstrate that, notwithstanding the limitations of the exogenous forces\influences, together farmers have the real possibility of improving production and productivity and hence their incomes. In this way they can achieve economic development which is a pre-condition for rural development.

It is safe and perhaps true to state that whilst the various state interventions in rural development which were exemplified in the paper placed emphasis on agricultural development, the share of economic improvement of a large number of small farmers and their communities have not been commensurate with their role and importance in development.

SECOND RESPONSE: LLOYD WRIGHT

NGO SECTOR PERSPECTIVE ON RURAL DEVELOPMENT IN THE CARIBBEAN

Economic and Political Transformation in the World System

It would be a serious mistake to interpret the changes taking place in EASTERN EUROPE as a triumph of Capitalism over Communism. One must remember that Communism came as a response to the failures of Capitalism, i.e the concentration of economic and political power into a few hands, worsening wealth and income distribution, and recurring economic crises. In the Caribbean context, the experimentation with state ownership came in response to the private sector's persistent failure to generate enough employment opportunities to challenge and to meet the aspirations of school leavers and young professionals resulting in chronically high rates of unemployment and the continuous hemorrhaging of skills to the benefit of the U.S.A., Canada and the U.K.

For the Caribbean in general and Jamaica in particular it must be acknowledged:

- that the private sector has controlled Caribbean Economies for centuries;
- that the private sectors long and almost uninterrupted control of Caribbean economies has not generated the appropriate number and mix of employment opportunities and as a corollary, has not set Caribbean economies on a path to sustainable development, and
- that therefore, the private sector's defects must be identified and carefully analysed to determine why it was unable to achieve either progress or prosperity before it is given the awesome responsibility of putting Caribbean economies on the path to sustainable development.

As a consequence an emerging consensus that the private sector must be the engine of growth and must therefore, be assigned the major role in a nation's socio-economic life makes it imperative that governments ensure the broadening of the private sector so as to make it more representative of the Caribbean peoples. One strategy that Caribbean Governments should employ to achieve the creation of a new private sector would be to promote joint-ventures between themselves and new entrepreneurs. Governments' assets such as lands and/or buildings should be used in creative ways to promote the formation of new enterprises through the use of such assets to

temporarily acquire equity in those new enterprises thereby providing the impetus for the rapid creation of a new, nationalistic and frugal private sector.

In addition, those governments that are currently implementing a Divestment Programme should commit themselves to using a portion of the funds earned as a result of divestment to broaden the ownership base of their respective economies.

Modernisation and Industrialisation of Agriculture

In dealing with those issues the report is silent on the problem of the Aging Farmer, a problem that is of particular importance to Jamaica where the average age of farmers is approaching 65 years. A fact that is indicative of the reluctance of young persons to embrace agriculture as a desirable career making it imperative to discover the cause of the young persons aversion to agriculture.

In my view some of the factors that alienate young persons from agriculture are:

- the low economic returns to farming,
- the low status that society assigns to farming and
- the low levels of technology currently being employed by small farmers.

The changes now taking place in Eastern Europe are creating a climate that favours frank and forthright re-examination of the assumptions that have guided NGO's in the past and also favours the emergence of new concepts that may guide the future foci of the NGO Communities. One such new concept is that of a new private sector that could be developed through concentrated and well coordinated efforts to create organic links between agriculture and processing and to modernize agriculture. The model of Rural Industrialization being advocated has the following characteristics:

- The primary producers (eg. farmers) must participate in the ownership of the processing facility.
- The processing facility must establish and maintain DEMONSTRATION ACTIVITY that produces a pre-determined percentage of total raw material requirement.
- The Demonstration Activity must be directly managed by an Extension Officer and must have as its objective the minimization of cost, the maximization of quantity, the continuous improvement in quality and the education and training of those producing raw materials for the processing facility.

- The EXTENSION OFFICER must be accountable to the management of the processing facility and be a link between the Demonstration Activity and the producers of the remaining raw material requirements of the processing facility.

Finally, in the Jamaican context it makes good sense to concentrate on rural development - including rural industrialization and the modernization of agriculture - because 73.2% of the unemployed women and 73.8% of unemployed youths live outside of Kingston and St. Andrew.

A SYSTEMS APPROACH FOR STRENGTHENING RURAL ORGANIZATIONS

JERRY LA GRA

INTRODUCTION

Contradictory development policies, wrong policy decisions, poorly designed "development" projects, paternalistic grants, and poor planning and management of rural organisations can all result in negative impacts on rural populations. Recommendations impacting rural development often express a biased viewpoint based on an individual's training, experience, and knowledge of some aspect of a problem. Frequently, actions are mistakenly directed at symptoms rather than the real problems. Consequently, when decisions are made to correct rural development problems, too often they do just the opposite.

The identification of problems and solutions should be derived at through joint efforts using an inter-disciplinary and an inter-institutional approach. This implies the need for an effective integration of private and public sector efforts.

The project Strengthening of Farmers organisations in the Eastern Caribbean States began in January 1988 as a joint effort between farmers' organisations, Ministries of Agriculture in the OECS and IICA. Over the four year period of the project (1988-91) more than 20 national, regional and international organisations cooperated to provide some two million US\$ for technical assistance, training, and production and marketing operational activities in benefit of twelve (12) farmers organisations from six (6) Eastern Caribbean islands. During the period of this project the Inter-Island Steering Committee of Farmers organisations was formed and grew into the Caribbean Farmers Development Company (CFDC). The quarterly newspaper, Focus on Rural Development, was established, under the direction of CFDC, and for the past four years has been published on a regular basis. Baseline documents with profiles of farmers' and support organisations in OECS countries have been published. Approximately US\$500,000 was invested in rural infrastructure, through farmers organisations, to facilitate production and marketing. At least three farmers' organisations are making regular shipments of fresh produce to Europe. A representative of CFDC sits on the Management Committee of the OECS Agricultural Diversification Coordinating Unit (ADCU). Much of this success can be attributed to the use of a systematic methodology for problem and project identification, using a commodity systems approach.

THE IMPORTANCE OF A SYSTEMS APPROACH

There are many definitions of a system: an interdependent group of items forming a unified whole; a group of interacting bodies under the influence of related forces; an organisation forming a network for the distribution of something. In respect to rural development we might define an effective system as an interdependent group of participants, actions and resources, from the public and private sectors, combined in such a way as to increase the socio-economic welfare of a targeted group of rural people.

The quickest way to increase socio-economic welfare under the capitalistic system is by increasing net income of the individual household. Increasing net income normally requires the sale of some service or product. To be able to sell something there must be a willing buyer. A willing buyer can be defined as a person, or an institution, satisfied with the quality, quantity, regularity of supply and price of the service or product offered. Only when these criteria have been met will the product be able to successfully penetrate the marketplace.

It would seem, therefore, that successful rural development hinges on the ability to establish sustainable economic activities which produce services or products desired in the marketplace. In order to do so we must focus simultaneously on market opportunities and production capabilities. Since quality, quantity, regularity of supply and price can all be affected positively or negatively at any point in a commodity system, the design of effective rural development strategies requires the use of a systems approach.

IDENTIFICATION OF PROBLEMS IN A PRODUCT SYSTEM

As long ago as the mid-eighteenth century, the philosopher Rene Descartes pointed out that reality can only be understood by breaking it down into smaller and smaller parts. He suggested the need to divide each of the difficulties under study into as many parts as possible and then prioritize problem areas.

Although the relative importance of the different parts of a product system will vary with the country, product and local environment, the critical components are common for most situations. Prior to production, factors such as policies, institutional organisation, services, infrastructure and genetic material can impact quantity, quality, regularity of supply and costs of any commodity. During the production phase, such things as cultural practices, pests and diseases, labour supply, harvesting practices and production costs can have a similar effect. Following production, postharvest practices such as collection, grading, packaging, cooling, transportation and storage determine the products shelf-life and final cost to the consumer. Finally, during

the processing and/or marketing stage, access to market information, types and number of intermediaries, characteristics of consumer demand, availability of transportation, marketing costs and others will impact the level of competitiveness in the marketplace.

Each of the above components, among others, is potentially important since decisions and actions taken, and the availability of resources, within the respective component, may impact quality, quantity, regularity of supply and price of the product under consideration. Failure to consider one of the key components in a product system may mean the difference between net income and net loss to members of the rural population.

Even in a simplification of a product system (Figure 1), the diversity of participants which may impact the quality, quantity, regularity of supply and price of the product is impressive. Each type participant may have a different agenda. Some will stress quantity of production and give little regard to quality. Others within the same system may strive to maximize quality and minimize postharvest losses. While public sector participants are often guided by a number of non-economic motives, decisions made by private sector participants are normally determined by the potential for economic gain. A diversity of strategies may be used: some private sector participants may prioritize the maximization of profits while others may prioritize the minimization of risks, often by minimizing investments. An understanding of these decision making criteria is very important for the design of effective development projects.

One dilemma often encountered in the identification of priority problems in a product system is related to discipline bias. Left to themselves, each discipline, even when analyzing the same situation, is likely to reach contradictory conclusions as to the priority problems. This will lead to correspondingly different recommendations as to the best solution.

Too often, professionals diagnose problems and design solutions without an effective participation of the intended target group. Fortunately, there seems to be a growing awareness of the need to include beneficiaries in the decision making process. An inter-disciplinary and inter-institutional approach, oriented by the common sense of those experiencing the day-to-day problems, is a key element in the design of effective and sustainable solutions.

ORGANIZING PROBLEMS FOR DECISION MAKING

Once a product system is well understood, the organisational, production, postharvest and marketing problems and their causes can be identified. Brainstorming sessions, including representatives of the intended beneficiaries and specialists, is a good method for listing problems. However, even when lists of problems are produced

there is often considerable uncertainty as to their relative importance and order. In fact, many of the "problems" often identified are really causes of more general problems while others are effects of the problem. In addition, problems at one point in the product system may have causes scattered throughout other points in the system. For example, poor quality produce in postharvest may be caused by pests & diseases during the production stage.

Given the large number of problems and causes in any product system, and the already mentioned discipline bias, it is easy to understand why so many rural development projects fail to have the desired impact.

By analyzing complete systems and organizing problems in a causal relationship, such as in a problem tree format, the chances are much better that effective solutions can be identified and formulated.

A methodology for training leaders of rural organisations in the identification and formulation of rural development projects has been developed. The application of the methodology includes six basic steps: 1) describing the system; 2) brainstorming to identify priority problems, 3) organisation of the problems into a "problems tree" (cause/effect) format, 4) conversion of problems into an "objectives tree" format, 5) identification of project ideas and formulation of a project profile, and 6) development of a project proposal.

This methodology was applied successfully in Saint Lucia in 1990. In the case of Roots Farm Co-operative, four members of this group participated with 18 others in a one week training workshop. The commodity systems methodology was explained and applied and six project ideas were identified. The following week a project to increase the number of bee hives from 50 to 200 and a sub-project to construct and operate a centre for processing honey for retail were prepared. Both projects were immediately submitted to funding institutions and funding was obtained within 90 days. Eighteen months later both projects were successfully executed.

PRIORITY PROBLEMS IMPACTING RURAL ORGANISATIONS

During the execution of the project to Strengthen Farmers Organisations in the OECS, profiles on more than 100 rural organisations were prepared and published. Combined with information generated from analyses of commodity systems, six priority problem areas impacting rural organisations have been identified.

Market uncertainty

As is well known, marketing problems in the Eastern Caribbean are exacerbated by small domestic markets and the limited air and sea transportation to regional and extra-regional markets. Other important constraints are the small volumes of many exportable items, high levels of postharvest losses, inadequate infrastructure for postharvest handling, unreliable buyers, insufficient operating capital, insufficient decision making information and many more. Most farmers' organisations still consider market uncertainty a priority constraint and a major target for future actions.

Weak organisation and management

Member participation is often low due to the poor quality of services offered by farmers organisations. Full-time management is the exception rather than the rule. Relatively few rural organisations generate sufficient revenue to cover managerial costs. Where managers exist, planning is often weak and Boards of Directors often deficient in monitoring business operations.

Poor utilization of available resources

Most rural organisations have insufficient capital for investment and operations. They also lack technical assistance, market information and training in priority areas. On the other hand, there are a large number of public and private sector support organisations and NGOs with under or inefficiently utilized resources. There is insufficient coordination between most support organisations, even when assistance is provided to the same groups.

Poor communication of information and experiences

In the smaller islands of the Eastern Caribbean there are, on average, between 15 and 20 rural organisations per country. Larger countries have many more. Nearly all of these organisations, at one time or another, re-invent the wheel. The same types of mistakes are being made over and over in the areas of organisation, management, processing, marketing, finance, management of farm inputs and others. Until recently, there was relatively little communication and coordination between the diverse rural organisations, even within the same country.

Lack of knowhow in project identification and formulation

Significant amounts of resources are available within a diversity of NGOs and public sector organisations within the region. However, most rural organisations lack expertise and experience in the identification and formulation of development projects to access these resources. When governments and donor organisations provide financial, technical or physical assistance to rural organisations the impact is often less than desired. This is frequently due to

the lack of effective participation of the intended beneficiaries in the identification of problems and the formulation of solutions.

Poor integration of public and private sectors

Public sector institutions do a lot of planning, the results of which seldom trickle down to impact the rural populations. The ineffectiveness of Ministry of Agriculture extension programmes is well known. Governments often only pay lip service to the strengthening of rural organisations. Few governments can boast of rural development plans or strategies. NGOs frequently try to avoid direct linkages with public sector institutions. While it is generally recognised that public and private sectors must work together to achieve rural development, there are relatively few models for doing so effectively.

PROGRESS TOWARD SOLUTIONS

While problems are many, there are signs of progress being made towards overcoming some of them.

In the area of marketing:

In the past few years considerable progress has been made in the identification of market opportunities and in the development of institutional structures to facilitate marketing. Some positive signs are: the formation of OECS-ADCU and the initiation of the Tropical Produce Project (TROPRO); the formation of CFDC and its marketing revolving fund; closer coordination between CFDC and CATCO; an increasing number of private sector exporters of fresh produce; increasing investments in marketing infrastructure; improving services from marketing boards; development of information services, and improved presence in the international marketplace.

Joint training and support activities:

The number of regional and international organisations supporting rural development in the Eastern Caribbean can be estimated at 60-70. These organisations provide grants, loans, technical assistance, travel expenses for training, information and other services to rural organisations. As amounts of resources diminish some groups are moving towards improved coordination and joint funding of activities and projects.

Institutionalization of Focus

The Focus quarterly newspaper is finalizing its fourth year. In general, it has been well received by leaders of rural organisations, professionals, decision makers, and regional and international organisations, among others. It is presently in

process of being institutionalised as a regional voice of rural development.

Training of rural people in project identification and formulation

More and more attention is being given to involvement of intended beneficiaries in the identification and formulation of projects. Over the past two years the Inter-American Foundation has funded six projects designed by CFDC at a total cost of over US\$0.5 million. In this case, a regional NGO (CFDC) has helped an international NGO (IAF) focus its resources in a priority area determined by rural people. In response to the need to integrate target groups in the identification and formulation of more effective rural development projects, a number of practical methodologies have been developed.

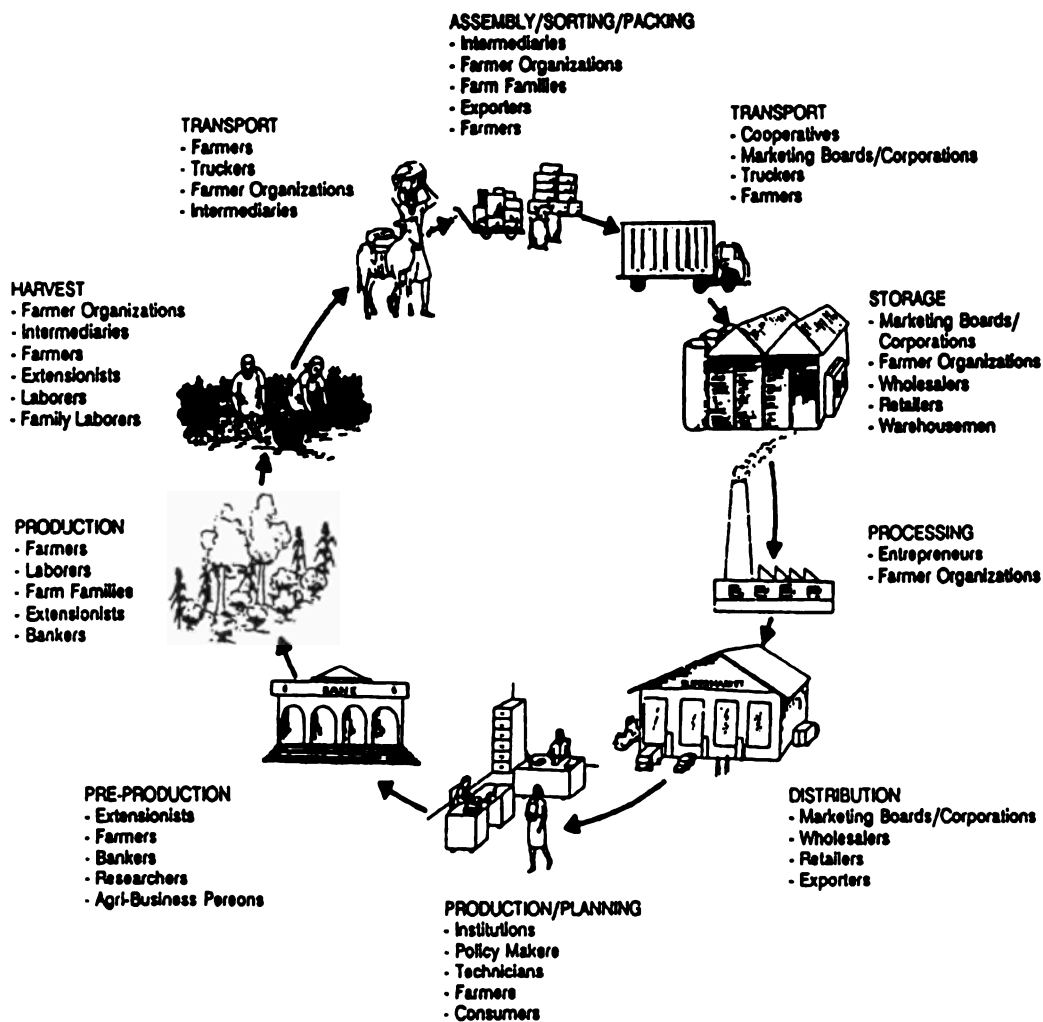
Development of national rural development plans.

There is a general awareness developing among decision makers within both the public and private sectors of the need for more systematic rural development. Some countries have initiated activities to develop plans of action with clearly defined target groups, well defined strategies and projects oriented towards the achievement of economically self-sustaining development projects.

Effective methods need to be put in place to integrate the efforts of public and private sector organisations and support institutions. This will require some sort of a planning document, prepared as a joint effort, which outlines national, sectorial and NGO policies; describes the existing situation and available resources in the rural sector; identifies market opportunities; summarizes organisational, production and marketing constraints, and outlines a plan of action.

Several persons present in this forum have more detailed information on some of the experiences outlined above. All of you have your own experiences and ideas. One thing is certain: rural development is not occurring at a satisfactory pace in the Caribbean region. It is hoped that the minds gathered in this workshop can, together, outline the elements of a regional rural development strategy which will speed up the process, improve on the efficiency and guide rural development into the 21st century.

Figure 1: Types of participants in a product system



BIBLIOGRAPHY

- La Gra, Jerry, *A Commodity Systems Assessment Methodology for Problem and Project Identification*, Moscow, Idaho, Postharvest Institute for Perishables, U. of Idaho, August 1990, 216 pages.
- La Gra, Jerry and Brooks K., *Proceedings Training Workshop in Project Identification and Formulation*, Cloud's Nest Beach Cottages, Vieux Fort, Castries, St. Lucia, IICA, August 15-21, 1990.
- La Gra, J., Leighton, L. and Oechsle, S., *Profiles of farmers organisations in St. Lucia*, IICA, St. Lucia, January 1989, 125 pages.
- Borland, Barry, and La Gra, Jerry, *Profiles of farmers organisations in Dominica*, IICA, Dominica, May 1989, 147 pages.
- Rittgers, Rob and La Gra, Jerry, *Profiles of farmers organisations in St. Vincent and the Grenadines*, IICA, St. Vincent, June 1991, 167 pages.
- Murillo-Yepes, Jorge and La Gra, Jerry, *Profiles of farmers organisations in Grenada*, IICA, Grenada, November 1991, xx pages (presently being published).

FIRST RESPONSE: OLIVER BENOIT

KEY ELEMENTS OF A REGIONAL RURAL DEVELOPMENT STRATEGY FROM A PUBLIC SECTOR PERSPECTIVE

In response to the paper presented by Jerry La Gra I would like to make some observations in the following areas. These are necessary for the formulation of a Rural Development Strategy.

1. The meaning of Rural Development
2. The structure of the Rural Sector
3. Policy and Strategy for Rural Development
4. The role of the Public Sector in Rural Development
5. Multi-disciplinary approach to problem solving

The meaning of rural development in the 1970's

It is necessary to understand what is meant by Rural Development. In the Caribbean, the concept is relatively new and as such, there is a lack of consensus on the subject among ourselves.

According to the World Bank: "Rural Development is a strategy designed to improve the economic and social life of the rural poor."

The World Bank and International Agencies placed emphasis on increasing production, raising productivity and increasing employment.

It was also recognised that poverty and inequalities had to be reduced and the poor should participate actively in decision making. This came to be known as the "Growth and Justice Strategy" which involves the redistribution of additional income. However, it was expected that the strategy would be successful through the market mechanism, but this was not the case in most of the Caribbean islands.

The world has been changing rapidly since the 1970's. Redistribution of income is no longer talked about. At the same time, some of our islands are experiencing serious economic problems and are not in a position to redistribute income. Our islands will have to depend much more on the market mechanism to achieve growth and rural development. The question is, how can this be done? First, it can only be done by modernizing the agricultural sector. To achieve this it is necessary to understand the historical and structural development of the rural sector.

The Structure of the Rural Sector:

Socio-economic dualism characterized the rural sector in most of our islands. Traditional subsistence production coexists with export orientation. The majority of farmers engaged in the latter are also engaged in the former. I think it is important to understand the situation as it develops because this is necessary if any rural development strategy is to succeed.

The emergence of a peasant class in the 1830's in some of the smaller islands of the Caribbean occurred as the plantation system declined with former sugar workers becoming "peasants". These peasants (in Grenada and Jamaica in particular) became prosperous and their exports were increasing, thus the question of land tenure became an issue which could have been regarded as a problem that would affect the development of the peasants. It is by obtaining land that workers were able to free themselves from the exploitation of the plantation, thereby becoming economically independent and able to produce food for themselves, the local market as well as the export market. The peasants often linked the cultivation of their land with activities like fishing and shopkeeping and casual estate work. This combination of tasks had reduced the amount of labour expended in agricultural production.

However, the planters maintained some of the most productive estates from which they continued to make huge profits. To some degree, the plantation system maintained itself, but the problem of rural development cannot be understood simply by an analysis of the plantation sector and the peasant sector. Within the plantation sector there are two distinct groups: the Owners and Workers. The former can be classified as a homogenous group insofar as they were mainly of European descent and maintained a certain acreage usually 100 acres and over. The latter group can be classified into four categories: agricultural labourers, part-labourers, part-peasants and peasants.

Agricultural workers depend solely on wage labour on the estates for their means of existence and do not control or own any means of production.

The part-labourer is that group of workers that own some means of production but spend most of their time on the plantation, while less time is spent working on their own plot.

The part-peasants work on his/her own plot of land for his/her means of existence, but must complement his/her income by working the plantation. Then there is a final group the peasantry, whose income depends entirely on their own production from their own land. Moreover, the peasant sector is not homogeneous. This can be subdivided into small peasants and big peasants. Mintz (1973) made the point that:

"The peasants differ in status, wealth and otherwise. They include both exploiters and exploited and cannot be fully understood if we take for granted that they are economically and culturally homogeneous."

This structure has left us with the kind of problems which provide basis for our rural development strategy.

The problems are:

- a) Low technology
- b) Unavailability of land
- c) High age farmers
- d) Poor management and the lot mentioned by La Gra

Policy and Strategy for Rural Development

The Policy and Strategy for Rural Development usually have an ideological bias, the following are common elements.

- a) Land policy
- b) Technology policy
- c) Extension and Research policy
- d) Institutional policy
- e) Backward and forward linkages with the rest of the sector

The plan for Rural Development has to be detailed, and must be linked to the National Development Plan for it to be successful. Such a plan has to be a long and ongoing process.

Local Grassroot participation in the planning process is essential. Overall, we must consider the following points:

- a) We exist in a small vulnerable open market.
- b) The National Policy objectives are to increase output and create surplus for further development.
- c) We must decide on which type of farmers can best achieve the national objective.
- d) That the group is mostly owner-operated, small farmers and landless peasants.

We need to consider these differentiations in the agrarian structure of our societies. Failing to do this may lead to wrong rural development strategies.

On the issue of the commodity system approach, not all of our rural folks are commodity producers. How can the commodity system

approach be applied if the actors in the system cannot relate to the various components of the system?

The Role of the Public Sector in Rural Development

The poverty in rural areas becomes more apparent as growth in the other sectors takes place . This situation, to a large extent determines the role of the public sector in rural development. This is because the Government realises that something must be done to develop the rural areas. It is not morally correct to have such a situation in one's country.

As a result the Government undertakes rural development projects which sometimes are too ambitious and are not the kind of projects the people need.

In light of the general economic situation in the Caribbean, the state is interested in the role agriculture can play in earning foreign exchange. As such, any investment in agriculture will be targeted at that group of farmers which can bring in the foreign exchange.

Multi-disciplinary Approach for Problem Solving

Even within the Ministry there is no consensus on how priority problems should be identified. From a ministerial view, the problems are seen at two levels: the macro and the micro.

The former (e.g. by planners) is interested in increasing the level of output in the agricultural sector while the latter (e.g. Extension Officers) may be interested in increasing yield. Yes, increasing yield may be necessary but how can one be sure that increasing yield is the most important problem to be solved.

This is why a multi-disciplinary approach is necessary. The question is who should make up such a team? Should the team include a Social Anthropologist, Sociologist, Agronomist, Economist, Extensionist, or others. Then who should lead the team, given that they have to work closely together. The benefits of this team can only be achieved by members working together over long periods and focusing their attention on problems of mutual concern.

An individual may benefit from interaction with other more specific disciplines. For example, the Agronomist must be aware of the socio-cultural factors affecting the adoption of a new crop. In effect, this team must become inter-disciplinary. Also the personalities and experiences in the team are likely to be as significant as their disciplines.

SECOND RESPONSE: DARNLEY LEBOURNE

KEY ELEMENTS OF A REGIONAL RURAL DEVELOPMENT STRATEGY FROM THE NGO PERSPECTIVE

It is interesting to note that this workshop has taken the approach in highlighting agriculture as a central element in rural development. This in fact is a recognition of the realities of the rural environment. The rural environment in the Caribbean is in fact agriculturally based, therefore, any Rural Development Strategy or plan must start off with an appreciation of that fact.

This workshop should undertake the challenge of defining Rural Development. Such clarification may in fact be important in informing and giving direction to our efforts towards development of a Rural Development Strategy.

What is rural development? What are its components? How is it defined?

Some of the cords which we may want the rural folks to dance to are as follows:

- Historical factors
- Tradition and Culture
- Available Human Resources (youth, women, skills, leadership base etc.)
- Socio-economic status
- Political perceptive (their understanding of the decision making process and how it affects their lives).
- The Physical Environment (land as a major resource).
- Religion.

Because of development workers' sympathetic or romantic attachment to rural communities, we sometimes tend to exhibit paternal attitudes which can do more harm than good to our work. We tend to perceive rural people as being poor and uneducated and therefore desiring of our patronage. This outlook is an extension and perpetuation of our current political cultural setting.

Rural people must be made to appreciate the need for them to contribute both through rural support and in material/financial terms.

It should be the role of development workers to help rural people look inwards and to build upon their existing resources and potentials.

Development strategies should deliberately seek to uncover, utilize and build upon existing indigenous technologies as a means of ensuring greater appreciation, applicability and to save on foreign exchange needed to import technology.

Development workers need to be appreciative of the wealth of experience, skills and technologies which exists within rural communities. More research and analyses must be undertaken on existing resources and technologies as a means of determining their usefulness in development.

The recognition and exploitation of indigenous resources can serve as a basis for true and sustainable development.

The role of development workers should include the identification and analysis of community problems so as to determine measures for solutions of these problems.

With respect to problem solving and development initiatives it is important that project beneficiaries receive training and education which will enable them to manage and direct their own development, as this may make the difference between dependancy and true development.

Development workers spend much of their time monitoring and supporting projects which recipients cannot manage efficiently due to inadequate training in the relevant areas or perhaps poor project design. As a result limited local human resources are burdened in areas which may not produce results for the community.

Consultation with rural people in programme development and in actual implementation cannot be overemphasized. This feature should be an underlying principle in all development processes.

Greater collaboration is needed between actors on the rural development stage (particularly between governments and NGO's). Due to insufficient collaboration between development workers and institutions it is commonplace to have isolated and widely divergent actions and views with regards to rural development. Forums must be created at the national and regional levels to facilitate sharing of information and to examine and decide upon collaboration.

Development NGO's must exhibit a reasonable level of political maturity and independence, bearing in mind the different partisan communities of their constituents and their (NGO's) commitment to rural development.

Systems Approach

A systems approach in agricultural and rural development is very crucial at this point in order to enhance efficiency in production in so far as quality and quantity as well as provision of needed technical services. However, an examination of existing rural and agricultural development approaches shows a terrible lacking of systematic methods in practice.

Not enough planning and financial input goes into the development of the rural agricultural sector.

The achievement of effective rural and farming development will require due consideration in the following areas:

1. Recognition and Utilization of Farmer/Development Organisations

- Farmer/development organisations can function as facilitators for delivery of technical services from the relevant institutions.
- Because these organisations are made up of a membership base of farmers and resource users, technical and extension services would be better utilized by working through such organisations.

2. Integrated Approaches

- In terms of rural development, there is need to appreciate the various aspects relevant to the rural environment, i.e. health, housing, education, physical environment, others.
- Farming development strategies should encourage cultivation of different crop varieties, should focus on the rural household as implementing agents and should inculcate principles of food self-sufficiency.

3. Rural Household

- Need to understand the role and function of the rural household.
- Need to better understand the various components (women, youth, men) of the household and their respective needs.

- The entire household must be targeted in educational efforts relevant to rural development.

4. Defining Roles of NGO's & Government Agencies

- This is important to avoid wastage of resources and duplication.
- NGO's and Government agencies must each see themselves as partners in the development process.
- The development of strategies for collaborating can be done through occasional planning meetings between these two sectors.

5. Sustainability

An awareness of the importance of the following areas must be developed:

- proper use of the environment: land use patterns, solid waste management, others;
- food self-sufficiency;
- development of indigenous technologies;
- training of rural leaders in leadership and management skills.

ANNEX 4

OVERVIEW: RURAL DEVELOPMENT IN THE CARIBBEAN

GENERAL PROBLEM

In most, if not all countries of the Caribbean, underdevelopment is organically linked with the rural areas. The vast majority of the region's poorest people are located in rural areas and often engaged in near subsistence agriculture. Their basic concern is survival. Many have been bypassed by whatever economic "progress" has been attained in their respective countries. The core problems of wide-spread poverty, increasing inequality, rapid population growth, rural-urban migration, and rising unemployment all find their origins in the stagnation and often retrogression of economic life in rural areas.

If development is to take place and become self-sustaining, it will have to start in the rural areas in general and in the agricultural sector in particular. As Gunnar Myrdal, Nobel Laureate, Economics once said: "It is in the agricultural sector that the battle for long term economic development will be won or lost." The main burden of development and employment creation, then, will have to be borne by that part of the economy in which agriculture is the predominant activity: that is, the rural sector.

Traditionally, the role of agriculture in economic development has been viewed as largely passive and supportive. Economic development was seen as requiring a rapid structural transformation of the economy from one predominantly focused on agricultural activities to a more complex industrial and service society. As a result, agriculture's primary role was to provide sufficient low-priced food and manpower to the expanding industrial economy, which was thought to be the dynamic, "leading sector" in any overall strategy of economic development. Arthur Lewis' famous two sector model is an outstanding example of a theory of development that places heavy emphasis on rapid industrial growth with an agricultural sector fueling this industrial expansion by means of its cheap food and surplus labour.

Today development economists have come to realize that far from playing a passive, supporting role in the process of economic development, the agricultural sector in particular and the rural economy in general need to be the dynamic and leading elements in any overall strategy - at least for the majority of Caribbean countries. To a large extent, therefore, the 1970's witnessed a remarkable transition in development thinking - one in which agricultural and rural development came to be seen by many as the *sine qua non* of national development. Without agricultural and

rural development, industrial growth either would be stultified or, if it succeeded, would create such internal imbalances in the economy that the problems of widespread poverty, inequality, and unemployment would become even more pronounced.

For the vast number of rural families, whose members constitute the main agricultural work force, agriculture is not merely an occupation or a source of income; it is a way of life. This is particularly evident in traditional societies where farmers are closely attached to their land and devote long, arduous days to its cultivation. Any change in farming methods perforce brings with it changes in the farmers's way of life. The introduction of biological, technical and economic innovations must therefore be adapted not only to the natural and economic conditions, but perhaps even more to the attitudes, values and abilities of the mass of producers, and the rural population in general, who must understand the changes, must be willing to accept them, and must be capable of carrying them out.

To introduce change into the rural environment is a time consuming and complicated task. Experience has shown that the most effective method is from the bottom up with an active participation of the rural population in the decision making process. There is a need for an integrated and coordinated effort to develop effective mechanisms for integrating rural populations into the decision making process so that rural development strategies will be representative and conducive to the execution of economically sustainable enterprises.

RURAL DEVELOPMENT IN THE CARIBBEAN: AN OVERVIEW

The past three decades probably represents the greatest period of change ever known to man. Few areas have been exempt from this change: agriculture, bio-technology, food technology, packaging, transportation, information and communication systems, space technology, engineering, medicine and others have developed beyond all expectations and the rate of innovation continues to increase.

In the Caribbean, as in other regions, the rapid economic and technical growth brought about by these changes has, for the most part, been concentrated in urban areas. The appeal of higher wages in the cities has been the primary cause for the increasing flow of human resources from rural to urban, to metropolitan areas. Economic growth and technical development have been the fundamental catalysts for social change, too often in a negative sense.

The rapid influx of the rural work force to urban areas has put tremendous pressure on limited services (housing, water, electricity, garbage disposal) in the larger cities. The concentration of excessive untrained labour in urban areas has led to

increased demand for limited job opportunities, resulting in increased crime, violence and changing social norms.

As the rural population growth rate decreases - and out migration increases - agricultural labour becomes more expensive, leading to declining competitiveness in the world market. This, in turn, leads to increased food imports and corresponding losses of foreign exchange. Simultaneously, as farm inputs and labour costs increase, it becomes more and more difficult to supply the national tourist industries and the agro-processing and export markets with produce at a competitive price. This too leads to a loss of foreign exchange.

Although considerable resources are expended on the mass media, government bureaucracies, training and education, in general there is a low and declining level of general awareness of the economic and social importance of the rural sector. Development strategies, available resources and training materials do not meet the real needs of youth, women and farmers engaged in agriculture, marketing and other developmental endeavors.

This negative cyclical situation causes a continuing deterioration in the quality of life in rural communities in the Caribbean. This in turn leads directly to severe social and economic losses to the nation as a whole.

"Quality of life," whether at the level of a rural community or the nation, is a function of a large number of factors. Any attempt to improve the quality of life of rural populations in the Caribbean will require a comprehensive approach covering a number of fronts, concurrently.

Within the framework of the present situation in the Caribbean, four major problem areas have been identified which are significant contributors to the *deteriorating quality of life in rural populations in the Caribbean*.

a) Weak Rural Development Support Structure

In general, most Caribbean countries lack clear policy guidelines to support rural development. If strategies or policies exist they are usually fragmented and may even be conflicting between institutions. Development practitioners in general and project analysts in particular often overlook the importance of the impacts of policies on the projects they are identifying or implementing.

Legal policies may determine the viability of livestock projects through their influence on praedial larceny. Health policies impact food crop production projects by influencing demand patterns. Foreign exchange policy affects all projects that either

use imported inputs or produce exportable output. Thus, in identifying and evaluating viable projects it is critical to recognize the policy mix that can determine the success or failure of the project.

Rural development strategies must include mechanisms, not only for evaluating the impact of different policies but most importantly, rural development strategies must equip rural organisations to formulate policies and have a greater influence in the policy making process. Greater popular participation in both the policy and project development process is required. The lack of participation is the result of weak or inexperienced leadership in rural development, insufficient or poorly organised decision making information, and insufficient and/or poorly utilised resources.

As a result of these causes, relatively little effort goes into the identification of comprehensive rural development policies and projects and even less into the design of national development strategies. Given a relatively large number of public and private sector organisations with some sort of rural development activity, and given the lack of leadership in rural development, there tends to be little coordination and communication between the diverse groups interested in rural development. All this, combined with too little popular participation of intended beneficiaries in the policy and project analysis and decision making process, contributes to a weak rural development support structure.

b) Uncertain Market Opportunities

For rural people to effectively market their produce they must be able to offer significant volumes of quality products on a regular basis and make it available at a specific place at a competitive price. For this to occur among small producers they must be organized so they can efficiently grow, assemble, process, package, transport, store and market their produce. Most rural organisations in the Caribbean (with the exceptions of some large commodity associations) have very limited resources, only part-time and poorly trained management and their services are insufficient to stimulate active participation of their members. This results in weak and ineffective organisations. Weak organizations, unavailable or unorganized market information, scarce human and financial resources and limited transportation opportunities, results in uncertain market opportunities - another way of saying very high levels of risk.

c. Limited Participation of Caribbean Youth in the Development Process

At the present time, one out of every three persons in the Caribbean is under the age of 24 years. By the turn of the century

there will be approximately 2 million persons falling into this category. In some countries youth unemployment reaches 50%. Youth are also migrating at a faster rate than other groups to urban areas. Youth as a percentage of agricultural population in many countries is much lower than it is for other sectors. These facts justify giving youth special attention in the development process.

Lack of collateral, insufficient knowledge and lack of access to technical assistance to design entrepreneurial activities make it difficult for youth to access resources. Limited technical capabilities, low profitability in farming enterprises and a lack of organized public sector institutional support all contribute to this limited participation of youth in the development process.

d) Poor Transfer of Information and Technologies

In each country of the Caribbean there are a number of individuals and organisations/institutions involved in the production of educational, training and informative materials relevant to the rural sector. Unfortunately, most training materials are generic in nature and are not oriented to overcome specific felt needs of target groups or form part of development strategies.

Media personnel frequently lack expertise in agriculture or other aspects of rural development and are often unaware of reliable sources of information on the rural sector.

Much of the technical information on agriculture is sourced from northern countries with temperate climates and is often not applicable to the Caribbean tropics. Relatively little technical information is available in modern forms of audio-visual communication. These and other factors contribute to the poor transfer of information and technologies to rural populations.

The four problem areas briefly summarized above are closely inter-related. Whereas actions in only one of the areas mentioned would likely produce a limited impact on the rural sector, simultaneous actions in all these areas could make a very significant impact on rural development throughout the Caribbean.



