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UNCLASSIFIED

173p

DEPARTMENT OF STATE
AGENCY FOR INTERNATIONAL DEVELOPMENT
Washington, D.C. 20523

CARIBBEAN REGIONAL

PROJECT PAPER

CARIBBEAN AGRICULTURAL PLANNING

LAC/DR:79-8

Project Number:538-0033

UNCLASSIFIED

1/2

DEPARTMENT OF STATE

AGENCY FOR INTERNATIONAL DEVELOPMENT

BRIDGETOWN, BARBADOS. W.I.

PROJECT PAPER
CARIBBEAN REGIONAL

CARIBBEAN AGRICULTURAL PLANNING

RDO/C May 1979

Project Number:538-0033

3/4

UNITED STATES GOVERNMENT

memorandum

DATE: May 21, 1979

REPLY TO ATTN OF: D. Cole Rozell, Agricultural and Rural Development Officer

THRU: Dwight E. Johnson

SUBJECT: Authorization of the $3.94 Million Caribbean Agricultural Planning Project (538-0033)

TO: ACTION MEMORANDUM FOR THE RDO/C AID REPRESENTATIVE

Attached is a copy of the Summary and Recommendations of the Project Paper for the Caribbean Agricultural Planning Project. The recommendation of the Project Review Committee contained therein is that up to $3.94 million be approved for life of project funding including $1,184,000 presently authorized from FY 79 funds according to the terms and conditions specified in the Project Paper.

The attached "Project Authorization and Request for Allotment of Funds" contains those terms and conditions. The Congress has been notified of the changes in this project from A.I.D.'s FY 1979 Congressional Presentation, and no Congressional objections were raised during the subsequent fifteen day period. AID/Washington has delegated to you the power to authorize this project.

There are no further obstacles or issues which need to be resolved prior to authorization.

Recommendation: That you sign the authorization for the Caribbean Agricultural Planning Project.

Approval — Date: 23 May 1979

Disapproved — Date

Clearances

RLA:RBMeighan 5/22/79
ACPDO:DWBoyd 5/22/79
PROGECON:GRWein 5/22/79
CONT:WFSchrider 5/22/79

Buy U.S. Savings Bonds Regularly on the Payroll Savings Plan

OPTIONAL FORM NO. 10
(REV. 7-76)
GSA FPMR (41 CFR) 101-11.6
5010-112

PROJECT AUTHORIZATION AND REQUEST

FOR ALLOTMENT OF FUNDS

Name of Entity : East Caribbean Common Market Secretariat
Name of Project: Caribbean Agricultural Planning Project
Project Number : 538-0033

Pursuant to Part I, Chapter I, Section 103 of the Foreign Assistance Act of 1961, as amended, I hereby authorize a Grant to the East Caribbean Common Market Secretariat (ECCM) of not to exceed One Million One Hundred and Eighty-Four Thousand Dollars ($1,184,000) (the "Authorized Amount") to help in financing certain foreign exchange and local currency costs of goods and services required for the project as described in the following paragraph.

The project consists of assistance to the ECCM, Member States of the ECCM, and Barbados to institutionalize professional and technical capabilities needed for effective agricultural planning and project design and implementation.

I approve the total level of A.I.D. appropriated funding planned for this project of not to exceed Three Million, Nine Hundred and Forty Thousand Dollars ($3,940,000), including the authorized amount, during the period of June 1979 through September 1983. I approve further increments during that period of Grant funding up to $2,756,000 subject to the availability of funds in accordance with A.I.D. allotment procedures.

I hereby authorize the initiation of negotiation and execution of the Project Agreement by the officer to whom such authority has been delegated in accordance with A.I.D. Delegations of Authority subject to the following essential terms and covenants and major conditions; together with such terms and conditions as A.I.D. may deem appropriate.

(A) Source of Goods and Services

Except for ocean shipping, goods and services financed by A.I.D. shall have their source and origin in the United States or in Caribbean member countries of ECCM, except as A.I.D. may otherwise agree in writing. Ocean shipping financed under the Grant shall be procured from United States flag vessels unless A.I.D. determines that such vessels are not available.

(B) Conditions Precedent to Initial Disbursement

(1) Prior to any disbursement, or to the issuance of any commitment documents under the Project Agreement, the Grantee, except as A.I.D. may otherwise agree in writing, shall furnish to A.I.D. in form and substance satisfactory to A.I.D.:

(a) at least three executed agreements between ECCM and member countries providing that the country will participate in the project. These Agreements will reflect the estimated country specific project budgets over the five year period,

(b) evidence that adequate facilities are available to ECCM for the additional staff provided for in the project.

(C) Special Covenants

Except as A.I.D. may otherwise agree in writing, within six months of initial disbursement, A.I.D. approved financial and management plans including acceptable internal and external auditing procedures, and clear delegations of authority and responsibility shall be developed and instituted within the ECCM.

William B. Wheeler
AID Representative

Clearances

CRDO:DBJohnson
CONT:WFSchrider
ADO:DGRozell
PO:TFLiercke
RLA:RBMeighan

7/8

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT PAPER FACESHEET

1. TRANSACTION CODE: A (A = ADD, C = CHANGE, D = DELETE)

PP

2. DOCUMENT CODE: 3

3. COUNTRY/ENTITY: Caribbean Regional (RDO/C)

4. DOCUMENT REVISION NUMBER: 1

5. PROJECT NUMBER (7 digits): 538-0033

6. BUREAU/OFFICE: A. SYMBOL: LAC; B. CODE: 05

7. PROJECT TITLE (Maximum 40 characters): Caribbean Agricultural Planning

8. ESTIMATED FY OF PROJECT COMPLETION: FY 84

9. ESTIMATED DATE OF OBLIGATION: A. INITIAL FY 79; B. QUARTER 3; C. FINAL FY 83 (Enter 1, 2, 3, or 4)

10. ESTIMATED COSTS ($000 OR EQUIVALENT $1 –)

A. FUNDING SOURCE	FIRST FY B. FX	FIRST FY C. L/C	FIRST FY D. TOTAL	LIFE OF PROJECT E. FX	LIFE OF PROJECT F. L/C	LIFE OF PROJECT G. TOTAL
AID APPROPRIATED TOTAL						
(GRANT)	(1,184)	( )	(1,184)	(3,940)	( )	(3,940)
(LOAN)	( )	( )	( )	( )	( )	( )
OTHER U.S. 1.						
OTHER U.S. 2.						
HOST COUNTRY		150	150		1,363	1,363
OTHER DONOR(S)						
TOTALS	1,184	150	1,334	3,940	1,363	5,303

11. PROPOSED BUDGET APPROPRIATED FUNDS ($000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH CODE C. GRANT	PRIMARY TECH CODE D. LOAN	E. 1ST FY 79 F. GRANT	E. 1ST FY 79 G. LOAN	H. 2ND FY 80 I. GRANT	H. 2ND FY 80 J. LOAN	K. 3RD FY 81 L. GRANT	K. 3RD FY 81 M. LOAN
(1) FN	180	053		1,184		900		750	
(2)									
(3)									
(4)									
TOTALS									

A. APPROPRIATION	N. 4TH FY 82 O. GRANT	N. 4TH FY 82 P. LOAN	Q. 5TH FY 83 R. GRANT	Q. 5TH FY 83 S. LOAN	LIFE OF PROJECT T. GRANT	LIFE OF PROJECT U. LOAN
(1) FN	650		456		3,940	
(2)						
(3)						
(4)						
TOTALS						

12. IN DEPTH EVALUATION SCHEDULED: MM 07 YY 81

13. DATA CHANGE INDICATOR. WERE CHANGES MADE IN THE PID FACESHEET DATA, BLOCKS 12, 13, 14 OR 15 OR IN PRP FACESHEET DATA, BLOCK 12? IF YES, ATTACH CHANGED PID FACESHEET: 1 = NO, 2 = YES

14. ORIGINATING OFFICE CLEARANCE

SIGNATURE: William B. Wheeler

TITLE: William B. Wheeler, A.I.D. Representative

DATE SIGNED: May 23, 1979 (MM DD YY)

15. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION (MM DD YY)

AID 1330-4 (3-78)

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I. Summary and Recommendations

A. Face Sheet (attached)

B. Recommendations

Based on the findings during intensive review of the Caribbean Agricultural Planning Project, it is the opinion of the Project Review Committee that the following be submitted for AID approval.

- Development Grant to the Eastern Caribbean Common Market (ECCM) - ($3,940,000)

The project also includes local government contributions estimated to be $1,363,000. Total cost of the proposed five-year project, therefore, is $5,303,000.

C. Project Summary

The absence of adequate agricultural planning capabilities in the Eastern Caribbean States is responsible, in part, for many of the inefficiencies in the deployment of existing agricultural services and the often serious inconsistencies in national agricultural policies. Weak national agricultural planning capabilities are also an important impediment to coordination and cooperation in undertaking Regional Agricultural Development Programs. Finally, the lack of strong national agricultural planning capabilities in the region presents a major constraint to securing needed external development assistance from the Caribbean Development Bank (CDB), other development finance institutions and bilateral donors.

The goal of the project is to develop at the regional and national level agricultural sector policies and programs. The project purpose is to strengthen agricultural planning activities regionally at the ECCM and nationally in eight Eastern Caribbean States. In achieving the project purpose, the project will significantly improve the States' ability to assume greater initiative, responsibility and control in planning and implementing rural development projects, particularly those benefiting small farmers. Improved agricultural planning capability at the individual national level will, in turn, supply the essential foundation for participation in the process of planning regional development programs. Finally, it will increase the capacity of the

participating governments to effectively absorb external capital and technical assistance. The project strategy is thus rooted in the belief that the States must become more active participants in regional institutions and less dependant on donor agencies. To do this, the States need assistance in order to assume greater responsibility for analyzing their agricultural problems, formulating policies and programs, and designing action projects. The provision of this assistance is what this project proposes to address.

D. Summary Financial Plan

The total cost of the Project is $5,303,000. The estimated breakdown of costs and financing of the Project is shown in the following table. A.I.D. is providing $3,940,000. The ECCM and participating countries are providing $1,363,000. The Project activities will be implemented over five years from the date of satisfying initial conditions precedent. The Project Assistance Completion Date will be five years from the date of signature of the Project Agreement.

(U.S. $000's)

	A.I.D.	COUNTERPART	TOTAL
I. Staff Support	559.8	964.2	1524.0
II. Technical Assistance	1830.0	-	1830.0
III. Training	258.0	-	258.0
IV. Program Support	530.0	95.0	625.0
SUB-TOTAL	3177.8	1059.2	4237.0
Inflation and Contingencies			
5% A.I.D. Contingency	157.8	-	157.8
10% Annual Inflation	604.4	303.8	908.2
TOTAL	3940.0	1363.0	5303.0
	======	======	======

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E. Summary Findings

The Project Design Committee has critically investigated the Caribbean Agricultural Planning Project. It has determined that the Project is technically, financially, socially, and economically feasible. The strengthening of the ECCM and national institutions is within the capabilities of the ECCM Secretariat, Member States of the ECCM and Barbados. The Project has taken into account the financial considerations required for successful project implementation and maintenance. The social analysis indicates that AID's target group are beneficiaries of the Project and that the Project will have the required local support. Finally, the economic analysis indicates that the project will generate substantially higher benefits than costs.

The Project Review Committee believes that the Project is feasible and ready for implementation. The Project meets all Statutory Criteria as shown in Annex 2.

F. Project Issues

Three major issues were identified by the DAEC and in subsequent intensive review by the Project Design Committee: (1) the relationship between the Eastern Caribbean Common Market (ECCM) Secretariat and Barbados, a non-member country, (2) the institutional capacity of the ECCM to implement the project, and (3) the ability of the participating Governments, especially the members of the ECCM, to finance additional recurring expenditures.

Discussions between the Project Design Committee, Barbados Ministry of Agriculture Officials and the ECCM Secretariat have resulted in a basic understanding that the ECCM and Barbados will establish a cooperating agreement for purposes of this project. (See the draft agreement in Annex 9). None of the representatives foresaw any difficulty in this regard, although the final decision must be made by the higher policy-making bodies of both the Barbados Ministry of Agriculture and the ECCM.

The Project is designed to be managed by the ECCM Secretariat. Barbados will participate in the staff development, training and regional technical assistance components. However, as a non-member country, Barbados will not have

access to the Secretariat's common services pool of experts. But since the Barbados Ministry of Agriculture operates on a larger scale, with greater institutional capacity and resources, it can provide these services from its own expanded and trained staff. In other words, Barbados and the ECCM States will have the same types of capabilities at the end of the Project.

Belize is not included in this project due to geographical separation from the Eastern Caribbean sub-region, and the ECCM high travel cost, communication difficulties and orientation toward non-Caribbean markets.

The Project Design Committee gave special attention to the issue of the ECCM's absorbtive capacity. This is dealt with in-depth in the institutional analysis section. The project design that follows takes into account tentative plans to reorganize the ECCM. But since no definitive dates have been given for any of the suggested major institutional changes, the design of this project is essentially self-contained and in the opinion of the Project Design Committee can be implemented by ECCM as it is presently organized. Sufficient administrative support, training, technical assistance and facilities have been programmed to facilitate project implementation and complement any future development plans approved for the ECCM Secretariat.

All project resources will be channeled through the ECCM Secretariat who will then distribute the funds and technical assistance to the various member states and Barbados. To ensure effective management and control of AID resources, the ECCM Secretariat will establish and implement an internal management and financial system acceptable to AID.

The recurring project cost resulting from increasing local and regional staff is a difficult issue. The Project Design Committee dealt with this issue in several ways. First, detailed discussions were held with all local Governments. Hence, their individual requests for staff support have been made with the full realization that they will be responsible eventually for these additional costs. Second, all staff additions were made as small as possible, yet

sufficient for the regional and local units to perform the critical tasks detailed in the project. Third, the regional services approach allows for minimizing personnel costs at the local level. Finally, by allowing individual governments to wait until the third year to make contributions toward recurring costs, there is time for the project to demonstrate that it can yield sufficient benefits to justify increasing support from local funding sources.

G. Project Design Committee

William Baucom, Agricultural Economist, Consultant
Neil Ferraiuolo, Agricultural Statistics Adviser, BUCEN
Mary Kay Friday, Agricultural Statistics Adviser, BUCEN
Calixte George, Country Director, CARDI, St. Lucia
William Goodwin, Agricultural Economist, LAC/DR
Eustace Gulston, Agricultural Economist, ECCM
Francis Henry, Chief Agricultural Officer, Antigua
Thomas King, IDI (Agriculture) RDO/C
Wallace Kirkbride, Agricultural Statistics Adviser, USDA
Ross McComish, Agricultural Marketing Economist CARDATS, Grenada
Arthur Warman, Capital Projects Development Officer, LAC/DR
Clarence Zuvekas, Jr., Economist, USDA/OICD

H. Project Review Committee

Donald Boyd, Capital Projects Officer, RDO/C
Dwight Johnson, Capital Resources Development Officer, RDO/C
Robert Meighan, Regional Legal Adviser, RDO/C
D. Gale Rozell, Agricultural Development Officer, RDO/C
Gerald Wein, Program Economist, RDO/C

The members of the Project Review Committee Recommend this project for approval.

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II. Project Background

A. Regional Overview

1. Geographical

The independent countries of Dominica, Grenada, St. Lucia and Barbados, the Associated States of St. Kitts-Nevis- (Anguilla), Antigua and St. Vincent, and the crown colony of Montserrat are scattered over 500 miles of ocean form north to south. They range in size between 39 and 304 square miles in land area (See Table II-A-1).

The islands can be grouped geologically into two categories: the relatively low-lying islands (Antigua and Barbados) composed of gently rolling limestone tableland, and the mountainous islands (St. Kitts, Montserrat, Dominica, St. Lucia, St. Vincent and Grenada) composed primarily of volcanic soils. The continuous easterly trade winds produce great differences in rainfall on the eastern and western sides of all the islands. Annual rainfall of up to 200 inches has been recorded in some parts of the mountainous islands where steep slopes and poor access are major constraints to highly productive agriculture. The low-lying islands have relatively low rainfall levels and are largely dependent on limited irrigation in order to expand agricultural production. Arable land per capita varies from 1.12 acres in St. Kitts to only 0.30 acres in Barbados. On average, this represents the highest population density per amount of arable land in the Western Hemisphere.

2. Population

The combined population of the eight islands is currently estimated at just over 800,000. The population growth rate accelerated from 0.6 percent during 1960-70 to an estimated 1.5 percent annually during 1970-76. This increase is attributed primarily to reduced opportunities for external migration. Presently, most governments in the region are aware of the importance of limiting population growth. Crude birth rates have actually declined since 1970, from an unweighted average of 31.1 per 1,000 population to 27.0 in 1975.

The age structure of the population is heavily biased toward the young: on average, 46 percent are under 15, and only 4 percent are over 65. Given the decline in

TABLE II-A-1

DISTRIBUTION OF POPULATION AND LAND AREA IN ECCM MEMBER STATES AND BARBADOS

States	1976 Population	Land Area (Square Miles)	Density (Persons Per Square Mile)	Acres of Arable Land Per Capita
Barbados	247,300	166	1,490	0.30
St. Lucia	113,500	238	477	1.05
Grenada	102,500	133	771	0.58
St. Vincent	1,700	148	687	0.39
Dominica	78,900	304	260	0.69
Antigua	71,400	170	420	0.93
St.Kitts-Nevis[a]	48,000	136	353	1.12
Montserrat	12,200	39	313	0.48
All Countries	775,500	1,334	581	

Sources: Population estimates from sources indicated in Fiester et al (1978:Chapter 1); land area and arable land from Chernick et al (1978: 6-7).

[a] Excludes Anguilla.

fertility, the proportion of children in the population is surprisingly high. The explanation lies in the fact that the fertility decline was offset by previous large-scale emigration of adults.

3. Economic

Per Capita Gross Domestic Product (GDP)[1/] in the region averaged US$658 at market prices in 1976. The range was from US$320 in St. Vincent to US$1,530 in Barbados (See Table II-A-2). Health, education, and housing indicators suggest that levels of living are higher than one might conclude on the basis of income figures alone. During the 1960s economic growth in the Caribbean region was very rapid, with growth rates ranging from 3.4 percent in Barbados and St. Vincent to 8.1 percent in St. Lucia. Most of this growth is attributable to tourism, but other economic activities, including banana production in the Windward Islands, were also important factors. Economic trends during the 1970s have been very different. Between 1970 and 1975 per capita GDP rose only in Barbados, by 1.3 percent annually, while in the other islands, particularly Grenada, it declined. These declines have since been reversed on some islands, but in general the recovery has not been strong.

Reasons for poor economic performance during the 1970s vary, but among the more important factors have been increasingly uncompetitive sugar production, adverse price trends for other export crops, unusually low annual rainfall for three consecutive years, stagnation or decline in tourist arrivals, and sharply rising prices for imported fuel and other essential commodities.

Income distribution data is not reliable, but some evidence suggests that incomes are more equally distributed than in Central or South America. This probably reflects both the decline of private plantation agriculture and government policies which result in the redistribution of income or a more equitable pattern of consumption of basic goods and services.

Unemployment rates in 1970 ranged from 5 to 12 percent, but since then they have increased sharply. Recent survey data for Barbados show the unemployment rate to be 16 percent, and in some other islands it is believed to be in the area of 20 percent. No reliable information regarding the rate of underemployment within the region presently exists.

1/ For a detailed macroeconomic survey of the Caribbean, see Chernick et al. (1978)

TABLE II-A-2

SELECTED MACROECONOMIC INDICATORS

	Estimated Population mid - 1976 (thousands)	Population Growth Rates 1970 - 76 (percent)	Per Capita GDP at Market Prices 1976 (US. Dollars)	Real Per Capita Growth Rates GNP 1965-74 (percent)	Real Per Capita Growth Rates GDP 1974-76 (percent)	Unemployment Rate 1970 (percent)	Inflation Rates[b] 1970 - 76 (percent)	Commodity Trade[c] as a Percentage of the GDP 1975 Exports	Commodity Trade[c] as a Percentage of the GDP 1975 Imports
Barbados	247.3	0.7	1,530	5.2	0.8	7.7	16.1	33.1	66.7
Leeward Islands									
Antigua	71.4	1.6	690	-1.2	-5.2	12.5	12.7	53.9	85.7
Montserrat	12.2	1.0	900[a]	n.a.	n.a	4.7	13.7	n.a.	n.a.
St.Kitts-Nevis[d]	48.0	0.6	640	-0.7	0.0	5.1	10.2	64.4	69.8
Windward Islands									
Dominica	78.9	2.1	330	-1.2	-0.5	7.0	13.6	36.4	67.1
Grenada	102.5	1.7	420	1.6	-5.6	9.3	19.8	29.5	58.0
St. Lucia	113.5	2.1	510	2.0	-2.4	9.1	14.6	25.1	70.8
St. Vincent	101.7	2.7	320	2.4	-4.1	10.7	13.9	18.7	67.7
Regional Total	775.5	1.5	810	-	-	-	-	-	-

Sources: As indicated in Fiester et al (1978: Chapter 1).

[a] Estimate.

[b] Consumer price indices

[c] Exports FOB, imports CIF. The data for Antigua is for 1973, and for St. Vincent, 1974

[d] These data apply only to St. Kitts and Nevis. Anguilla, which has a population of about 6,000, withdrew from the state in 1969. It is now administered separately by the U.K. but the government in Basseterre still refers to itself as the Government of St.Kitts-Nevis-Anguilla.

n.a. Not available

Consumer prices increased at annual rates of 10-20 percent between 1970 and 1975. In 1976, however, inflationary pressures moderated, with consumer prices increasing slowing to 5-13 percent.

Foreign trade is important in all the Eastern Caribbean countries. Commodity imports accounted for 58-86 percent of the GDP in 1975, while commodity exports were lower, accounting for 19-64 percent. In almost all countries the commodity trade gap is widening due to rising import prices and sluggish export performance. In the overall balance of payments, the trade gap is narrowed largely by tourism, emigrants' remittances and foreign assistance agencies.

Government budgets during the early 1970s generally showed modest deficits or small surpluses on current account. But in last few years several countries have reported current deficits exceeding 20 percent of expenditure. In the majority of the islands, virtually all capital budget revenues are supplies by foreign assistance agencies.

B. Priority and Relevance of Project

1. Role of Agriculture

Agriculture's share of the GDP in the Eastern Caribbean States currently ranges from a high of 37 percent in Dominica to a low of 8 percent in Antigua (see Table II-B-1). In all countries the proportion has declined during the last decade. Agricultural employment has also dropped since 1960, both absolutely and relative to other sectors. Still, the agricultural sector today employs about one-third of the total labor force in the Windward Islands, approximately 20 percent in the Leeward Islands, and about 10 percent in Barbados.

In the Windward Islands, agriculture's contribution to export earnings exceeds 90 percent. The principal agricultural export in these States is bananas, and a high percentage of banana production (an estimated 85 percent in St. Vincent) is accounted for by small farmers. Bananas have a number of advantages for small farmers in comparison with domestic crops: they are relatively easy to grow and care for, are less subject to environmental risk, have a better organized marketing structure, and provide a guaranteed year-round source of cash income. However, the future of the protected market for Eastern Caribbean bananas in the U.K. is

TABLE II-B-1

AGRICULTURE'S CONTRIBUTION TO OUTPUT, EMPLOYMENT, AND THE BALANCE OF PAYMENTS

	Agriculture's Share of the GDP, 1976 (percent)	Percent of Employed Workers in Agriculture	Agriculture's Share of Commodity Trade, 1975[a] (percent)		Value of Per Capita Agricultural Trade, 1975[a] (U.S. dollars)[b]	
			Exports	Imports	Exports	Imports
Barbados	13	11 (1973-76)	68	21	246	189
Leeward Islands						
Antigua	8	12 (1976)	3	20	9	205
Montserrat	n.a	20 (1970)	69	34	14	235
St.Kitts-Nevis	28	34 (1970)	64	24	304	127
Windward Islands						
Dominica	37	41[c] (1976)	93	35	144	103
Grenada	22	33 (1970)	99[e]	37[e]	69[e]	81[e]
St. Lucia	21	40[d] (1970)	77	30	111	137
St. Vincent	21	43 (1971)	99[f]	33[f]	71[f]	90[f]

Sources: Fiester et al. (1978:1-4 and country chapters), and published and unpublished foreigh trade statistics.

[a] Includes raw and processed agricultural products recorded in Standard International Trade Classification (SITC) Sections 0 (Food and Live Animals), 1 (Beverage and Tobacco), and 4 (Animal and Vegetable Oils and Fats). Other agricultural products appear in Section 2 (Crude Materials, Inedible, except Fuel), but for lack of time Section 2 was not disaggregated.

[b] Based on the 1975 Exchange rate in the Windwards and Leewards of EC$2.00 = US$1.00. The current rate is EC$2.70 = US$1.00

[c] Percent of the labor force (including unemployed workers).

[d] The actual figure is higher, since the 1970 census did not fully take into account family workers and hired labor.

[e] 1973 [f] 1974

uncertain because production costs are lower and quality higher in competing countries, and because agricultural protocol arrangements in the European Economic Community threaten the privileged status of Caribbean bananas.

In Barbados and St. Kitts sugar accounts not only for nearly all agricultural exports but also for the great bulk of agricultural sector output. Sugar was once an important contributor to foreign exchange earnings in Antigua and Montserrat, but by the early 1970s the industry had totally collapsed. Likewise, the production of sea island cotton in these two countries has declined drastically. Total agricultural exports from Antigua and Montserrat are now miniscule, amounting to about US$10 per capita in 1975, compared with an average of nearly US$100 in the Windwards and US$250-300 in St. Kitts and Barbados.

In addition to the major export crops grown in the region, a number of less well-known commodities provide important sources of income to small- and medium-scale producers. Examples include nutmeg and mace in Grenada, arrowroot and sorrel in St. Vincent, cocoa and ginger in St. Lucia, grapefruit and limes in Dominica, and pineapple in Antigua. Food crops, especially ground provisions, tropical tree crops and vegetables, are extremely important for home consumption and for sale in fresh local markets in all States, and they are believed to account for a significant proportion of the food supplies and incomes of small-farm families.

2. Major Constraints in Agriculture

Over the past several decades in most of the islands, the cultivation of traditional export crops organized around a system of plantation agriculture has declined in importance and has been progressively neglected to the point where much of the land is underutilized and rural employment has fallen significantly. In comparison, food crop production has increased in relative importance and made modest gains in absolute production volumes. Food crop production now, as well as historically, is predominantly a smallholder activity. Typically, smallholders cultivate marginal lands characterized by low technology and risk-avoidance cropping practices. Low productivity and the lack of complementary services available to small farmers have made it even more difficult for the Eastern Caribbean States to meet the domestic food demand generated by population growth, diversified consumer preferences and tourism. As

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a result, the proportion of food supplied by imports continues to increase.

Small farmers are faced with a series of obstacles which constrain efforts to increase productivity and family income. Appropriate production technologies and services that could assist small farmers to overcome problems of soil fertility, drought, and disease and pest control are lacking or inadequate.

Insecure land tenure and limited credit availability throughout the Eastern Caribbean discourage long-term productive investment. Essential inputs such as seeds, fertilizers and fuel are either unavailable or scarce and always costly. Transportation, storage and marketing uncertainties magnify the risks of increasing production. Rationalization of agricultural development strategies, identification of specific goals and development of priority projects are seriously deficient.

Although the agricultural sector has the potential to provide much-needed additional employment and increased productivity, the constraints mentioned above continue to limit growth. Local and regional public-sector institutions responsible for agricultural development are generally too weak technically, managerially and financially to overcome these deficiencies. Until these are addressed, and rural infrastructure significantly expanded, efforts on the part of governments to expand smallholder production, rural employment and family income will at best have limited success.

3. Target Group Identification[1/]

The relative importance of small-scale farming in the Eastern Caribbean has been increasing in direct proportion to the decline in private plantation agriculture. Governments in the region, although recognizing this change, have yet to develop coherent agricultural development strategies which take into account this reality. Little has been done to effectively harness the potential of small-scale farming relative to its potential contribution to national economic development.

1/For a detailed analysis, see Zuevekas (1978b).

Of the estimated 73,144 farmers in the Windward and Leeward Islands and Barbados, 71,922 or 98 percent are small farmers with less than 25 acres of farm land. The majority have holdings of less than 5 acres (see Table II-B-2 & 3). The 2 percent with farms of 25 acres or more account for the most fertile lands. Small farms are generally found on the less productive, marginal lands. Estimates from an incomplete data base show that farmers with holdings of less than 25 acres account for 35 percent of the total available farm land. The proportion of land in large holdings (100 acres and above) ranges from 42 percent in St. Kitts-Nevis to 83 percent in Barbados. Many of these large estates are owned by the Government or are in the process of being acquired.

In addition to their size, small farms are characterized by a high degree of fragmentation, with plots owned or managed by a single person physically separated from one another and from the farmer's residence. Fragmentation increases production costs, and because crop theft is a serious problem it restricts crop choices on land away from the farmer's home. Often it occurs in areas where land is "family owned" and plots are inherited equally by all members of a family. The inability of farmers to acquire a clear title to presently farmed family land or to new land is a serious constraint to both medium- and long-term productive investment.

Two other attributes of the target group important to both agricultural development planning and project design are (1) the frequency with which small-farm operators engage in off-farm employment for wages, and (2) the active role of women in agricultural activities. A majority of small farmers work at least some time during the year in jobs away from their farm. Often, they will work on other farms (especially larger estates) for daily cash wages. It is not uncommon for small farmers to hire neighbors to help with specific tasks such as weeding or land preparation, and then hire themselves out to other small farmers for similar tasks. In addition to off-farm employment in agriculture, part-time work is frequently found in industry, construction, public works and tourism. Part-time farming appears to be the typical structure of smallholder agriculture in the Eastern Caribbean.

Women not only constitute a significant proportion of farmers and farm workers but also dominate the marketing of most locally grown food crops (see Social Analysis Section). Thus they make an important contribution to rural household income.

TABLE II-B-2

THE DISTRIBUTION OF AGRICULTURAL LAND
(NUMBER OF FARM UNITS, BY SIZE OF FARM)

	SIZE OF FARM (ACRES)										
	No land[b]	Less than 1.00	1.00-4.99	5.00-9.99	10.00-24.99	25.00-49.99	50.00-99.99	100.00-199.99	200.00-499.00	500.00 or more	All Farms
Barbados (1971)	13,159	9,298	3,170	161	68	23	16	31	80	46	26,052
Windward Islands											
Dominica (1972)	462	1,921	3,556	1,170	601	91	58	38	45	26	7,968
Grenada (1974/75)	d	5,959	4,938	741	343	75	51	27	30	8	12,172
St. Lucia (1973)	502	4,730	3,828	1,082	475	199	58	19	26	19	10,938
St. Vincent (1972/73)	706	3,032	3,171	659	161	28	10	7	11	9	7,794
Leeward Islands											
Antigua[a] (1973/74)	461[a]	1,098[a]	729[a]	81[a]	23[a]	7[a]	12[a]	13[a]	12[a]	13[a]	2,449[c]
Montserrat (1972)	88	551	496	66	28	6	3	3	4	2	1,247
St.Kitts-Nevis(1975)	999	2,036	1,222	125	26	10	25	28	25	28	4,524
TOTAL	16,377	28,625	21,110	4,085	1,725	439	233	166	233	151	73,144

Sources: Agricultural censuses of the respective countries

[a]Data by farm size from the 1973/74 census are not available. According to a source in Antigua, farmers engaged in crop production had an average of only 1.5 acres. No figure was provided for livestock producers. The figures we use for Antigua are imputed figures based on the percentage in each farm-size category in the other Leeward Islands.

[b]Households having no land but keeping a few head of livestock.

[c]1970 population census data.

[d]Households classified as "landless" in other Caribbean countries appear to be classified in the "Less than 1.00 acre" group in Grenada.

TABLE II-B-3

PERCENTAGE DISTRIBUTION OF LAND AREA, BY FARM SIZE CATEGORY[a]

Farm Size Category	Barbados (1971)		Dominica (1972)		Grenada[b] (1974/75)		St. Lucia (1973)		St. Vincent (1972/73)		Antigua (1973/74)		Montserrat (1972)		St. Kitts-Nevis (1975)	
	% of Farms	% of Area	%of Farms	% of Area	%of Farms	% of Area	% of Farms	% of Area	% of Farms	% of Area	% of Farms	% of Area	% of Farms	% of Area	% of Farms	% of Area
0.01- 0.99	72.1	4.4	25.6	1.2			45.3	2.4	42.8	3.8			47.5	3.7	60.2	8.2
1.00- 4.99	24.6	7.2	47.4	11.4			36.7	11.8	44.7	19.7			42.8	16.1	35.0	31.8
5.00- 9.99	1.3	1.4	15.6	10.2			10.4	9.8	9.3	11.8			5.7	7.5	3.3	8.1
10.00- 24.99	0.5	1.3	8.0	11.4			4.5	8.9	2.3	6.0			2.4	7.3	0.7	3.2
25.00- 49.99	0.2	1.1	1.2	4.9	n.a	n.a	1.9	8.7	0.4	3.0	n.a	n.a	0.5	3.2	0.1	0.4
50.00- 99.99	0.1	1.7	0.5	5.4			0.6	6.0	0.1	2.1			0.3	3.6	0.2	6.1
100.00- 199.99	0.2	6.4	0.5	7.1			0.2	3.7	0.1	2.8			0.3	6.2	0.2	12.6
200.00- 499.99	0.6	33.5	0.6	17.8			0.2	11.3	0.2	10.4			0.3	17.5	0.2	23.1
500.00 and over	0.4	43.0	0.3	30.6			0.2	37.4	0.1	40.4			0.2	34.9	0.1	6.5
TOTAL	100.0	100.0	100.0	100.0			100.0	100.0	100.0	100.0			100.0	100.0	100.0	100.0

Source: Agricultural censuses of the respective countries.

[a] Excludes farmers with no land

[b] Complete data on land distribution were not available. It is reported, though, that 56% of the farm land is held by 1% of the farmers while at the other extreme 89% of the farmers hold 24% of the land.

n.a. Not Available.

4. Caribbean Strategy (CDSS)

(a) Regionalism

As stated in the Country Development Strategy Statement (CDSS) for FY 1981, the Mission's development objective is "to encourage regional cooperation to overcome the diseconomies of small scale..., and to foster the development of complementary economies." This strategy is explicitly directed toward encouraging complementary regional and national policies, strengthening regional development institutions and supporting appropriate pools of experts and common services for the States of the Eastern Caribbean.

The RDO/C's approach to encouraging regional collaboration - an approach agreed to at the Caribbean AID Directors' Conference in Santo Domingo in January 1979 - is to focus initially on the English-speaking Caribbean. This geographic focus reflects the fact that local initiatives in regional cooperation are found predominantly among these countries. The similar historical, economic and cultural characteristics of the territories provide a basic framework for collaboration. It is also important to recognize that regional cooperation, no matter how important as a development strategy, will be effective only to the extent that national institutional capabilities are strengthened, within the boundaries of economies of scale. The emphasis must first be on establishing an appropriate institutional capacity in each State with support from regional organizations. Once this capacity is established, the States of the Eastern Caribbean will be better prepared to participate in wider regional development efforts in the Caribbean.

The decision to focus this project only on the seven ECCM countries and Barbados is consistent with previous AID policy decisions on agricultural planning activities in the Caribbean. Specifically, bilateral projects or sub-projects in agricultural planning have recently been authorized for the Dominican Republic, Guyana, Haiti and Jamaica. Strengthening national and sub-regional planning is expected to enhance future region-wide cooperation in development planning.

(b) Common Services

The CDSS also states that "strengthening common services within the English-speaking Caribbean, and particularly those serving the smaller territories, is a priority

requirement in achieving economies of scale and supporting national programs ...". The utilization of common services is particularly appropriate in the field of agricultural planning, because it would be impractical for each country to acquire specialized technical expertise and training. Cost savings and the rationalization of national development policy within a regional context make such pooling arrangements realistic and desirable.

The initial steps toward the common services approach will be to improve the quality and quantity of regional expertise in agricultural planning and project design within the Eastern Caribbean Common Market (ECCM) for the primary purpose of serving the needs of its member States. At the same time, the national Governments must be assisted to strengthen their own agricultural planning capacities so that optimum utilization can be made of regional expertise in data collection and analysis, agricultural planning, and project identification, analysis and design. It is important to emphasize that the responsibility for agricultural planning is and will remain that of the national governments. Regional integration using the common services approach is more likely to be successful if national institutions are improved and supported, not replaced.

C. Problems Associated with Agricultural Planning, Project Design and Data Analysis Activities

The objective of national agricultural planning activities is to determine appropriate strategies and policies for the efficient use of a country's natural, human and financial resources, in order to accomplish its political, social and economic goals. Through project identification, analysis and design activities, goals, strategies and policies are translated into action recommendations. These activities are dependent on the reliable and routine collection and analysis of agricultural data - activities that are deficient throughout the Eastern Caribbean.

1 Agricultural Planning

In November 1977, and more recently in conjunction with the development of this project, AID-funded survey teams examining agricultural development in the Eastern Caribbean States found that agricultural sector planning was clearly inadequate in view of the increasing emphasis on and awareness of the potential role of agriculture in the region.

The survey teams found it not uncommon to hear Permanent Secretaries describe agricultural planning as a function of what donor agencies were prepared to finance. Requests by governments for assistance often appear to have too little direct linkage to agricultural strategies. Inadequate planning reflects, in part, the limited human and financial resources available to organize and initiate an agricultural strategy. It also reflects the heritage of colonial dependency in which planning was often viewed as an exogenous and primarily academic exercise.

As mentioned previously, most Governments in the region have yet to develop a strategy of agricultural development that responds to the decline of plantation agriculture and the increased relative importance of small-scale, independent farming. For the most part, policy makers have done little to exploit the potential of small-scale farming or agro-industries, and in some cases they have not fully recognized the potentials. Attitudes and public policies towards small farmers and the rural sector are in general condescending and paternalistic. Public agricultural policies are generally well-meaning in the sense that they attempt to increase net incomes of rural families through a variety of subsidy schemes. Nevertheless, they fail to provide sufficient long-term incentives that would enable small farmers to achieve sustained increases in production and income from farm operations.

Agricultural planning in the Eastern Caribbean needs to be substantially improved if the territories are to begin to overcome the serious problems constraining the contribution of agriculture to their national economies. Careful planning is especially important to the future development of small farmers in the region. Ad hoc, paternalistic policies are insufficient and often counter-productive for sustained agricultural growth thus discouraging production. At the same time, almost all the States in the region have a policy of administratively controlled prices for red meat (beef, pork and lamb) which limits the maximum price allowed for local production to a significantly lesser amount than that price which can be charged for imported red meats. For example, most of the Governments have explicit programs and services to encourage domestic livestock production through subsidized breeding services, veterinary services and pasture improvement schemes. Improved planning, at both the national and regional level, is needed not only to avoid counter-productive policies but also to attain more efficient use of the region's scarce productive resources.

2. Project Development

Project development is the principal method by which Governments translate agricultural plans into effective action projects. At the present time, little capability exists in the Eastern Caribbean States. Project development is accomplished almost exclusively by expatriate technicians of external donor agencies or by the Caribbean Development Bank. Typically, local technicians have little involvement in the preparation of project documents beyond the identification stage, mainly because the States lack the institutional capability or personnel with appropriate skills. Moreover, there is no regional institution on which Government can draw for support to engage in more substantive project development.

A major objective of efforts to institutionalize agricultural planning, in the words of one experienced observer, should be "to enable countries to establish their own processes for identifying projects that meet national development priorities and to plan, prepare, and analyze proposals without external interference and with a minimum of reliance on outside experts" (Rondinelli 1976). The benefits which accrue to an institutionalized national capacity to perform project development activities go beyond the immediate savings which can usually be gained by less frequent utilization of international consultants and more efficient work by persons familiar with the country data base, social environment and administrative capacities. Although difficult to estimate, the positive effects on eventual implementation and management should be significant when projects are developed with indigenous staff, who have greater understanding of and more commitment to sector goals and purposes. The Eastern Caribbean provides numerous examples of poorly implemented projects that were essentially "laid-on" by well meaning external donor agencies.

Substantial assistance will be required to improve the islands' capacities to perform project development activities. Specifically, assistance is needed for additional professional and technical staff, training, program support and supporting technical assistance.

The small size of the individual countries, and the potential benefits of better coordinated agricultural policies in the region, make it not only desirable but also necessary that national agricultural planning and project development be supported by a regional organization relying

on a common pool of local and international experts. The Eastern Caribbean States endorsed the principle of expanded common services at the June 1978 meeting of the Caribbean Group for Cooperation in Economic Development. A UNDP Mission is now assisting the ECCM in developing a plan to accomplish this objective.

3. Agricultural Data and Analysis

Information about the agricultural sector is the "raw material" from which plans, policies and projects are developed. The utility and appropriateness of plans, policies and projects are a direct function of the quantity, accuracy and timeliness of information about the key variables of agricultural activity. It is altogether appropriate, therfore, that the the national Governments in the Eastern Caribbean be assisted to establish and maintain a data collection and analysis system for agriculture that is sufficient to support the planning and project development skills that this project will create.

At present, with the exception of bananas, sugar and a few other export crops, little reliable information is available on the physical production or economic contribution of agricultural activity. Moreover, almost no information is routinely collected to measure changes in agricultural production on an annual basis. Lack of basic information is cited by officials of national governments, regional development institutions and international donors as a major and consistant constraint to agricultural planning and action project development.

Few of the States in the region conduct routine surveys on a regular basis to monitor such basic variables as area planted or yields per acre. In the absence of such surveys, most countries have no way to judge the relative increases or decreases in physical production and productivity taking place over time. One result of this lack of data is the inability to plan for or influence orderly marketing arrangements, identify the most promising export possibilities, optimize credit allocation, identify small farmer needs or rationally plan capital investments in agro-industry or rural infrastructure.

Surveys conducted in the past have generally been designed and conducted as a one-time exercise to satisfy a particular need, not infrequently to provide an external donor with information to design a particular action project.

The lack of data required to evaluate the impact of particular projects or policies presents a serious impediment to timely and well-founded project modifications or expansion. Evaluations are therefore often not accomplished because of the expense involved in conducting a special survey to generate the information required.

The fundamental requirement for establishing a cost-effective agricultural data collection and analysis capability is the development of a technically sound sampling frame. In the Eastern Caribbean the most appropriate sampling frame would probably be a simple listing of all farmers. Using statistically valid methodology, reliable national estimates of key variables can be made on the basis of measurements on relatively small numbers of farm units. Currently, none of the territories has a sufficiently complete list of farmers, and technical skills must be upgraded to conduct the precise farm-level measurements needed. In addition, and perhaps most important, national agricultural data staffs need assistance to develop useful and attainable work programs that address the priority needs of agricultural planners and policy makers.

National agricultural data gathering and analysis activities, like agricultural planning and project development responsibilities, need to be technically backstopped by a regional pool of experts. Program direction, on-the-job training and resolution of technical problems can be more cost-effectively provided on a regional basis, because it is unlikely that any of the islands could justify the cost of retaining the full-time specialized skills required to operate and maintain an adequate program of agricultural data gathering and analysis.

D. Relationship to Other AID Activities

The CDSS identified six agriculture problem areas to be addressed in a phased five-year program; research, credit, extension, agro-industrial development, marketing and infrastructure, training and technical assistance.

1. Research

At present, an RDO/C program is assisting the Caribbean Agricultural Research and Development Institute (CARDI) to strengthen its outreach capacity and provide more relevant research recommendations by establishing CARDI/Country teams in each of the Windward and Leeward Islands.

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This project is conducting adaptive on-farm research and development activities to identify more profitable cropping systems for small farmers. An improved national agricultural planning and project development capability will be important to the optimal utilization of CARDI's research findings and successful adoption of its recommendations. CARDI personnel have been actively involved in the design and development of this project. CARDI staff will also be available to planning units to provide specific technical knowledge for project development.

Ministries of Agriculture and CARDI technicians are a major source of local technical expertise with respect to the biological and technical feasibility of alternative agricultural development project proposals.

2. Agricultural Credit

The USAID-assisted Agricultural Production Credit Scheme (APC), initiated in 1977, has made credit available to small farmers who do not own land or who have unclear title to land and therefore have been unable to provide collateral traditionally required for agricultural loans. The APC Scheme is now operational throughout the Windward and Leeward Islands, providing access to production credit to many small farmers for the first time. Improved national planning and project development capabilities will increase the effectiveness of this relatively new credit concept in the region by identifying specific opportunities for modifying policies or providing additional services that will enhance the utilization of credit for increasing production and incomes.

3. Agricultural Extension

At present, serious deficiencies exist in the structure and performance of agricultural education programs and agricultural extension activities. The program content and outreach capacity of both regional and local agricultural schools and extension agencies will be addressed in a USAID project soon to be developed. The University of the West Indies, supported by a U.S. Title XII Institution, will assist national extension offices to increase their understanding of small farm multiple cropping systems and to improve their skills in information-transfer techniques and effective management of extension programs. The capacity to focus extension efforts so that they significantly increase their contribution to national agricultural development goals, is in part,

a function of the ability of governments to select agricultural strategies and identify priority projects which can accomplish those goals. Without sound agricultural planning and project development, national extension programs will continue to lack comprehensive direction and the ability to target their efforts toward attainable goals.

4. Agro-Industrial Development

In 1977, USAID assisted the Caribbean Development Bank (CDB) to establish a special loan fund in the amount of $6.5 million, specifically for the financing of agro-industrial investments in the LDCs and Barbados. Disbursements from this loan fund have been disappointingly slow, partly because the territories' capacities to adequately identify and develop suitable projects is very limited. The CDB has had to rely on its limited staff to perform project development activities for agro-industry, but these efforts are frequently made more difficult by the lack of specifically assigned counterparts in the countries requesting project development assistance. The Caribbean Agricultural Planning Project will directly address this major constraint now inhibiting investment in agro-industry. Improved national planning and project development capabilities, jointly with the assistance available from the regional pool of planning experts, is highly complementary with the ongoing agro-industry project assisted by USAID.

5. Marketing and Infrastructure

Improved agricultural planning based on quantifiable information is needed in order to confront one of the more persistent constraints to increased agricultural growth: intra- and extra-regional marketing of commodities. RDO/C and the CDB are jointly assessing alternative project designs to: (1) improve handling and storage of agricultural produce, (2) coordinate and improve the quality of regional shipping services and (3) establish a regional marketing intelligence network. Better information and planning capacities are vital for successfully improving storage, shipping and market intelligence services for agriculture.

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6. Training and Technical Assistance

RDO/C is developing in FY 79 an in-service training project involving both participant training and development of short-course management workshops to be taught in the various islands. The ECCM Secretariat will conduct the public sector management workshops undertaken in the Windward and Leeward Islands. A regional training officer will be located in the CARICOM Secretariat for all other training conducted under this project. The training components developed in the following sections are project specific, designed to ensure that personnel at the local and regional levels are provided with sufficient tools to accomplish the goals of this project.

AID, in cooperation with other donors, has assisted the CDB establish a $4 million technical assistance fund within the Bank's structure. The purpose of the Fund is to institutionalize the capabilities of the CDB as a major source of technical assistance to the English-speaking Caribbean and the regional institutions serving them. Technical assistance provided under the Fund can be for (1) general development, (2) project preparation, (3) project implementation and (4) Bank development. General development activities may include advisory services of expertise not found in the Bank or member countries and short term training in planning, statistics and accounting. Activities under the Fund can be both project and non-project specific. Training offered under the Agricultural Planning Project will be coordinated with CDB seminars or other similar activity which the Bank provides for agriculturalists or pertaining to skills needed in agricultural planning or statistics.

The Agricultural Planning Project will complement the Bank's project preparation efforts by strengthening national and ECCM capabilities in this area thereby gradually releasing Bank personnel for project preparation work in other sectors. The Technical Assistance Fund will, on the other hand, complement the Agricultural Planning Project in the important area of project implementation. The Fund can provide (1) full time project managers, (2) short term advisors to resolve technical problems encountered during implementation, (3) personnel for short term, start up activities and (4) short term training of project staff for CDB funded projects as these services are needed.

E. Relationship to Other Donor Activities

During the intensive review of this project, discussions were held with representatives of the Caribbean

Development Bank (CDB), European Development Fund (EDF), Canadian International Development Agency (CIDA), British Development Division (BDD), Economic Commission for Latin America (ECLA), Organization of American States (OAS) and the U.N. Food and Agriculture Organization (FAO). (Annex 11 provides notes on some of these discussions). Improved agricultural planning and project development at the local as well as regional level was viewed as complementary to their ongoing activities and as providing an important quantitative as well as qualitative input into their future programs.

On a bilateral basis, BDD, FAO, OAS and EDF are providing a limited number of technicians and most amounts of program support funds to assist several unit governments collect and tabulate occasional agricultural surveys. (See Annex 5, Country Reports, for detailed descriptions of these projects).

On a regional basis, only the ECLA regional office in Trinidad has undertaken agricultural planning and statistical activities. ECLA currently publishes a periodic digest on regional agricultural statistics from data supplied by local Governments. Examples of previous ECLA projects include the development of an agricultural sector plan for Grenada and a study of regional shipping needs.

Donor agencies and regional institutions such as CDB and CARICOM who must justify funding proposals with detailed project analysis, agree that Governments need to increase their capacity and capability to gather relevant statistical information. More important, all agreed with the project's intent that, to the extent possible, the assignment of priorities, project designs and implementation should be the responsibility of the national Governments and not the donor agencies. But until such time as local capabilities are vastly improved, donors will continue to play an active role in this field.

This project has particularly important implications for the relationships between the participating States and the CDB. Many, perhaps most, of the project documents prepared as a result of the activities made possible by this project are expected to be submitted to the CDB for funding. This should relieve the CDB of the heavy demands now placed on it for assistance in project preparation and should facilitate more rapid project approval and project implementation.

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The Inter American Institute for Agricultural Science (IICA) agricultural planning project will be a source of methodology and educational information for the Caribbean development planning activities. Representatives from the ECCM will be attending the first IICA Caribbean workshop to be held in Jamaica in June of 1979. This workshop will provide the opportunity to make contacts and gather information leading to further cooperation and coordination of the two projects.

The Jamaica based Caribbean Food and Nutrition Institute (CFNI) has as its goal the improvement of the food and nutrition situation throughout the region. The information dissemination and research coordination activities of the CFNI project will be utilized by the project to help coordinate and enhance sub-regional agricultural planning activities. National agricultural development strategies developed by the Caribbean Agricultural Planning Project will reflect the national food and nutrition policies developed by CFNI.

The Caribbean Agriculture and Rural Development Advisory and Training Service (CARDATS) headquartered in Grenada is providing technical assistance, credit and marketing services to small target groups in the Windward and Leeward Islands. CARDATS representatives have contributed to the design of this project and will continue to lend their knowledge and expertise to both national and regional planning and project design activities. The major constraints to the agricultural development projects supported by CARDATS are the lack of consistent and comprehensive national policies which support their individual projects. CARDATS technicians will be a valuable resource for both the identification of policy constraints and technical input in individual projects.

ECCM was originally established in part due to feelings among the Less Developed Countries (LDCs) that CARICOM favored the More Developed Countries (MDCs). In establishing ECCM, the LDCs were in effect recognizing the fact that their strength in the region would come from a unified position on economic matters. A working relationship has developed between CARICOM and ECCM. By strengthening ECCM's ability to assist national agricultural development programs, the ability to represent the LDCs on greater regional agricultural policies will also be improved. CARICOM programssuch as the Regional Food Plan will be improved as better agricultural information, planning and projects begin to come from the ECCM and national governments.

The number of Peace Corps Volunteers currently serving in the Eastern Caribbean agricultural sector has recently been increased. Public and private sector agencies are currently requesting volunteers in such fields as bee-keeping, agricultural engineering, farm management, agricultural statistics, horticulture and crop and livestock extension. The Caribbean Agricultural Planning Project will create additional demands for the whole range of agricultural specialists especially in extension and farm management to assist with implementation of specific projects. Peace Corps Volunteers will temporarily fill gaps at the national level where project implementation staff vacancies occur due to difficulties in recruiting personnel or where project implementation personnel are on study leave.

Peace Corps Volunteers may also be requested by National Governments to counterpart agricultural planning and statistical personnel funded under this project. They will not be utilized to fill project funded positions. The institution building goals of the project would not be aided if volunteers were to be utilized as substitutes for West Indian nationals. Although, as counterparts to permanent staff, volunteers can provide a significant contribution toward building the institutional capabilities of agricultural planning units.

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III. Detailed Project Description

A. Project Goal and Purpose

The GOAL of the Caribbean Agricultural Planning Project is to develop agricultural sector policies and programs, at the national and regional levels, that contribute to economic growth by:

(1) Increasing agricultural production for domestic consumption and export;

(2) Reducing balance of payments deficits;

(3) Raising small farmers' incomes;

(4) Creating employment opportunities and reducing income disparities especially in the rural areas; and

(5) Contributing to regional economic integration.

The project's SUB-GOAL is to increase the volume and effectiveness of public and private sector investments in agriculture.

The project PURPOSE is to institutionalize, within the ECCM, its Member States and Barbados, the professional and technical capabilities needed for effective agricultural planning, defined broadly to include:

(1) Collection and analysis of reliable data;

(2) Preparation of planning documents;

(3) Policy formulation;

(4) Identification and preparation of detailed project designs; and

(5) The evaluation of projects, programs and policies.

An improved capability in planning will facilitate improved project implementation as well as lower preparation cost to governments and donors.

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B. Project Outputs and Inputs

The Project's immediate OUTPUTS are:

(1) Larger and more capable staffs in agricultural planning and statistics in the ECCM Secretraiat, its Member States and Barbados;

(2) The establishment of technically sound sampling and related methodology for data collection and analysis;

(3) The initiation of agricultural data reporting systems that are uniform, reliable, timely and suitable for regional compilation;

(4) The development of national agricultural sector plans and annual budgetary/programming documents which include more rigorously defined objectives and provide more clearly reasoned investment priorities;

(5) A significant increase in the number of development action projects that are identified, designed, and financed under the primary direction of National Government staffs. Project designs will include generally accepted analytical techniques that quantify costs and anticipated benefits, estimate the economic rate of return and otherwise address issues regarding the economic, social and administrative feasibility of proposed projects; and, finally,

(6) The initiation of an annual documentation and review of regional agricultural development that assesses the progress and problems for the States, both individually and as a group, and provides feedback for decision making.

The INPUTS required to produce the outputs listed above are focused on assigning personnel to the various tasks and providing the requisite training, technical assistance and support that will provide them the knowledge, skills and

resources to perform the work required. The total project costs over five (5) years are summarized as follows:

		TOTAL PROJECT COST	% OF TOTAL COST
1)	Staff Development & Support	(US$000)	29%
	- National Units	$ 1,104.0	
	- ECCM Regional Unit	420.0	
2)	Technical Assistance		34%
	- Long-Term	1,170.0	
	- Short-Term (incl. evaluation)	660.0	
3)	Training		5%
	- Instruction & Materials	50.0	
	- Participant Travel & Per Diem	208.0	
4)	Program Support		12%
	- Equipment	40.0	
	- Travel	294.0	
	- Supplies	65.0	
	- Services	226.0	
5)	Contingency & Inflation	1,067.1	20%
	TOTAL COST	$ 5,304.1	100%

C. Project Design

The Caribbean Agricultural Planning Project is designed to assist in the establishment of agricultural planning units in each of the seven ECCM Member States and Barbados, and to assist the ECCM Secretariat in establishing a common services pool of agricultural planning experts to support and coordinate the planning activities of the individual member Governments. This approach will significantly increase the initiative and responsibility of individual States to design their own agricultural development projects, while insuring that adequate technical backstopping

is available in the region. Agricultural planning units, where they do not already exist, will most frequently be established in the Ministry of Agriculture (the most likely exceptions being St. Kitts and Montserrat), while a separate Agricultural Planning Section will be created in the ECCM.

The choice of institutional placement for the agricultural planning units in each country is predicated on the belief that project design responsibilities should be associated as closely as possible with implementation responsibilities. Where national central planning units exist in the ECCM Member States, maximum coordination will be promoted. The focus of the national agricultural planning units described in this project will be to translate national agricultural development goals and strategies into financable, output-oriented projects. Thus the conceptual framework envisions eight individual country agricultural planning units, all using similar methodologies and undertaking related activities to identify, design and prepare projects that best meet the agricultural development priorities of each territory.

The regional agricultural planning unit to be established in the ECCM Secretariat will provide technical and administrative services to backstop, train and coordinate the individual country efforts. Included among the ECCM services will be advisory services from its resident pool of experts; identification, procurement and management of long- and short-term international consultants; designing and implementation of training activities; developing regional policy papers; and provision of selected data processing services.

In addition to having access to the ECCM pool of experts, countries will be able to draw on each other's specialized expertise. For example, a mechanism will be established under which a soil conservation specialist in one country can provide short-term assistance to agricultural planners in another country desiring to undertake a project in this area but lacking the necessary local expertise. This experimental scheme to supplement the full-time regional pool of experts has several attractive features. First, it gives local professionals a broader exposure to practical problem-solving in their fields, thus benefiting their own countries as well as those requesting the assistance. Second, the opportunity to undertake assignments of this nature makes it less likely that skilled professionals will want to leave their ministry jobs for more attractive positions abroad, in

the private sector or with regional institutions. Finally, by taking better advantage of expertise already in the region countries can obtain needed assistance at a cost significantly lower than that of contracting foreign consultants.

Under this scheme, local professionals undertaking short-term assignments in other countries would continue to receive their regular salaries from their own ministries. Travel expenses, per diem allowances and a modest honorarium (except for regional projects) would be paid by the Project funds. Since the amounts involved would be relatively small and since these services would substitute for those of some of the short-term consultants identified in the budget for this project, a separate line item is not needed.

In general, the project design calls for each agricultural planning unit to undertake three different but highly complementary activities required for successful project implementation. These activities are:

(1) Project Planning, which includes project identification, design and evaluation;

(2) Sector-wide Planning, including the setting of goals and objectives, policy formulation, sector performance evaluation, and establishment of project priorities (but not econometric modeling); and

(3) Agricultural Statistics, which includes the gathering, analysis and reporting of essential agricultural data.

Given the necessarily small size of the agricultural planning units, project and sector planning activities will be carried out by the same individuals. These individuals, accordingly, will need to acquire both broad macroeconomic skills and the microeconomic skills needed to objectively assess the technical, economic, administrative and financial attributes of the projects selected for development. Those responsible for agricultural statistics will be expected to reliably collect, tabulate, analyze and report essential agricultural sector data required by sector planning and project design personnel and by policy makers.

To institutionalize in the ECCM and the participating States the required planning and statistics capabilities, this project will fund activities in the following areas:

(1) Staff Development and Support

(2) Technical Assistance

(3) Training Assistance; and

(4) Program Support

Each of these project elements has been carefully evaluated in the light of current agricultural planning activities in each of the sever LDC Member States of the ECCM and in Barbados and has been designed in close consultation with a diverse group of both national and regional agricultural officials. The level of effort proposed for each project design element is presented below.

1. Staff Development and Support

During the life of the project, the eight participating governments will increase the number of full-time professional and technical personnel engaged in agricultural planning activities by a total of 24 persons. This increased staff will be equally divided between sector and project planning activities (12) and agricultural statistics activities (12). Fourteen of the new staff positions established under this project will be at the technical or subprofessional level, (a subprofessional is defined as having some training in the field but holding less than a University first degree) while ten of the new positions will be at the professional level.

Recent in-country consultations with participating Governments revealed that there are currently six persons specifically engaged in sector and project planning activities and thirteen persons specifically engaged in agricultural statistics activities at the national level. Of these 19, eight are professional and eleven are considered subprofessional. This project will double the number of persons specifically assigned to agricultural planning in the eight countries included in this project. The project emphasis on technical or subprofessional level staff reflects realistic manpower capacities and needs of the participating governments.

As shown in Table III-C-1-1, the size of staff increases is not uniform among the countries. This is appropriate and is a reflection of the size, relative importance of agriculture, and current agricultural planning capabilities of the different States. In all cases, the proposed size and composition of staff is considered to be the best compromise between the levels of effort required and the capacity of the Governments to finance increased recurrent budget expenditures.

The creation of the regional agricultural planning unit at the ECCM will add five new positions to the single agricultural economist currently employed. Three of the additional ECCM staff will be professionally trained agricultural planners (in production, marketing, project design and regional policy coordination areas), while two will be professionally trained agricultural statisticians. This pool of agricultural planning expertise will complement the technical staffs of the Member States and will be necessary to backstop national agricultural planning units by providing assistance in specific planning activities. It is also believed to be sufficient for providing the guidance needed for continued improvement in country planning capabilities beyond the life of this project.

The annual salary cost of the increased national staffs described above is approximately US$186,800 an amount which the participating governments will completely assume - together with overhead costs of US$28,100 - beginning in the fifth year of the project. During the first two years, USAID grant funds will be used to reimburse the participating governments for 100 per cent of the costs associated with the new staff, as well as the cost occasioned by increased contribution to the ECCM for support of the regional agricultural planning unit.

The total costs of staff development and support of the project are estimated at $1.53 million. In year three, the participating governments will be reimbursed only 70 per cent of these costs and in the fourth year only 30 per cent. In year five, and all succeeding years, the Governments will bear all the costs of increased staff at the national and regional level with no USAID assistance.

2. Technical Assistance

This project is designed to augment the professional pool of agricultural planning experts in the region through the provision of both long-term and short-term

TABLE III-C-1-1

DISTRIBUTION OF STAFF AT THE PROFESSIONAL AND TECHNICIAN LEVELS, BY UNIT, CURRENT AND PROPOSED

UNIT	NUMBER OF PERSONS											
	SECTOR AND PROJECT PLANNING ACTIVITIES					DATA COLLECTION/ANALYSIS ACTIVITIES					UNIT TOTALS	
	PROFESSIONAL		TECHNICAL		PLANNING SUB-PROJECT	PROFESSIONAL		TECHNICAL		DATA SUB-TOTAL		
	Current	To Be Added	Current	To Be Added		Current	To Be Added	Current	To Be Added		Total Current	Total to Be Added
ECCM	1	3	-	-	4	-	1	1	1	3	2	5
ST. LUCIA	1	1	-	-	2	1	-	1	2	4	3	3
ANTIGUA	-	1	-	1	2	1	-	-	2	3	1	4
GRENADA	-	1	1	1	3	-	1	2	-	3	3	3
ST. KITTS/NEVIS	-	1	-	-	1	-	-	-	2	2	0	3
DOMINICA	1	1	-	-	2	1	-	3	1	5	5	2
MONTSERRAT	-	1	-	-	1	-	-	-	1	1	0	2
ST. VINCENT	-	1	-	1	2	-	1	2	-	3	2	3
BARBADOS	1	1	2	1	5	2	-	-	2	4	5	4
PROJECT TOTALS	4	11	3	4	22	5	3	9	11	28	21	29

technical assistance. The technical assistance proposed will support both planning and statistics activities. It calls for 234 work-months of long-term technicians and 94 work-months of short-term expert consultants. The emphasis on all technical assistance is for individuals with project design experience, that is, applied rather than theoretical or research orientation.

The areas of expertise to be provided by technical assistance personnel will be determined during project implementation and based on needs determined by the project leader. An example for illustration purposes follows:

Long-Term

- Senior Agricultural Planner/Economist and Co-Project Director	60 WM
- Agricultural Planner/Farm Management	42 WM
- Agricultural Planner/Marketing	36 WM
- Agricultural Statistician/Analysis	60 WM
- Agricultural Statistician/Data Collection	36 WM

Short-Term

- Rural Development/Sociology	6 WM
- Agricultural Marketing Specialists	8 WM
- Livestock Specialists	6 WM
- Forestry Specialists	6 WM
- Fisheries Specialists	6 WM
- Agro-Industry Specialists	12 WM
- Agricultural Engineer	6 WM
- Tree Crop Production Specialists	6 WM
- Agriculture/Food Policy Specialists	8 WM
- ADP Programmer	4 WM
- Statistical Analysist	6 WM
- Survey Design Specialist	6 WM
- Sample Design Specialist	6 WM
- Other Specialists	8 WM

In addition, 16 work-months have been programmed for evaluation studies at various stages of this project (See Part V. D).

The composition of the team of advisors is designed to complement and reinforce the areas of expertise already represented in the region or planned for as part of the staff increases previously discussed. Short-term technical advisors will be called on to address particular problems that are outside the expertise of the long-term advisors, and to insure adequate coverage of the individual country assistance requirements during the early years of project implementation.

All technical assistance will be managed and coordinated by the ECCM Secretariat and counterparted with the regional pool of experts. This approach is sound for two reasons. First, it is important that all participating governments use similar data collecting and project design methodologies in order that island comparisons and contrasts can be more easily accomplished. This consistency and compatibility will be a useful tool to better rationalize and coordinate regional integration of agricultural sub-sector development projects. Secondly, the utilization of a common services approach for technical assistance is more cost effective than the most reasonable alternative of providing resident technical assistance in each island. Therefore, the coordination of all technical assistance through the ECCM is expected to result in better coordination of planning for agriculture while giving individual States access to a wider range of advisory expertise than could be reasonably provided on an individual country basis.

Although the technical assistance advisors will be based at the ECCM, they will frequently perform their responsibilities in one of the member countries by assisting the national planning staff to execute a particular task in agricultural planning, project design, or data collection and analysis. Frequent and sustained contact between the regional personnel and individual country planning unit personnel is an essential element of the project design

The regional agricultural planning advisors will assist individual country planning units in sector planning activities and in the application of technically sound methodologies for project identification, evaluation, preparation and implementation. As explained in the Technical

Analysis section, sector planning activities at the country level will not include econometric modeling but will emphasize more practical approaches to dealing with agricultural sector problems. The statistical advisors will also work directly with country personnel in applying sound approaches to collect, assemble, analyze and present agricultural data needed for planning and policy decisions. In all cases, a plan of work will be established that can be adequately accomplished within the resources available on a routine basis.

The total cost of the technical assistance element of this project, estimated to be $1.83 million, will be paid for by USAID grant funds.

3. Training Assistance

Training activities are a central element of project design. A large part of the training required will be accomplished on-the-job with the close and frequent interaction between the ECCM pool of experts, supported by long-term resident advisors, and the individual country planning units. Nevertheless, a substantial additional effort will be required to teach specific skills and provide the basic conceptual foundations needed to establish the planning units envisioned as a result of this project.

Almost all the training activities proposed here are of short or intermediate duration. No degree-oriented, long-term training is programmed as a part of the project, though in exceptional cases medium-term training not exceeding one year may be considered.

The most frequent type of training will be 3 to 5 day workshops oriented towards developing a particular skill. Examples include: interviewing techniques and questionnaire design, benefit/cost analysis, supervision of enumerators and evaluation techniques for ongoing projects. Most of these workshops will be conducted by the ECCM staff and the technical advisors, with occasional assistance from short-term consultants. Approximately three workshops will be held per year for about 15 participants each. Over the life of the project a total of 900 participant days of workshop training activity will occur.

Equally important will be short (2-4 week) courses providing selected country and regional personnel with a broader understanding of concepts and principles

involved in agricultural planning and project design. These will be conducted by personnel from institutions which have developed training materials and have relevant experience in conducting short courses in LDCs. Two short courses will be conducted annually for about 20 participants each. Assuming the average duration of the short courses to be 3 weeks, approximately 3000 participant-days of short-course training will be conducted over the life of this project.

Observational training is the third type of training included in the project. Approximately 10 individuals per year will be selected to travel to other countries within the Caribbean Basin or the United States to observe the procedures and practices actually in use for agricultural planning activities. Examples include area frame design activities in the Dominican Republic and Costa Rica, sector planning activities in Jamaica, livestock and dairy promotion in Puerto Rico and citrus and vegetable crop foresting techniques in Florida. Assuming an average duration of one week per visit, a total of 250 participant-days of observational training will be conducted over the life of this project.

A total of about 4,150 participant-days of skills training, technical training and practical training will be accomplished over a five-year period at a total cost of approximately $258,000. All training costs will be paid for with USAID grant funds.

4. Program Support

The final element of this project's design addresses the need for selected equipment and services required to insure that maximum utilization is made of the human resources provided and developed in the other design elements. The four areas of program support, which include equipment, travel, consumable supplies, and services are discussed below:

(a) Equipment: Each of the participating Governments and the ECCM will provide the office space required to accommodate the newly established or expanded agricultural planning units. Project grant funds will be used to equip these offices with the desks, chairs and other office furniture proportional to the number of new agricultural planning positions established in the regional office and each country. In addition,

each country planning unit will be provided with one typewriter and one small mimeograph machine suitable for duplicating limited numbers of questionnaires, instructions and internal reports. The regional ECCM office and each national planning unit will also be provided with a calculator for each professional and technical staff person assigned to the project. In summary, it is estimated that 32 sets of office furniture, 24 filing cabinets, 8 duplicating machines, 8 typewriters and 32 calculators will be provided to the participating planning units at an estimated cost of $40,000.

(b) Travel: The geographic dispersion of participating States and the necessity for frequent in-country consultation by the regional pool of experts assigned to this project will result in relatively high travel costs. It is expected that seven ECCM regional experts (2 current and 5 to be hired) will spend 50% of their time on location in one of the Member States. Estimates call for each of the seven experts to travel 3 times per quarter, with each trip lasting an average of 10 days, based on an average of $700.00 per trip (air fare: $150 and per diem @ $55/day). The regional experts' travel costs over the life of the project will be $294,000 and will be paid for by USAID grant funds.

(c) Consumable Supplies: As a part of the project start-up cost, the ECCM and each national planning unit will be provided a modest amount (about $1,300 per unit) of consumable supplies including pads, writing supplies, stencils, ink, etc. An additional $500 per office per succeeding year will also be provided. USAID grant funds in the amount of $30,000 will be used for this purpose. Additional ECCM and Member Country counterpart funds totalling $35,000 will be used to maintain the small regional computer facilities.

(d) Services: The National Agricultural Planning Units will require few outside services. The one major exception is the temporary and short-term need for enumerators to conduct interviews and otherwise assist in the execution of agricultural surveys. Beginning in the second year of project implementation, the national planning units will initiate a few special surveys and will require limited numbers of temporary enumerators to conduct interviews. Beginning in year three, routine survey activities will be underway that will require the equivalent of about 600 work-days of enumerator services annually in each island. Over the life of the project an estimated total of 16,800 work-days of enumerator services will be required at an estimated total cost of $166,000. The cost of enumerator services will be shared by the participant Governments (36 per cent or $60,000) and USAID grant funds (64 per cent or $106,000).

In summary, total program support costs amount to $625,000, of which approximately 85 per cent will be paid for by USAID grant funds and 15 per cent by participating Governments (in addition to their in-kind contributions of office space, local transportation, administrative overhead and other such services).

5. Financial Plan

The total cost of the project over a five-year period, including a compounded 10 per cent inflation factor and a 5 per cent contingency allocation, is estimated to be $5,303,00 of which $3,940,000 will be AID grant-funded. These AID funds will be complemented by contributions by the ECCM and the individual States totalling $1,363,000 or 25.7 per cent of the total project cost (see Tables III-C-5-1 and III-C-5-2). Although regional projects do not require the minimum 25 per cent host-country contribution as indicated in the Foreign Assistance Act, significant local contributions enhance the project's viability with counterpart commitment and the gradual phasing-in of qualified permanent personnel.

The project is expected to begin in July 1979 with the recruitment of additional ECCM and individual-country personnel necessary for the initial tasks of developing country and regional specific work and management plans. Work

TABLE III-C-5-1

ANNUAL PROJECT COST FOR AID AND COUNTERPART INSTITUTIONS (CPI)
BY TYPE OF EXPENDITURE
(US000)

		YEAR 1		YEAR 2		YEAR 3		YEAR 4		YEAR 5		TOTAL		BUDGET TOTALS
		AID	CPI	AID	CPI	AID	CPI	AID	CPI	AID	CPI	AID	CPI	
I.	Staff													
	ECCM - Regional													
	Professional	48.0	12.0	48.0	12.0	32.0	28.0	16.0	44.0	-	60.0	144.0	156.0	300.0
	Technical	7.2	7.2	7.2	7.2	4.8	9.6	2.4	12.0	-	14.4	21.6	50.4	72.0
	Administrative	9.6	-	9.6	-	6.4	3.2	3.2	6.4	-	9.6	28.8	19.2	48.0
	Member States													
	Professional	54.0	30.0	54.0	30.0	36.0	48.0	18.0	66.0	-	84.0	162.0	258.0	420.0
	Technical	46.2	37.8	46.2	37.8	30.8	53.2	15.4	68.6	-	84.0	138.6	281.4	420.0
	Barbados													
	Professional	7.2	21.6	7.2	21.6	4.8	24.0	2.4	26.4	-	28.8	21.6	122.4	144.0
	Technical	14.4	9.6	14.4	9.6	9.6	14.4	4.8	19.2	-	24.0	43.2	76.8	120.0
II	Technical Assistance													
	Long-Term	210.0	-	300	-	300.0	-	240.0	-	120.0	-	1170.0	-	1170.0
	Short-Term (inc. evals.)	60.0	-	180.0	-	240.0	-	120.0	-	60.0	-	660.0	-	660.0
III	Training													
	Instruction	15.0	-	15.0	-	10.0	-	5.0	-	5.0	-	50.0	-	50.0
	Travel	62.4	-	62.4	-	41.6	-	20.8	-	20.8	-	208.0	-	208.0
IV	Program Support													
	Equipment	40.0	-	-	-	-	-	-	-	-	-	40.0	-	40.0
	Travel	58.8	-	58.8	-	58.8	-	58.8	-	58.8	-	294.0	-	294.0
	Supplies	12.0	-	4.5	5.0	4.5	10.0	4.5	10.0	4.5	10.0	30.0	35.0	65.0
	Services	12.0	-	40.0	-	51.0	7.0	38.0	20.0	25.0	33.0	166.0	60.0	226.0
	SUB-TOTAL	656.8	118.2	847.3	123.2	830.3	197.4	549.3	272.6	294.1	347.8	3177.8	1059.2	4237.0
V	Inflation and Contingencies													
	5% AID Contingency	32.6	-	42.1	-	41.3	-	27.3	-	14.5	-	157.8	-	157.8
	10% Annual Inflation	-	-	89.0	12.3	183.1	41.5	190.3	90.0	142.0	160.0	604.4	303.8	908.2
	TOTAL	689.4	118.2	978.4	135.5	1054.7	238.9	766.9	362.6	450.6	507.8	3940.0	1363.0	5303.0

TABLE III-C-5-2

CARIBBEAN AGRICULTURAL PLANNING PROJECT:

SUMMARY FUNDING REQUIREMENTS BY SOURCE AND YEAR

(US$000)

Year	AID	Counterpart Institution	Total	Percent of Total Project Cost
Year 1	656.8	118.2	775.0	14.6
Year 2	847.3	123.2	970.5	18.3
Year 3	830.3	197.4	1,027.7	19.4
Year 4	549.3	272.6	821.9	15.5
Year 5	294.1	347.8	641.9	12.1
Sub-Totals	3,177.8	1,059.2	4,237.0	79.9
Inflation and Contingencies[a]	762.2	303.8	1,066.0	20.1
TOTALS	3,940.0	1,363.0	5,303.0	100.0
PERCENT	74.3	25.7	100.0	

[a] The inflation rate used is 10% compounded annually. The U.S. contribution includes a 5% contingency factor.

plans will include such items as sample frame construction, detailed evaluations of the status of agricultural planning in the individual States, and workshops for project design (see Implementation Plan). Approximately 74 per cent of the AID grant funds will be spent in the first three years of the project, with primary emphasis on training, staff and project development. As AID funding diminishes in the fourth and fifth years, contributions by the territories and the ECCM will increase with their expanded participation in statistical gathering and analysis activities and project and sector planning efforts.

The activities of ECCM emphasize assistance to the individual Governments in the area of agricultural project development and design based on sound sector plans provided by the common services pool of experts. The remaining ECCM expenditures will be used to standardize, coordinate and backstop the planned surveys and provide central data processing services when appropriate. Although ECCM contributions are not directly linked with staff development and training, the pool of experts is expected to make a substantial impact on the training of professionals and technicians in the individual States.

The individual States will support a third of the total data gathering expenses, including those for construction and maintenance of sample frames, enumeration activities and selected data tabulations. Implicitly a large proportion of personnel time in the Ministries will be devoted to staff development and training, although explicitly these activities will be directly related to ongoing projects.

Costing of Project Outputs/Inputs

The costing of outputs is somewhat arbitrary because of the intrinsically overlapping nature of the three project outputs: staff development and training; agricultural data gathering and analysis; and the design and development of agricultural plans, programs and projects. Approximately one-third of the financial and personnel requirements are assigned to each activity (31.8, 31.5 and 37.2 percent, respectively). Contributions by AID, the ECCM and the individual countries are indicated in Table III-C-5-3.

Over 40 percent of AID contributions are used directly for institution building and to train and develop staff potentials. These activities form the thrust of initial AID efforts and are gradually assumed by the individual Governments and the ECCM.

TABLE III-C-5-3

COSTING OF PROJECT OUTPUTS/INPUTS[a]

(US$000)

Indicators	OUTPUT 1 Staff Development and Training	OUTPUT 2 Agricultural Data Gathering and analysis	OUTPUT 3 Planning and Project Development	Total
INPUTS (Per cent of total project cost)	31.3	31.5	37.2	100.0
AID				
Staff Support				559.8
Technical Assistance				
Long Term				1,170.0
Short Term				660.0
Training				258.0
Program Support				530.0
Sub-Total	1,325.6	774.3	1,077.9	3,177.8
ECCM				
Staff Support				225.6
Program Support				35.0
Sub-Total	---	119.6	141.0	260.6
COUNTRIES				
Staff Support				738.6
Program Support				60.0
Sub-Total	---	439.3	359.3	798.6
Project Total	1,325.6	1,333.2	1,578.2	4,237.0

[a]These figures do not take into account inflation and contingency factors

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IV. Project Analyses

A. Technical Analyses

Planning should be viewed as an ongoing activity intimately related to day-to-day operations. It includes a wide range of activities including problem and target identification, collection and analysis of data, policy and strategy formulation, establishment of priorities, preparation of planning documents and project preparation and development. The latter includes not only project design but also implementation and evaluation.

It is generally recognized that the major obstacle to effective implementation in most developing countries has been that national planning remains divorced from project identification, preparation and selection. In the Eastern Caribbean, project development is done almost entirely outside the planning framework, principally by donor agencies.

Most Eastern Caribbean countries have little technical expertise in agricultural statistics, planning, policy formulation, project preparation, project implementation and evaluation. Local technicians have received little training in planning and project preparation techniques and in the regular collection of reliable statistics. While six of the eight countries have agricultural planning documents, some of these are only in draft form and have not been officially accepted. In some cases almost all the work was done by foreign advisors. Only in Barbados and Dominica do the documents come close to being complete plans. The others do not clearly identify objectives and priorities, illustrate how these will be addressed by specific programs nor specify the manpower and financial requirements for each program. The persistence of line-item budgeting throughout the region contributes to the lack of focus on programs and program objectives.

Of the eight Eastern Caribbean countries covered by this project, Barbados has received the most assistance in agricultural planning and related activities, and it has the largest number of persons trained in these areas. Most of this assistance was provided under an FAO project with the Ministry of Agriculture. Dominica has made encouraging progress in these areas through assistance in national economic planning provided by the UNDP and the Commonwealth Fund for Technical Cooperation (CFTC). Grenada

which several years ago did not take advantage of ECLA assistance in agricultural planning (by failing to release staff for on-the-job training), is now receiving assistance in national economic planning (including advisors in agricultural planning and statistics) under a two year OAS project. The other countries in the region have received little or no training in agricultural planning and agricultural statistics.

While the development of sophisticated statistical, planning and project preparation skills at the regional (ECCM) level will be a short-run objective of this project, this can only be a long-run objective for most of the individual countries in the region. The initial emphasis in these countries will instead be on the acquisition of more basic skills through on-the-job training, short courses, workshops and seminars. These training activities will include assistance in clarifying objectives, systematically inventorying the natural resource base, collecting and analyzing basic statistics, identifying project possibilities, determining human and financial resources available locally, roughly estimating project benefits, assigning priorities to projects and programs, and monitoring and evaluating the effectiveness of ongoing programs. Project development activities will also be initiated in these countries during the early years of this project with the assistance of the ECCM staff and technical assistance advisors.

Barbados and, to a lesser extent, Dominica already have many of the basic skills identified above. Thus they are in a position to receive technical assistance in project preparation and the use of more analytical statistical and planning skills at an earlier time. These skills, however, do not in the foreseeable future include the ability to construct and utilize sector-wide econometric models. Nor is it the intent of this project to superimpose such models. Given the limited number of technicians the agricultural ministries will be able to hire, and the poor quality of much of the necessary data, a more appropriate approach is for agricultural economists to focus their efforts on basic issues such as production costs, marketing problems and appropriate information for decision making.

At the ECCM level, there is an immediate need to build up relatively sophisticated expertise in agricultural statistics, planning, policy formulation, project development, project implementation and evaluation. Most

countries in the region will have to rely heavily on this regional pool of experts for many years to come, since during the course of this project they will have to concentrate on acquiring more basic skills. The project committee has been informed that sufficient numbers of qualified West Indians, within the region and abroad, can be recruited to fill the ECCM staff positions to be created. The additional training they need will be acquired primarily on the job as they work with the ECCM-based advisors to provide assistance to individual countries and to examine regional policy and planning issues.

B. Social Analysis

Although the direct focus of this project is on strengthening the institutional capacities of the participating Governments to undertake more effective agricultural planning, the ultimate beneficiaries are the rural populations of the region who are primarily small farmers and unskilled workers earning their living from agriculture or related industries. While no element in the project design will directly provide socioeconomic benefits to low-income rural residents, the attainment of more effective agricultural planning is required to facilitate the provision of such benefits.

1. Strengthening Indigenous Decision-Making

Historically, the Eastern Caribbean countries have had little experience in agricultural planning. After the end of total colonial administration and the emergence of internal self-rule or independence, many of the islands remained passive toward the development assistance offered by external agencies. Some are still dependent on expatriate assistance to develop plans, select projects, and analyze policy alternatives. No matter how well intended, external planning assistance and expatriate advisors are no substitute for an indigenous planning capacity that can provide the local leadership and coordination necessary for successful project implementation.

The lack of a strong local agricultural planning capacity has also limited the opportunities for rural leaders and farmers to express their concerns or to make contributions to the development of programs and projects. The project will at a minimum increase the physical proximity of the planning process to the farmers

and establish a more accessible conduit for dialogue between national personnel responsible for technical planning activities and the rural population. This should increase the clarity with which problems are identified and should result in more appropriate project designs which have wide popular support.

Even more than specific project designs, the nature of public agricultural policies probably has a greater effect on farmers' decision-making than any other Government activity. This is especially true for policies affecting land tenure, marketing, prices and production costs. Policy alternatives are among the most powerful tools Governments have for economic development. Policy makers often must choose among alternatives without the benefit of sufficient analysis by national or regional technicians familiar with the social and technical environments. This project will build the institutional base to correct this deficiency by giving Governments the ability to identify both economic and social trade-offs among alternative development programs.

2. The Role of Women

Due to the fact that women play a dominant role in the Caribbean agriculture sector, a social benefit of the project will be to strengthen their economic role in the region. Women account for 17 percent of all farm managers, supervisors and farmers and 35 percent of all other agricultural workers. Moreover, they are responsible for most of the harvesting and assembly of food crops and almost completely dominate the distribution and retail sales of locally grown good. Improvements in project development, regional agriculture policy and marketing resulting from more effective planning will thus have a particularly favorable impact on women. Every effort will be made to ensure that women are included in the technical planning and policy considerations at the national and regional levels.

C. Economic Analysis

The costs of improving agricultural planning can be acceptably quantified without great difficulty. But the quantification of economic benefits attributable to improved planning capacities is more elusive. Under these circumstances, it is appropriate to determine the minimum level of benefits required to economically justify the proposed expenditures. A reasoned judgement can then be made regarding the feasibility of achieving these benefits with the activities proposed under this project.

In addition to improving the efficiency of existing and presently planned investments, stronger agricultural planning capacities can reasonably be expected to increase a Government's capacity to absorb capital investments. This would have two major potential benefits. First, increased levels of investment will enable countries to benefit from increased self-sufficiency in food production. The ECCM Member States now import at least $40 million worth of food and other agricultural commodities, and for Barbados the figure is about $60 million. If selected investments in carefully planned projects could result in the substitution of only 10% of imported foods with locally produced supplies, there would be significant benefits in the form of employment, incomes and foreign exchange savings. Similarly, both the ECCM countries and Barbados have the potential to supply a modest portion of the more than $300 million worth of food import requirements currently demanded by the other MDCs in the English-speaking Caribbean. Planning activities alone cannot overcome many of the technical and economic problems associated with increased food self-sufficiency, but some economically and financially feasible opportunities, particularly for small farmers, could be identified if agricultural planning capabilities were improved.

Secondly, an increase in the level of investment directed at export commodities is necessary if the Eastern Caribbean countries are to maintain their current markets for bananas, cocoa, spices and other crops to compete successfully for new markets and to develop new exports. In general, the region is not currently price competitive with alternative sources of supply in many external markets. The reasons for this include inadequate production and marketing systems, lack of publicly financed infrastructure and the poor performance of many supporting services provided by the Governments. Small farmers who produce a high proportion of the region's bananas and a number of other export crops, are particularly affected by these deficiencies. More precise identification and resolution of these and other problems will require careful national and sometimes regional analysis to determine suitable remedial action.

D. Institutional Analysis

1. The ECCM

(a) Institutional Background and Objectives

The ECCM Articles of Agreement were signed on June 11, 1968. Article 2 identifies the objectives of the Common Market as follows:

(1) To promote in Member States:

(i) harmonious development of economic activities;
(ii) continuous economic expansion;
(iii) fair distribution of benefits derived from the Common Market;
(iv) increased economic stability;
(v) accelerated improvement in the standard of living;
(vi) closer economic relationships.

(2) To facilitate the maximum interchange of goods and services by the progressive approximating of the economic policies of the Member States.

An additional objective was to give Member States more bargaining power, through unity, vis-à-vis the larger and more developed countries within CARIFTA (now CARICOM).

Import duties among the Member States were abolished upon ratification of the Agreement. A common External Tariff (CXT) was adopted in 1972, one year behind schedule and without the participation of Montserrat. A revised CXT was introduced in 1976 and has been implemented by Dominica, Grenada and St. Lucia.

(b) Current Institutional Structure of the ECCM

The principal organ of the ECCM is the Council of Ministers, which consists of a ministerial-level representative of the Government of each Member State. Each Council member has one vote. Unless specifically stated otherwise, all decisions made by the Council of Ministers must be

unanimous, with unanimity defined as the absence of a negative vote. The Council holds decision-making authority for the following purposes:

(1) To lay down the Rules of Procedure of the Council of Ministers and of any bodies of the Common Market, which may include provision that procedural questions be decided by the majority vote;

(2) To make arrangements for the Secretarial Services required by the Common Market; and

(3) To establish the financial arrangements necessary for the administrative expenses of the Council of Ministers and the procedure for establishing an annual budget.

The Council of Ministers has authorized the Secretariat to develop a program in agricultural planning for the region. The Council's final approval of the Grant Agreement will be required. The Council has delegated final authority for project negotiation, approval and implementation to the Secretariat, provided that financial support and ultimate participation is based on each Government's individual indication of its commitment to the project. The commitment of at least three countries will be a Condition Precident (CP) to initial disbursement.

In describing the institutional structure of the ECCM, mention should be made of the West Indies Associated States (WISA), a grouping of the same seven countries with headquarters in St. Lucia. WISA is concerned with intra-regional and international affairs generally. WISA's Council of Ministers overlaps substantially with that of the ECCM, and relationships between the two groups are reported to be close and harmonious. The ECCM often asks WISA to consider regional economic issues and to provide guidance on appropriate actions. WISA can also consider such matters on its own initiative and communicate its recommendations to ECCM. Since its Member States are now in the process of becoming fully independent, WISA may soon be transformed by treaty into a more formal regional organization, appropriately renamed. Serious consideration is being given

to a merger of WISA and the ECCM. No one at the present time is prepared to predict the date on which a final decision on merger and/or reorganization will be made.

In the meantime, the Cabinet of the Government of Antigua has approved additional facilities for ECCM. The Government of Antigua has also provided assurances that facilities for this specific project will be available regardless of the final reorganization decisions. While a merger and/or relocation may or may not take place, the subject of facilities is an important one. Prior to hiring additional staff for this project, a CP will require that adequate facilities needed for the project are available.

(c) The ECCM Secretariat

The ECCM Secretariat is headed by an Executive Secretary. This position became vacant in late April, 1979, but is expected to be filled expeditiously. The Secretariat has three operating divisions: Economics and Statistics, Trade Policy, and Industrial Evaluation and Promotion.

The still operative 1978 budget provides funding for the following positions from local revenues:

1 Executive Secretary
2 Division Heads (Trade Policy and Industrial Evaluation and Promotion)
1 Chief Statistician (partial funding)
2 Senior Research Officers
3 Research Officers
2 Statistical Assistants
1 Administrative Officer
12 Support Staff Positions

A UNDP project for Development of Statistical Services in the Eastern Caribbean (CAR/75/010), in addition to providing the services of 3 experts and 4 associate experts, provides funding for the following local staff:

1 Computer Center Manager
1 Programmer Trainee
1 Programmer/Computer Operator Trainee
1 Statistics Trainee
6 Support Staff Positions

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(1) To lay down the Rules of Procedure of the Council of Ministers and of any bodies of the Common Market, which may include provision that procedural questions be decided by the majority vote;

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3 Research Officers
2 Statistical Assistants
1 Administrative Officer
12 Support Staff Positions

A UNDP project for Development of Statistical Services in the Eastern Caribbean (CAR/75/010), in addition to providing the services of 3 experts and 4 associate experts, provides funding for the following local staff:

1 Computer Center Manager
1 Programmer Trainee
1 Programmer/Computer Operator Trainee
1 Statistics Trainee
6 Support Staff Positions

The ECCM Secretariat is troubled by a number of serious administrative problems. The Executive Secretary must spend a great deal of time on duties of a political/protocol nature, thus limiting his ability to direct operational activities. There is no Deputy, and in the absence of the Executive Secretary the ECCM appears to have insufficient leadership. Lines of authority are sometimes unclear, and the duties of some professional staff are either ill-defined or not understood. This appears to apply to West Indian as well as to some foreign technicians working in an advisory capacity. The absence of an annual report adds to the confusion concerning the ECCM's agenda, and the lack of a unified budget further compounds the problem. Finally, and of particular concern to the project outlined in this paper, none of the existing ECCM divisions presently has adequate experience to administer the proposed agricultural planning project.

The ECCM must be strengthened considerably if it is to effectively manage the project outlined in this paper, the ongoing UNDP project in economic statistics and two other projects proposed for AID funding. Strengthening the ECCM will require, among other things, commitment by Member States to a phased increase in their financial support. Substantial improvements in management and institutional reorganization will also be required.

(d) Institutional Expansion and Reorganization

Recognizing the need for institutional change, the ECCM recently obtained the services of two UNDP-funded advisors, who began three-month assignments in Antigua in Mid-January 1979. The objectives of this Preparatory Assistance Project (CAR/78/006/A/01/01) is:

> To prepare an Implementation Plan for the operation and administration of a Pool of Experts to provide a range of specialized technical services on a sub-regional basis, and for the phased introduction of common services schemes. The Preparatory Assistance Mission will also prepare a financing plan, including the identification of sources of finance.

The AID Project Team has worked closely with the Preparatory Assistance Mission to exchange information of mutual benefit and to discuss possibilities for restructuring and expanding the ECCM Secretariat. The UNDP's

preliminary report recommends a major expansion of the Secretariat's technical and administrative staff. Particularly important to this project are the recommended improvements in administrative and financial support services. As these and other institutional reform are still in the planning stage, RDO/C will ensure that this and the following project channeled through the ECCM Secretariat will have a sound internal administrative and managerial structure. This will ensure that implementation can proceed smoothly, independently of the institution-wide changes in the ECCM which may require more time to become fully effective.

(e) Financial Requirements and the Issue of Commitment

Ultimately, the commitment by the ECCM is a commitment of its Member States. During 1978, the budgeted financial contributions of the Member States to the Secretariat were as follows:

	(Thousands of US Dollars)
Antigua	US$ 21.9
Dominica	21.9
Grenada	21.9
Montserrat	5.5
St. Kitts	21.9
St Lucia	21.9
St. Vincent	21.9
Total	US$136.7*

*Numbers do not add to the total because of rounding

Budgeted contributions for 1979 are being held at the same level pending the outcome of current efforts to reorganize the Secretariat.

As indicated in the Financial Analysis, the proposed project will require a higher financial commitment by the Member States to the ECCM. Similarly, increased funding and in-kind contributions to agricultural planning will be required at the country level. An indication of willingness to commit these resources will be required as a CP.

(f) Regional Institutional Strengthening

Regional institutions in developing countries often have difficulties such as those described in the above section. The proposed programs that AID is considering will help to strengthen the ECCM and its ability to provide various kinds of development assistance within the region.

AID programs will help in three ways. First, the services that the programs aim to provide (training, agricultural planning, and tax administration) respond to critical needs in the Member States. If these programs are effective, the Member States will begin to perceive the ECCM as playing a more critical role in responding to their development needs. This will increase the ECCM's prestige and viability within the region and result in an increased commitment to the ECCM by its Member States.

Second, the strong emphasis on training in this project, and the creation of an ECCM training unit under another AID project, will provide analytical skills improvement, management training and consulting services to the ECCM Secretariat. This will assist the Secretariat in developing a more effective internal organization capable of efficiently incorporating the increased staff and activities which result from these proposed projects.

Finally, it should be noted that the project budget provides sufficient administrative support (administrative assistance, secretarial services and overhead for accounting and administration) for agricultural planning services to operate directly under the Executive Secretary without depending upon other ECCM management and organizational resources. RDO/C, therefore concludes that sufficient capability will exist to implement the planned ECCM project activities.

2. Ministries of Agriculture in the Individual States

Institutional structures and capabilities of the Ministries of Agriculture in the Eastern Caribbean States exhibit some common characteristics, but there are also some important differences. These are discussed fully in the Country Reports in Annex 5.

E. Financial Management Considerations

As the ECCM Secretariat has expanded rapidly in the last few years, little attention has been given to the implication of this expansion for financial management. The Secretariat's reported budget (see Table IV-E-1) covers only locally financed expenditures, thus giving a misleading impression of the extent of ECCM activities. Moreover, it is a line item budget, making it difficult to determine the relative importance given to each program activity. This limitation, combined with the lack of a unified budget, makes it difficult for effective financial management techniques to be employed.

Details of locally-funded expenditures over the 1976-1978 period show an annual decline in disbursements of 12 percent and severe cutbacks in capital expenditure (see Table IV-E-1).

Financial management of the UNDP statistics project is handled by project personnel, and funding from other external sources is channeled into other separate accounts. A comprehensive statement of revenues and expenditures is not available. It is necessary to query several people in order to piece together a picture of all sources of revenue, all items of expenditure, and a list of all local and international staff.

The resulting picture of estimated expenditures for 1979 is presented in Table IV-E-2. These data show that the present level of contributions to the ECCM from Member States account for only about 16 percent of estimated expenditures (not including expenditures under new externally financed projects which might be approved). The remainder is financed from a number of overseas sources.

TABLE IV-E-1

EASTERN CARIBBEAN COMMON MARKET (ECCM):
DETAIL OF EXPENDITURES, 1976-1978

(EC$)

	ITEM	1976[a]	1977[b]	1978[c]
I.	Salaries			
	Professional	104,803	99,224	99,533
	Sub-Prof.	20,130	20,665	22,125
	Clerical	41,981	42,801	40,185
	Benefits and payroll Related	32,796	23,680	33,402
	Sub-Total I	199,710	186,370	195,245
II.	Office & General	38,820	32,340	40,038
III.	Travel	53,920	52,130	44,316
IV.	Capital Expenditures and Gratuities	77,310	24,150	1,010
V.	Other	4,500	6,950	4,833
	Sub-Total II-IV	174,550	115,570	90,197
	TOTAL	374,260	301,930	285,442

[a]Approved Estimates

[b]Revised Estimates

[c]Estimates

TABLE IV-E-2

ESTIMATED BUDGETARY RESOURCES OF THE ECCM, 1979

SOURCE OF FUNDING			AMOUNT (US$)[a]
Budgeted Contributions by Member States		-	136,700[b]
UNDP (Statistics Project)		-	370.00
CFTC	(Tax Legislation Advisor)	-	45,000[c]
	(Industrial Allocation Officer)		45,000[c]
	(Planning Advisor)	-	45,000[c]
BDD	(Customs Valuation Advisor)	-	45,000[c]
	(Regional Econ. Stats. Advisor)	-	45,000[c]
UNIDO	(Industrial Planning Advisor)	-	60,000[c]
	(Economic Geologist)	-	60,000[c]
	TOTAL	-	851,700

[a]Excludes possible new contributions by existing donors.

[b]This is the 1978 budget level, also applicable to 1979 pending a decision by the Council of Ministers on the reorganization of the Secretariat.

[c]Estimate.

The Secretariat's locally-funded budget for 1979 has not yet been approved, and it is operating under a kind of "continuing resolution" with which AID is familiar. This procedure permits monthly spending of up to one-twelth of the previous year's budget. This situation is understandable in that the Member States are awaiting recommendations due in April for reorganizing the Secretariat prior to making their commitments for the current year. The lack of administrative staff and indecision resulting from the pending reorganization proposal has made it difficult for ECCM to prepare a budget for 1979.

There are also problems in financial reporting and auditing. Largely because of staffing constraints discussed below, monthly financial statements are not prepared and only an annual statement is presented to the ECCM Council of Ministers. As of late February 1979, the 1978 Statement had not been completed because of delays in internal documentation. External auditing is not truly external, as it is done by the Government of Antigua, an ECCM Member State. Furthermore, there have been long delays in the auditing procedure. Audited statements for 1972 through 1975 were transmitted to the ECCM only on September 25, 1978. Financial statements for 1976 and 1977 still have not been audited. A brief review of the audit reports and the statements themselves suggests that most problems are relatively minor. Given procedural and staffing constraints, the statements seem adequate; but as the ECCM's operations expand and become increasingly complex, more detailed and sophisticated accounting procedures will be needed. The 1972-1975 audit reports, as well as current records, show that delinquent contributions by Member States have been a serious problem, sometimes leading the ECCM to exceed its bank overdraft ceiling. At the end of 1978, three Member States were in arrears for a cumulative total of US$63,000.

Financial management is currently in the hands of an Administrative Officer who serves not only as the Chief (and only) accountant but also as office manager and personnel manager. This combination of responsibility in one person makes it easier to understand why financial management is not more advanced. If the ECCM's operations expand along the lines presently foreseen, the responsibilities of the Administrative Officer should probably be split among three separate positions: a Financial Controller (Chief Accountant) supported by one or two accounting assistants; a Personnel Officer with at least one assistant; and a Records Officer also with at least one assistant. The UNDP's recommendations for ECCM staffing support these conclusions and increase the likelihood that the needed changes will be realized.

This project has budgeted an additional administrative/finance officer for the ECCM Regional Office. Whether or not the planned reorganization takes place, the additional staff should be sufficient in conjunction with a covenant requiring that a sound financial and management plan be developed and adopted in administering this project.

F. Implications for Recurrent Budget Expenditures

The major purpose of this project is to increase the institutional capacity both quantitively and qualitatively of a regional institution and eight country governments in order to encourage agricultural planning activities. Although AID grant funds will be used to support all initial costs associated with the necessary increases in personnel and services, the participating governments are required to gradually assume all fiscal responsibility for maintaining the improved institutional capability. The basic premise of this document is that the benefits of an improved institutional capability will be greater than the permanent recurring costs.

The financial implications of a commitment by the territories to incur additional recurring costs are presented in two tables below. Table IV-F-1 shows the estimated current salary expenditures of professional and technical staffs now employed in the planning and statistical offices of the ECCM and eight territories. It also shows the additional recurring salary expenditures expected to result from the implementation of this project. Total additional salary costs range from $10,200 per year in Dominica and Montserrat to $21,600 annually in Barbados. Dominica's estimated increase is relatively low because it has recently added staff to its planning and statistical offices. The ECCM salary cost increases from $19,200 to $64,800 as a result of the establishment of the common services pool of experts.

Table IV-F-2 presents more detailed estimates of recurring costs, taking into account estimated overhead (15 percent) and contributions to ECCM (16 percent of the total for each of the six relatively large ECCM States and 4 percent for Montserrat). The additional estimated recurring costs (column 8) range from $22,300 a year in Dominica and Montserrat to $32,000 in Antigua, which currently has very little activity in agricultural planning. The average additional recurring cost is $27,100 per year. For current and additional recurring costs combined (column 10) the average is $41,400.

For the ECCM countries, total project costs range from 0.3 to 0.8 percent of the Governments' 1978 recurring budget expenditures. As a percentage of value added in agriculture, these costs range from 0.5 and 1.2 percent.

The phased increases in country budget expenditure begin in the project's third year, when the States assume responsibility for 30 percent of the additional salary costs. In the fourth year they assume 70 percent, and in the fifth year they will be responsible for the full amount.

The implications of the Caribbean agricultural planning project for recurring budget expenditures have been discussed with all Governments. Heads of Government, Ministry of Agriculture as well Permanent Secretaries have endorsed the concept of gradual budgetary increases for additional staff and accepted responsibility for presenting requests at the appropriate time to Finance Ministries. Gradual budgetary increases are generally viewed as the best mechanism for introducing priority readjustments into the budget allocation process.

G. Environmental Concerns

The project seeks to assist the ECCM, Member States of the ECCM and Barbados to develop better agricultural planning capabilities with specific emphasis on the ability to develop agricultural projects for implementation. The project attempts to increase the welfare of participating countries through more efficient use of scarce resources. National awareness of environmental issues will improve as planning and project development efforts are strengthened by the project.

A negative determination was recommended for this project and was approved on March 17, 1979.

TABLE IV-F-1

ESTIMATED CURRENT COSTS AND ADDITIONAL RECURRING SALARY COSTS OF AGRICULTURAL PLANNING UNITS

(US$000)

Unit	Current Salary Costs	Additional Recurring Costs	Total
St. Lucia	16.2	14.6	30.8
Antigua	6.0	18.6	24.6
Grenada	12.6	16.2	28.8
St. Kitts-Nevis	-	14.4	14.4
Dominica	24.6	10.2	34.8
Montserrat	-	10.2	10.2
St. Vincent	8.4	16.2	24.6
Barbados	26.4	21.6	48.0
ECCM	19.2	64.8	84.0

TABLE IV-F-2

CURRENT AND ADDITIONAL RECURRING COST ESTIMATES
AS A PERCENT OF TOTAL RECURRENT EXPENDITURE AND
AS A PERCENT OF AGRICULTURE'S CONTRIBUTION
FOR EACH AGRICULTURAL PLANNING UNIT
(US$000)

UNIT	Current Costs				Additional Recurrent Costs								
	(1) Current Salary Costs	(2) 15% Overhead	(3) Current ECCM Contribution	(4) Total (1+2+3)	(5) Additional Salary Costs	(6) 15% Overhead	(7) Additional ECCM Costs[a]	(8) Total Additional Costs (5+6+7)	(9) Total Project Recurrent Costs (4+8)	(10) Total National Recurrent Expenditure (1978)	(11) Project Cost as a % of (10)	(12) Agriculture's Contribution to GDP(1976)	(13) Project costs as a % of (12)
ST. LUCIA	16.2	2.4	3.5	22.1	14.6	2.2	11.9	28.7	50.8	18,333	0.3	10,664	0.5
ANTIGUA	6.0	0.9	3.5	10.4	18.6	2.8	11.9	33.3	43.7	13,777	0.3	3,483	1.3
GRENADA	12.6	1.9	3.5	18.0	16.2	2.4	11.9	30.5	48.5	17,037	0.3	8,768	0.6
ST. KITTS/NEVIS	-	-	3.5	3.5	14.4	2.2	11.9	28.5	32.0	11,037	0.3	6,767	0.5
DOMINICA	24.6	3.7	3.5	31.8	10.2	1.5	11.9	23.6	55.4	9,300	0.6	9,012	0.6
MONTSERRAT	-	-	0.9	0.9	10.2	1.5	3.0	14.7	15.6	3,200	0.8	N/A	N/A
ST. VINCENT	8.4	1.3	3.5	13.2	16.2	2.4	11.9	30.5	43.7	16,370	0.3	5,285	0.8
BARBADOS	26.4	4.0	-	30.4	21.6	3.4	-	25.0	55.4	91,852	0.06	40,700	0.14
ECCM	19.2	2.9	-	22.1[a]	64.8	9.7	-	74.5[b]	96.6[c]	-	-	-	-

[a] This figure is equivalent to the total of the country contributions indicated in column (3) (there is a slight discrepancy because of rounding). Thus it should not be added to the total current country costs indicated in column (4).

[b] This figure is equivalent to the total of the country contributions indicated in column (7) (there is a slight discrepancy because of rounding). Thus it should not be added to the total additional country costs indicated in column (8).

[c] Non-addative.

V. Implementation Arrangements

A. Administrative Considerations

The project grantee and primary implementing agency is the Eastern Caribbean Common Market (ECCM) Secretariat, headquartered in Antigua. The Executive Director of the ECCM or his designate will be responsible for overall direction, coordination and liaison with the USAID and the national governments participating in this project activity. Operational direction and technical coordination of project activities will be assigned to a full-time project manager on the ECCM staff who will report directly to the Executive Secretary. The project manager, who will be assisted by a long-term senior agricultural planning technical advisor, will have line responsibility for monitoring country planning unit activities, planning regional support activities, scheduling country assignment of regional experts, executing training plans and managing the activities of short-term consultants.

The ECCM will assign to the project an administrative assistant who will ensure the orderly and timely execution of necessary administrative details. These include travel arrangements for the staff; organization of training workshops and short courses; reproduction and distribution of reports, studies, and other documents; and coordination of administrative concerns with participating Government institutions. The provision of the administrative assistant will ensure that the project manager will be able to concentrate his attention on the substantive areas of project management.

The planning units in each country are autonomous. Each will be directed by a unit chief who in most cases will report to the Minister of Agriculture. The operational work activity in each country will nevertheless be planned and coordinated jointly with the ECCM Regional Agricultural Planning Unit, so that technical assistance is provided in a timely and appropriate manner. For this reason the detailed documentation of individual country work plans and the regional work plan on an annual basis will be key management tools for project implementation.

B. Contracting Arrangements

In view of the institution building nature of the project and the complexities associated with coordinating inter-governmental activities, it is proposed that a single

contractor be selected to provide in cooperation with the ECCM, the technical assistance called for in the project design. This would facilitate the project management responsibilities of the ECCM and help ensure a high degree of continuity in project implementation. For these reasons and because of the heavy emphasis on skill development and traomomg, it is proposed that a consortium of Title XII Institutions or the USDA be made responsible for technical assistance activities. Due to the autonomous nature of the political/economic feelings of the participating States, no single title XII University will be considered. This is the expressed preference of the ECCM.

C. Implementation Plan

The project is planned for implementation over a five year period in all seven ECCM Member States and Barbados. Work will beign in mid-1979 in all participating countries, although it is reasonable to assume that progress toward implementation will move more quickly in some than in others. A list of key project events scheduled over the life of the project is presented in Table V-C-1.

TABLE V-C-1

KEY EVENTS FOR PROJECT IMPLEMENTATION

Preliminary Actions	Event	Responsibility
"	Project Paper Approved	RDO/C
"	Project Agreement Signed	ECCM/AID
"	RFP Issued for TA	ECCM/AID
"	Country Agreements Signed	ECCM/STATES
"	TA Contract Signed	ECCM/AID
"	Regional Planning Staff Hired	ECCM
"	Country Planning Units Established and Key Staff Assigned	STATES
"	1st Workshop: Country Leader Orientation	ECCM
"	1st Annual Country Work Plans Completed	STATES/ECCM
"	1st Annual Regional Work Plan Completed	ECCM/STATES
By Project Quarter		
1st Quarter	Long Term TA On-Board	ECCM
"	Detailed 1st Annual Training Plan Developed	ECCM/STATES
"	1st Short Course Held	ECCM

8/

By Project Quarter	Event	Responsibility
2nd Quarter	2nd Workshop Held	ECCM
3rd Quarter	2nd Short Course Held	ECCM
4th Quarter	1st Observational Training Completed	ECCM/STATES
"	3rd Workshop Held	ECCM
"	1st Evaluation of the Agricultural Planning Project Completed	ECCM/AID
"	Country Sampling Frame Construction Completed	STATES/ECCM
"	At Least One Project Pre Feasibility Study and One Project Evaluation Completed in Each Country	STATES/ECCM
"	2nd Annual Country Work Plan Completed	STATES/ECCM
"	2nd Annual Regional Work Plan Completed	ECCM/States
5th Quarter	2nd Annual Detailed Training Plan Developed	
"	3rd Short Course Held	ECCM
6th Quarter	4th Workshop Held	ECCM
7th Quarter	5th Workshop Held	ECCM
"	4th Short Course Held	ECCM
8th Quarter	2nd Observational Training Completed	ECCM/STATES
"	6th Workshop Held	ECCM

By Project Quarter	Event	Responsibility
8th Quarter	First Report of Data on Area Planted and Estimated Production for at Least Twelve Commodities in Each Country	STATES/ECCM
"	Review of National Agricultural Plans with Suggested Modifications in Each Country	STATES/ECCM
"	Fully Documented Project Design for at Least One Agricultural Project in Each Country submitted with request for assistance	STATES/ECCM
"	First Annual Assessment and Report on Agricultural Development Activity in the Region	ECCM
"	3rd Annual Country Work Plan Developed	STATES/ECCM
"	3rd Annual Regional Work Plan Developed	ECCM/STATES
9th Quarter	Project Evaluation No. 2 Completed	ECCM/STATES
"	3rd Annual Training Plan Developed	ECCM
10th Quarter	5th Short Course Held	ECCM
11th Quarter	7th Workshop Held	ECCM
12th Quarter	8th Workshop Held	ECCM
"	First Report of Data on Livestock Population Estimated in Each Country	STATES/ECCM

By Project Quarter	Event	Responsibility
12th Quarter	6th Short Course Held	ECCM
13th Quarter	3rd Observational Training Completed	ECCM/STATES
"	9th Workshop Held	ECCM
"	Annual Report of Production Data for Major Commodities in Each Country with Analysis of Change Included for the First Time	STATES/ECCM
"	Fully Documented Project Design for at Least Two Projects in Each Country, Submitted With Request for Assistance	STATES/ECCM
"	Individual Review of Agricultural Development Projects in Each Country, Including an In-Depth Evaluation of at Least One Project	STATES/ECCM
"	2nd Annual Assessment and Report on Agricultural Development Activity in the Region with Analysis of Policy Implications	ECCM
"	4th Annual Country Work Plan Completed	STATES/ECCM
"	4th Annual Regional Work Plan Completed	ECCM/STATES
14th Quarter	4th Annual Training Plan Developed	ECCM
"	7th Short Course Held	ECCM

By Project Quarter	Event	Responsibility
15th Quarter	3rd Evaluation of the Agricultural Planning Project Completed	ECCM/AID
"	10th Workshop Held	ECCM
16th Quarter	11th Workshop Held	ECCM
"	First Crop Production Forecast Estimates Released for at least Six Commodities in Each Country	STATES/ECCM
"	8th Short Course Held	ECCM
17th Quarter	4th Observational Training Conducted	
"	12th Workshop Held	ECCM
"	Annual Production Data Reported, with Selected Cost-of-Production Estimates for Certain Commodities	STATES/ECCM
"	Annual Review of Agricultural Development Project in Each Country, Including One In-Depth Project Evaluation	STATES/ECCM
"	Fully Documented Project Designs for at Least Two Projects in Each Country, Submitted With Request for Assistance	STATES/ECCM
"	3rd Annual Assessment and Report on Agricultural Development in the Region, with Analysis of Policy Implementations	ECCM

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By Project Quarter	Event	Responsibility
17th Quarter	5th Annual Country Work Plan Completed	STATES/ECCM
18th Quarter	13th Workshop Held	ECCM
19th Quarter	5th Annual Regional Work Plan Completed	ECCM/STATES
"	14th Workshop Held	ECCM
"	2nd Crop Production Forecast Estimates Released	STATES/ECCM
"	10th Short Course Held	ECCM
20th Quarter	5th Annual Training Plan Developed	ECCM
"	9th Short Course Held	ECCM
"	5th Observational Training Conducted	ECCM/STATES
"	15th Workshop Held	ECCM
"	4th Evaluation of the Agricultural Planning Project Completed	ECCM/AID

D. Evaluation Plan

The countries of the Eastern Caribbean have made it clear that they will judge the success of the agricultural planning project primarily by its ability to identify sound investment projects and to secure financing for them through the preparation of project planning documents. Evaluation studies should address not only this concern but also examine (1) the degree to which national and regional statistics activities (collection and analysis) have been improved, (2) the extent to which planning activities have enabled Governments to adopt policies that stimulate increased production and greater productivity, (3) the effectiveness of training in strengthening the planning and statistics capabilities of country staffs and the regional pool of experts, (4) the soundness of agricultural sector plans, particularly the extent to which goals and objectives are linked to manpower, financial, and other resource availabilities, (5) the degree to which implementation procedures have been improved and implementation delays reduced, and (6) the extent to which projects and programs are being evaluated and the results of the evaluations fed back into decision-making processes.

In examining the ultimate economic benefits of the project, the evaluation studies should determine how the project has contributed to (1) rising levels of crop and livestock production for domestic consumption and export; (2) higher incomes for small-farm households; (3) increased employment in agricultural production and marketing; and (4) increased intra-regional trade.

Four separate evaluations will be conducted during the life of the project: at the end of the first year, at the end of the second year, after three and one-half years and at the end of the five-year project period. The second and fourth evaluations will be major efforts emphasizing both qualitative and quantitative indicators and sector goals as well as project purposes. The first and third will be briefer, and while not ignoring quantitative indicators will focus on the qualitative aspects of project purposes.

A brief outline of the evaluation schedule is presented below.

First Evaluation (3 work-months): Each of the participating countries, and the ECCM, will be visited by two independent consultants, one familiar with managerial and training issues and with some knowledge of planning techniques, and the other knowledgeable about data collection, analysis and processing. The consultants will focus especially on staffing patterns and on formal and on-the-job training, evaluating the extent to which the numbers and skills of the professionals and technicians associated with the project conform to the inputs specified. Attention will also be given to project management, particularly in the ECCM. Finally, an evaluation shall be made of the extent to which progress is being made toward achievement of the project purposes.

Second Evaluation (5 work-months). This evaluation will cover all the issues dealt with in the first evaluation, but with greater relative attention to progress toward achievement of project purposes, (specifically project development) which should be much greater during the second year than during the first, when training and organizational activities will be dominant. In addition, an initial evaluation will be made of the project's qualitative and quantitative progress toward meeting agricultural sector goals. This evaluation will be particularly important to the country Governments, which during the third year will be contributing 30 percent of project costs and will want to be assured that the project is providing sufficient benefits to justify significantly higher contributions during the last two years of the project and beyond. The evaluation team should consist of a senior economist experienced in agricultural planning and project evaluation, a management/training specialist and an agricultural statistics consultant.

Third Evaluation (3 work-months): This evaluation will be similar to the first in that the emphasis will be on project purposes and qualitative indicators. But given the advanced stage of the project, the range of issues to be evaluated will be wider. A two-person evaluation team should suffice, but one of the consultants must be a senior agricultural economist experienced in agricultural planning and project evaluation.

Fourth Evaluation (5 work-months): This evaluation will be essentially the same as the second, though by this time it will be possible to make a better judgement of the

impact of the project on sector goals and of its benefit-cost relationships. The composition of the evaluation team should be the same as that of the second team.

Further Evaluation

One of the traditional shortcomings of project evaluation is insufficient attention to post-project evaluation. Although this cannot be built into the project paper, the Project Design Committee strongly recommends that plans be made later for a post-project evaluation several years after the end of the project life.

E. Conditions, Covenants and Negotiating Status

1. Conditions Precedent to Initial Disbursement

Prior to any disbursement, or to the issuance of any commitment documents under the Project Agreement, the Grantee, except as A.I.D. may otherwise agree in writing, shall furnish to A.I.D. in form and substance satisfactory to A.I.D.

(a) At least three executed agreements between ECCM and member countries providing that the country will participate in the project. These agreements will reflect the estimated country specific project budgets over the five year period.

(b) Evidence that adequate facilities are available to ECCM for the additional staff provided for in the project.

2. Special Covenants

Except as A.I.D. may otherwise agree in writing, within six months of initial disbursement A.I.D. approved financial and management plans including acceptable internal and external auditing procedures and clear delegations of authority and responsibility shall be instituted within the ECCM.

3. Negotiating Status

The project was developed in close coordination with the ECCM Secretariat and ministries in participating countries. All parties are familiar with the details contained in this paper. Participating institutions are aware of the inputs which they are required to provide.

It is expected that a Grant Agreement will be signed with the ECCM Secretariat prior to May 30,1979.

VI ANNEXES

1. Logical Framework
2. Statutory Checklist
3. DAEC Guidance Cable
4. Initial Environmental Examinations (IEE)
5. Country Reports
6. ECCM Letter of Request
7. Article 19 of the ECCM Articles of Agreement
8. Organization Chart of the ECCM
9. Substance of Draft ECCM Barbados Agreement
10. Data Processing Capabilities in the Eastern Caribbean
11. Discussions with CIDA, BDD and CDB
12. Bibliography

PROJECT DESIGN SUMMARY LOGICAL FRAMEWORK

G O A L S

STATEMENT	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
To develop agricultural sector policies and programs at both the country and regional levels, that will be more effective in: 1) increasing production for domestic consumption and export, 2) raising small farmers' incomes, 3) providing employment, 4) achieving regional economic integration.	(1) Rising levels of crop and livestock production for domestic consumption and export, (2) Higher incomes for small farm households, (3) Increased employment in agricultural production, processing and marketing, (4) Increased intra-regional trade.	Assessment by independent economic consultants of the extent to which changes in the Objectively Verifiable Indicators can be attributed to Project Outputs.	(1) Reasonably good baseline data can be obtained for production, farm incomes, employment and trade. (2) Policy makers are willing to use the results of agricultural planning activities. (3) Governments are willing to give higher priority to agriculture and rural development. (4) Governments are committed to closer regional economic integration.

PROJECT DESIGN SUMMARY LOGICAL FRAMEWORK

P U R P O S E

STATEMENT	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
To institutionalize within the ECCM and its Member States and in Barbados the techniques and staff capabilities needed for effective agricultural planning, defined broadly to include: 1) the collection and analysis of reliable data 2) Policy formulation 3) Preparation of planning documents 4) Project preparation 5) Evaluation of projects programs and policies Particular attention will be given to the need for planners to explicitly consider the impact of planning on small farmers and to serve their needs.	(1) Reliable agricultural statistics are being collected on a regular basis. (2) Data is being analyzed, not just tabulated. (3) Policies, programs and plans are based on sound, rigorous analysis of alternatives (4) Project preparation is being done by local staffs with only minimal or no outside assistance. (5) Implementation procedures have been improved. (6) Plans, policies, programs and projects are being more rigorously evaluated.	Assessment by independent economic consultants of the extent to which the End-of-Project Conditions have been met. Consultants will examine such evidence as statistical reporting systems; policy memoranda, speeches, and working documents; sector and economy-wide plans and their documentation; project papers and their documentation; implementation procedures; and evaluation documents.	(1) Commitment by individual country governments to place greater emphasis on planning as a means of more rapidly achieving Sector Goals (2) Commitment by individual country governments to support regional agricultural planning efforts in the ECCM and CARICOM

PROJECT DESIGN SUMMARY LOGICAL FRAMEWORK

OUTPUTS

STATEMENT	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
The immediate outputs are more capable staffs in agricultural planning and statistics in the ECCM and its Member States and in Barbados, capable of carrying out the activities identified in the Project Purpose. The ultimate, fundamentally important outputs are: 1) Plans 2) Policies 3) Programs and 4) Projects -- at both national and regional levels - that enable the States to progress more rapidly toward achieving the broad Sector Goals identified above.	A. Trained Personnel ECCM: 3 Planners, 2 statisticians Members: 22 Planning personnel 28 Statitistics personnel B. Documents ECCM: Regional agricultural policy papers and regional project recommendations Members: (a) Uniform statistical reporting systems. (b) National agricultural sector plans (c) At least 5 project papers/feasibility studies in each State by the end of the project period. (d) Detailed evaluations of at least 3 projects or programs in each State by the end of the project period.	Assessment by independent economic consultants of (1) the institutional and staff capability improvements in the ECCM and the individual States and (2) improvements in the quality and effectiveness of (a) plans, (b) policies,(c) programs and (d) projects at the national and regional levels.	(1) Continuity of planning and statistical personnel in both the ECCM and the Member States. (2) Sufficient local resources for the ECCM and the individual States to produce timely analysis and publication of planning documents.

PROJECT DESIGN SUMMARY LOGICAL FRAMEWORK

INPUTS

STATEMENT	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
Personnel inputs are 5 external advisers in planning and statistics, based at the ECCM; 5 newly hired counterparts on the ECCM staff (plus 2 already on board) who will serve as a regional pool of experts; 50 professionals and technicians (21 on board, 29 to be hired) at the country level; and 94 work-months of short-term consultants' services. Training inputs include workshops, short courses and observational training for a total of 4,150 participant days. Program support inputs include equipment, travel funds, consumable supplies and services. Sixteen (16) work-months of consultants' services are programmed for evaluations	(1) Numbers of programmed positions actually filled, and the dates on which they were filled. (2) Qualifications of the professionals and technicians hired. (3) Numbers of persons trained and the adequacy of the training received. (4) Budget allocations for and timely procurement of program support elements.	Assessment by independent economic consultants of (1) the degree to which staffing requirements have been met in terms of both numbers and skills; (2) the extent to which training objectives have been met; and (3) the degree to which program support has been made available on a timely basis.	(1) Commitment by the USG, ECCM and its Member States, and Barbados to obtain sufficient qualified personnel and to provide for their support throughout the life of the project. Technicians must be obtained in a timely fashion and be given flexibility to receive training as needed. (2) Commitment by the ECCM and Member States to retain agricultural and statistics personnel on their permanent staffs after the project is terminated.

ANNEX 2

STATUTORY CHECK LIST

A. GENERAL CRITERIA FOR PROJECT

1. FY 79 App. Act Unnumbered; FAA Sec. 653 (b); Sec. 634A.
(a) Describe how Committees on Appropriations of Senate and House have been or will be notified concerning the project; (b) is assistance within (Operational Year Budget) country or international organization allocation reported to Congress (or not more than $1 million over that figure)?

Congressional Notification forwarded April 79. FY 79 assistance is within OYB.

2. FAA Sec. 611 (a) (1). Prior to obligation in excess of $100,000, will there be (a) engineering, financial, and other plans necessary to carry out the assistance and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?

Yes.

3. FAA Sec. 611 (a) (2). If further legislative action is required within recipient country, what is basis for reasonable expectation that such action will be completed in time to permit orderly accomplishment of purpose of the assistance?

No further legislative action is required.

4. FAA Sec. 611 (b); FY 79 App. Sec. 101.

Not applicable.

If for water or water-related land resources construction, has project met the standards and criteria as per the Principles and Standards for Planning Water and Related Land Resources dated October 25, 1973?

5. FAA Sec. 611 (e). If project is capital assistance (e.g. construction), and all U.S. assistance for it will exceed $1 million, has Mission Director certified and Regional Assistance Administrator taken into consideration the country's capability effectively to maintain and utilize the project?

Not applicable.

6.	FAA Sec. 209. Is project susceptible of execution as part of regional or multilateral project? If so why is project not so executed? Information and conclusion whether assistance will encourage regional development programs.	This is a regional project.
7.	FAA Sec. 601 (a). Information and conclusions whether project will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan assoications; (d) discourage monopolistic practics; (d) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions.	As an agricultural planning project this project will encourage national and regional agricultural development (See Section III of Project Paper).
8.	FAA Sec. 601 (b). Information and conclusion on how project will encourage U.S. private trade and investment abroad and encourage private U.S.participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).	This project will use U.S. technical assistance and commodities as appropriate.

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria

a. FAA Sec. 102 (b); 111, 113; 281 a.

Extent to which activity will (a) effectively involve the poor in development, by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U.S. institutions; (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (e) utilize and encourage regional cooperation by developing countries?

The ultimate project beneficiaries are the rural poor who will benefit from agricultural projects developed during and after LOP.

The project promotes self-help measures of participating countries by strengthening institutions within each country. As active participants in agriculture women shall benefit through improved agricultural planning and project development. As a regional project, the project promotes regional co-operation through the development of common services.

b. FAA Sec. 103, 103A, 104, 105, 106, 107.

Is assistance being made available: (include only applicable paragraph which corresponds to source of funds used. If more than one fund source is used for project, include relevant paragraph for each fund source.)

(1) (103) for agriculture, rural development or nutrition; if so, extent to which activity is specifically designed to increase productivity and income of rural poor; (103A) is for agricultural research, is full account taken of needs of small farmers;

The project is designed to increase agricultural production in the region of which the rural poor have an active role.

(2) (104) for population planning under sec. 104 (b) or health under sec. 104 (c); if so, extent to which activity emphasizes low-cost integrated delivery systems for health,

nutrition and family planning for the poorest people, with particular attention to the needs of mothers and young children, using paramedical and auxiliary medical personnel, clinics and health posts, commercial distribution systems and other modes of community research.

(3) (105) for education, public administration, or human resources development; if so, extent to which activity strengthens nonformal education, makes formal education more relevant, especially for rural families and urban poor, or strengthens management capability of institutions enabling the poor to participate in development;

(4) (106) for technical assistance, energy, research, reconstruction, and selected development problems; if so, extent activity is:

(i) technical cooperation and development, especially with U.S. private and voluntary, or regional and international development, organizations;

(ii) to help alleviate energy problems;

(iii) research into, and evaluation of, economic development processes and techniques;

(iv) reconstruction after natural or manmade disaster;

(v) for special development problem, and to enable proper utilization of earlier U.S. infrastructure, etc., assistance;

(vi) for programs of urban development, especially small labor-intensive enterprises, marketing systems, and financial or other institutions to help urban poor participate in economic and social development.

c. (107) Is appropriate effort placed on use of appropriate technology?

d. FAA Sec. 110 (a). Will the recipient country provide at least 25% of the cost of the program, project, or activity with respect to which the assistance is to be furnished (or has the latter cost-sharing requirement been waived for a "relatively least-developed" country)?

This is a regional project and FAA Sec. 110(a) does not apply.

e. FAA Sec. 110 (b). Will grant capital assistance be disbursed for project over more than 3 years? If so, has justification satisfactory to Congress been made, and efforts for other financing, or is the recipient country "relatively least developed"?	Not applicable.
f. FAA Sec. 281 (b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civil education and training in skills required for effective participation in governmental and political processes essential to self-government.	Where possible, the project utilizes indigenous human resources. It fully recognizes the needs, desires and capacities of the people in participating countries.
g. FAA Sec. 122 (b). Does the activity give reasonable promise of contributing to the development of economic resources or to the increase of productive capacities and self-sustaining economic growth?	Yes.
2. Development Assistance Project Criteria (Loans Only)	
a. FAA Sec. 122 (b). Information and conclusion on capacity of the country to repay the loan, including reasonableness of repayment prospects.	Not applicable.
b. FAA Sec. 620 (d). If assistance is for any productive enterprise which will compete in the U.S. with U.S. enterprise, is there an agreement by the recipient country to prevent export to the U.S. of more than 20% of the enterprise's annual production during the life of the loan?	Not applicable.
3. Project Criteria Solely for Economic Support Fund	
a. FAA Sec. 531 (a). Will this assistance support promote economic or political stability? To the extent possible, does it reflect the policy directions of section 102?	Not applicable.
b. FAA Sec. 533. Will assistance under this chapter be used for military, or paramilitary activities?	Not applicable.

A. Procurement

1.	FAA Sec. 602. Are there arrangements to permit U.S. small business to participate equitably in the furnishing of goods and services financed?	Yes.
2.	FAA Sec. 604 (a). Will all commodity procurement financed be from the U.S. except as otherwise determined by the President or under delegation from him?	Yes.
3.	FAA Sec. 604 (d). If the cooperating country discriminates against U.S. marine insurance companies, will agreement require that marine insurance be placed in the U.S. on commodities financed?	Yes.
4.	FAA Sec. 604 (e). If offshore procurement of agricultural commodity or product is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity?	The project does not include such procurement.
5.	FAA Sec. 608 (a). Will U.S. Government excess personal property be utilized wherever practicable in lieu of the procurement of new items?	Yes.
6.	FAA Sec. 603 (a) Compliance with requirement in section 901 (b) of the Merchant Marine Act of 1936, as amended, that at least 50 per centum of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S. flag commercial vessels to the extent that such vessels are available at fair and reasonable rates.	Appropriate waivers of this requirement will be obtained. Generally, U.S. flag shipping is not available to all the small islands in the region.
7.	FAA Sec. 621. If technical assistance is financed, will such assistance be furnished to the fullest extent practicable as goods and professional and other services from private enterprise on a contract basis?	Yes, except as required in Title XII implementation.

If the facilities of other Federal agencies will be utilized, are they particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs?	Yes.
8. International Air Transport. Fair Competitive Practices Act, 1974.	Yes.
If air transportation of persons or property is financed on grant basis, will provision be made that U.S. flag carriers will be utilized to the extent such service is available?	
9. FY 79 App. Act Sec. 105. Does the contract for procurement contain a provision authorizing the termination of such contract for the convenience of the United States?	Yes.
B. Construction	
1. FAA Sec. 601 (d). If a capital (e.g. construction) project, are engineering and professional services of U.S. firms and their affiliates to be used to the maximum extent consistent with the national interest?	Not applicable.
2. FAA Sec. 611 (c). If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable?	Not applicable.
3. FAA Sec. 620 (k). If for construction of productive enterprise will aggregate value of assistance to be furnished by the U.S. not exceed $100 million?	Not applicable.

C. Other Restrictions

1.	FAA Sec. 122 (e). If development loan, is interest rate at least 2% per annum during grace period and at least 3% per annum thereafter?	Not applicable.
2.	FAA Sec. 301 (d). If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights?	Yes.
3.	FAA Sec. 620 (h). Do arrangements preclude promoting or assisting the foreign aid projects or activities of Communist-bloc countries, contrary to the best interests of the U.S.?	Yes.
4.	FAA Sec. 636 (i). Is financing not permitted to be used, without waiver, for purchase, long-term lease, or exchange of motor vehicle manufactured outside the U.S., or guaranty of such transaction?	Yes.
5.	Will arrangements preclude us of financing:	
	a. FAA Sec. 104 (f). To pay for performance of abortions or to motivate or coerce persons to practice abortions, to pay for performance of involuntary sterilization, or to coerce or provide financial incentive to any person to undergo sterilization?	Yes.
	b. FAA Sec. 620 (g). To compensate owners for expropriated nationalized property?	Yes.

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c. FAA Sec. 660. To finance police training or other law enforcement assistance, except for narcotics programs? **Yes.**

d. FAA Sec. 662. For CIA activities? **Yes.**

e. FY 79 App. Act Sec. 104. To pay pensions, etc. for military personnel? **Yes.**

f. FY 79 App. Act Sec. 106.

To pay U.N. assessments? **Yes.**

g. FY 79 App. Act Sec. 107.

To carry out provisions of FAA sections 209 (d) and 251 (h)? (Transfer of FAA funds to multilateral organizations for lending.) **Yes.**

h. FY 79 App. Act Sec. 112. To finance the export of nuclear equipment, fuel, or technology or to train foreign nations in nuclear fields? **Yes.**

i. FY 79 App. Act Sec. 601. To be used for publicity on propaganda purposes within U.S. not authorized by Congress? **Yes.**

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OFFICIAL COPY ANNEX 3

STATE 14329

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TAGS:

SUBJECT: CARIBBEAN AGRICULTURAL PLANNING GRANT (PID)

1. THE DAEC REVIEWED SUBJECT PID ON DECEMBER 8, 1978 AND APPROVED THE BASIC ACTIVITIES PROPOSED.

2. STRATEGY: IN FORMULATING A REGIONAL AG PLANNING STRATEGY FOR THE CARIBBEAN THE PP SHOULD DESCRIBE WHAT COMMON SERVICES THE MISSION CONSIDERS APPROPRIATE FOR EASTERN CARIBBEAN AGRICULTURE AS WELL AS WHAT ACTIVITIES THE MISSION PROPOSES TO UNDERTAKE TO STRENGTHEN THOSE SERVICES. THE PP SHOULD ALSO DESCRIBE HOW THIS SUB-REGIONAL PLANNING PROJECT WILL BE LINKED TO AND WORK WITH (1) CURRENT AND PROPOSED REGIONAL ACTIVITIES (E.G. CARDI, CARIBBEAN FOOD PLAN, ETC.) (2) BELIZE WHICH MAY NOT BE SUITABLE FOR INCLUSION IN THIS PROJECT DUE TO ITS DISTANCE AND ORIENTATION TOWARD THE UNITED KINGDOM, AND (3) OTHER COUNTRIES IN THE REGION CURRENTLY NOT PROPOSED FOR INCLUSION IN THE PROJECT (E.G. JAMAICA AND DOMINICAN REPUBLIC). IT WAS AGREED THAT THE ECCM IS THE APPROPRIATE IMPLEMENTING ORGANIZATION GIVEN EXISTING BURDENS ON OTHER REGIONAL INSTITUTIONS (I.E. CDB).

3. COMMITMENT: CONCERN WAS EXPRESSED ABOUT THE EXTENT OF MEMBER STATE COMMITMENT TO THE ECCM AS WELL AS MEMBER STATE AND ECCM COMMITMENT TO THE PROJECT. THE PP SHOULD DETAIL PRESENT AND FUTURE FINANCIAL SUPPORT TO THE ECCM BY MEMBER STATES AS WELL AS ANALYZE THE IMPORTANCE OF THAT SUPPORT IN REGARD TO THIS GRANT. THE PP SHOULD DESCRIBE WHAT ACTIONS THE MISSION HAS TAKEN TO ENSURE THAT THE ECCM AND MEMBER STATES WILL BE ABLE TO INCREASE THEIR FINANCIAL COMMITMENTS TO THIS PROJECT IN ORDER TO JUSTIFY CONTINUED AID SUPPORT.

4. ECCM: THE DAEC WAS CONCERNED WITH THE ABILITY OF THE ECCM TO IMPLEMENT THE PROJECT. THE PP SHOULD PROVIDE AN INSTITUTIONAL ANALYSIS OF THE ECCM INCLUDING (A) ITS CAPABILITIES TO ABSORB AND UTILIZE THE PROJECTED FUNDING AND PERSONNEL, (B) ITS ORGANIZATIONAL AND FINANCIAL COMPOSITION BY COUNTRY, AND (C) ITS ABILITY TO FINANCE PROJECTED RECURRING COSTS. THE DAEC QUESTIONED HOA AND WITH WHOM THE ECCM WOULD SHARE THE RESOURCES OF THE PROJECT. THE PP SHOULD DETAIL ECCM ALLOCATION OF PROJECT RESOURCES TO MEMBER STATES, BARBADOS, AND, IF INCLUDED, BELIZE.

5. PROJECT DESIGN:

-- A. CONCERN WAS EXPRESSED OVER HOW PROJECT OUTPUTS (I.E. DEVELOPMENT OF INSTITUTIONAL ANALYTICAL AND DECISION MAKING CAPABILITIES, AGRICULTURAL PLANNING DOCUMENTS, ETC.) WILL MEET IMMEDIATE NEEDS IN AGRICULTURE OF THE ECCM MEMBER STATES, BARBADOS AND BELIZE. THE PP SHOULD (1) SHOW THE LINKAGES BETWEEN AG PLANNING ACTIVITIES TO BE CARRIED OUT AND THE DEVELOPMENT OF SUB-PROJECTS THAT BENEFIT AID'S TARGET GROUP AND (2) JUSTIFY THE FEASIBILITY OF PROCEEDING WITH THE DEVELOPMENT OF SUB-PROJECTS CONCURRENTLY WITH THE DEVELOPMENT OF THE AG PLANNING FUNCTIONS PROPOSED FOR THE ECCM AND MEMBER STATES.

--B. THE MISSION SHOULD QUERY DSB/DI COMPUTER DATA BANK TO OBTAIN INFORMATION ON OTHER PLANNING PROJECTS UNDERTAKEN BY AID TO HELP IDENTIFY CHARACTERISTICS OF AG PLANNING ACTIVITIES THAT ESTABLISH MEANINGFUL INDICATORS AND OPTIMIZES CHANCES FOR PROJECT SUCCESS.

--C. THE MISSION SHOULD EXPLORE UTILIZING IICA (INTER-AMERICAN INSTITUTE OF AGRICULTURAL SCIENCES) DATA FROM LAC PLAN PROJECT (DSB/AG PROJECT NO. 9310236.1107) IN PROJECT DESIGN AND IMPLEMENTATION. IICA IS PRESENTLY INVOLVED IN IMPROVING INSTITUTIONAL CAPABILITIES IN AGRICULTURAL SECTOR POLICIES AND PLANNING IN TWENTY THREE COUNTRIES INCLUDING BARBADOS.

6. TITLE XII: THE DAEC DISCUSSED THE ROLE OF TITLE XII IN THE PROJECT, INCLUDING THE POSSIBLE USE OF USDA AND EDUCATIONAL INSTITUTIONS IN THE PROJECT. THIS PROJECT HAS BEEN CONSIDERED BY THE BOARD FOR INTERNATIONAL FOOD AND AGRICULTURAL DEVELOPMENT AS A CANDIDATE TITLE XII PROJECT. THE MISSION SHOULD EXPLORE THE APPROPRIATENESS OF UTILIZING A TITLE XII ENTITY IN THE PROJECT. DESIGN AND IMPLEMENTATION CAN BE CARRIED OUT AS OUTLINED IN THE JCAD (JOINT COMMITTEE FOR AGRICULTURAL DEVELOPMENT) GUIDELINES (TITLE XII HANDBOOK). VANCE
BT
#4329

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ANNEX 4

DEPARTMENT OF STATE LAC/DR-IEE-79-15

AGENCY FOR INTERNATIONAL DEVELOPMENT

WASHINGTON, D.C. 20523

ASSISTANT ADMINISTRATOR

ENVIRONMENTAL THRESHOLD DECISION

Location : Caribbean Regional

Project Title : Caribbean Agricultural Planning, #538-0033

Funding : FY 79 - $3.9 million

Life of Project: Four Years

Mission Recommendation:

Based on the Initial Environmental Examination, the Mission has concluded that the project will not have a significant effect on the human environment and therefore recommends a Negative Determination.

The Development Assistance Executive Committee of the Bureau for Latin America and the Caribbean has reviewed the Initial Environmental Examination for this project and concurs in the Mission's recommendation for a Negative Determination.

AA/LAC Decision:

Pursuant to the authority vested in the Assistant Administrator for Latin America and the Caribbean under Title 22, Part 216.4a, Environmental Procedures, and based upon the above recommendation, I hereby determine that the proposed project is not an action which will have a significant effect on the human environment, and therefore, is not an action for which an Environmental Impact Statement or an Environmental Assessment will be required.

Assistant Administrator for
Latin America and the Caribbean

Date

Clearances:
LAC/DR:Environmental Advisor:ROtto Otto
DAEC Chairman:MBrown _____

INITIAL ENVORNOMENTAL EXAMINATION (IEE)

Project Location:	Caribbean Regional
Project Title:	Caribbean Agricultural Planning 538-0033
Funding (Fiscal Year and Amount):	FY 79 $3.9 million
Life of Project:	Four Years
IEE Prepared by:	T. H. King, Agricultural Economist/IDI
Date:	February 9, 1979
Recommended:	A Negative Determination

Concurrence: William B. Wheeler 2/15/78

William B. Wheeler — Date
AID Representative

Assistant Administrator's Decision: AA/LAC

Approval of Environmental Action Recommended — Date

Disapproval of Environmental Action Recommended — Date

Nature, Scope and Magnitude of Environmental Impacts

A. Description of the Project

The project focuses on strengthening an existing regional institution in order to improve the relevance and outreach effectiveness of programs and services in agricultural planning, project development and agricultural statistics for national counterpart organizations. Specifically, the agricultural and statistical entities in its member states would be strengthened by providing staff, program support and a technical assistance team to train local staff and technical backstopping. The ECCM Secretariat with A.I.D. assistance will work with local planning and statistics units within ministries to assist the local governments design and implement procedures for gathering relevant agricultural statistics which support the identification and development of specific agricultural projects. The ECCM's central statistical office will be developed to provide regional, common service operations wherein lower costs and efficiencies of personnel and equipment are involved. These services in addition to technical skills would include machine processing, tabulations, printing/publishing and design of agricultural surveys.

B. Identification and Evaluation of Environmental Impacts

This project will, as a secondary effect, improve the perception of environmental considerations on the part of local governments in the Eastern Caribbean Region as they develop agricultural plans and projects. Agricultural sector planning begins with an inventory and analysis of existing natural resources. Project development then attempts to increase the welfare of the country by making more efficient use of scarce resources. Awareness of environmental issues will improve as the information base is established and sound planning and development efforts are undertaken.

C. Recommendation of Environmental Action

A negative determination is recommended for this project.

IMPACT IDENTIFICATION AND EVALUATION FORM

C. ATMOSPHERIC

1. Air additives ---------- N
2. Air pollution ---------- N
3. Noise pollution ---------- N
4. Other factors

_____ N

_____

D. NATURAL RESOURCES

1. Diversion, altered use of water ---------- N
2. Irreversible, inefficient commitments ---------- N
3. Other factors

_____ N

_____

E. CULTURAL

1. Altering physical symbols ---------- N
2. Dilution of cultural traditions ---------- N
3. Other factors

_____ N

_____

F. SOCIOECONOMIC

1. Changes in economic/employment patterns ---------- N
2. Changes in population ---------- N
3. Changes in cultural patterns ---------- N
4. Other factors

_____ N

_____

IMPACT IDENTIFICATION AND EVALUATION FORM

///

Impact Areas and Sub-areas 1/	Impact Identification and Evaluation 2/
A. LAND USE	
1. Changing the character of the land through:	
a. Increasing the population	N
b. Extracting natural resources	N
c. Land clearing	N
d. Changing soil character	N
2. Altering natural defenses	N
3. Foreclosing important uses	N
4. Jeopardizing man or his works	N
5. Other factors	
	N
B. WATER QUALITY	
1. Physical state of water	N
2. Chemical and biological states	N
3. Ecological balance	N
4. Other factors	
	N

1/ See Explanatory Notes for this form.

2/ Definition of symbols:

N - No environmental impact
L - Little environmental impact
M - Moderate environmental impact
H - High environmental impact
U - Unknown environmental impact

G. HEALTH

1. Changing a natural environment _____ N

2. Eliminating an ecosystem element _____ N

3. Other factors

_____ N

_____

H. GENERAL

1. International impacts _____ N

2. Controversial impacts _____ N

3. Larger program impacts _____ N

4. Other factors

_____ N

_____

I. OTHER POSSIBLE IMPACTS (not listed above)

_____ N

_____

_____

ANNEX 5

COUNTRY REPORTS

1. ANTIGUA
2. BARBADOS
3. DOMINICA
4. GRENADA
5. ST.KITTS - NEVIS
6. ST.LUCIA
7. MONTSERRAT
8. ST.VINCENT

1. ANTIGUA

Observations on Agricultural Development Planning

I. Background

The State of Antigua and Barbuda has a total population of about 70,000, 98% of whom live in Antigua. The population is relatively young with 44% under 15 years of age and 5% over 65 years. Export agriculture (sugar and cotton), once the major economic activity, has collapsed. Agriculture's share of the GDP fell from 27% in 1953 to 8% in 1976. Tourism now dominates the economy, contributing 40% of the national income. Increasing attention is being given to light manufacturing and assembly industries.

A number of projects are being discussed to place about 12,000 acres of land under production of sugarcane, cotton, corn, cattle and food crops in an attempt to resuscitate agriculture. Inshore fishing is an important activity, and a project has been developed by the Caribbean Development Bank to expand the fishing industry to offshore or deep-sea fishing. However, the Government's national development strategy emphasises light industry and tourism.

The Ministry of Agriculture and Supply (MAS) has overall responsibility for agricultural policy, programs and projects. The Ministry organizes its subsector activities through various divisions and departments; Veterinary and Livestock, Chemistry and Food Technology, (Marketing) Extension, Information Statistics, Fisheries, and the Department of Agriculture (Horticulture, Research, Plant Protection, Forestry and Cotton).

There are two State-owned corporations, the Central Marketing Corporation (CMC) and the Agricultural Development Corporation (ADC). Each has a Board of Directors and a Chief Executive Officer. The CMC is responsible for marketing of agricultural products, particularly for small farmers. It has a monopoly on imports of selected food items, participates in supermarket activities, and enters into export market arrangements. The relatively new ADC was set up to undertake large-scale commercial production of sugar cane, cotton, corn and livestock on behalf of the State. Thus far, its activities have been very limited.

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II. The Status of Agricultural Sector Planning

A. Institutionalized Planning Activity

The Ministry of Agriculture has no planning unit and has had no agricultural economist since a BDD-funded adviser left in 1974. Decisions regarding agricultural policy, investment and project design are made by ad-hoc committees comprised of heads of departments and specialist technicians. These committees have no formal coordination, and in a number of cases the same people are placed on different committees. Decisions are heavily influenced by external aid opportunities. Projects are mainly approached on a commodity basis and in isolation from other projects. Attempts at agricultural sector planning by individuals include that of Dr. C.J.Walter, whose plan offered some direction for agricultural diversification after the closure of the export sugar industry in 1971. Several projects were initiated as a result of his recommendations.

The Ministry of Economic Development (MED) which is charged with national economic development planning, has recently acquired through the UNDP the nucleus of a team to set up a Central Planning Unit (CPU). The Unit now has only one national, who has been assigned partly to agricultural planning. The CPU expects to complete a five-year development plan. Because individual ministries lack the capability to prepare their own sector plans, the CPU has assumed this task. Statements of policy and program priority are developed at the CPU, sent to the Ministries for comments, and returned to the CPU to be put in final form.

B. Structure of Agricultural Planning

The Ministry of Agriculture and the Ministry of Economic Development, working through the Central Planning Unit, share agricultural planning activities. The MAS through its ad hoc committees provides policy and project guidelines and prepares technical project profiles. The Livestock Development Committee has prepared a Livestock Development Plan in 1976, but it has not yet received the Cabinet approval. The Central Planning Unit does little to initiate agricultural planning, but rather refines and organizes work submitted by the MAS.

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C. Agricultural Planning Procedure

No single procedure exists for planning and preparing agricultural development projects. A major determinant of procedure is dependence on external aid. Some aid agencies may indicate their areas of interest for particular kinds of projects and will offer technical assistance to develop these projects. Farmers and other individuals may indicate special needs and specialized departments may also conceive projects. It is apparent that purposeful integrated planning, which examines priorities, capabilities for execution and management, recurrent cost to governments and suitable alternatives, is not yet practiced.

III. Current Resources Available for Agricultural Planning

There are few individuals with relevant training and experience available for agricultural planning, project design and data analysis. Only one economist is presently engaged in planning at the CPU, and this technician has no training in agriculture. The Ministry of Agriculture has a statistical officer. The Director of Agriculture devotes only a small proportion of his time to project activities as administrative assignments take most of his time. There are some individuals at the sub-professional level who could be effective in planning, project preparation and evaluation if given the relevant training.

There is little collection or analysis of agricultural data in Antigua, as attested to by the single staff person assigned these responsibilities. Substantial improvements in data gathering and tabulation will be required to support effective planning activity. Farm registers or other listings suitable for survey sampling are unavailable. There are no routine data activities, and there appears to be no definitive work program. The sub-professional personnel required to complement the single current staff member are believed to be available in Antigua, but significant on-the-job training would be required.

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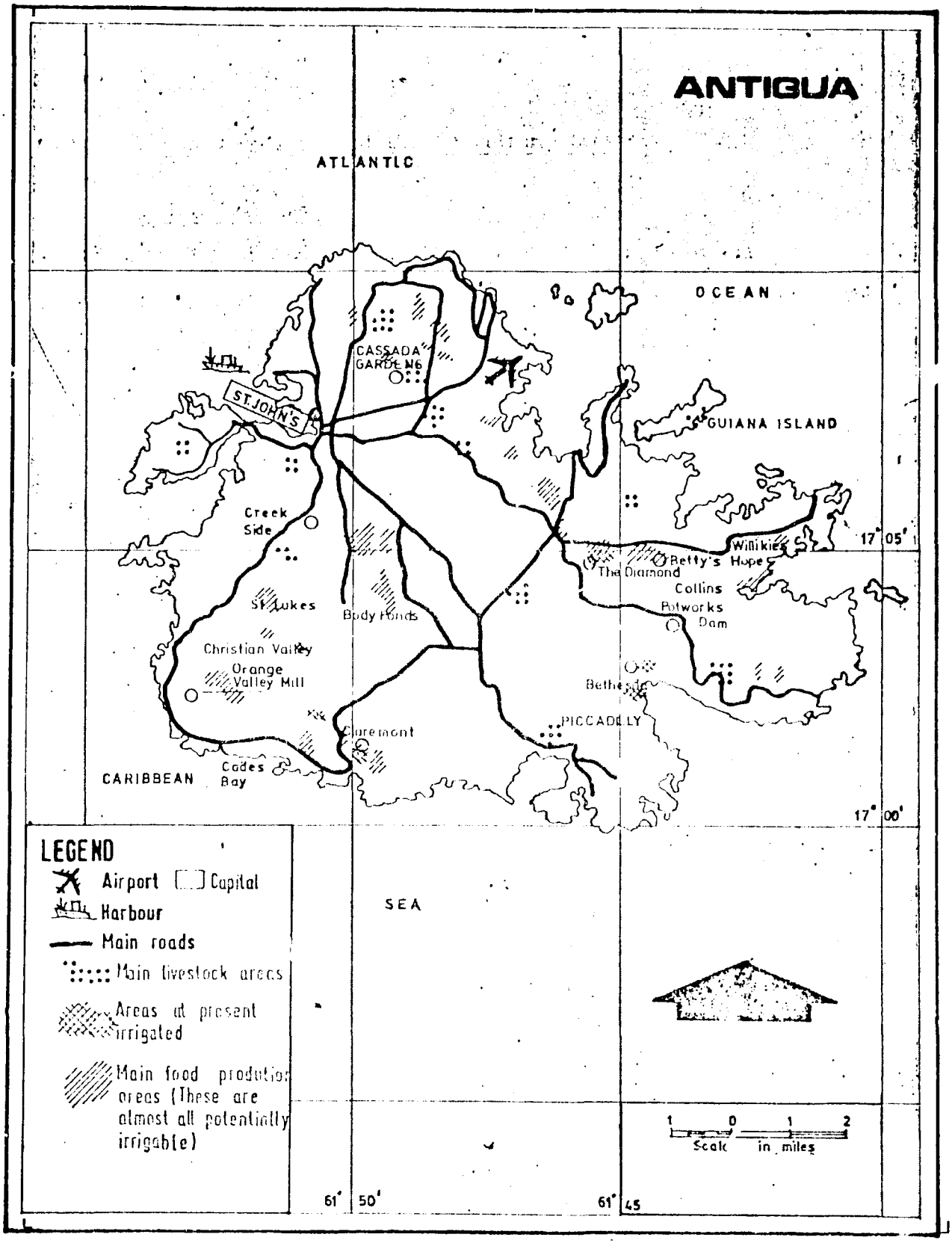
ANTIGUA
ATLANTIC
OCEAN
CASSADA GARDENS
ST JOHN'S
GUIANA ISLAND
Creek Side
Willikies
Betty's Hope
The Diamond
Collins
Potworks Dam
St Lukes
Body Ponds
Christian Valley
Orange Valley Mill
Bethesda
PICCADILLY
Claremont
Cades Bay
CARIBBEAN
SEA
17° 05'
17° 00'
61° 50'
61° 45
LEGEND
Airport
Capital
Harbour
Main roads
Main livestock areas
Areas at present irrigated
Main food production areas (These are almost all potentially irrigable)
1 0 1 2
Scale in miles

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2. BARBADOS

I. Background

Barbados has a population of approximately 250,000 and a total area of 166 square miles. An estimated 66,000 acres can be used for agriculture. Some 39,000 acres are devoted to sugarcane and 20,000 to other agricultural products such as root crops, vegetables and fruit trees.

Agriculture is particularly important for, its contribution to exports. During 1974-76 sugar and molasses accounted for 51 percent of total exports, and other agricultural produce accounted for another 10 percent. Food and beverage imports, however, exceed exports, and the Government's attempt to increase production for local consumption has been disappointing.

The Agricultural Planning Unit (APU) in the Ministry of Agriculture, Food and Consumer Affairs (MAFCA) has sole responsibility for agricultural planning. It must submit its sector plan to the National Planning Division which incorporates the sector plan into the National Plan.

In addition to the APU efforts, operating units under the Chief Agricultural Officer (CAO) in the MAFCA may design and implement small agricultural projects or programs without going through the APU. Further efforts of the APU will be aimed at developing a more coordinated planning mechanism within the MAFCA.

Other government-controlled agricultural institutions (Agricultural Development Corporation, Barbados Marketing Corporation) are linked to the APU since the Head of the APU serves on their boards. The APU Head also sits on ad hoc committees of privately controlled agricultural organizations. These linkages, while not completely adequate, do assist the APU to carry out its responsibility for planning agricultural development.

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II. The Status of Agricultural Sector Planning

An Economics Unit of the MAFCA was set up in 1969. It was converted into the APU in 1973. The Unit was originally under the CAO but was pulled out to give the Head of the APU direct access to the P.S. and the Minister.

A UNDP/FAO Project to assist the APU in all of its activities commenced in April 1975 and fielded six experts. Its T.A. staff now consists of a single person, but the UNDP expects to recruit other staff shortly. The first phase of the UNDP project work was concerned with assessing resources available for agricultural development. In collaboration with UNDP/FAO advisers, the APU produced a series of seven (7) reports, "Profiles on Agricultural Development in Barbados":

(1) Resources for Agricultural Development

(2) Agricultural Labor, Employment and Productivity

(3) Opportunities for Agricultural Production and Farming

(4) Opportunities for Livestock and Animal Feed Production

(5) Food Supply and Nutrition

(6) Non-sugar Agricultural Marketing

(7) Agricultural Institutions

In addition, the UNDP/FAO team and the APU prepared seven technical reports on the subjects of training, credit, food processing, farm modeling, statistics, management and marketing. They also prepared including , large-scale maps with scales of 1:10,000 and 1:50,000 covering the whole island.

A weakness in the first phase was the failure to provide sufficient counterpart personnel to receive on-the-job training by working with the various overseas experts. Budget constraint are said to be one reason for this failure.

The second phase of the UNDP/FAO Project is about to begin and will be concerned with training and institution building. It is considered complementary to and compatible with the proposed AID project. The APU receives other assistance, mainly in project design, from the IBD, IICA, and Peace Corps.

III. Current Resources Available for Agricultural Planning

A. Personnel and Equipment

The existing APU staff, in addition to the UNDP adviser, consists of 1 economist, 2 technicians and 3 temporary economist positions. Three agricultural economists, in the fields of marketing intelligence, farm management and production analysis will be needed as counterparts to the UNDP/FAO program.

The APU has requested assistance in securing three calculators, an overhead projector and other ancillary equipment.

B. Data Resources

1. Status of Agricultural Statistics

Statistical activities are carried out by two Government agencies. Statistical Services, located in the Ministry of Finance, tabulates trade information, tourism statistics and vital statistics. The APU, though does not conduct any regular survey, but regularly compiles data from many sources. For example, crop production estimates are received from the Barbados Agricultural Society (BAS), poultry information from poultry producers and sugar data from the Sugar Producers' Association. Cost-of-production estimates have been produced from time to time, but these were based on information from knowledgeable farmers, not on a structured sampling methodology.

Data are processed mainly by hand since access to governments data processing facilities is limited by inadequate numbers of data-entry personnel. The computer available is an IBM 360/15.

2. Sampling Frames and Other Resource Data

No recognized sampling frames are being used for survey design though two possible frames are now being developed. A Farmer Register was begun in 1976, and farmers are being added to the list from many sources. The other frame is being developed from Land Valuation Data, which includes a mapping of all lands on the island, identified by ownership and use. Aerial photography is available, and it is estimated that the last coverage was made in 1973.

An Agricultural Census was taken in 1971, but the results were never published. The raw data is available on computer printouts, and some mimeographed tables have been prepared, but little effort has been made to analyze the data because of lack of funds. (The last Agricultural Census cost an estimated BDS$250,000)

IV. Future Areas of Concentration

The development of a Market Intelligence System is considered one of the priority needs for agricultural planning. Other activities in which there is interest are:

(a) Restructuring of the Extension and Research Division of the Ministry to allow more meaningful participation in the process of agricultural planning. It is felt that this would allow a "rolling plan" to be more effective and would improve commitment of operational units to making plans work.

(b) Training: Provision of training for project work and for management is considered a priority area. In service training for operational units would emphasize the need for planning and the importance of statistical data collection. Other suggested training areas are Project Preparation, Credit, Farm Management, Project Review and Evaluation.

(c) Updating of the 1971 Agricultural Census: There are mixed feelings about the value of a new Agricultural Census in 1981. It is felt that updating the 1971 information would be equally useful and less costly.

(d) Rationalization of Sugar Production: Information is needed on the advisability of reducing sugar acreage and encouraging more crop diversification through zoning or other incentives.

(e) Other Areas: Production of sheep, peanuts maize, beef and crops produced under hydroponics.

V. Barbados' Participation in the ECCM/AID Project

Participation of Barbados in a project administered by ECCM, an organization of which Barbados is not a member, will require ratification by the Ministry of External Affairs. A cooperative agreement will be needed between Barbados and the ECCM. A draft agreement has been favorably discussed with both ECCM and Barbados.

There is a need to clearly define the participation of Barbados as it relates to contributing professionals who would form part of ECCM staff. It is unlikely that Barbados would consider it desirable to make any contribution to the ECCM Regional staff.

The areas where Barbados' participation would seem to be appropriate are:

(1) Training: The proposed Technical Assistance Team could organize training sessions in coordination with the UNDP Team. Barbados would participate in training sessions outside of Barbados.

(2) Consultancy Services: Notwithstanding the presence of the UNDP Team, it is felt that Barbados could benefit from short-term consultants in specialized fields.

(3) Expansion of National Agricultural Planning and Agricultural Statistics Staff: Experts and associate experts to be provided under the UNDP Program have not been assigned local counterparts because of the inability of the Government to finance a staff expansion. It is felt that participation in the proposed AID/ECCM project will allow required personnel to be recruited while the UNDP project is proceeding so that local personnel can gain experience by working with foreign experts. The level of recruitment is expected to be in keeping with the projected need of the program drawn up by the UNDP experts. The proposed project is considered compatible with and complementary to the UNDP Project.

(4) Program Support: Support could be provided for planning and statistics activities.

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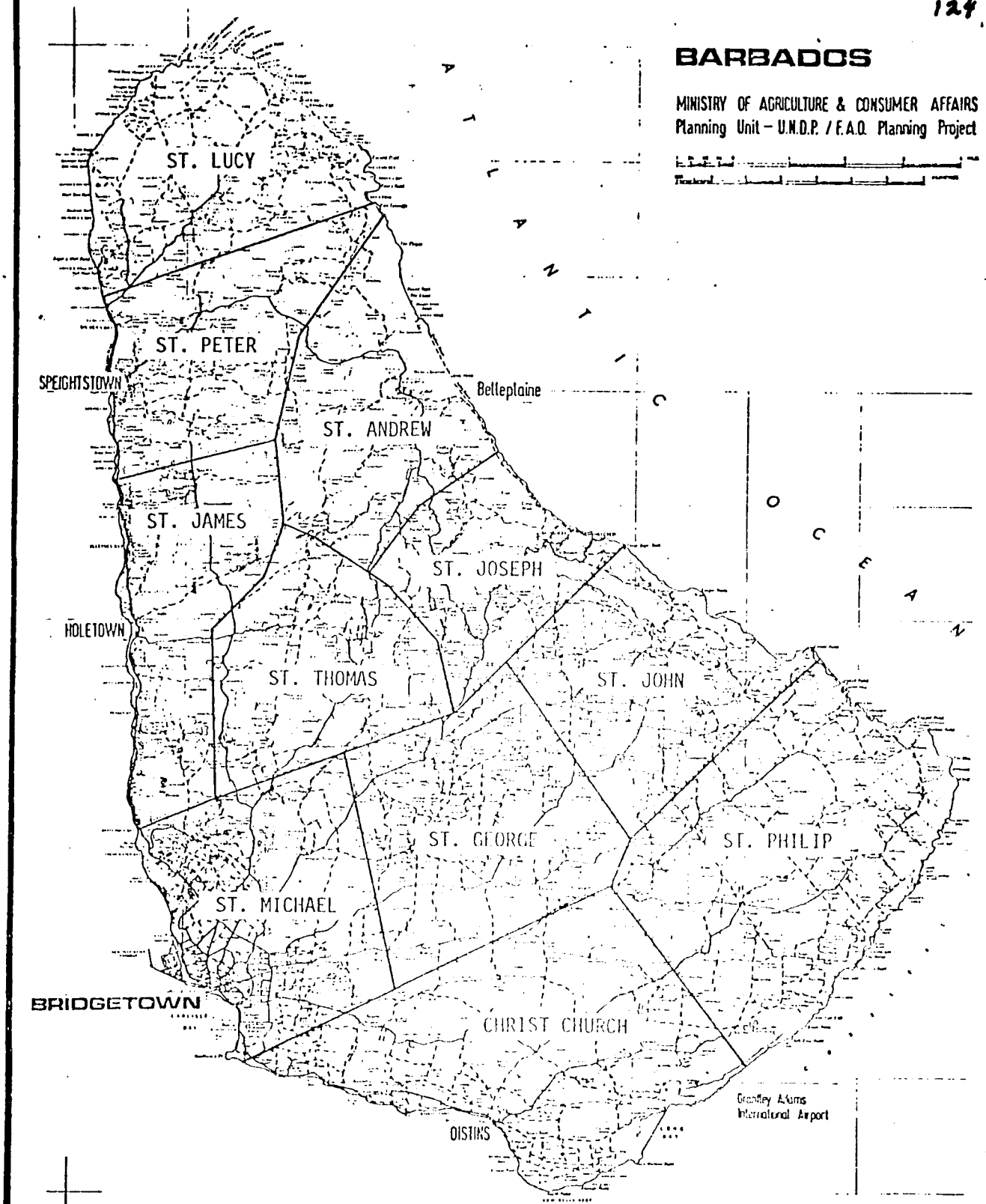
BARBADOS
MINISTRY OF AGRICULTURE & CONSUMER AFFAIRS
Planning Unit – U.N.D.P. / F.A.O. Planning Project
ATLANTIC OCEAN
ST. LUCY
ST. PETER
SPEIGHTSTOWN
Belleplaine
ST. ANDREW
ST. JAMES
ST. JOSEPH
HOLETOWN
ST. THOMAS
ST. JOHN
ST. GEORGE
ST. PHILIP
ST. MICHAEL
BRIDGETOWN
CHRIST CHURCH
Grantley Adams
International Airport
OISTINS

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3. DOMINICA

I Background

The Commonwealth of Dominica has an estimated population of 84,000. Agriculture accounts for about 36 percent of the GDP and most export earnings. Bananas alone provide approximately 61 percent of domestic export. Agriculture accounted for an estimated 41 percent of the labor force in 1976. Root crops, citrus and coconuts are other important crops.

The Ministry of Agriculture, Lands and CARICOM Affairs (MALCA) has specific responsibility for agricultural planning. This responsibility, though, will be linked to a newly-created governmental unit called the National Planning Organization (NPO), which will incorporate agricultural sector planning into a national development plan. Various statutory boards, the Agricultural and Industrial Development (AID) Bank and the local banana growers' association are also involved in agricultural planning, with varying degrees of coordination with the MALCA.

Divisions of the MALCA under control of the Chief Agricultural Officer (CAO) as well as the Bana Growers' Association, appear to be more fully integrated into overall agricultural planning than the Marketing Board, other grower organizations, the Forestry Division, and the AID Bank. Nevertheless, there is a noticeably high level of awareness among senior officials in the various subsectors of the need to undertake effective agricultural planning activities.

II. Status of Agricultural Planning

A. Institutionalized Planning Activities

An Agricultural Plan for 1977-81, currently in wide circulation, was prepared under the direction of a Jamaican technician working out of the Premier's Office. It is easily the best agricultural document among the ECCM countries. All evidence indicates that major inputs into the Plan came from a broad spectrum of both within and outside of the MALCA. Senior Officials of the MALCA consider the Plan a good representation of guidelines for future action.

The Agricultural Plan outlines in broad terms the priorities and strategies to meet four objectives: (1) improving the quality of life of the rural population (2) raising the standard of living through activities which create employment (3) meeting the nutritional requirements of population and (4) providing greater economic flexibility by diversifying agriculture.

Priority areas which are to be addressed are: (1) agro-industrial development (2) import substitution and (3) dietary improvement.

In 1978, the National Planning Organization (NPO) was created and charged with developing a National Development Plan. Linkages are being developed between the NPO and the various economic sectors, and it is expected that the current agricultural development plan will be incorporated into the National Plan. The NPO also expects to be responsible for monitoring the various sector plans, but at present there are no schedules or commitments as to when or how evaluations will take place.

B. Structure of Agricultural Planning

The planning function within the MALCA is assigned to the Planning and Statistics Unit (PSU), which at present is funded entirely by the BDD. The PSU was consulted, during the preparation of the Agricultural Plan, but its main responsibility has been project development and design.

Within the NPO the individual who directed the preparation of the Agricultural Plan is responsible for the agricultural sector. He is available to the Government of Dominica (GOD) through funds from the Commonwealth Fund for Technical Cooperation (CFTC). He has established a close working relationship with MALCA, is an active participant in project analysis and design exercises and is used extensively as a consultant to the PSU.

Planning activities carried out by the Marketing Board, the AID Bank and private agricultural organizations appear to take place in isolation, and little information flows from these institutions to the PSU and visa versa. In contrast, the Banana Growers' Association is in close contact with the MALCA in all levels of planning and project design.

C. Agricultural Planning Procedures

With the approval of the Agricultural Sector Plan by the GOD, the technical staff of the MALCA was free to develop specific projects within the guidelines set out in the Plan. Project ideas included in the Plan were circulated among the donor agencies. The donor agencies responded with their preferences for funding, and these responses determined MALCA's project priorities. Generally, the PSU developed specific project proposals in response to donor agency interests. Project development included fairly detailed feasibility studies, cost estimates and implementation plans. Specific data gathering exercises were usually conducted for each project, since the agricultural data base for Dominica was and is incomplete. Information is especially lacking for quantity of production and production cost estimates.

All technical proposals are first approved by the Chief Agricultural Officer (CAO) and then reviewed by the P.S. Upon approval by the P.S., it is returned to the respective donor agency for its review and approval. If approved, the MALCA transmits the project proposal to the NPO. The NPO determines whether specific agricultural projects fall within sector plan guidelines and overall country direction. If a project is approved, the NPO will return it to the Minister of Agriculture. It will then be sent to the appropriate Ministry for final approval. Depending on the donor agency, final approval is given by the Minister of Finance or the Office of the Prime Minister.

The other major source of project ideas is the MALCA field-level staff. At the monthly Heads of Units Meeting, project ideas are expressed and priorities assigned to each specific proposal. Only those project ideas which fit under the guidelines set out in the Agricultural Sector Plan are considered for priority positions. Project ideas which are assigned top priority and for which the CAO believes funding will be made available are sent to the PSU for feasibility studies and proposal write-up. The CAO will then determine whether to proceed with the project. If the CAO approves the proposal, it follows a course similar to that described above for ultimate approval. As perceived by the MALCA, donor agency interest and willingness to fund projects determines to a large extent which project ideas are eventually analyzed and fully developed.

Both the NPO and the MALCA feel that the planning function should be closely associated with the implementation function. The PSU is seen as having responsibility for monitoring project activities. Thus far, only monitoring of disbursement schedules has taken place, and this only in the past few months. It appears that most available resources in the PSU are now being directed at developing project proposals, with less emphasis being placed on project implementation and evaluation.

No attempt has been made to evaluate or revise the Agricultural Sector Plan, which has been in operation for less than two years. Specific projects appear to be reviewed and or evaluated principally by the respective donor organizations. As noted above, no project monitoring other than that for financial disbursements is taking place on a pre-arranged, periodic basis.

III. Current Resources Available for Agricultural Planning

A. Personnel

The CFTC agricultural economist who designed the five-year Agricultural Plan is the only person assigned to agricultural sector planning in the NPO. There is currently no local counterpart for that position. Local professionals in the NPO include one macro planner, one micro planner and one physical planner. Other posts in the NPO are temporarily filled by UNDP experts on temporary assignment. Ultimately, the NPO, as envisioned presently, will have only one agricultural economist and therefore will be able to provide only limited input into the detailed planning efforts of the MALCA.

The PSU has at its head a UWI-trained economist who has also had a three-month post-graduate training course in agricultural statistics. The Unit also has a British Marketing Economist on short-term assignment and three local junior staff. The junior staff have no formal training in agricultural statistics but do have the equivalent of a high school education. They act as enumerators, data tabulators and clerks.

Expertise in project design and evaluation is found in such senior-level MALCA positions as the CAO Deputy Agricultural Officer (DAO) and the P.S., as well as the Head of the PSU. However, personnel below the senior level have had little training or experience in project design analysis and evaluation.

B. Facilities and Equipment

The building now occupied by the PSU is in a dilapidated state, needs refurbishing and cannot accommodate additional staff. Desks, storage equipment and furnishings will be required if additional staff are to be recruited.

Three hand-held calculators, a manual typewriter, a three-year-old Land Rover in poor condition and a Gestetner duplicating machine comprise the equipment allocated to the PSU.

C. Data Resources

1. Status of Agricultural Statistics

Statistical activities in Dominica are located in two offices: The Central Statistical Division (CSO) in the Ministry of Trade and the PSU in the MALCA.

The main function of the CSD is to provide current external trade statistics. It also collects monthly retail price data and would like to administer a household budget survey and collect tourist statistics. In addition, the CSD is active in preparing for the 1980 Population Census, but as in other countries in the region has had little input into the questionnaire or the visitation record. The staff of the CSD consists of two persons with a first degree and a one-year training course given in the U.S. by the Census Bureau. Other staff members include two junior statistical assistants, two statistical clerks and one typist.

The PSU has no current program to collect data on a regular basis. Its resources are divided approximately evenly between planning and data collection and analysis (mainly analysis). Primary data collection is done by extension agents supervised by the PSU. This system is

not considered satisfactory by the PSU in view of competition for extension agents' time and their lack of training and experience as data collectors.

Data collection and analysis activities accomplished during the past year were:

- Analysis of Monthly Export Data (secondary data)
- Development of a Huckster Register for a Sampling Frame
- Completion of a Grapefruit Spraying Survey
- Assembly of Limited Rainfall Data
- Preparation of Cost-of-Production Data For the AMP (desk top)
- Conducting a Citrus Cost-of-Production Survey (1976 Agricultural Census as Sampling Frame)
- Carrying out a Farm Management Study (120 Farmers selected for their willingness to cooperate)

Collected data is all processed by hand, although the government computer would be available to the PSU at no cost. The computer facility has ample idle time to accommodate the PSU's processing needs.

2. Sampling Frames

There are no cadastral materials available. Aerial photography is available, with the last full coverage performed in 1965. Mapping materials covering at least the major producing areas are available for 1971 and 1973-74. A land use survey now being conducted will identify and classify land suitable for agricultural purposes.

There are no area frames in existence, but an Agricultural Census taken in 1976 provides the most complete list frame and should be considered the most appropriate for sampling purposes. To date, however, only preliminary results are available from the Census and no information has been published.

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IV. Summary of Needs as Expressed by The Government

Data needs considered most pressing by the Head of the PSU are:

- An Annual Livestock Inventory
- An Annual Citrus Survey
- An Annual Food Crops Survey
- Current Monthly Export Data
- Monthly Price Data

To accomplish this program and successfully meet other needs, the PSU Head recommends the addition of two professionals, one agricultural statistician and one agricultural economist. Three of four additional junior staff, and extensive training for all junior staff and data collectors, would also be needed. At least one more vehicle is considered necessary.

V. Projects To Be Developed

Dairy Goats
Coconut Expansion
Coffee Expansion
Grapefruit Canning
Multi-processing Agro-Industrial Unit
Dairy Processing (Milk)
Beef Fattening - (Feed Lot)
Sheep Production
Rural Development Training Center
Land Settlement - 10,000 acres over 5 years
Marketing Board Equipment and Funding
Sugar Cane Production
Feeder Road Development (continuation)

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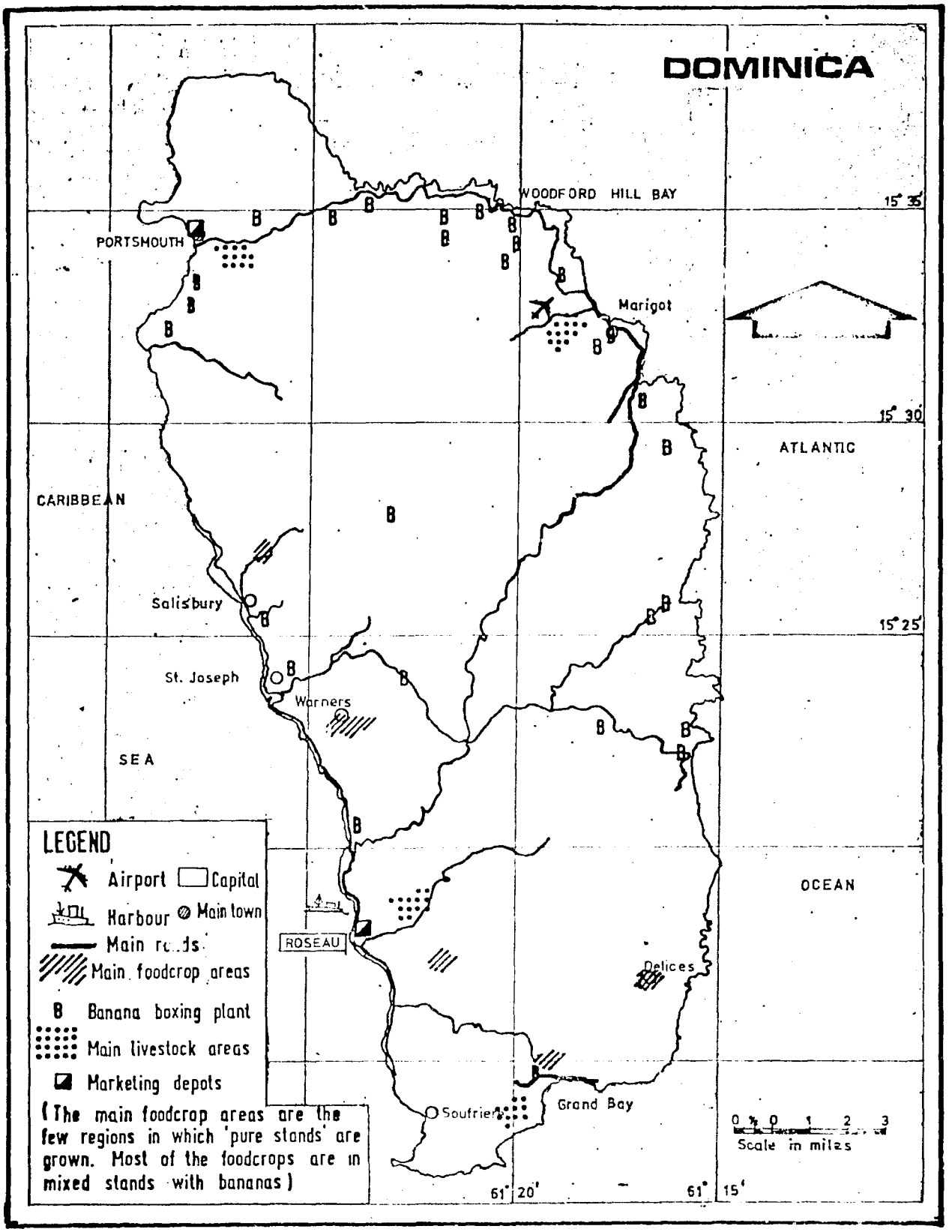
DOMINICA
WOODFORD HILL BAY
PORTSMOUTH
Marigot
15° 35'
15° 30'
15° 25'
ATLANTIC
CARIBBEAN
SEA
OCEAN
Salisbury
St. Joseph
Warners
ROSEAU
Delices
Grand Bay
Soufrier
61° 20'
61° 15'
0 ½ 0 1 2 3
Scale in miles
LEGEND
Airport
Capital
Harbour
Main town
Main roads
Main foodcrop areas
Banana boxing plant
Main livestock areas
Marketing depots
(The main foodcrop areas are the few regions in which 'pure stands' are grown. Most of the foodcrops are in mixed stands with bananas)

4. GRENADA

(NOTE: The planning and statistics activities described below were identified by Project Team prior to the change of government in March, 1979. It is not yet clear how these activities have been affected by this change.)

I. Background

Grenada, the southernmost member of the ECCM, has a total population of about 108,000. Although territorial sovereignty extends to a number of small islands in the nearby Granadines, 94 percent of the population reside on the main island of Grenada.

Agriculture's share of Grenada's GDP was estimated at 25.6 percent in 1974, with export agriculture contributing 15.2 percent and domestic agriculture 10.4 percent. The major export crops are bananas, cocoa, nutmegs and mace. Lime oil, lime juice and fresh fruits and vegetables are also exported, the latter two mainly to Trinidad. Sugarcane is also grown and processed into sugar, but production is insufficient to meet local demand.

Responsibility for agricultural policy development and formulation appears to be highly centralized in the Office of the Prime Minister, while responsibility for ongoing public-sector agricultural activity is vested in the Ministry of Agriculture(MOA). Marketing of the principal export crops appears to be well organized around semi-autonomous producer associations, while domestic marketing of food crops is characterized by atomistic competition among a large number of small traders. Grenada is the only ECCM Member State that has no functioning, publicly-owned marketing corporation.

II. The Status of Agricultural Planning

A. Institutional Planning Activities

The technical organization and capacity to perform multi-sectoral national planning is not well established. Within the past 12 months, with assistance from the OAS,

steps have been taken to develop such a capacity. Intensive training of about a dozen persons, selected from various Ministries, has been conducted under the OAS leadership, and some of these individuals are expected to be assigned to a newly created Central Planning Unit in the Ministry of Economic Development.

A significant attempt to develop an Agricultural Sector Plan (1977-1981) was conducted by an expatriate who worked for ECLA. The document which was prepared has never been officially approved by the Government. It is also important to note that the author indicated that most of the work was accomplished without the substantive participation of Grenada officials or technicians. The ECLA effort thus seems to have left little residual capacity in agricultural planning.

B. Structure of Agricultural Planning

There appears to be no formal structure for agricultural planning and project development. Agricultural problems and project identification are likely to be initiated in the Office of the Prime Minister, which also determines project priorities. Grenada frequently depends on external agency personnel for detailed project analysis and design. Agricultural technicians in the MOA appear to be frequently ignored or by-passed in project development activities. This must necessarily have negative implications for subsequent implementation activity.

C. Agricultural Planning Procedures

Since many (or perhaps most) of the agricultural projects are dependent on external funding agencies and the Office of the Prime Minister is the primary contact, projects seem to be frequently designed with less than optimal participation of the MOA. Limited observation makes it difficult to determine a general pattern for agricultural planning and project development procedures in Grenada, but there seemed to be a widespread recognition among technicians and other public officials that more and better agricultural planning was greatly needed.

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III. Current Resources Available for Agricultural Planning

A. Personnel

There are few persons with training in agricultural planning, project preparation and design and evaluation. One Officer from the MOA has been assigned to the Ministry of Economic Development to deal specifically with the preparation and design of agricultural projects. Another MOA officer is completing a training course given by OAS in Project Design and Analysis. One other MOA officer has had training in project design and analysis but is presently assigned other duties.

B. Status of Agricultural Statistics

1. Data Available

Agricultural Statistics are kept by the MOA Statistical Office. A fire in 1975 destroyed most of its records, including the 1974/75 Agricultural Census data, and the office was left with little data on which to build. Fortunately, some summary tables from the Census are still available. At present, some information on agricultural imports and exports to and from CARICOM countries is compiled monthly to comply with the terms of the Agricultural Marketing Protocol. To complete that report, estimates of fresh fruits and vegetables shipped to Trinidad are also made by field officers who observe the loading of schooners, count the number of crates and record the estimated weight of each commodity. Monthly records are also compiled from customs data on the quantity, value and country of origin of each commodity entering the country.

Estimates of the quantity of each commodity brought to market, and their minimum and maximum prices, are made on a daily basis for the Central Market in St. George's and on Saturday only for each of the five other markets. A weekly survey of supermarkets is also conducted to collect weekly maximum and minimum prices and estimates of the amount of produce sold on a daily basis. A weekly report on livestock slaughtered in each of the seven abattoirs lists the total weight of each type slaughtered daily. A monthly questionnaire on poultry and egg sales is sent to

each of the eleven commercial poultry farmers in Grenada. However, the Statistical Office has had problems in getting the questionnaires completed since farmers complain that the information is not looked at by policy makers and that providing it is thus a waste of their time.

Rainfall data is collected daily by field officers.

2. Current Resources

The Statistical Office currently has five people on staff. The head of the office has a certificate in Agricultural Statistics for Censuses and Surveys from ISPC and a diploma from Eastern Caribbean Farm Institute. A technician in the office has a diploma from the Jamaica School of Agriculture but has not had statistical training. The other three employees are clerks, and at least two of them have no training in statistics.

3. Sample Frame Materials

The farm registry from the Agricultural Census was destroyed in the 1975 fire. Lists from the 1970 Population Census could not be found. No cadastral materials were available. Aerial photos were taken for the entire island during 1966-70 and were updated for at least part of the island in 1977.

One possible resource for sampling is the "mosquite maps" which identify all housing units in every village on the island. Each house is readily identifiable by house number and the maps are reportedly updated several times each year by health department inspectors. Further investigation will be required to determine whether or not this would provide an adequate frame. Lists of producers are also available from the banana, nutmeg and cocoa producer associations.

IV. Requirements

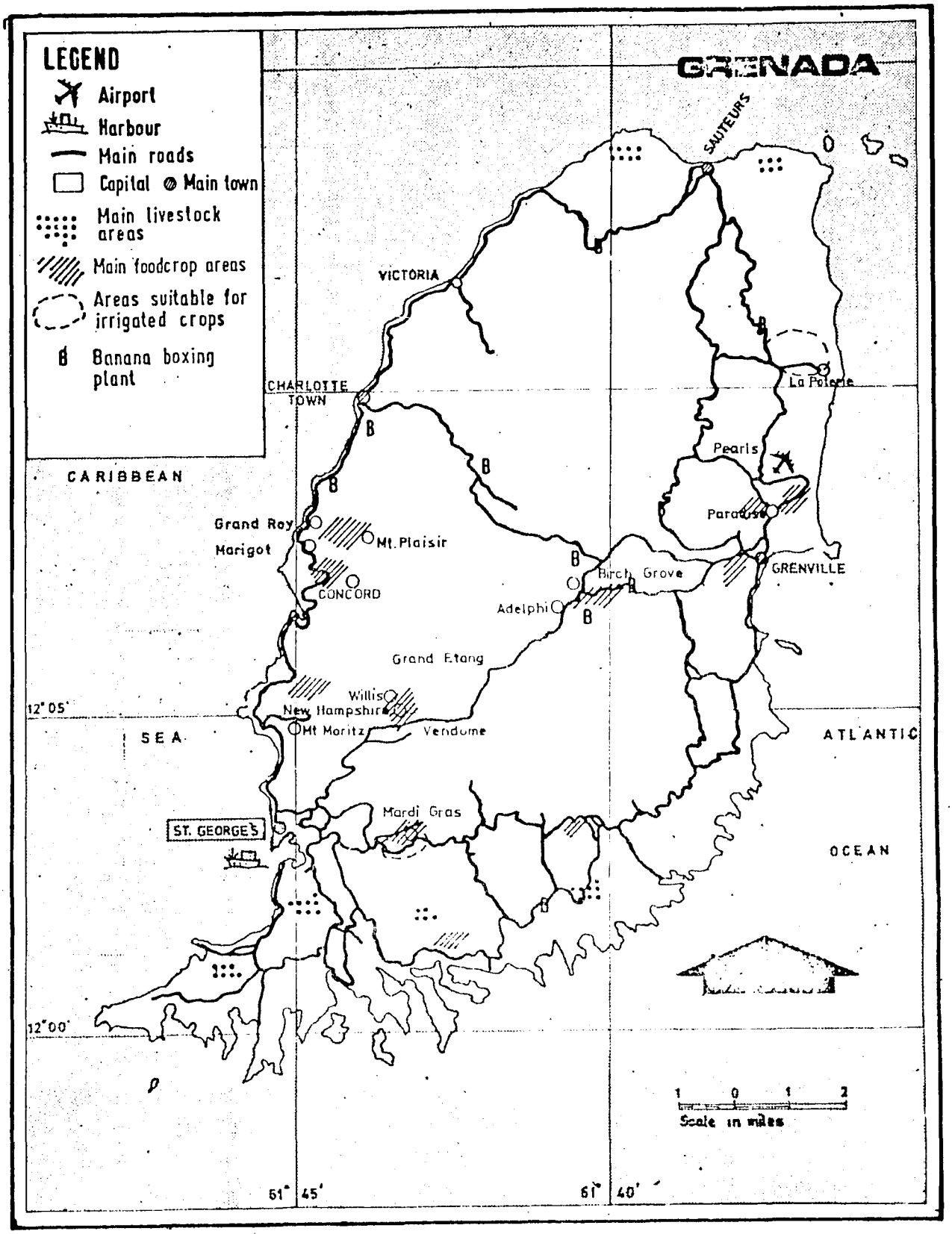
A. Planning Priorities and Data Needs

For the most part, agriculture data priorities will be dictated by the needs of the Agricultural Planning Unit being established with OAS assistance. Planning priorities already identified by the Ministry of Planning are cocoa

food crops, fisheries and forestry. The OAS Agricultural Planning adviser expects to work closely with the Statistics Office in identifying specific data requirements for these projects.

B. Personnel Needs in the MOA Statistics Office

At present the office lacks adequate direction, since its head is called upon to work on special assignments outside the office and the remaining staff is left to collect current data and respond to ad hoc demands for information. Facilities are inadequate and the office seldom has access to basic secretarial services. Numerous reports are handwritten, and when copies are requested, they are also done by hand.


GRENADA
LEGEND
Airport
Harbour
Main roads
Capital
Main town
Main livestock areas
Main foodcrop areas
Areas suitable for irrigated crops
Banana boxing plant
SAUTEURS
VICTORIA
CHARLOTTE TOWN
La Poterie
Pearls
Paradise
GRENVILLE
CARIBBEAN
Grand Roy
Marigot
Mt. Plaisir
CONCORD
Birch Grove
Adelphi
Grand Etang
Willis
New Hampshire
Mt Moritz
Vendome
SEA
ATLANTIC
OCEAN
Mardi Gras
ST. GEORGE'S
12°05'
12°00'
61° 45'
61° 40'
1 0 1 2
Scale in miles

5. ST. KITTS-NEVIS

I. Background

The islands of St. Kitts and Nevis have a total population of about 49,000 persons, 75% of whom reside in St. Kitts. Agriculture is the most important sector of the economy, accounting for the great majority of export earnings and employing a high percentage of the labor force. The principal and only important crop on St. Kitts is sugar. Nevis, on the other hand, has a widely diversified agriculture based based on food crops, livestock, cotton and in-shore fishing.

Overall responsibility for agricultural policy and development rests with the Ministry of Agriculture, Lands and Housing (MALH) though certain important functions are vested in semi-autonomous statutory boards or government-owned corporations.

The National Agricultural Corporation (NACO) is a state-owned monopoly which produces all sugar cane grown on St. Kitts. Thus NACO manages almost all arable land on St. Kitts and employs most agricultural labor. Policy for NACO is set by its Board of Directors, chaired by the Minister of Agriculture. Operational decisions are left to NACO's Chief Executive Officer, who has his own technical and administrative staff. The sugar factory, another state-owned monopoly, is responsible for the manufacturing and marketing of sugar. The Central Marketing Corporation (CMC) is also owned by the Government and actively engages in the purchasing, wholesaling and retailing of a wide range of food commodities in direct competition with private sector operators. The CMC is anxious to expand exports of local commodities. The Land Development Authority is a statutory board responsible for the allocation and use of land.

II. The Status of Agricultural Sector Planning

A. Institutionalized Planning Activity

The GOSK has no formal agricultural sector plan, and there is no institution responsible for developing one. Decisions regarding agricultural policy, investment and project implementation appear to be made on a commodity-by-commodity basis, or in response to a particular problem

or opportunity that may arise. Agricultural planning in St. Kitts-Nevis is thus limited to the development and evaluation of individual action projects.

Planning for national economic development began in 1976 with the creation of the Central Planning Unit (CPU) which is responsible to the Ministry of Finance. The CPU has three divisions: (1) economic planning, (2) physical planning and (3) statistics. It is expected to complete the territory's first national development plan and submit it for Government consideration within the next 24 months. The plan apparently will focus primarily on suggested priorities among economic sectors and provide a rationale for suggested target investment levels over a 5-year period. The CPU does not plan to prepare sector plans but to leave this task to the individual ministries.

B. Structure of Agricultural Planning

Agricultural planning in St. Kitts-Nevis is decentralized and reflects the fragmented nature of the public institutional structure. This is due primarily to two reasons that are unique in the Eastern Caribbean. First, the agricultural sector (and indeed the national economy) is dominated by the production and processing of sugar cane which is controlled and managed by a public-sector corporation (NACO). On paper, NACO is responsible to the Ministry of Agriculture, but in fact it has a high degree of autonomy and is implementing its own projects for increasing food crop production.

A second reason for institutional fregmentation is the physical separation of St. Kitts from Nevis. Most small-farm food-crop and livestock production is in Nevis.

Other semi-autonomous agencies include the Central Marketing Corporation (CMC) and producers' associations, for coconuts, cotton and livestock, all of whom may make direct appeals to the GOSK to foster their own ideas and "plans".

C. Agricultural Planning Procedures

There appears to be no single and uniform procedure for planning agricultural development projects. Projects and investment plans may be conceived and developed

by any of several government agencies, by private groups and individuals and by external assistance agencies. Since many projects depend on external funding, especially if capital investment is required, project documentation is frequently done by external funding agencies. Too often we were told, the "grant-funded" projects are designed to meet the funding agency's requirements, and there is little more than token involvement of local technicians.

Approval of agricultural projects by the GOSK also appears to lack a consistent procedure. Almost all projects, including those externally funded, must be approved at cabinet level. But in practice the Cabinet may give authority to an individual ministry or other agency to negotiate directly with the external agency without providing any details of the types and magnitude of projects under consideration. Projects thus may be accepted without sufficient coordination with other operating units and with insufficient provision to cover recurrent and maintenance costs. Little evaluation seems to be performed, and policy makers frequently lack feedback regarding the impact of development projects. In summary, the procedures used for agricultural project development and approval in St. Kitts-Nevis are apparently less the result of purposefully planned action than the result of reaction to the policies and funds available from external agencies.

III. Current Resources Available for Agricultural Planning

A. Personnel

There are few individuals with formal training or significant experience in agricultural planning, project design and data analysis. Neither the Ministry of Agriculture nor NACO appears to have a staff member whose primary responsibility is planning and project development. The CPU is directed by a foreign national, though he is assisted by two local staff members, one a recent UWI graduate in economics and the other an experienced statistician with advanced training. In addition to one statistical assistant currently on training leave, the statistics section has about five clerks with some training or experience in data tabulation.

B. Facilities and Equipment

The statistics section of the CPU operates with a minimal set of manually-operated equipment to tabulate data and compile the various records that comprise most of the tables for the annual digest of statistics. A UNDP grant to the ECCM is scheduled to provide a "Diskette" data entry system to enable St. Kitts-Nevis to utilize the IBM System 32 now available at ECCM headquarters in Antigua.

C. Data Resources

With the exception of sugar, quantified information about the production of agricultural commodities and related activities is not reported on a regular basis. The 1970 census of population contains some information about agriculture, and a census of agriculture was conducted in 1975. A brief review of the methodology used for the agricultural census raised questions about its reliability. Specific problems relate to the elapsed time between the Census Reference Period and the date of the interview, and the rigor with which interviews with farmers in each sampling strata were actually executed.

Due to the absence of any regular monitoring of small-farm operations, there is little reliable information about food crops.

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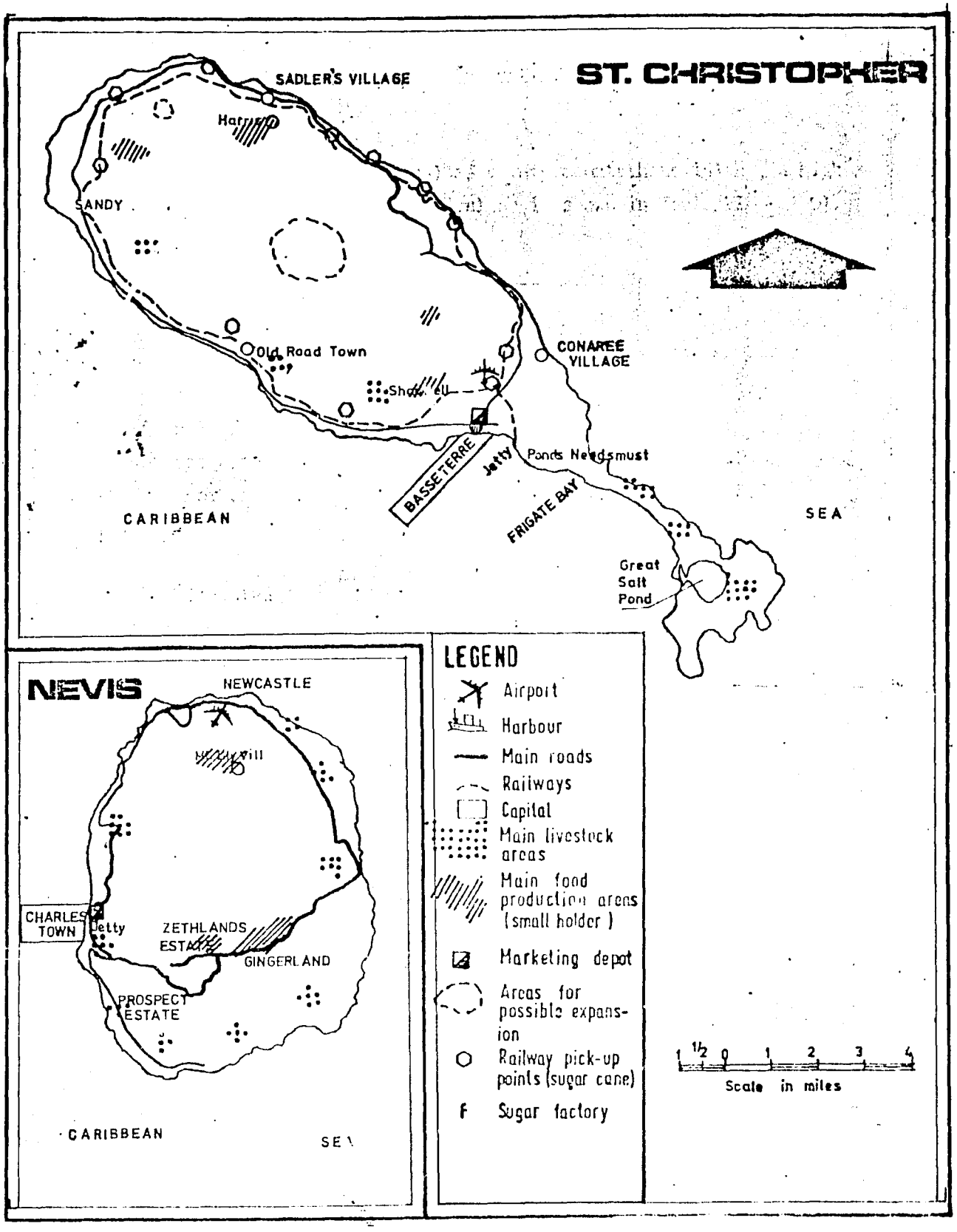
ST. CHRISTOPHER
SADLER'S VILLAGE
Harris
SANDY
Old Road Town
CONAREE VILLAGE
BASSETERRE
Jetty
Ponds Needsmust
FRIGATE BAY
CARIBBEAN
SEA
Great Salt Pond
NEVIS
NEWCASTLE
CHARLES TOWN
Jetty
ZETHLANDS ESTATE
GINGERLAND
PROSPECT ESTATE
CARIBBEAN
SEA
LEGEND
Airport
Harbour
Main roads
Railways
Capital
Main livestock areas
Main food production areas (small holder)
Marketing depot
Areas for possible expansion
Railway pick-up points (sugar cane)
Sugar factory
1 1/2 0 1 2 3 4
Scale in miles

6. ST. LUCIA

I. Background

St. Lucia has an estimated total population of 120,000. Despite recent growth in tourism, construction, government services and other activities, agriculture remains as the most important sector of the economy. More than a third of the labor force is still engaged in agricultural work. The principal crop is bananas, followed in economic importance by coconuts, cocoa and food crops.

Overall responsibility for agricultural policy and implementation lies with the Ministry of Agriculture Lands and Fisheries. However, private and statutory organizations, including the banana and coconut growers' associations, also have important functions. It is envisaged that certain agricultural development functions will be managed by an Agricultural Development Authority expected to become operational in the near future.

Credit for agricultural development is available from the Agricultural and Industrial Bank and to a more limited extent from private commercial banks. The St. Lucia Marketing Board is active in the marketing of domestic agricultural production for both local and export markets, but its performance is reported to be spotty.

II. The Status of Agricultural Sector Planning

A. Institutionalized Planning Activity

Planning for national development has been carried out in St. Lucia for some time. A Central Planning Unit (CPU) was established in 1970 and staffed by local professionals. It has been enlarged to include divisions for (1) economic planning (2) physical planning (3) environmental planning and (4) architectural planning. The CPU is a part of the Office of the Prime Minister. The Central Planning Unit has completed a National Development Plan for the period 1977-1981. Its six volumes are: (1) Development Strategy (2) The Economy (3) Agricultural Sector Plan (4) Industry and Tourism Sector Plan (5) Community Development and Social Services Sector Plan and (6) Financial Summary of Development Programmes.

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The Agricultural Sector Plan was prepared as a joint exercise between the Ministry of Agriculture and the Central Planning Unit. This sector plan has identified a number of specific projects, linking them to principal agricultural sector objectives which are:

1. Self sufficienty in selected food products.
2. Optimum utilization of forestry resources
3. Maximization of foreign-exchange earnings from agricultural production
4. Efficiency in national resource utilization, especially land and water
5. Conservation of soil and water resources
6. Establishment of an agro-industrial base and establishing linkages with tourism and industry
7. Mobilization of human resources in agriculture through education and training
8. Improving communication between farmer and Government through improvement of institutions and agencies serving the rural sector
9. Improving rural infrastructure
10. Improving the nutritional status of the population

The Agricultural Sector Plan has identified actual and prospective funding sources for specified projects, some of which are already active. These include Coconut Rehabilitation (BDD), Cocoa Rehabilitation (BDD), Fisheries Development (CIDA), Livestock Development (EDF) and Orchard Crops Establishment (BDD).

Although the Ministry of Agriculture does not have a formal agricultural planning unit, the need for one has been identified by Ministry officials and establishment of such a unit is actively being discussed.

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B. Structure of Agricultural Planning

At present, agricultural planning activities within the Ministry of Agriculture are coordinated by the Chief Agricultural Officer. He is assisted in project, development by another agricultural economist and by the heads of the various divisions of the Ministry such as Research, Agricultural Engineering, Livestock, Forestry and Food Technology. Project development is done by project teams whose composition varies with the particular project. These teams may draw out other resources in the Government. For example, primary data collection for an agro-industrial project now being prepared is being carried out by agricultural extension officers under the guidance of the statistical officer whose office will tabulate and analyse the primary data for feeding into the project team.

Agricultural planning in St. Lucia is more centralized than in some other Eastern Caribbean states. Except for the banana growers -- for whom the Windward Islands Banana Research and Development Organization (WINBAN) prepares projects -- the producer associations do not engage in planning.

C. Agricultural Planning Procedures

Most projects are identified and conceived by the Ministry of Agriculture or, in the case of bananas, by WINBAN and/or the St. Lucia Banana Growers' Association.

Most projects are developed jointly by the Ministry of Agriculture and the CPU. Often, a funding agency such as the BDD will assist with project preparation, analysis and development. Recently a project was identified outside of the Ministry of Agriculture, and a funding agency prepared the project document with little assistance from the Ministry. Private organizations, both local and foreign, have also identified and prepared projects which involve government participation without substantive assistance from the Ministry of Agriculture.

All agricultural projects must be channeled through the CPU before transmission to funding agencies. Priorities are determined by the Office of the Prime Minister. The Ministry of Agriculture cannot negotiate directly with any funding agency. Project priority determination is thus centralized, and the Office of the Prime Minister performs a coordinating function.

III. Current Resources Available for Agriculture Planning

A. Personnel

The Ministry of Agriculture has only one officer - an agricultural economist - whose primary duty is in planning and project development. However, at least five other professionals have had training in agricultural planning, project identification and project designing; the chief agricultural officer. research officer, food technologist, chemical engineer and senior livestock officer. In addition, one officer is being trained in food and nutrition planning at a U.S. institution.

Additional personnel to expand the planning capability of the Ministry are reportedly available.

B. The Status of Agricultural Statistics

1. Organization and Data Available

The Central Statistical Unit (CSU) in the Ministry of Trade, Industry and Tourism is concerned primarily with trade statistics. It produces an Annual Digest of Statistics which includes agricultural data derived primarily from the 1973-1974 Agricultural Census,

There is also an Agricultural Statistical Unit (ASU) within the Ministry of Agriculture. The ASU collects, tabulates, processes and analyses data on agricultural activities. Its 1973 Agricultural Census Report is the primary source of information on number, area, size of holdings, land tenure, land utilization and farm equipment. According to the Statistical Officer, the overall quality of the data is not high. The ASU also publishes a Quarterly Digest of Agricultural Statistics which includes comparative data for St. Lucia and the other Windward Islands, especially for bananas.

Currently the ASU is conducting field surveys on domestic production of selected food crops.

2. Current Resources Available for Agricultural Statistics

The ASU was established in 1974. The current Statistical Officer who has been with the office for about 2 years, has a mathematics degree from the U.W.I. and is seeking additional training in statistics. He has applied for a 3-month course in agriculture sample surveys to be given at the University of Kent at Canterbury later this year and is expected to attend. He has also requested information about the ISPC training program in Washington.

The Statistical Officer considers his Statistical Assistant to be quite capable of handling the ongoing office work in his absence. The Statistical Assistant took a course in basic statistics offered by the ECCM last year. He has been with the ASU for about 3 years. Both these positions are funded by the BDD.

The ASU also has a Junior Statistical Officer, a clerk and four field personnel (graduates of the Union Agricultural Cadet Scheme, who are temporarily attached to the unit to assist in field surveys).

Office space is very limited. There are 2 desk calculators and a typewriter. One vehicle is available for current needs. Transport or transport allowances will be needed when surveys are conducted.

3. Sampling Frames

Lists of banana, coconut and cocoa producers are available from the respective growers' association. A farm registry from the 1973-1974 Agricultural Census is also available, but it is not thought to be adequate for reliable samply designs.

IV. Requirements

A. Data

St. Lucia has already begun to think about conducting agricultural sample surveys. Priorities mentioned include forecasting of domestic food crops for market intelligence and volume of production of various fruits for an agro-industry project.

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B. Personnel

Additional clerical support and statistical assistance are needed, as well as training for current staff. Some of St. Lucia's priorities would be to develop and train a field staff capable of conducting sample surveys to establish and maintain a farm registry and to increase the scope of the Quarterly Digest.

To develop a survey capability in the ASU, 3 additional technical support people will be needed. These individuals should receive training in basic statistics, survey techniques, data editing, tabulation and analysis.

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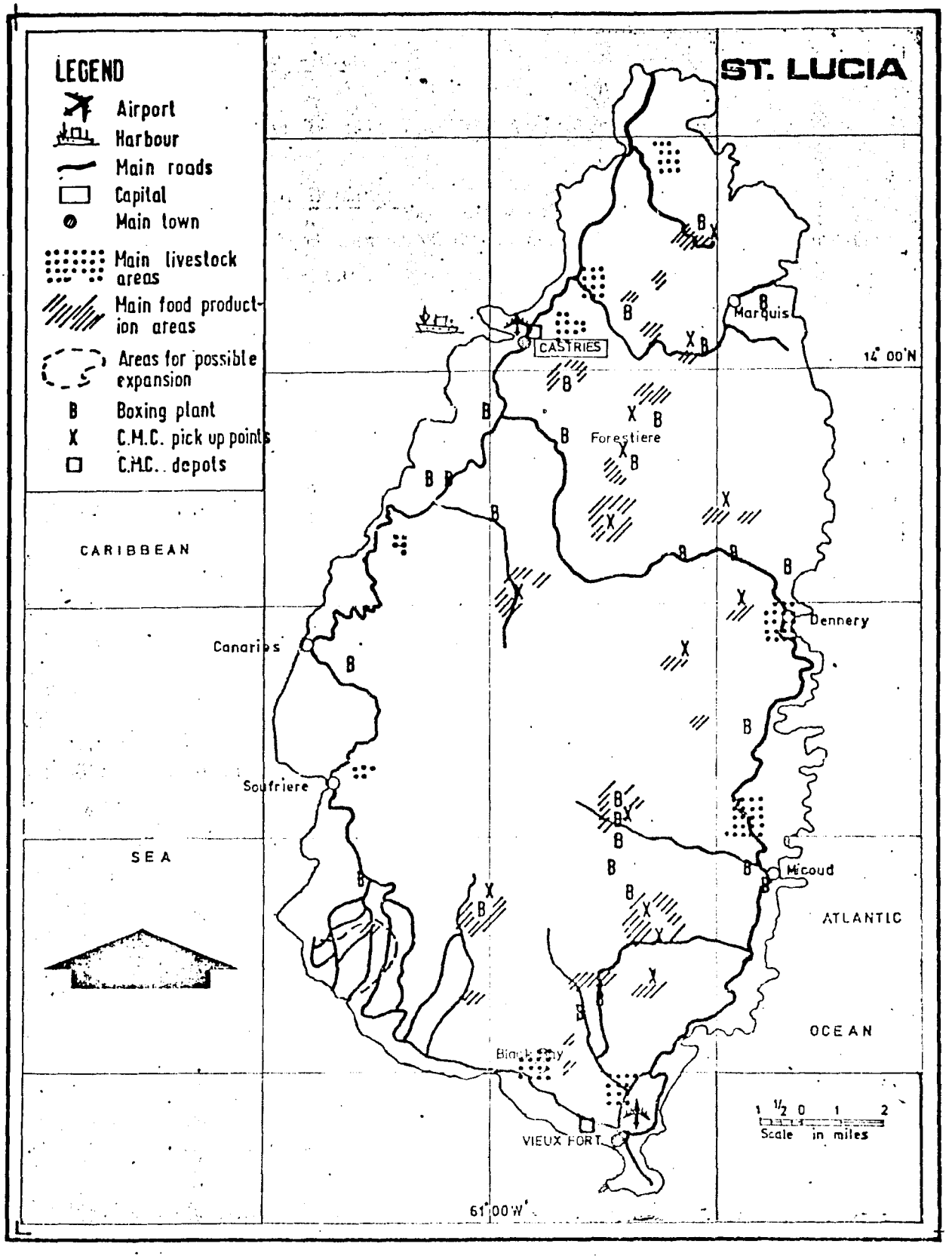
ST. LUCIA
LEGEND
Airport
Harbour
Main roads
Capital
Main town
Main livestock areas
Main food production areas
Areas for possible expansion
B Boxing plant
X C.M.C. pick up points
C.M.C. depots
CARIBBEAN
SEA
ATLANTIC
OCEAN
CASTRIES
Marquis
Forestiere
Dennery
Canaries
Soufriere
Micoud
Black Bay
VIEUX FORT
14° 00'N
61° 00'W
1 ½ 0 1 2
Scale in miles

7. MONTSERRAT

I. Background

Montserrat, with a land area of 39 square miles, a population of approximately 13,000, and an estimated 1,200 farm operators (mostly part-time) presents a special challenge to agricultural development. Because of the limited domestic market for agricultural produce Government officials know they must search for successful export opportunities.

To date, export promotion has had little success. Total domestic exports in 1977 amounted to US$423,000 of which 23 percent or US$99,000 were agricultural products. Exports of cattle to Guadeloupe, vegetables to the nearby Virgin Islands and cotton lint to Barbados lead the list. The difficulties experienced by the agricultural sector have been offset somewhat by increases in tourism, settlement by retired persons from the U.S. and Canada, foreign assistance and emigrant's remittances.

The Ministry of Agriculture, Trade and Housing (MATH) is responsible for agricultural planning. It has direct linkages through the P.S. to two statutory organizations, (1) the Development Finance and Marketing Corporation (DFMC) and (2) The Land Development Authority (LDA). The DFMC has no plan of its own and there seems to be little coordination between it and other agricultural programs.

II. Status of Agricultural Sector Planning

A. Institutionalized Planning Activity

An Agricultural Sector Plan for 1975-80, developed with expatriate assistance, was never officially approved by the Government. But operationally it has been used by the MATH as a broad outline for sector development. The Plan is currently being revised by the Director of Agriculture (DA), the Director of the LDA, and the British advisor to the LDA. The goal is to have a three-year rolling plan which would be revised each year. MATH personnel are being consulted in the revision process to ensure the Plan's acceptance with the technicians, and the P.S. and Ministers are consulted when there is a question

of policy to be decided. The revised Plan must first be approved by the Minister of Agriculture. It then will be presented before the Development Coordinating Committee (DCC) which recently was formed to coordinate and monitor national development. The DCC is composed of all ministers, permanent secretaries, Chief Technical Officers and the head of the Central Statistics Unit.

The revised Agricultural Sector Plan will emphasize (1) food crops and horticulture for import substitution and export; (2) facilities for partial processing and storage of agricultural production to increase marketing ability; (3) expanded livestock production, especially beef; and (4) increased utilization of forest resources.

B. Structure of Agricultural Planning

There is no section or person within the MATH specifically assigned the task of agricultural planning. The P.S and the DA share planning responsibilities and other MATH technicians are brought into the process as needed.

MATH officials stressed that Montserrat's limited resources made it impractical for one person to function exclusively as an Agricultural Planner. Rather, up to 50 percent of an officer's time could be devoted to planning and the remainder devoted to project design, appraisal, management, evaluation and coordination of data gathering activities.

C. Agricultural Planning Procedures

Projects currently in operation were first presented in general form in the initial Agricultural Plan. When donor agencies show an interest in a certain area, MATH technicians outline a specific proposal. It is then passed to the P.S., who drafts a document for presentation first to the Minister, then to the DCC, the Chief Minister, and finally the donor agency. Projects are justified principally by financial analysis. Little or no attempt is made at economic justification. Technicians from various donor agencies help MATH personnel draft project proposals.

Responsibility for implementation of approved projects lies with the technician in charge of the relevant sub-sector. Ultimate project responsibility rests with the P.S. and/or the DA. This system does not appear to be very effective because technicians must also tend to day-to-day problems of ongoing activities. Monitoring of projects is limited to control of financial disbursements.

III. Current Resources Available for Agricultural Planning

A. Personnel

Senior officials in the MATH indicated the desire to employ a professional agricultural economist with responsibility for planning, project design and analysis, and monitoring of all projects within the MATH, the LDA and the DFMA. At present no resources are available for establishing this position, but MATH officials would like to use the ECCM/AID project to secure such a person. Training in project analysis and project management is required for all levels of MATH personnel.

B. Facilities and Equipment

Existing facilities can accommodate modest increases in personnel. But vehicles and travel allowances are limited.

C. Data Resources

1. Status of Agricultural Statistics

The Statistics Office, located under the Chief Minister, is responsible for all statistical work for Montserrat. It presently conducts and compiles on a regular basis (1) a monthly price index, (2) a yearly statistical digest, and (3) a yearly trade digest. This office is up-to-date in all areas. At present it is conducting a tourist survey and preparing for the 1980 population census. The staff includes a professional economist as head, a BDD technical advisor on temporary assignment and two clerks. One additional person will be hired in June to assist with the 1980 population census. This person will be a high school graduate and will be sent to Trinidad for a 3-month training course in statistics. No agricultural statistics are gathered except for trade data, and an additional mid-level technician would have to be hired and trained for this purpose.

2. Sampling Frames

A complete agricultural census was conducted in 1972, but is considered out-of-date for present needs. Complete mapping of the island is available, with the last revision made in 1977. The Health Office constructs a complete frame every two years for mosquito control. No aerial photography is available.

3. Future Work Program

The Statistics Office will help the MATH prepare a farm register in the near future with funds provided by the BDD. The MATH is interested in having production estimates, production cost estimates and external market information to assist in increasing exports.

IV. Summary of Needs Expressed by GOM to Improve Agricultural Planning

1. A professional agricultural economist to work in MATH and be responsible for planning, project design and analysis, project management and project monitoring.

2. A diploma-level statistician to work in the statistics office and to be trained in agricultural statistics techniques.

3. A diploma-level farm planner for the LDA.

4. Calculators and other necessary equipment.

V. Projects to be Developed

1. DFMC - Marketing improvement (all areas)

2. Farmer training

3. Fishing technology improvement

4. LDA - Land Utilization on additional estates

5. LDA - Production and on-farm demonstration.

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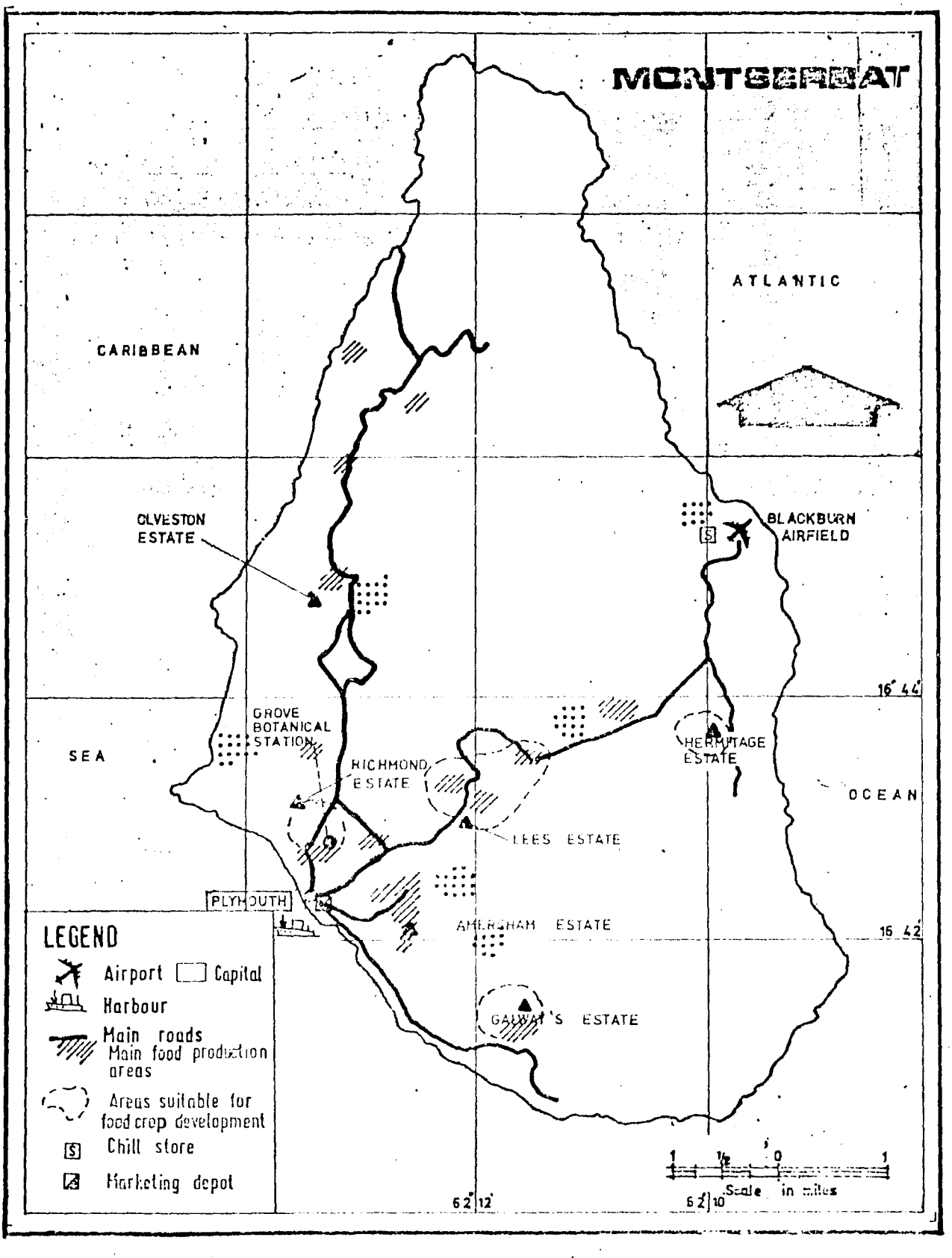
MONTSERRAT
CARIBBEAN
ATLANTIC
SEA
OCEAN
OLVESTON ESTATE
BLACKBURN AIRFIELD
GROVE BOTANICAL STATION
RICHMOND ESTATE
HERMITAGE ESTATE
LEES ESTATE
PLYMOUTH
AMERSHAM ESTATE
GALWAY'S ESTATE
16° 44'
16° 42'
62° 12'
62° 10'
LEGEND
Airport
Capital
Harbour
Main roads
Main food production areas
Areas suitable for food crop development
Chill store
Marketing depot
Scale in miles

186

8. ST. VINCENT

I. Background

St. Vincent and the Grenadines have a population of approximately 110,000 persons, 94% of whom reside in St. Vincent. Agriculture is by far the most important sector of the economy, accounting for 94% of the value of total exports and employing at least a third of the labor force. The principal crop is bananas, but sweet potatoes, yams, eddoes, dasheen, carrots and arrowroot are also important. Plans are being made to reintroduce sugar production for domestic consumption, and to this end a loan has been secured from the Caribbean Development Bank to assist in acquiring a factory.

Responsibility for the development of agricultural policy rests jointly with the Ministry of Trade and Agriculture (MTA) and the Ministry of Finance and Planning (MFP). Within the MTA, certain agricultural functions are placed in the hands of Statutory Corporations. The production and marketing of bananas and arrowroot are directed by growers'aassociations.

The St. Vincent Marketing Corporation (SMC), one of the few such Corporations in the region that is financially self-sustaining, falls under the MTA. But its Chairman is the Financial Secretary, who heads the Ministry of Finance and Planning. Coordination between the marketing and production services was cited as a problem by both the SMC and the MTA.

II. The Status of Agricultural Sector Planning

A. Institutional Planning Activity

The Government of St. Vincent has no Agricultural Sector Plan, but a committee set up in 1975 completed work in November 1975 on a St. Vincent National Agricultural Program (S.N.A.P.) This committee was composed of several technical personnel from the Ministry of Agriculture, the Parliamentary Secretary, and a BDD Technical Advisor, and was formed because of the need to commit to writing some firm direction on agricultural development in St. Vincent. The S.N.A.P. constitutes the

only formal attempt to develop agricultural policy and recommendations. The S.N.A.P.which gives priority to export crops has been used by MTA personnel as a broad guideline for development. But the 112 specific recommendations listed in the S.N.A.P. have not always been followed because of changes in relative market potentials, donor agency preferences for funding projects and Government policy decisions. The manpower and financial implications of the various programs discussed in the S.N.A.P. are not indicated.

The recently formed Central Planning Unit (CPU) in the Ministry of Finance is expected to engage in multi-sectoral planning and has helped formulate details of individual projects in agriculture and other economic sectors. It has made a major input into sugar and dairy projects which will be funded by the CDB.

There are no immediate plans to develop an agricultural sector plan but should the structure of planning remain the same a joint CPU-MTA committee is expected to be set up to review and evaluate the S.N.A.P.

B. Structure of Agricultural Planning

Planning of agricultural projects may be undertaken by either the CPU or the MTA. The CPU considers itself responsible for planning large, capital-itensive projects which will make a significant contribution to the national economy. Most other projects are developed by the MTA.

Development of agricultural programs is not limited to these two units. The Banana Growers' Association, Arrowroot Growers' Association, St. Vincent Marketing Corporation and to a lesser extent, the Agricultural Development Corporation also engage in program development. The large number of small farmers and the many Statutory Board which operate in the Agriculture Sector have contributed to the fragmented nature of work programs and the absence of a concise, unified plan. There is a tendency to deal with sub-sector needs on a day-to-day basis rather than to look at the planning process as a whole.

C. Agricultural Planning Procedures

Project ideas for programs may be initiated in (1) the Planning Coordinating Committee(PCC) which includes

all PSs, CTOs, the Financial Secretary, and the Head of Planning Unit; (2) the Cabinet; or (3) a particular MTA division or other agricultural organization.

Most ideas are examined and discussed at the technical level within the MTA and forwarded to the PCC with an indication of the project's technical feasibility. Plans or projects which require external funding, as most of them do, are then discussed with interested donor agencies which may assist the Government in further documentation as required. Some agricultural projects are fully documented by the MTA with the assistance of an agricultural economist provided through British technical assistance.

When a project idea originates in a Ministry, it must be discussed by the PCC before being developed further Policy approval for all projects must be obtained before any disbursement takes place. The composition of the PCC permits initial policy guidelines to be given before project details are formulated. The Financial Secretary's Office is the coordinating link for projects and programs. Implications for recurrent expenditures are often examined before projects are approved.

III. Current Resources Available for Agricultural Planning

A. Personnel

The Ministry of Trade and Agriculture has no local staff member who is primarily responsible for planning and project development. The recent addition of the British funded Agricultural Economist should assist the MTA with project development and evaluation.

The Head of the Statistics Division, the Manager of the Agricultural Development Corporation, and a member of the National Planning Unit all possess training and experience which should make them capable of undertaking planning assignments. There is however, no indication that any of these people would be transferred to an Agricultural Planning Unit.

Government officials indicated that qualified candidates are available within the region to take up positions in an Agricultural Planning Unit. Agricultural assistants at a diploma level could be secured as support staff.

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B. Facilities

The Agricultural Statistical Unit (ASU) in the MTA has three functioning calculators, a typewriter and a Land Rover. It is inadequately housed, and filing cabinet space is very limited. The Unit has no facilities for publishing the date it collects, but it has access to the MTA duplicating facilities on a first-come. first-served basis.

C. Data Resources

Statistical information is available from the Central Statistical Unit and the MTA Statistical Unit. The latter was set up by a grant from the BDD to carry out a program of work for two years. This period expired at the end of 1978, and the Unit is now operating on a three-month extension. An additional two-year extension period is under consideration. A recent policy decision was taken by Cabinet to incorporate the MTA Statistics Unit into the Central Statistical Unit, but there is no time frame for implementation.

The ASU's first task was to finish work on the 1972/73 Census of Agriculture and secure its publication. The Census was published in 1978 with assistance from the UNDP-ECCM printing office in Antigua.

The APU conducts no surveys on a regular basis, but in 1978 it embarked on a cost-of-production study for six selected crops. This information, coupled with regularly collected statistics on major food exports and imports, is helping the government secure favorable advantages under the CARICOM Agricultural Marketing Protocol.

There is no recognized sample frame available to the APU, since the smaple used in the 1972/73 Agricultural Census is considered to be out-dated. A farmer registration was begun two years ago, but its recent use as a trial sample frame revealed substantial inaccuracies. Aerial photographs of the island taken two years ago are available, but they have not yet been used for sample frame design.

IV. Summary of Needs as Expressed by Government

The Ministry would like to have one additional graduate to work as a counterpart to the Foreign Advisor in the APU, and two Statistical Assistants.

The view was expressed that a very strong ECCM staff with few persons in the islands would not be in the interest of St. Vincent. It was also felt that the ECCM would be better served by a marketing or forestry specialist on its staff instead of an agronomist, since agronomic expertise is available from CARDI, CARDATS and the UWI.

V. Project Areas to be Developed

Soil Conservation and reforestation (priority)

Banana Development

Coconut Development

Crop Diversification

Inland Fishing Development

Small-scale Irrigation Possibilities

Cold Storage or Processing Facilities for Surplus Crops

Bulk Fertilizer Plant

Rodent Control

Fish Marketing

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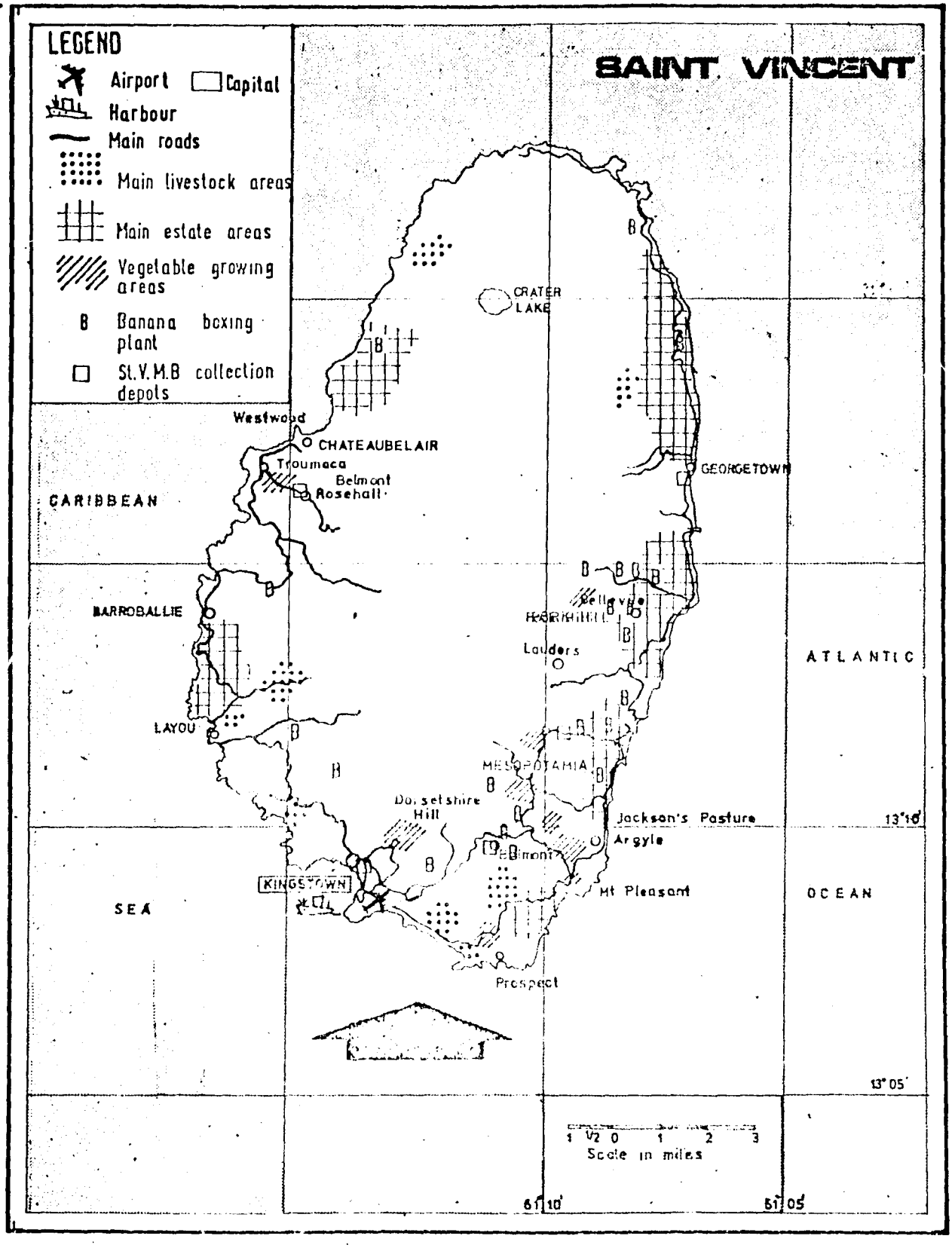
SAINT VINCENT
LEGEND
Airport
Capital
Harbour
Main roads
Main livestock areas
Main estate areas
Vegetable growing areas
B Banana boxing plant
St.V.M.B collection depots
CRATER LAKE
Westwood
CHATEAUBELAIR
Troumaca
Belmont
Rosehall
GEORGETOWN
CARIBBEAN
BARROBALLIE
Bellevue
FAIRHILL
Lauders
ATLANTIC
LAYOU
MESOPOTAMIA
Dorsetshire Hill
Jackson's Pasture
Argyle
Belmont
KINGSTOWN
Mt Pleasant
SEA
OCEAN
Prospect
13°10'
13°05'
Scale in miles
61°10'
61°05'

ANNEX 6

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EAST CARIBBEAN COMMON MARKET SECRETARIAT

Cable: COMMART, Antigua

Phone: [redacted] 20804

P.O. Box 504

[redacted]
The Factory
[redacted] *Antigua, W. I.*

Our Ref: 26/04

March 16th, 1979

Mr. William B. Wheeler
Director
United States Agency for
International Development
Eastern Caribbean Region
U.S. Embassy
Bridgetown
Barbados.

Dear Mr. Wheeler:

The purpose of this letter is to request your Government's assistance. In this regard, the Caribbean Agricultural Planning Project has been developed by the ECCM Secretariat, jointly with USAID Technical Assistance to assist the Member States of the East Caribbean Common Market to improve agricultural planning, project development and statistical gathering and analysis, by establishing permanent local capabilities supported by regional common services.

In developing this project we have taken into account sharing programme benefits with our Caribbean partner Barbados.

/This.....

This five (5) year project has four (4) major project elements:

(i) staff support to the regional ECCM Secretariat and participating States;

(ii) long and short term technical consultants;

(iii) participant training and regional and local staff; and

(iv) programme support for equipment, professional travel supplies and services.

The total project cost for the five-year period is estimated at US$5,304,000. The project calls for a USAID grant contribution of US$3,940,000 and it is noted that counterpart funding in the amount of US$1,363,000 will be required.

USAID funding will assist in providing additional staff for local and regional agricultural planning offices, wholly support long and short term technical consultants, training and programme support cost. Counterpart funding will be used to support staff at both the regional and local levels.

I believe this project, if implemented, will fill a priority need for agriculture in the region and I am hopeful that your Government will give it favourable consideration.

Yours sincerely,

George E. Williams
Executive Secretary

GEW/jeb

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ARTICLE 19 OF THE ECCM ARTICLES OF AGREEMENT

The Secretariat

1. The Secretariat shall be the principal administrative organ of the Common Market and the Council of Ministers may entrust it, and may set up other organs, committees and bodies and entrust them, with such functions as the Council of Ministers considers necessary to assist in accomplishing its tasks. Decisions of the Council of Ministers pursuant to this paragraph shall be made by majority vote.

2. In order to ensure the adequate functioning of this Agreement, the Council of Ministers shall establish a Secretariat to administer the Common Market Arrangements. Within three months of the coming into force of this Agreement, the Council of Ministers shall approve rules governing the proper functioning of the Secretariat.

3. The functions of the Secretariat shall be as follows:-

(a) servicing of all meetings of the Council of Ministers;

(b) collection, collation, analysis and distribution of all information pertinent to the workings of the Common Market;

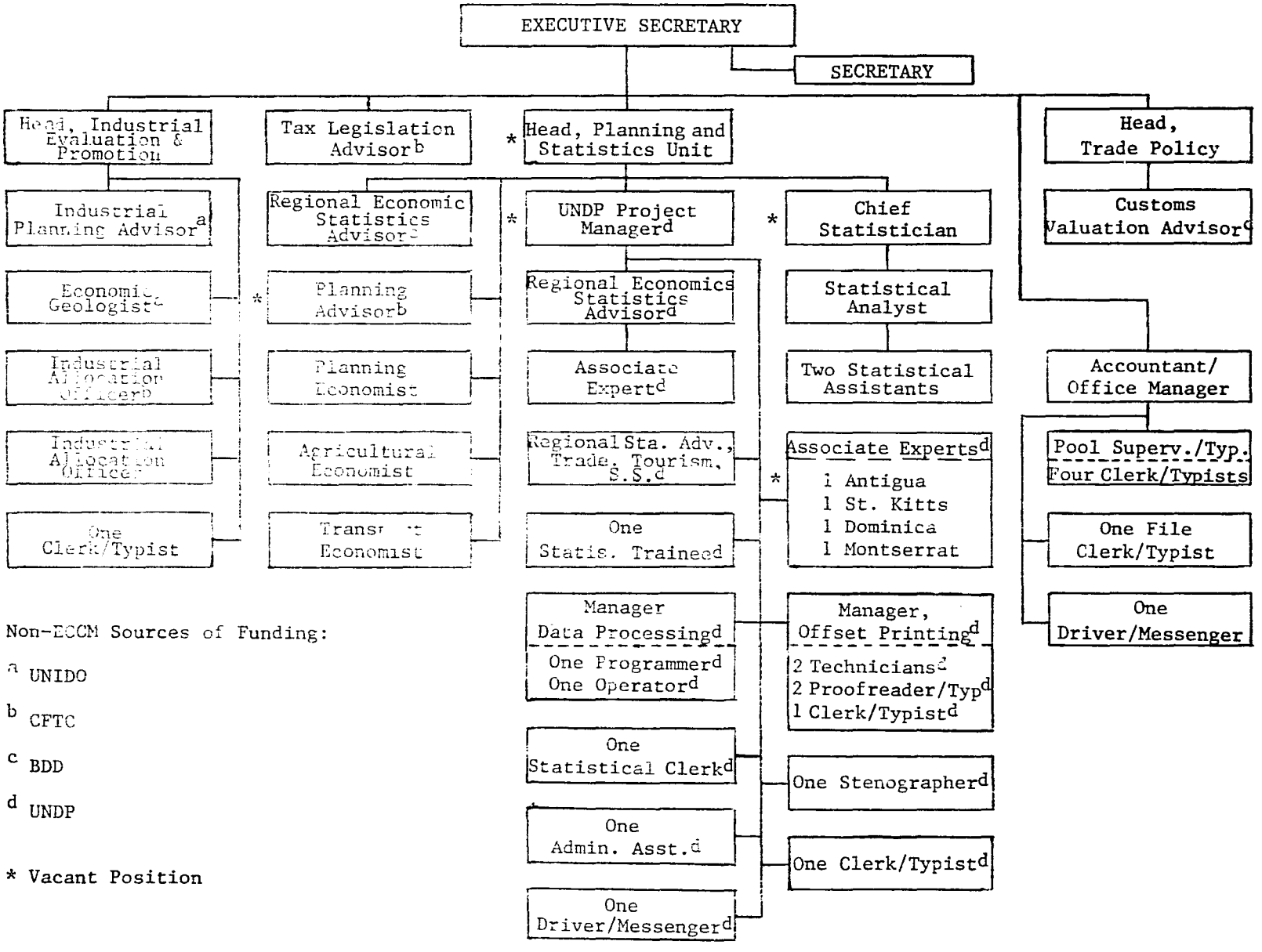
(c) co-ordinate the work of committees and other bodies established by the Council of Ministers, and service their meetings;

(d) supervise the workings of this Agreement and report to the Council of Ministers all breaches of this Agreement

(e) report to the Council of Ministers all difficulties as they arise in the administration of this Agreement;

(f) undertake such other functions for the furtherance of this Agreement as may be assigned to it by the Council of Ministers from time to time.

ECCM: CURRENT ORGANIZATIONAL STRUCTURE



Non-ECCM Sources of Funding:

[a] UNIDO

[b] CFTC

[c] BDD

[d] UNDP

* Vacant Position

ANNEX 8

Substance of ECCM - Barbados Agreement

USAID from a programming point of view is committed to the encouragement of regional cooperation among the territories of the Eastern Caribbean. USAID is also prohibited from signing bilateral country specific programs, hence AID resources are programmed through regional institutions such as CDB, CARDI and the ECCM.

The ECCM as a representative body for the seven LDC's of the Windward and Leeward Islands does not represent Barbados. This lack of representation does not detract from the project's purpose and goals which are service orientated activities stressing regional coordination and cooperation.

What will be required is a cooperating agreement between ECCM and the Barbados Government which states for the purpose of participating in this project, Barbados and the ECCM agree to cooperate.

Specifically, this cooperation will entail (a) that financial resources budgeted for Barbados be claimed via a standard voucher from the ECCM in Antigua, (b) Barbados agrees to be a potential host for training courses as well as participate in programmed training programs hosted by members of the ECCM, and (c) Barbados agrees on a purely voluntary and cooperative basis to participate in the common pool of AID funded Technical Assistance experts based in Antigua at the ECCM where and when the needs arise.

ANNEX 10

DATA PROCESSING CAPABILITIES IN THE EASTERN CARIBBEAN

I. Eastern Caribbean Currency Authority

The UNDP-funded Data Processing Unit (DPU) of the ECCM has the following equipment:

1 IBM System/32 with a maximum availability of 32,768 bytes of primary storage and 13.7 million bytes of secondary storage (fixed disk) a 132-character line printer (285 lines per minute), and input via keyboard or magnetic diskette.

1 IBM 3742 Dual-Station Data Entry System. Similar systems are scheduled to be installed in Member States which accept them and diskettes will be shipped to the ECCM.

The data processing manager has 10 years of experience in programming, systems engineering and marketing. He was formerly employed by IBM. He is assisted by two computer programmer/operator trainees who have been trained in RPG II. The data processing manager and one trainee will travel to New York within the next month or two for informal training on a UNDP System/32. During this trip they will investigate the possible use of standard packages for accounting and statistics. The UNDP has also indicated that it has a package of programs to process population censuses.

The computer became operational in January 1979. The first two projects being implemented are systems for trade statistics and tourism statistics. The program currently used for trade statistics was acquired from LIAT (Leeward Islands Air Transport) and West Indies Oil and have been modified to run on the System/32. These programs have been compiled but not yet tested. The programs for tourism statistics are now being written. This system is nearing completion, using test data prepared from live data for Antigua. The two systems are expected to be operational by April 15.

Data entry equipment has been shipped to Montserrat, St. Kitts, St. Vincent and Antigua, which have formally agreed to accept it. Acceptance implies some commitment to processing trade and tourism statistics through the ECCM. St. Lucia has indicated that it will cable acceptance and Dominica has tentatively accepted. There is a problem with Grenada's acceptance, but it is expected to be resolved.

The data entry equipment replaces manual (non-electric) card punches with key-to-diskette capability, a major step forward because it increases data entry rates by at least a factor of four. When in full operation, each territory will key its monthly trade and tourism data and ship the diskette(s) to the ECCM. Care must be taken to package these so that they will not be damaged in transit. The ECCM plans to train personnel in each Member State in the use of the equipment as it is installed, a process which will require many weeks.

The only other currently scheduled use of the ECCM's computer facilities is the processing of data for Antigua's Social Security System. The program is now being prepared by the Antiguan Government. Other potential applications include an accounting system for the ECCM and processing of the 1980 Population Censuses for Member States.

The DPU manager would like to provide any requested data processing services to the Member States but feels that the System32 will soon be inadequate. Because no significant quantity of data is yet available, and because the systems are not yet complete, it has not been possible to perform any kind of time trials. The trade and tourism statistics will not saturate the machine. Surely it can also support Antigua's Social Security System and an accounting system. What capability will be left over is open to question. It is doubtful that the Population Censuses could be processed on this machine in a timely fashion. However, it seems possible that any single survey generated by this project could be handled by the unit. The constraints would be the availability of programming staff and the fitting of such surveys into the work schedule. On the other hand, the data generated by a detailed agricultural census are likely to exceed the capacity of the machine. Before data processing commitments are made, careful calculations should be made to determine processing feasibility.

II. Country Processing Capabilities

A. Antigua

West Indies Oil (reportedly now defunct) and LIAT each has an IBM System/3. These computers are said to be fairly heavily utilized and to have other problems, but no first hand information was gathered.

B. Barbados

The Data Processing Department (DPD) has an IBM 370/115 with 96,000 bytes of primary storage (memory). This is easily the most powerful computer in the area.

C. Dominica

The Computer Center in the Ministry of Finance has an ICL 1901-A with 16,000 words (about 64,000 characters, roughly equivalent to 48,000 bytes) of primary storage; 819,200 words of secondary storage (disk); a printer; and input primarily via paper tape. The staff consists of 2 system analysts, 3 programmers, 2 operators, and 6 keypunchers. The system has been in place since 1971. It is approximately 60% utilized.

Payments for banana growers are run daily, wages of government employees fortnightly, salaries of government monthly, trade statistics monthly (for all ECCM countries but St. Vincent and Antigua) and billing for the central water facility quarterly and semi-annually. The manager indicated a willingness to accept additional work at a modest cost. However, it should be noted that this machine is in no way compatible with the ECCM System/32. Not only are programs not transferable, but not even data can be transferred without going through a third machine. Thus it would have to be decided at the outset of any project which computer would be used; switching would be very costly.

In spite of underutilization, the Ministry of Agriculture indicated that it could not get its data processed. This may be just a communications problem, but an additional factor may be that work for other government agencies must be provided free of charge and thus does not bring in additional revenue to the center as outside work would.

D. Grenada

The OAS has committed funds for purchasing a small computer for Grenada. It is rumored that a Wang will be chosen.

E. St. Vincent

The Computer Center in the Ministry of Finance has an ICL 1901.A that is almost identical to the one in Dominica. This computer is 100% utilized and normally has a small backlog.

ANNEX 11

DISCUSSIONS WITH CIDA, BDD, AND THE CDB

I. Canadian International Development Agency (CIDA)

Discussions with: Mr. John Tolle
Mr. Casper Warnaars
Mr. Steve Free
Mr. Don Woods

The objectives of the project were outlined, and CIDA officials inquired if the project was not similar to the work of CARDI or CARDATS. They were assured that there was no overlapping with the proposed project.

CIDA officials indicated that there was a need to ensure that the ECCM had a clear mandate from its Council of Ministers to implement the project.

It was suggested that the parameters for evaluating the project should be clearly defined in the project document, as this is an area of difficulty with many of the projects.

CIDA's Project requirements were discussed in brief. It was mentioned that goals, objectives, organization charts, budgets and evaluation indicators are normally included in project documentation. It was stated that CIDA had found difficulties in getting project documentation from some of the ECCM countries. In most cases it was impossible to identify specific personnel who would be assigned to projects, and very often no project profile was presented. A major reason for the failure to identify people assigned to specific projects was the multi-functional operation of most of the officers and the non-existence of an agricultural planning office.

It was made clear that while CIDA did not expect a completed document to be presented to them for funding, it felt that a well-designed project profile would serve as a good basis for discussion. Development of a project document would then be undertaken with the help of CIDA staff or consultants as required.

There was agreement that the development of planning skills and the collection of agricultural data could make the technicians in the islands better equipped to identify projects which could be funded by CIDA and that such identification by local personnel would serve to ensure some degree of commitment to seeing that the project reaches a successful conclusion. It was agreed that lack of project success is often due in part to lack of commitment to the project because the executors did not feel themselves a part of the project identification/formulation process. It was noted that where projects were developed with reasonable local input in project identification/formulation, there was usually greater success in the implementation stage.

The proposed project was seen as warranted and justifiable. It was stated that CIDA, through its Third Country Donor Scheme, could make a contribution in the field of training. Such training could be for short courses as well as for longer training. Other types of cooperation with CIDA in the project could be developed.

Mention was made of the failure of the ECCM and the agencies working with it to submit promised information on a proposed Marketing Information System within the ECCM. CIDA officials indicated that they are still awaiting information to fulfill its promise of providing TELEX equipment for such a system (This was cited as an example of poor planning on the part of the ECCM)

II. British Development Division (BDD)

Mr. Paul Tuley

Mr. Tuley stated that there is no formal method for presenting projects for British aid funding. It was stated that staff shortages in the islands did not allow most of them to prepare projects with economic or financial analysis. Consequently, British Technical Aid personnel usually assisted in the preparation of project documents.

The BDD would prefer to see the islands identify projects and prepare project profiles, but it appeared preferable that final project documents be prepared in conjunction with BDD personnel.

It was agreed that the development of expertise in project formulation would assist the ECCM countries in identifying projects and could lead to more effective implementation of such projects.

British aid is being used to fund the Agricultural Planning and Statistics Unit in Dominica, but no assurance was given that funding would continue beyond 1980. The British also provide the Agricultural Planning and Statistics Unit in Dominica an agricultural economist, experienced in marketing. Assistance in project management is made available to all islands by BDD Regional Technical Officers.

The BDD was said to have no immediate plans to fund the 1981 Agricultural Census.

It was agreed that there is a felt need for personnel in planning and data collection and farm management in the ECCM countries, and that the proposed AID project could meet some of the needs. However, it was made clear that some of these needs were being met by other technical assistance, including that from the British Service Overseas (BSO).

It was suggested that the area of soil and water conservation is one in which AID could channel its funds.

III. Caribbean Development Bank (CDB)

Dr. Lewis G. Campbell provided an introduction to Bernard Gouveia, with whom discussions were held. The object of the visit and the major ideas of the proposed project were explained. The problem of project documentation in the ECCM countries was discussed.

A. Project Identification

Agreement was reached that failure of personnel in the islands to identify projects could contribute to the lack of full commitment to see that project through to the implementation stage.

It was agreed that there is need to depart from the submission of project shopping lists and to set priorities instead. Project ideas should be presented by setting out the goals and objectives.

B. Project Analysis

While there was greater need for island personnel to participate in the process of project identification and formulation, it is not expected that a completed project document be presented to the CDB as a requirement for funding.

Training of island personnel in project analysis would enhance their ability to identify, formulate and prepare well-thought-out project ideas.

It was expressed though, that complete analysis of projects to be presented to CDB for funding could lead to abortive work, as not all the projects presented would be funded.

C. Some Problems

There is a tendency for the processes of project identification and preparation to be fused, though they need to be separated. The upgrading of the technical competence of island staff could help to reduce this problem. The distinction between these two stages would help to resolve future difficulties.

Another tendency is to include in the project document conditions for resolving problems, without seeking to resolve them by institutional arrangement or otherwise before the project is drafted.

Other problems cited were the failure to build in a process of evaluation and the setting of unrealistic targets.

D. Some Solutions Suggested by the CDB

Strengthen the weak links in project implementation by:

(1) Recruiting staff for a specific job. This may require bilateral assistance to help management get the projects off the ground.

(2) Helping to obtain donor back-up assistance where this is required.

(3) Reducing the time lag from project identification to project implementation.

There was agreement that the proposed project would strengthen CDB activities and enhance the success of projects funded by the CDB. The training component was viewed as complementary to that of the CDB rather than in conflict.

It was felt that the establishment or strengthening of both Planning and Statistics Units in the islands will allow persons to be identified with projects and provide much-needed data for planning.

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ANNEX 12

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