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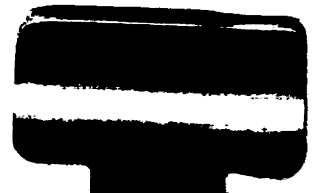
AN INSTITUTIONAL ANALYSIS
OF THE
GUYANA MARKETING CORPORATION



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AN INSTITUTIONAL ANALYSIS OF THE

GUYANA MARKETING CORPORATION

J.R. Deep Ford & Jerry La Gra

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P.O. Box 10-1089, GEORGETOWN, GUYANA, JUNE 1980



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PREFACE

This document reports the findings of a diagnostic study carried out on the Guyana Marketing Corporation. The decision to carry out this study arose out of the IICA/Ministry of Agriculture interaction on agricultural marketing problems and more particularly the need to strengthen the government marketing agency as an institution. The document provides information on the formation, goals and procedures of the corporation as well as some of the data available for the period 1975 to 1978. On the basis of the analysis carried out, areas of weakness that need attention in order to enable the corporation to realize its goals are pointed out.

The study was carried out as part of the activities of the Legume and Cassava Production Systems Project financed by the Simon Bolivar Fund in the IICA Guyana office. The information collected followed the methodology and questionnaire included as Annex I. The authors wish to thank the Guyana Marketing Corporation staff, particularly Cdes. Barry and Davis, who willingly and freely discussed several aspects of the corporation's work and also made information available to us. Thanks are also due to IICA's technicians and support staff in Guyana for various services rendered.

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CHAPTER 1

INTRODUCTION

The study carried out by IICA and reported in this document is one (part) of a three part study of features of the domestic market characterizing Guyana's agricultural products. The first study focuses on post-harvest-losses associated with the marketing of Blackeye Pea. The second study identifies and characterizes the participants in the agricultural marketing system, with special emphasis on intermediaries. The former study has been completed and the document is available. The latter study is in process of completion. This study is an institutional analysis of the Guyana Marketing Corporation.

1.1 IICA's experience in Agricultural Marketing in the Caribbean

Since 1974, IICA has been developing activities in the field of agricultural marketing oriented towards the identification and solution of problems affecting the small farmer. Experiences in the Dominican Republic, Haiti, Jamaica, Barbados, Trinidad and Tobago, Grenada and Guyana tend to point out that marketing problems can occur at any stage in the marketing system between the point of harvest and the final consumer. These problems can be grouped into two categories: technological and institutional. By analyzing the postharvest system for a particular commodity, the technological problems can often be readily recognized and solutions can be proposed. Likewise, by analyzing the organizational structure, functions and operations of the marketing institutions bottlenecks and weaknesses of an institutional nature can be detected and corrective measures can be suggested. Experiences with a large number of marketing institutions in and around the Caribbean, have proven useful in the design of the methodological approach used here. It is hoped that these experiences will lead to the acceptance of a systematic approach to analyzing and solving food marketing problems in the Caribbean.

1.2 The Methodological base of the Study

The methodological base of the study is referred to as institutional analysis. It can be characterized as a five-step process. The first step is composed of a series of interviews and discussions with senior personnel

of the institution to be evaluated. The second step involves the creation of a questionnaire which accurately reflects the nature and structure of the institution being investigated and the use of this questionnaire to obtain required information. The third step includes the analysis of information collected and identification of priority areas. These three steps represent the extent of the present study. Step four is the process whereby detailed information for the priority areas identified under step three is collected. Step five is analysis of information on the priority areas and proposals for their solution.

1.2.1 Institutional Analysis

Institutional analysis is defined here as the enquiry into and evaluation of the organisational systems adopted in order to attain certain goals. The evaluation of the organizational system is quantitative and is carried out using general performance yardsticks which reflect how far established goals were achieved. The enquiry into the functions performed and the systems used is qualitative and focuses on the more elusive and problematic areas such as communication, coordination and consistency of operations within the corporation. The two areas of institutional analysis, enquiry and evaluation, are developed more fully below as they pertain to a marketing institution.

1.2.2 Enquiry

The enquiry aspect of institutional analysis seeks to systematically compare goals, means and resources. In order to do this a questionnaire (unique to each institution) must be developed which yields the information that allows this comparison.

The goals must be defined both from a macro and micro standpoint and from a long versus short run perspective. The national and legislative objectives defined for the institution must be clearly articulated and understood. These must be compared with the goals pursued in the short run at the firm and industry level. Further, this comparison must be carried out in the light of a dynamic framework which recognises changing environments that demand the revision of goals.

The means are the strategies through which the institution intends to achieve the goals. Obviously, the enquiry seeks to ensure that the strategies are consistent with the resources available and goals defined. In terms of the particular institution being considered the strategies involve the coordination and control of the marketing functions. Generally, these functions are those of assembly, handling and distribution of the products by the institution. More specifically the functions can be described in terms of exchange functions - buying, selling, pricing; functions of physical supply - transportation and handling, storage, processing and packaging; facilitating functions - information, financing and risk acceptance, grading and standardization supervision, research and development and demand creation. These must also be reviewed in a dynamic framework and therefore can involve strategies which include restructuring of the institution. This restructuring can result in, among other changes, personnel and infrastructural changes.

Finally, the enquiry seeks to investigate the resources available to the institution to ensure their correspondence with the goals and strategies. The resources fall into categories such as financial, personnel and physical. Thus a description of sources and flow of funds both intended and actual over a period of time would be required. Personnel resources would be identified through organizational charts with supporting information spelling out qualifications of personnel. The physical resources in terms of this study would be the storage, processing, transportation and distribution facilities at the disposal of the institution.

In general, the kinds of information required would include the following:

1. Identification of institutions and their:
 - legal power base
 - objectives
 - human, physical, financial resources
 - strengths and weaknesses
 - basic functions and services
 - commodities dealt with
 - research needs
 - degree of inter and intra-institutional coordination of marketing activities

2. **Agricultural Inputs and their:**
 - imports and national production
 - distribution system
 - price system
3. **Transport System:**
 - for the internal marketing of export crops
 - for the internal marketing of crops for domestic consumption
4. **Commodity Reports on Key Crops, including:**
 - production aspects
 - market system and channels
 - intermediaries and other participants
 - consumption
5. **Price Data concerning:**
 - producer prices
 - consumer prices
 - communication of price information
 - controls and stabilization
6. **The role of Markets:**
 - classification by type (urban, rural)
 - zones of influence
 - weights and measures used
 - types of intermediaries frequenting markets
7. **Marketing Costs:**
 - transport charges
 - storage fees
 - taxes paid by producers, intermediaries and consumers
 - license requirements
8. **Storage of Commodities:**
 - on the farm
 - by intermediaries
 - institutional

9. Urban Food Distribution System

- wholesale
- retail

10. Agro-industry for:

- agricultural inputs
- packaging materials
- agricultural produce processing

11. Consumer Habits:

- type and quantity produce consumed
- food expenditure
- purchase habits

Depending on the country and the availability of data, topics can be added to or dropped from the above list. Again depending on the country, different levels of national and international resources will be required to carry out these activities.

The primary focus remains the investigation of consistency between what is proposed, what is intended or being done and what is available to be used.

1.2.3 Evaluation

The performance of the institution is analysed in the light of its objectives using available information. Performance criteria fall into areas such as profits, pricing policy, institutional growth, effect on the industry and sector as a whole. These areas are broad and taken together they should provide an indication of the performance of the institution.

Profits

A major objective of the institution must be survival. One way to ensure this is the generation of a surplus. Efficient procurement and distribution techniques would normally lead to this situation. However, profits must not be achieved at all costs and certainly not to the detriment of producers and/or consumers.

The long run goals of development may indicate that the institution provide more services presently than is paid for by those in receipt of the services. In this instance, a subsidy from the federal government would be expected. The financial performance and viability of the institution would then be indicated by its ability to achieve its goals and deliver the required services within the constraints of income generated internally and the subsidy provided.

Price Policy

Prices should be a reflection of underlying costs. In the case of farmgate prices they should reflect the cost to produce the output. If the marketing agency purchases, transports, stores and processes the produce the retail price should reflect the costs of these intermediary services. Price differentials should be of the same order of magnitude to both the farmer and the marketing agency.

Institutional Growth

The institution should expand with the requirements of the market, both in terms of handling additional products and farmers and also to provide adequate quantities of produce at an acceptable quality to consumers. Information to both groups should increase as the marketing system becomes more sophisticated. Employees of the institution should grow with the institution in experience as well as training.

Effects on the industry and sector as a whole

The institution should play a leadership role resulting in the development of present products and of new products. Wastage for the industry as a whole should be reduced and the use and development of by-products promoted. Import substitution and the expansion of exports should be also indicative of the performance of the institution.

CHAPTER 2

AN OVERVIEW OF MARKETING IN GUYANA AND THE DEVELOPMENT OF THE GUYANA MARKETING CORPORATION (GMC)

This chapter briefly describes agricultural marketing systems in Guyana in terms of the two major intermediaries, private hucksters and the public marketing board. The latter intermediary is the particular focus of study and the remainder of the chapter focuses on its historical development, the basis of its formation and the environment in which it exists.

2.1 Marketing Systems in Guyana

The marketing system under consideration here starts with the buying of agricultural produce from farmers and ends with eventual sale of the produce to householders (consumers). Two groups of participants in this market can be broadly identified and on the basis of their market conduct two systems of marketing can be described.

The two groups can be categorized as having in turn a public and private orientation. They are respectively represented by the Guyana Marketing Corporation and the private intermediary (huckster). The latter group is characterized by the traditional middleman who buys from the farmer at the cheapest price and either retails the produce to consumers directly or wholesale to stallholders (persons who sell to consumers from stalls in the municipal markets) at the highest possible price. The Guyana Marketing Corporation on the other hand, is supposed to help stimulate increased domestic production by guaranteeing a market and a fair price to the farmer and simultaneously providing cheap food for the consumer. It was intended for the GMC to counteract the deleterious effects of the traditional system on agricultural production.

Chart 1 below shows the flow of produce through the marketing systems as they exist in Guyana. The upper sections of the chart show the private flow of produce. The private system is characterized by the profit motive. It remains the major system handling greater than ninety (90) percent of the produce marketed¹. Hucksters bargain with the farmer for a price above

¹This may not hold in terms of quantities of individual products and is liable to vary by year.

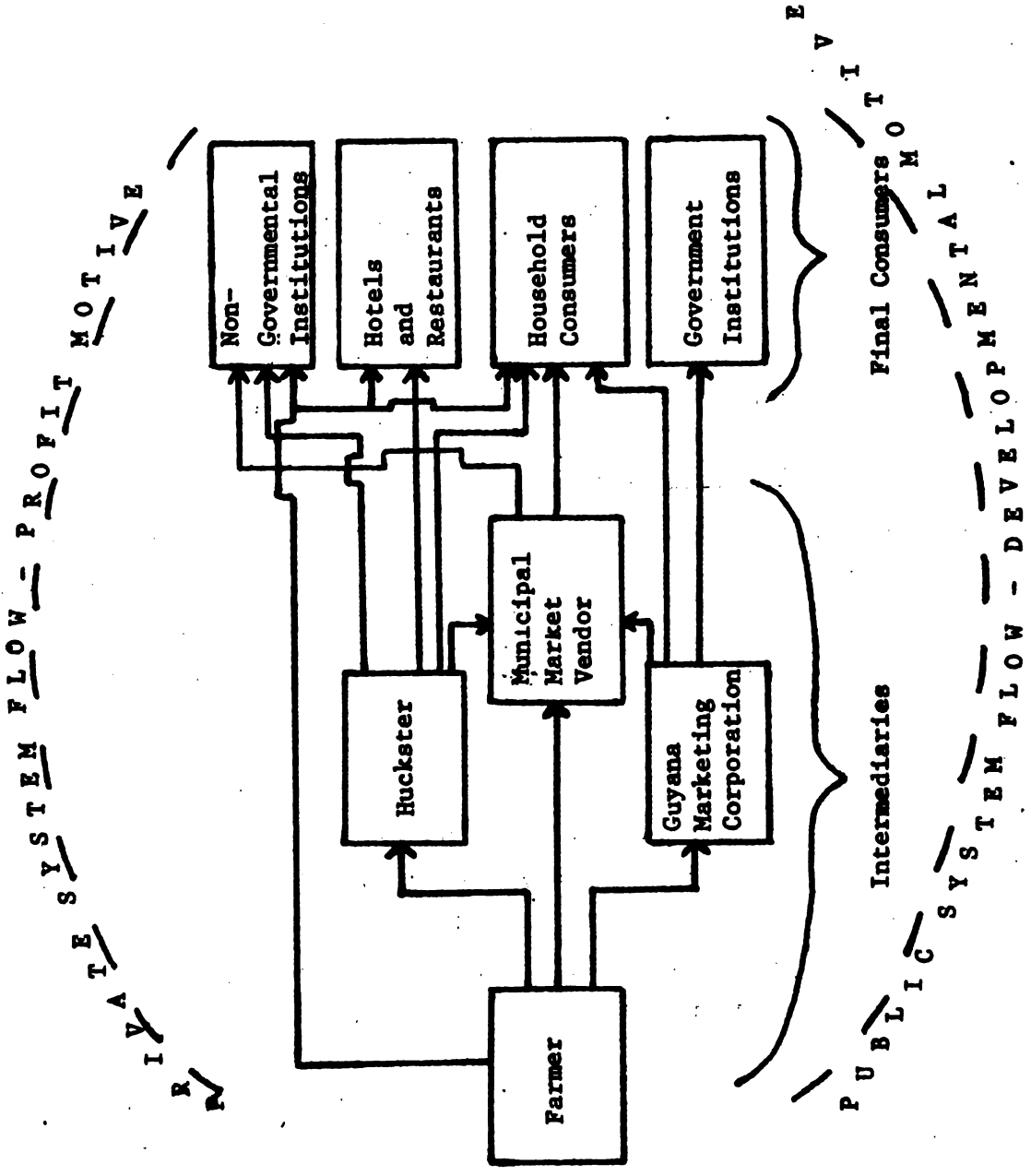


CHART 1: Flow of Fresh Agricultural Produce Through the Major Marketing Systems Existing in Guyana.

what GMC is offering. In this way they are able to command the quantity of the farmers' produce that they desire. Generally the huckster travels to the farm or appointed place in the producer area, purchases the produce for cash and transports it by road and/or river to Georgetown which is the main consumption centre. (Produce consumed in the immediate areas of production is normally sold by the farmer directly to the consumer). The produce is then sold as is to municipal market vendors or to one of the final consumers.

The lower sections of the chart depict the public system flow of produce. The public system can be described as having a developmental motive. The GMC is forced by law to buy all marketable produce at a previously published guaranteed price¹. Hucksters bargain on the spot (a privilege not enjoyed by GMC purchasers) with the farmer for a price above GMC's and are able to command the quantity of the farmer's produce they desire. As a result of this GMC has become the residual buyer of agricultural produce and generally receives principally those products in glut. These products are transported to their Georgetown warehouse via road and/or river. At the warehouse produce is sorted for distribution outlets which include retail and wholesale centres, deliveries to institutions and a mobile sales fleet. Minimal grading and packaging takes place for produce sold through the retail centres. The wholesaling of excess produce is normally to unload produce that would otherwise spoil. In an effort to provide cheap food to consumers the retail price of produce sold by GMC is normally below the current retail price in the municipal markets.

Thus, the two principal types of participants in the market for produce differ in many respects. One is a public corporation governed by developmental motives and presently performs the function of a buyer of last resort. The other comprises private entrepreneurs motivated by the ability to make a profit and performs the function of transferring the majority of produce from producers to consumers.

¹The guaranteed price is the minimum that can be offered the farmer. Generally GMC purchases at a price above this level reflecting the current market situation. However, the current buying price of GMC still cannot vary on the spot.

2.2 Historical Development of GMC

The need to grow more food in the colonies was felt greatly by the Colonial Administration during the second world war¹. This led to efforts to stimulate agricultural production. These efforts were referred to as "Grow More Food" campaigns. The principal agricultural crops, sugar and rice had institutions created to promote their development, the Sugar Producers Association and Guyana Rice Board, respectively. The "Grow More Food" campaigns were therefore directed to other crop and livestock activities and particularly those associated with the small poor subsistence farmers. A special sub-department of the Department of Agriculture responsible for these "Grow More Food" campaigns was created and known as the Government Produce Depot.

The Government Produce Depot sought to stimulate production by offering to small farmers a guaranteed market for their produce. This policy was implemented by the establishment of:

- a. guaranteed prices at which produce would be purchased
- b. buying centres in each region where farmers could bring their produce knowing that all produce would be bought (even though it may not all be marketable produce)
- c. a system of payment by which farmers were paid cash on the spot

Production increased and in order to promote increased consumption of domestically produced food the produce was marketed at low prices to consumers. In times of glut excess produce was delivered to poorer areas and distributed without charges. Costs of marketing the produce were not covered by the produce sold and subsidies from the government were required to keep the campaigns going and the depot in operation. The depot became a permanent part of the agricultural section and its name changed from Government Produce Depot to the Marketing Division of the Department of Agriculture. It later became the Marketing Division of the Ministry of Trade and Industry. Materials on the Marketing Division are not readily available, however, based on what comprised the Division when it was changed into a corporation (1964) there was considerable expansion during this period of its life. Among the most significant developments during the period 1950 - 1962 were the establish-

¹The colonies and Colonial Administration referred to here are Britain's colonies in the West Indies and the administrator of these colonies, respectively.

ment of the Milk Pasteurization Plant, the Ham and Bacon Factory, the Fish Marketing Centre, the Processing Factory and the Edible Oil Distribution Centre, all under the supervision of the Marketing Division. Partly because of this expansion and size of the Division the Government decided in 1963 to turn the Division into an established Corporation under the name Guyana Marketing Corporation.

Order No. 97 of 1963 made under the Public Corporation Ordinance, 1962 (No. 23 of 1962) created the Guyana Marketing Corporation. The Ordinance states:

"There shall be established a public corporation to be known as "The Guyana Marketing Corporation ... it ... may take over the assets and liabilities ... of all the units now comprising the Marketing Division of the Ministry of Trade and Industry and which are more specifically described in the first schedule hereto".

The 'first schedule' placed at the end of the Ordinance lists these units as:

The Central Produce Dept.	- Lombard Street, Georgetown
The Ham and Bacon Factory	- Lombard Street, Georgetown
The Fish Marketing Centre	- Lombard Street, Georgetown
The Processing Factory	- Public Works Compound, Kingston
The Milk Pasteurisation Plant	- Cowan & Fort Streets, Kingston
The New Amsterdam Produce Depot	- Strand, New Amsterdam, Berbice

Two additional units, a canning factory and an oil bond were operated by GMC. The canning factory processed local fruits (pineapples, golden apples, grapefruit and seville oranges) into jam and marmalade, dried local fruits (carambola, bilimbi and mallaca) and juiced pineapples. The oil bond merely retailed oil purchased from private oil mills.

Since the establishment of the corporation it has gone through many changes largely represented by the transferral of some of its units to other corporations (The Milk Pasteurization Plant to the Livestock Development Corporation, the Canning Factory to Guyana Pharmaceutical Corporation) and by the discontinuation of some of its units (The Fish Marketing Centre at

Lombard Street). Today the main activity of the corporation surrounds the operation of the Ham and Bacon Factory and two produce depots (Central Produce Depot in Georgetown and New Amsterdam Produce Depot). Although operations concerning the Ham and Bacon plant are included in this report the major focus and concern is the marketing of farmers crop produce¹.

2.3 Goals and Objectives of GMC

In an explanatory note at the end of the Ordinance creating GMC the following statement is made:

"The purpose of the Corporation is to take over and run the various units now comprising the Marketing Division of the Ministry of Trade and Industry and generally to improve the marketing and processing of produce"

The corporation seeks to act in the interest of producers and in particular cooperative societies. The goal is to facilitate the marketing and processing of farmers' produce.

In achieving the general goal of facilitating the marketing system, Section (6) of the Ordinance states that the corporation may:

- (a) trade or deal in any produce, feeding stuff for livestock, and other commodities which in the discretion of the Corporation may facilitate the operation of producers;
- (b) engage in the activities of a producer;
- (c) produce or manufacture from anything purchased or obtained by them in the exercise of their powers any other thing whatsoever;
- (d) sell, pack, store, adapt for sale, insure, advertise and transport any produce, feeding stuff, commodity or other things, purchased, obtained, produced or manufactured by them as aforesaid;

¹While this report is being finalized it has been learnt that the Ham and Bacon Factory has been removed from under the jurisdiction of the GMC.

- (e) let for hire to any producer any commodity whatsoever which in the discretion of the Corporation may facilitate the operation of that producer;
- (f) encourage, promote or conduct co-operation among producers as well as research and education in connection with the production or manufacture in British Guyana (now Guyana) of any produce;
- (g) set up offices, centres, depots, agencies and any other establishment which they consider necessary for the discharge of their functions or the execution of their duties;
- (h) act as commission agent for the purchase of supplies for any producer;
- (i) act as commission agent for the disposal of the produce of any producer;
- (j) do all things necessary for the development, preservation and maintenance of all land, buildings or other property which may be vested in, acquired or obtained by the Corporation.

Section (8) allows the Corporation to fix grades of produce and the corresponding minimum prices at which the corporation shall purchase all marketable produce. The powers allowed the corporation are indicative of the goals expected to be achieved by the corporation.

2.4 The Geographical and Socio-economic Environment

The goal of developing the marketing system for agricultural produce in Guyana is no mean task. The spatial, temporal and socio-economic variables that must be considered and reconciled are numerous and complex.

Guyana is situated on the north coast of South America. It is bounded by the Atlantic Ocean on the North, Venezuela on the West, Surinam on the east and Brazil on the South. It has a land area of 83,000 square miles (53 million acres), 20 percent of which is covered by rain forest. The temperature ranges from 67° to 93°F with a mean of approximately 79°F.

The population of only three-quarter million people live primarily on the coastal plain and along the banks of the rivers that flow into the Atlantic Ocean. The coastal plain is a narrow belt of land which runs along the Atlantic shoreline varying in width from ten to forty miles. It accounts for less than 4 percent of the country's total land area but is the most developed region of the country and is the home for greater than 90 percent of the country's population. Three soil types exist in this area, rich alluvial clay used primarily for rice and sugar production, pegasse - soft spongy soil used for bananas cultivation and sandy reefs on which coconuts are produced. There exists a hilly sand and clay area which covers about one quarter of the country. It is south of the coastal belt and is bounded by the Pomeroon and Essequibo rivers on the west, the Corentyne on the east and the North Savannahs on the south. A valuable forest of Greenheart, Mora, Crabwood and other timbers are found here. Bauxite is being exploited in this region around Linden and Kwakwani. The Highland Region, an area of forest covered mountains occupies the rest of Guyana. The Forested Kanuku Mountains divide the area into two, namely the North Savannahs and the South Savannahs.

Guyana gained its independence in 1966 and became a Cooperative Republic in 1970. The political orientation of the government which has been in power the past fifteen years is towards socialism. During this period the major industries in the country - sugar and bauxite - have been nationalized. The importance of the government as an economic agent continues to grow, presently accounting for greater than eighty percent of the economic activity. The gross domestic product (GDP) at current factor cost in 1974 was \$869 million Guyanese dollars¹.

The geographic and socio-economic environment of Guyana have been and continue to be important determinants of GMC's success in fulfilling its goals. The separation of producers and consumers makes transportation and handling critical elements in the cost at which fresh produce is available to the consumer. Given a low level of economic development and per capita incomes

¹In 1974, US\$1.00 = G\$2.22.

the produce must be provided at a low cost which in turn puts constraints on the effectiveness of transportation and handling facilities. Thus another vicious cycle of poverty so common to developing countries is evidenced. The role of the GMC is essentially to break this cycle and lead in the development of a more efficient marketing system.

CHAPTER 3

BASIC CHARACTERISTICS OF THE GMC

This chapter gives a physical and geographical description of the operations characterizing GMC and outlines the organizational and management structure of the corporation. The operation that characterizes the GMC today is the marketing of farmers produce¹. In the market for agricultural produce GMC's presence has been felt primarily in two respects. Firstly, in the periods of glut when farmers have no alternative outlet they sell their produce to GMC at the guaranteed price. Secondly, in areas (some areas of the North West) away from the main consumption centre (Georgetown) GMC is the purchaser that farmers can depend on to buy their produce on a regular basis.

3.1 Geographical Layout of GMC Operations

The physical and geographical layout of GMC operations is important to understanding some of the problems facing GMC because it affects crucial marketing variables such as time and distance between purchase and distribution of produce and type and amount of handling of produce required. These aspects of marketing pertain primarily to the crop marketing activities of GMC.

The major consumption centre for produce marketed by the hucksters is Georgetown. Production takes place primarily along the coast and rivers of Guyana and produce is transported by road and water to this consumption area. A small amount of produce is transported by air from the interior areas (Lethem) of Guyana. Produce marketed by the farm family generally comes from areas where there are roads available to bring the produce to the

¹Produce in this report generally refers to fruits, vegetables and ground provisions. The order creating the GMC (No. 97 of 1963) defines produce as any fruit, vegetable, ground provision or any other foodstuff whatsoever cultivated above or beneath the soil, milk, honey, livestock, poultry or fish, whether in their natural state or not, and includes any article of food or drink or any other produce whatsoever manufactured or derived wholly or partly from any one or more of the aforementioned produce or from any plant, but does not include the rice plant or the sugar-cane or any produce manufactured or derived wholly or mainly from any such plant or any by-product manufactured or derived wholly or mainly from any such produce or any such plant.

consumption centre. Some of this produce and the majority of the produce that must be transported by river is marketed by hucksters. Hucksters are private traditional middlemen in the marketing system who compete with the GMC for produce. GMC publishes a price, time and place in different geographic areas when it will purchase all marketable produce. The hucksters have this information and can get all the produce they desire by offering the farmer a marginally higher price at a time and place agreed on. Normally the produce remaining after the huckster has made his purchase is sold to GMC.

Table 1 shows for the main products, the percentage of national production handled by GMC. With the exception of plantains for three years and citrus for three years it is seen that generally less than fifteen percent of the national production has been handled by GMC. This is felt to be too low to affect the market for these products.

The areas from which GMC gets most of its produce are the production sites furthest away from the major consumption centres. These areas are shown in Chart 2. The most important supplying areas are the North West District and Charity (shaded areas). The produce is normally transported by boat down to Charity and then placed in a truck which must cross two more rivers - the Essequibo by ferry and the Demerara by bridge - before the produce is delivered to the GMC warehouse. In some instances, for example, the island of Wakenaam, the produce goes from truck to sloop to truck which then makes the delivery to the warehouse. Excessive handling of produce and time spent marketing produce have been important contributing factors to wastage losses experienced by GMC. The recent bridging of the Demerara River has helped reduce some losses due to handling.

The produce arrives at the warehouse (Lombard Street) and is packed on a first in first out basis. The warehouse is considered too small and is over filled several times during the year when there is a glut in a particular commodity. Spoilage in the warehouse is generally thought to be a major problem of the GMC, although no formal estimates of this loss have been made. These spoilage losses are due partly to the warehouse being a poor facility, it is neither cooled, nor ventilated and has no storage racks. It is also felt that better handling of the produce prior to its arrival at the warehouse could lengthen its warehouse life.

TABLE 1

ANNUAL PERCENTAGE SHARE OF TOTAL NATIONAL PRODUCTION
OF SELECTED PRODUCTS PURCHASED BY GMC DURING THE
PERIOD 1970 - 1978

Product	1970	1971	1972	1973	1974	1975	1976	1977	1978
Plantains	16.8	11.80	3.78	22.69	12.6	26.49	12.4	11.7	9.0
Ground Provision ¹	5.24	2.69	3.58	7.07	5.9	13.85	12.4	12.3	5.3
Bananas	13.2	8.82	5.74	5.02	4.9	10.41	4.4	4.0	6.1
Citrus ²	7.66	11.01	5.77	15.04	21.75	17.30	4.91	-	-

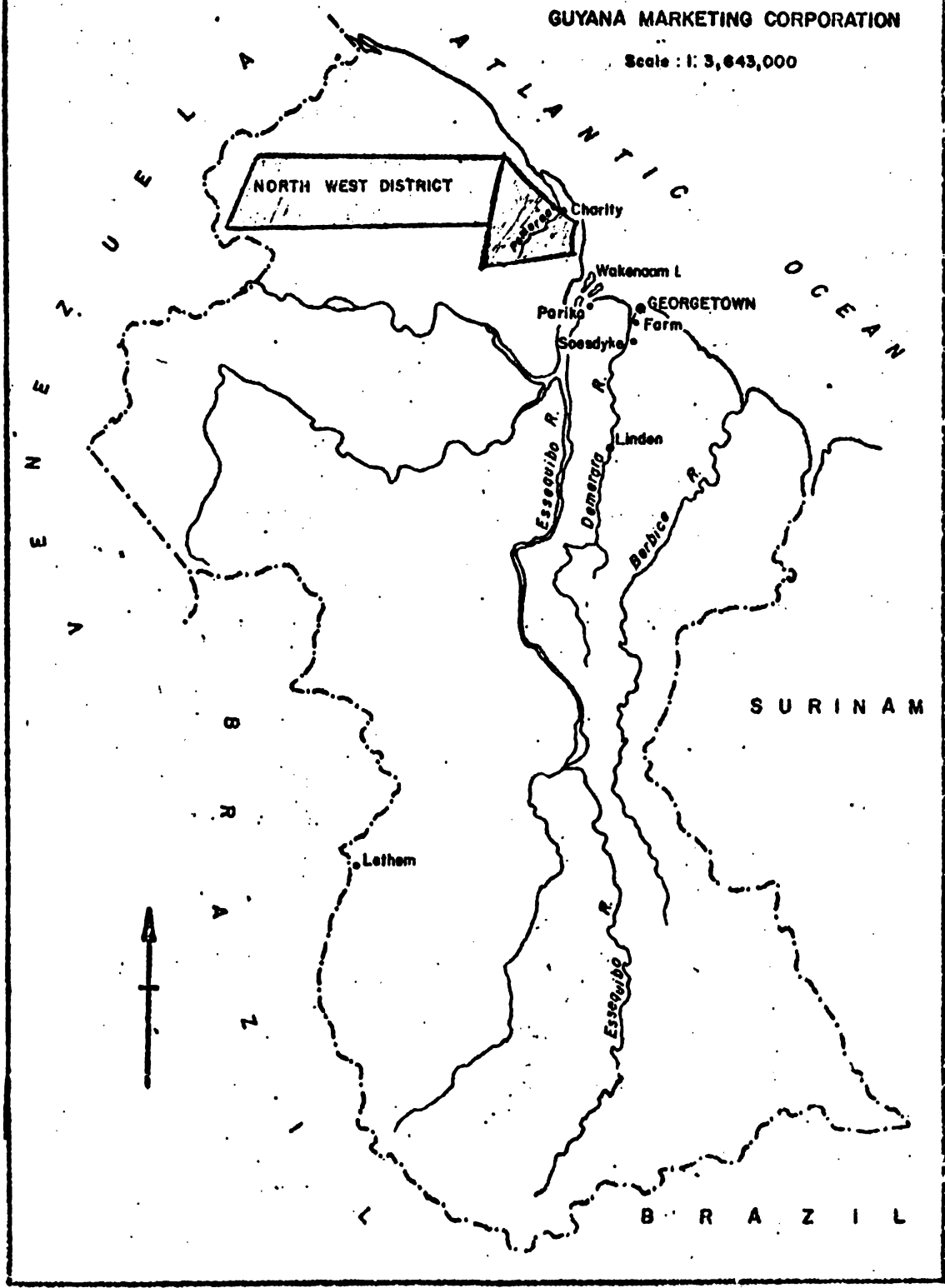
¹Eddoes, yams, sweet cassava, bitter cassava surmed into this group

²Oranges, limes, lemons, tangerines surmed into this group.

CHART 2

GUYANA
MAIN AREAS SUPPLYING PRODUCE
TO
GUYANA MARKETING CORPORATION

Scale: 1: 3,643,000



The produce in the warehouse was formerly sold mainly through a series of outlets in Georgetown and on the East Coast of Demerara. Presently, the produce is sold through three mediums, a produce depot situated beside the warehouse in the GMC compound, through retail truck sales and through deliveries to specified institutions. The produce depot is a self-service where the produce purchased by GMC is displayed for sale. Truck sales are carried out by placing produce onto the tray of trucks which travel into different housing areas and sell the produce to householders at their gates. Some trucks sell produce outside of the municipal markets. The institutional sales comprise of the delivery of produce as needed to institutions such as public hospitals, military units and the jails. No details regarding the percentage of produce marketed through these three outlets were available.

3.2 Organizational and Management Structure of GMC

The organizational and management structure of GMC has gone through significant changes in recent years. A comparison of organizational and management charts for 1976 and 1979 brings this out clearly. The organizational charts 3 and 4 show that several sections of GMC in 1976 do not exist as a part of GMC in 1979. Among these were the Head Office sections that purchased, wholesaled and retailed oil, flour, groceries, milk, fish and eggs¹. The processing of milk and orange juice are no longer a part of GMC. In the administrative sections of the organizational structure it is seen that the post of Deputy General Manager, the internal auditing, food technology and quality control sections were discontinued. The statistical, research and intelligence unit continues but has been given a more important role in the actual running of the corporation and is now referred to as the planning unit.

The management structure of GMC (1979) as seen in Chart 6 shows that the number of senior management personnel in the corporation has been reduced since 1976 (Chart 5). This is in keeping with the organizational changes

¹The New Amsterdam office continues to handle oil, flour, milk (evaporated and powdered) and groceries.

CHART 3 GUYANA MARKETING CORPORATION - ORGANIZATIONAL STRUCTURE (1976)

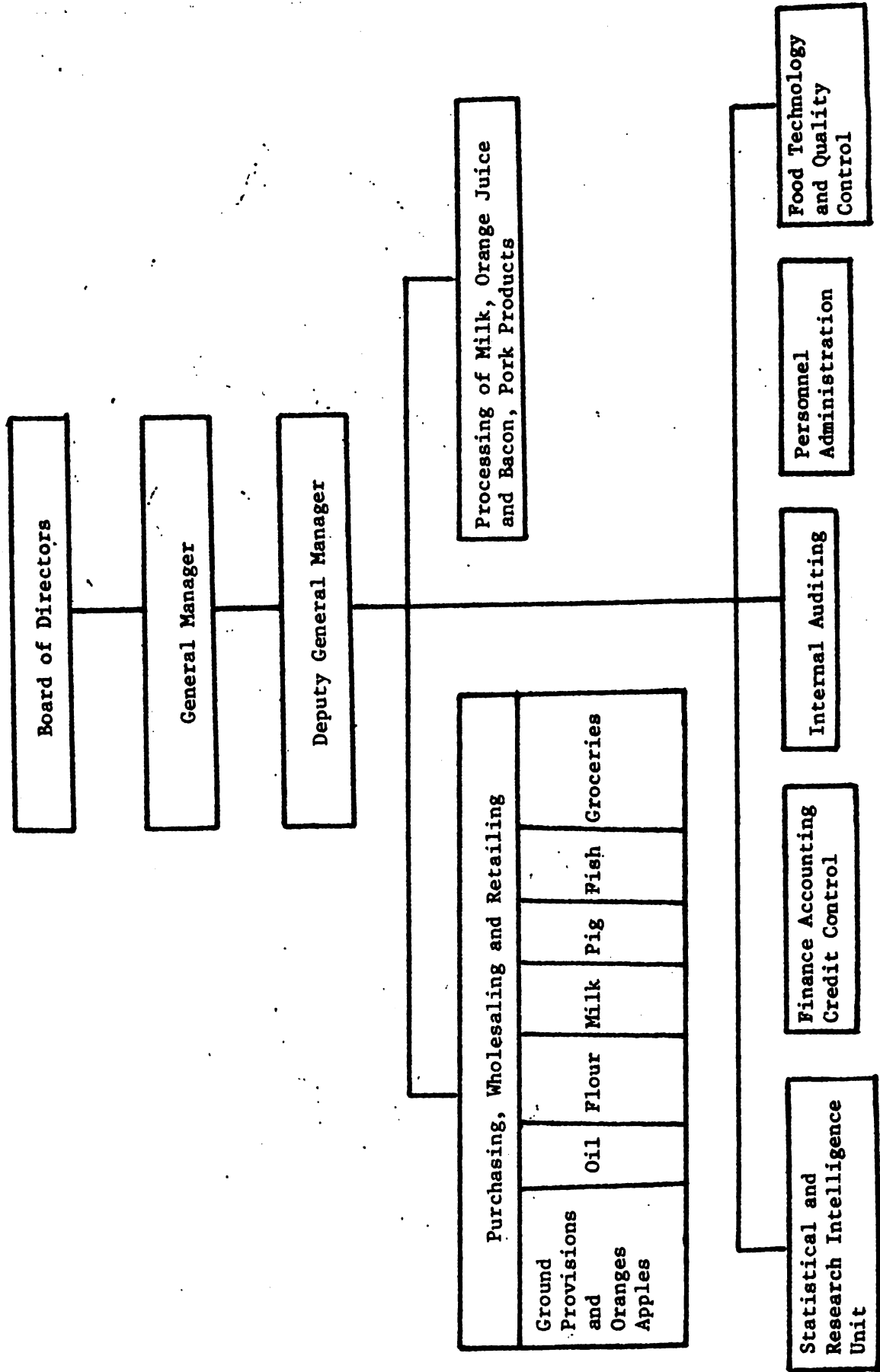


CHART 4: GUYANA MARKETING CORPORATION - ORGANIZATIONAL STRUCTURE (1979)

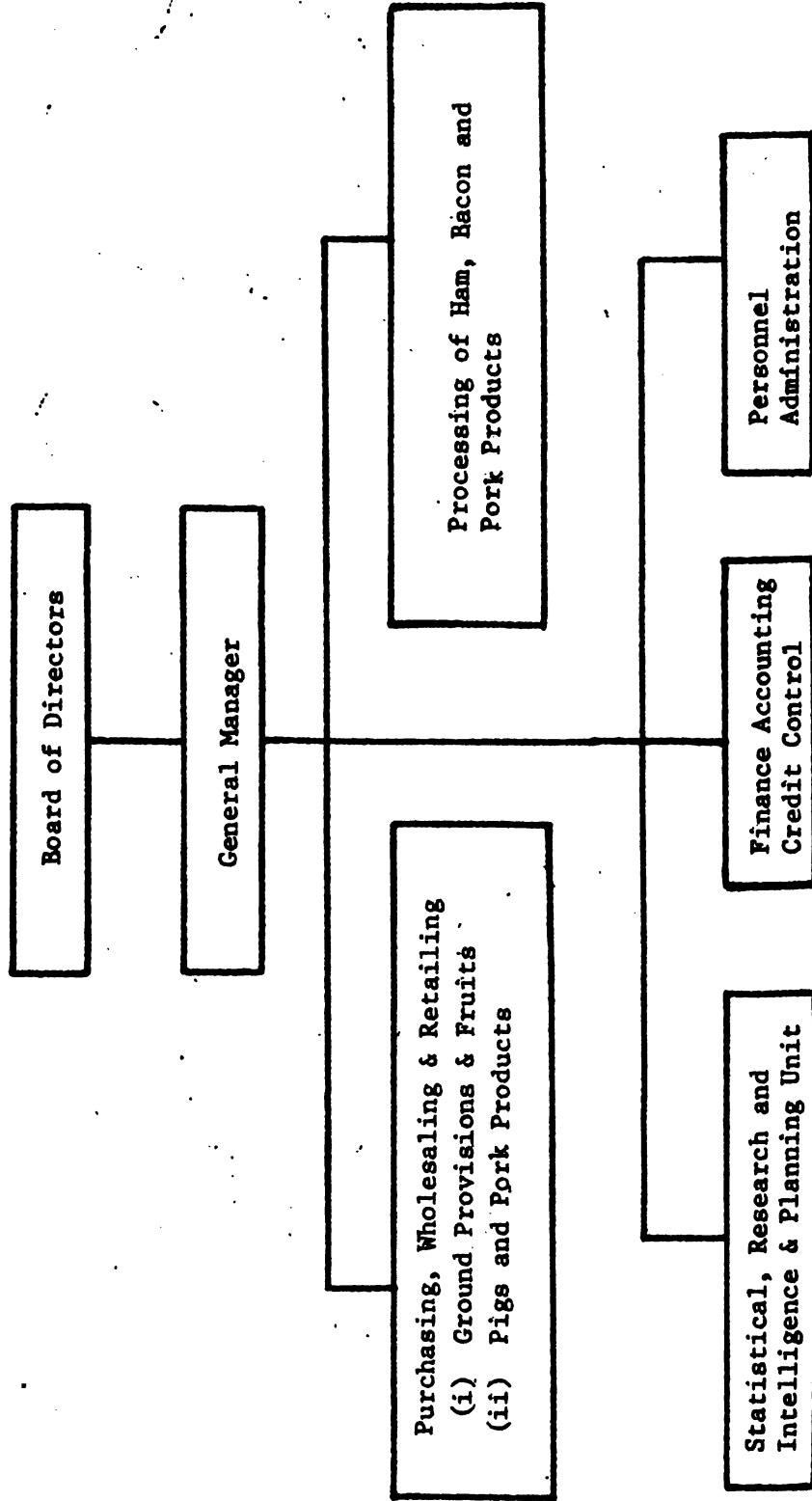


CHART 5 GUYANA MARKETING CORPORATION - MANAGEMENT STRUCTURE (1976)

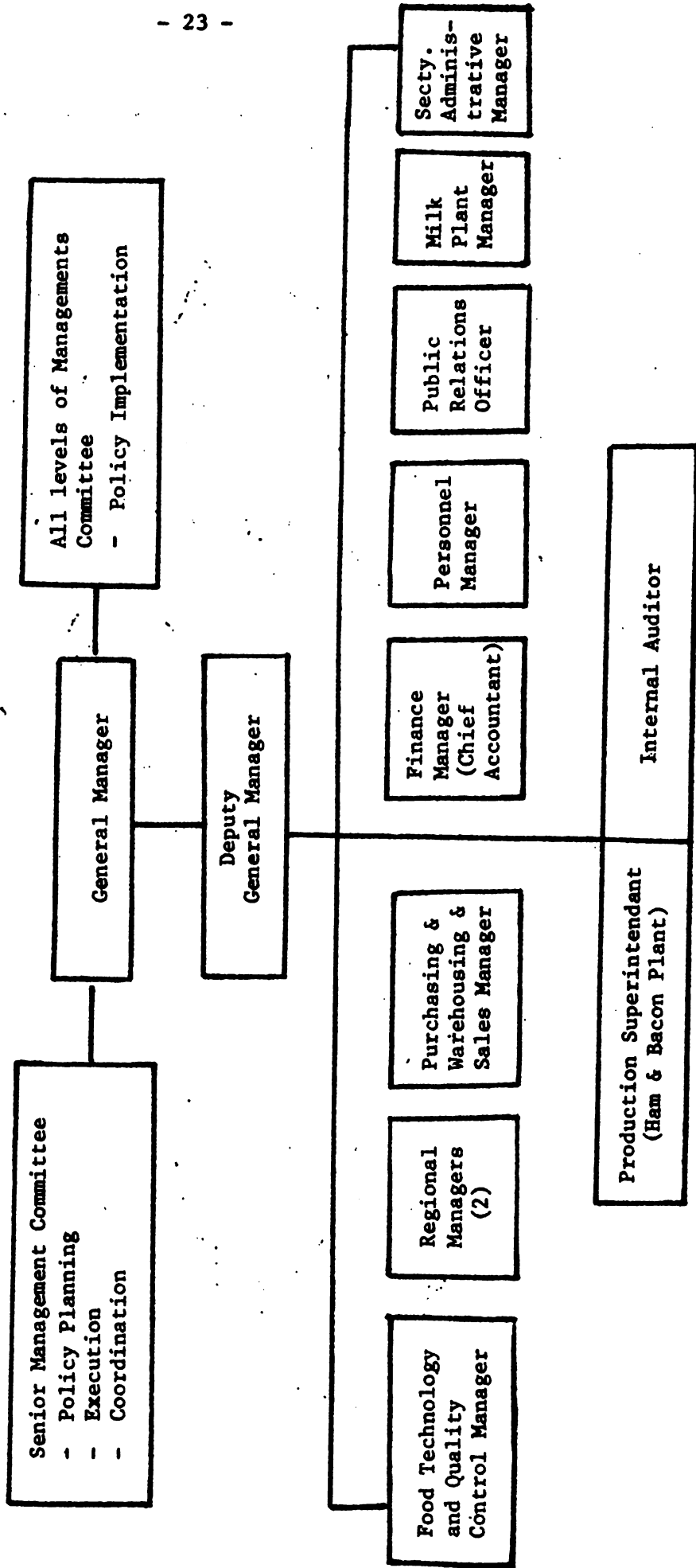
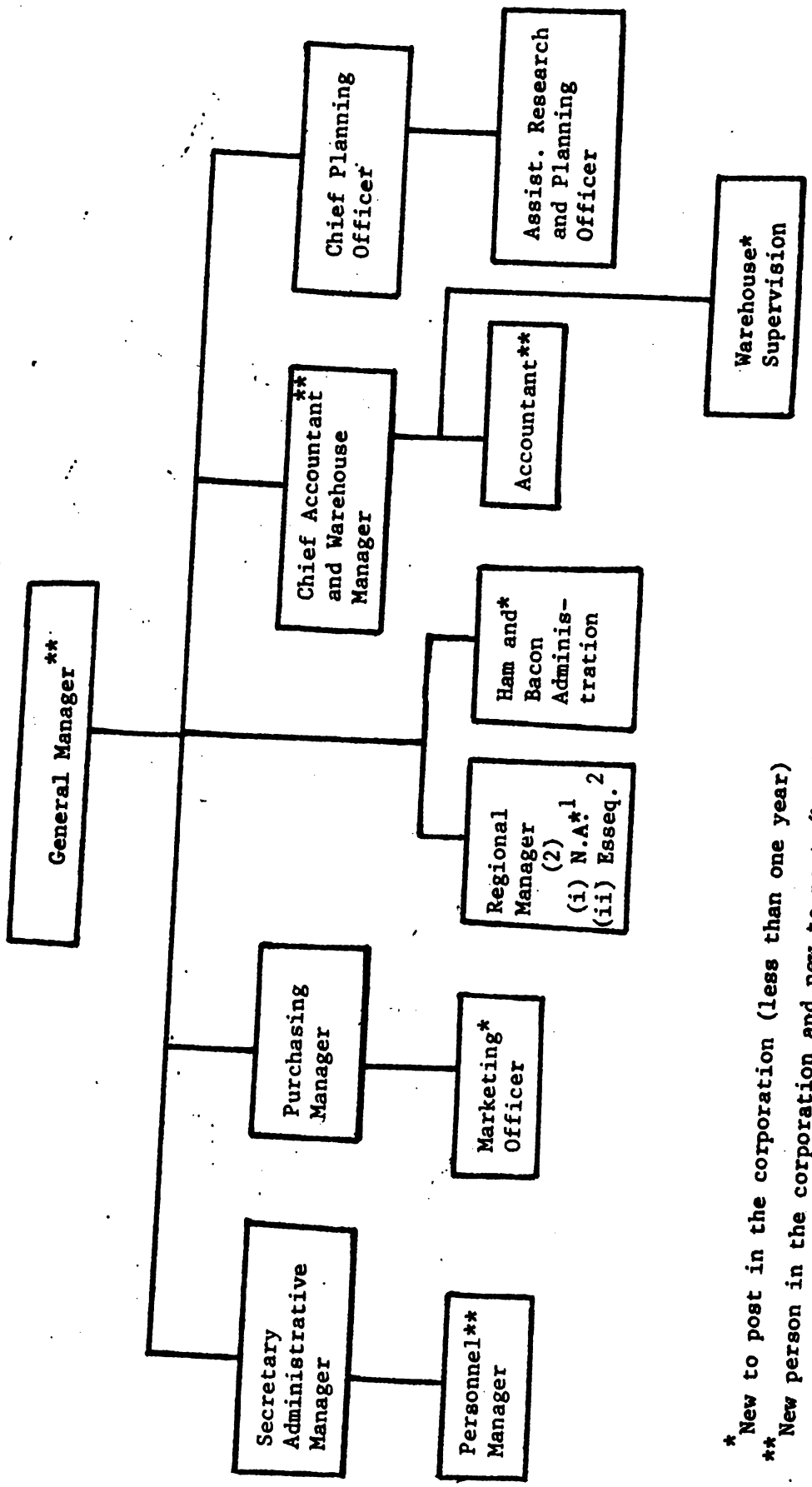


CHART 6: GUYANA MARKETING CORPORATION - MANAGEMENT STRUCTURE (1979)



* New to post in the corporation (less than one year)

** New person in the corporation and new to post (both less than one year)

- 1. New Amsterdam
- 2. Essequibo

pointed out above. The posts of Deputy General Manager, Food Technologist and Quality Control Manager and Internal Auditor no longer exist. Further four management positions are now identified as senior management positions. Under the 1976 management structure these were parallel with several that are now inferior to them. Ten of the thirteen positions represented in the 1979 management structure have persons appointed to the position less than a year ago. Four of these persons are also new employees of the corporation. A significant change in the present management structure from the 1976 structure is the absence of the two managerial committees. The all levels of management committee used to meet fortnightly and the senior management committee weekly. In fairness to the present management structure it should be pointed out that because of its recent origin it is still in a state of transition.

The number of senior personnel recently appointed to the present positions they hold in the corporation reflects both an instability and uncertainty which seems to characterize the institution. The significant changes in physical and managerial structures over the years are both a cause and result of this apparently unstable situation. The marketing and management systems described in the next chapter represents a mixture of the old and the new presently being introduced. It is felt that the above unstable personnel situation reflects the lack of any established personnel management systems.

CHAPTER 4

MARKETING AND MANAGEMENT SYSTEMS EMPLOYED BY GMC

This chapter is divided into sections describing the marketing and management systems of GMC in turn. The marketing systems description is from a product viewpoint while the management systems are presented from its personnel function side.

4.1 Description of Marketing Systems within GMC

This section focuses on the three marketing functions of procurement, product handling and processing and distribution. It is written in terms of the major products presently handled by GMC. Although the description of the systems is not exhaustive it is considered fairly representative.

4.1.1 Procurement

The marketing function procurement refers to the organization for the supply of produce at the raw material stage. Four important characteristics of the procurement function are adequate quantity, acceptable quality, appropriate time and reasonable cost. These in turn are influenced by such factors as pricing mechanisms, producer organisations, production technologies and transport services. Transport services are treated under produce handling in the next section. As far as influencing production technologies and producer organisations GMC has only done this indirectly through its association with the Ministry of Agriculture. There is presently no organized system directed to influencing producers to provide produce of a quality desired by GMC.

Some attention is given within GMC to appropriate time of purchasing produce. This however, is limited to planning the movement of produce and purely from a transportation angle. There needs to be consideration of time in terms of the different products handled incorporating both consumer needs (peak periods) and producer constraints (perishability, storage capacity).

The area of pricing policy is perhaps the most critical factor influencing GMC's procurement because it determines the quantity of produce that will be delivered to them, the quality of produce or standards and grades they could require and how responsible in general the supply sector will be to their

demands. GMC's pricing policy starts with the fixing and subsequent publishing of a guaranteed price at which GMC will purchase all marketable produce. This price is not necessarily the price paid when farmers deliver produce but it is the lowest possible price in the short run. Price policy operates through two prices, referred to as the guaranteed price and the current price. The guaranteed price (minimum price above) is determined by GMC senior management officials in conjunction with research and development officers of the Ministry of Agriculture. This latter group is responsible for carrying out cost of production studies for the various crop and livestock activities. This activity is carried out annually at which time guaranteed prices are revised.

The current price is the price at which produce is being purchased by GMC. It is determined wholly by GMC senior management personnel. The main factors affecting the price are the supply and demand situation with respect to the particular commodity. This price is reviewed weekly. Generally, the procedure is to observe the prices at the retail level in the municipal markets and adjust downwards for handling and transport costs. The current price is communicated to farmers at the buying point by the purchasing agent before the time of sale. If the current price is revised downwards at least one week's notice is given to the farmer.

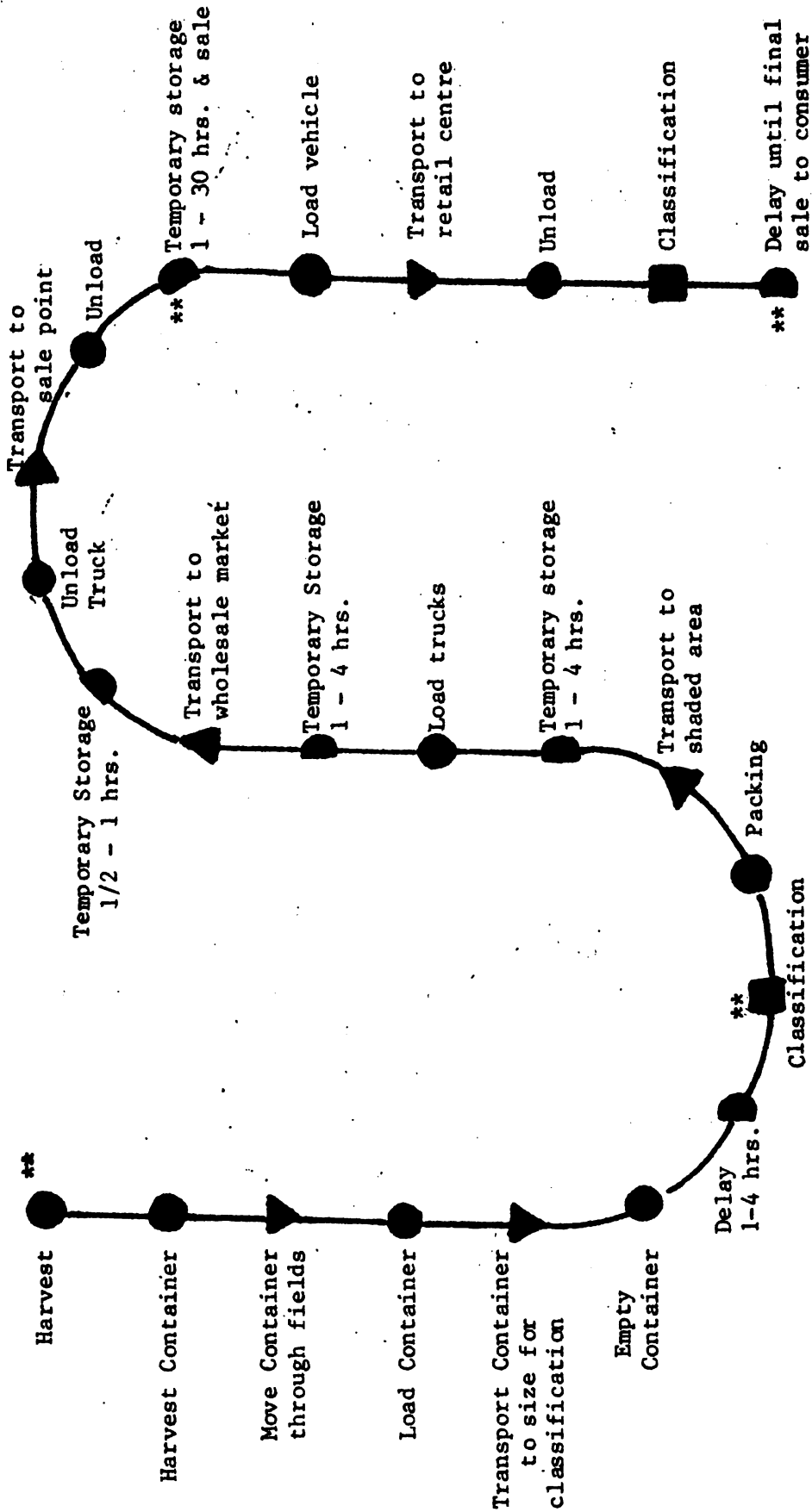
Both price systems, the guaranteed price and the current price, have price levels which correspond with the grade of produce offered for sale by the farmer. The purchasing agent is the final arbiter of the grade of the produce. The grading system is two tier, A and B. Price determination consists mainly of an inspection of the produce. If the produce is fully developed, of a satisfactory size, not over ripe, not diseased and/or not damaged, it is classified as Grade A. If the above requirements are not met the produce is classified as Grade B. The farmer normally brings his produce to the purchasing point in brown sisal sacks which must be open and the produce poured out before grading. The produce is repacked after purchase for transportation. Although GMC does have some say in what price they pay for produce by law they are forced to purchase all that is presented to them.

4.1.2 Product Handling and Processing

As far as agricultural crops are concerned GMC has been only minimally involved in altering or transforming the produce from the form and condition in which it is purchased from the farm. This is even more true presently because of the recent removal of a processing factory from under the jurisdiction of GMC. Processing activities concerned primarily oranges, pineapples, carambola and plantains. Oranges were squeezed to produce orange juice which was sold in half pint containers. This operation was situated at the Milk Pasteurization Plant which was then under the management of GMC. However, the production of orange juice had ceased permanently even before the Milk Plant was handed over to the Livestock Development Corporation. Pineapples and carambola were processed by a canning factory into jam and dried fruit respectively. Guyana Marketing Corporation now wholesales these fruits to Guyana Pharmaceutical Corporation (GPC) who took over the operation of the processing factory in 1979. Plantains were once processed into plantain flour but this activity has been discontinued.

The product handling services provided to all products are presently limited to transportation and storage. Transportation services include road, air and water transport. In general, at least two of these forms of transport are used in moving the produce from the purchasing point to the warehouse. The handling of produce at the loading and unloading points often results in major losses. These losses are further increased by poor packaging and inadequate storage facilities on the vehicles of transport. Water transport has been a particularly serious problem resulting in food losses caused due to excessive heat in the holds of the boats and sloops carrying produce as a result of improper ventilation compounded by inappropriate containers. Air transport has been very sparsely used because of its higher costs. Whenever produce can be moved from purchase point to the warehouse by road it is carried out in that manner. There needs to be increased attention to the handling of produce from the time it is picked. The physical damage that takes place at harvesting contributes much to the further damage and deterioration that takes place in transit. The GMC needs to carry out case studies on all its products following them from the point of harvest to final sale to the consumer. Chart 7 shows a diagram of movement for a hypothetical example.

CHART 7: DIAGRAM OF PRODUCT MOVEMENT



SYMBOLS
 ○ Operation
 ▲ Transport
 □ Classification
 ▽ Delay

The only GMC warehouse adjoins the head office on Lombard Street. It has for many years been considered inadequate both in terms of physical space and as a facility for conserving the life of the product. The warehouse primarily serves as a stopping place for produce before moving into the final distribution channels. Minimal sorting and cleaning of some produce has taken place when the demand warrants these services, however, this involves an extremely small percentage of the produce distributed.

4.1.3 Distribution

The distribution system of GMC is presently being transformed. The main mechanism through which produce was delivered to consumers (a chain of retail outlets) was removed from under the jurisdiction of GMC in 1979. They were situated throughout Georgetown and in some of the outlying areas. It is estimated that more than ninety (90) percent of the produce handled by GMC was sold through these outlets. Since their transfer to another corporation (Guyana National Trading Corporation) less than five (5) percent of GMC's produce is distributed through them¹. The present channels of distribution includes the produce depot (a supermarket situated adjacent to the warehouse in Georgetown), truck sales and delivery of produce to a series of public institutions.

The produce depot on Lombard Street is presently the main outlet. The produce is displayed on wooden racks in the store and consumers pick among the items the amount they desire. The produce is then weighed and paid for. At no point is any packaging provided. On the day the operation of the outlet was observed only six items were on sale in the store (plantains, eddoes, oranges, lemons, sweet potato and pork). Formerly, this depot was run as a supermarket selling a full line of produce and groceries. This scaled down operation (in terms of number of commodities handled) is partly explained by the effort of government to allow GMC to concentrate all its efforts on marketing of farmers' produce. The few products handled by GMC

¹These estimates were offered by GMC Personnel.

is a reflection of two aspects of GMC's operation. Firstly, it reflects the role of GMC as a purchaser of last resort. The products that GMC sells vary with the peak periods of particular crops. In other words it's only when there is an excess supply situation characterizing the market and no private intermediaries are purchasing a particular product that producers bring their produce to the GMC. Secondly, it shows that the price at which GMC offers to purchase farmers' produce is not competitive with those offered by private intermediaries. This latter aspect is also an indication of the inflexibility of the GMC pricing system.

Produce is also sold from the backs of trucks or trailers by agents of GMC. These trucks generally stop at a point close to municipal markets and sell to householders doing their daily shopping. On occasions when large quantities have to be disposed of the trucks travel into housing areas and sell directly to consumers at their gate.

Produce is also provided to public institutions on a daily basis. This produce is either delivered by GMC or collected by the institutions themselves. The institutions have first priority over GMC produce and when GMC receives commodities in short supply they do not reach the other two distribution channels.

The present distribution system is considered inadequate and present plans include the introduction of an additional medium through which produce would be available to consumers. This medium would be village produce merchants who would receive products delivered directly by GMC personnel. It is proposed that all produce will no longer come to the main warehouse but will be delivered directly from the buying point to the agent. This proposed change has the benefit of increasing the number of distribution outlets while at the same time decreasing the handling of produce and the time lost between purchase from farmer and delivery to consumer. The realization of this modification could considerably improve the performance of GMC.

4.2 Description of Management Systems within GMC

This section focuses on the management of GMC in terms of personnel administration, financial control and planning. The personnel department is responsible for the hiring, training and welfare of the employees. The financial control decision is concerned primarily with accounting, book-keeping and stock control measures to ensure that financial resources of the corporation are accounted for accurately. The planning division, formerly the statistical and research unit gathers information and presently assists in the management and scheduling of the corporation's activities in order to achieve a higher level of efficiency.

4.2.1 Personnel Administration

The personnel administration department is headed by the secretary of the company to whom the personnel manager reports. This department has the function of keeping positions in the corporation filled with persons possessing the qualifications to perform creditably in these positions. This means that the personnel department should have a hiring policy and personnel training policy to ensure the availability of qualified personnel when needed.

Procedures for hiring vary with the qualification level of personnel desired. For senior management, professional and technical posts advertisements are placed in the national newspapers. Given the shortage of qualified personnel these posts are normally filled by the transferral of persons from government ministries or government corporations. In reality, the filling of senior posts in the corporation has not been through a selection process among qualified candidates but rather the secondment of a person who might be able to do the job and can be released.

Junior level positions are filled through the government employment exchange. Academic qualifications must correspond with the requirements of the post and an interview with management is conducted. In some cases (sales clerks and bill writers) an intelligence test is set. Recruits normally serve a probationary period varying from three to six months. After successful completion of this period appointments are confirmed.

Training of personnel has not been carried out on a regular basis by the corporation in the past. Recently an officer in the personnel department was appointed to serve exclusively as a coordinator of a training programme. A survey of training interests are presently being investigated (Annex 2). Over the past four years approximately six officers in the corporation have had varying periods of training in Europe and North America. Unfortunately, however, these persons are either no longer with the corporation or do not work in the area for which they were trained.

4.2.2 Financial Control

The nature of the product being dealt with and the present technology used for handling produce in Guyana makes stock taking and hence record keeping very difficult. As a result of this and the absence of a strong developed management structure to ensure that records are kept, the performance of the corporation in the area of financial control needs considerable improvement. This has been the history of GMC and is not a reflection of the present administration.

The Stoll Report of 1977 states:

"It (GMC) had no clear objectives; no proper organizational structure; inadequate finances; run-down physical assets; a lack of both quality and quantity of management and staff... The records disclose that there were firstly, no permanency of Chief Executive and Senior Staff and secondly that the emoluments and other conditions of all staff were very far from attractive; indeed far from satisfactory ...With the interaction of all the elements in the situation just referred to above, the Committee is hardly surprised to find that the accounting records of the corporation in their present unsatisfactory state are years in arrears."

The present situation within GMC is very similar to that described above. The information on produce available was limited to quantities bought, their prices and value of the purchases. Average prices in the wholesale division were also available. Information such as:

complete operating accounts for the past few years; quantities of sales; and quantities sold in different distribution channels were not available.

The management systems practised makes financial accountability very difficult. There is no regular system for taking the warehouse stock and checking purchases against sales. Further, all produce purchased is weighed at the site while all produce entering the warehouse is not weighed. No differentiation is presently made between the recording of truck sales and warehouse sales. The Wholesale division is not made to account for produce received from the warehouse. (A simple cash count is reconciled with the cash register). The fact that oranges are transferred from the warehouse in pounds and are sold in units and the fact that selling prices can change several times during a single day does not make the keeping of accounts easy but on the other hand it does not make it impossible.

The seemingly continuous change in senior personnel does not lend itself to the establishment of an efficient system of control and financial accounting. The deficit for the years 1965-73 are shown in Table 2. The deficits may have decreased in total in recent years because of the declining amount of produce handled by GMC. However, the necessary information to evaluate the relationship between produce handled and deficit, a key factor, was not available for recent years. Chart 8 shows the rising trend of loss per pound (cents) of food crop purchased for the years 1965-73. It is important to investigate this situation for the more recent period.

4.2.3 Planning

Prior to the present management structure there was no organizational unit explicitly responsible for programming and planning activities in the corporation. The present general manager of GMC

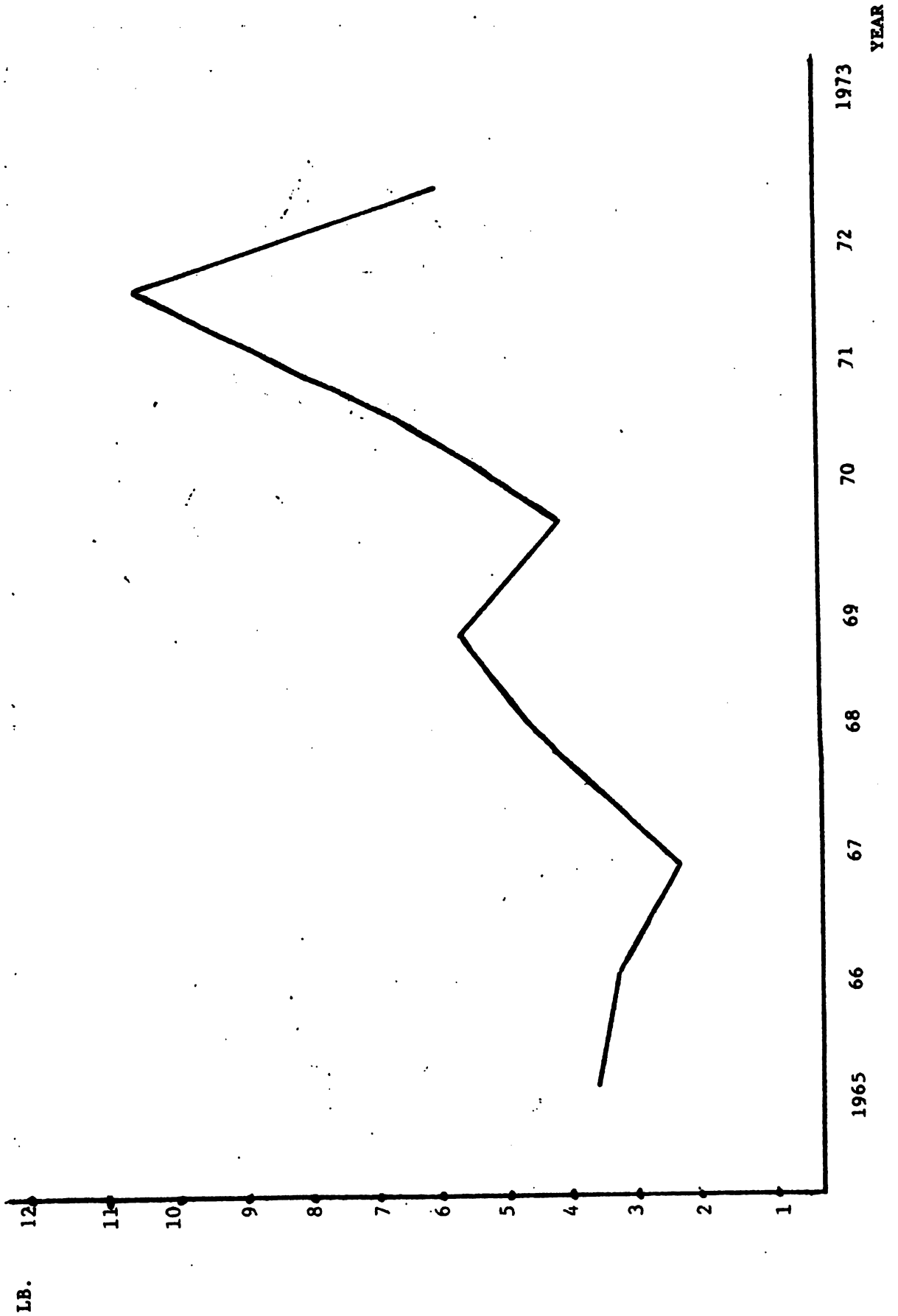
¹The failures of GMC from a financial standpoint are well documented in the Stoll Report of July 30, 1977 and is highly recommended for those interested in this specific area of GMC's operations.

TABLE 2

Surplus (Deficits) of Trading by GMC in Food Crops
during the period 1965 - 1973 (G\$)

Year	Surplus (Deficit)
1965	(315,281)
1966	(140,612)
1967	(168,950)
1968	(541,145)
1969	(909,860)
1970	(564,889)
1971	(732,604)
1972	(708,147)
1973	(937,770)

CHART 8: FOOD-CROP LOSSES IN CENTS PER POUND



reorganized the statistical and research unit into the planning unit. Formerly the unit mainly collected information for the annual statistical abstract. This information was limited to the production and purchasing side of GMC's operations and apart from the listing of selling prices it totally neglected the sales side of the corporation. The unit continues to perform these functions but is presently conceived in a much more dynamic framework. The research aspect of the old unit is given more emphasis and analysis of different operations within GMC is carried out. The unit is expected to use these analyses to organize and plan the work of GMC. Presently, analyses are being carried out in the areas of warehouse losses, costing of different operations, investigation of new processes to extend the life of the product to increase the time factor for its distribution. Much of the work for the reconstruction and development of GMC is expected to be indicated by this unit.

CHAPTER 5

ANALYSIS OF RECENT PERFORMANCE OF THE GUYANA MARKETING CORPORATION

This chapter focuses on available data for the Guyana Marketing Corporation operations during the period 1975 - 1978. The aim is to observe trends reflected through such variables as produce handled, value of purchases and expense ratios. By doing this one can compare achievements with expectations and point to strengths and weaknesses in the marketing agency's operations.

5.1 Analysis of Produce Handled

The main commodities normally handled by the Guyana Marketing Corporation are: plantains, sweet potatoes, sweet cassava, bitter cassava, eddoes, yams, bananas, grapefruit, oranges, limes, cabbage, pumpkin, tomatoes, green ginger¹. For eight of these products the projected purchases of GMC were compared with the actual purchases. The data used for the projected purchases are stated in a report by the General Manager in 1976². The data on actual purchases are taken from GMC annual statistical reports for the years 1975 through 1978. Table 3 (a) through (d) presents this information. In general, only in the case of pumpkins did GMC realise its projected purchases in each of the years reported. For the remaining products the shortfall in produce purchased is very significant. In the case of yams for the years 1975 through 1978 GMC was able to purchase only 8, 13, 3, and 7 per cent of its projected figures for the respective years.

Purchases of grapefruit, oranges and bananas show similar shortfalls during this period. In 1978, the level of purchases of the selected commodities by the corporation was particularly low given the goal amounts. Of the eight products focused on, in only two cases were greater than fifty percent of the projected purchases realized. It should also be pointed out that over the period there is no definite increasing trend in the physical

¹H.A. Saul: Report from "Committee to investigate all aspects of the Guyana Marketing Corporation's operations, March 1976.

²Ibid. Appendix 1, Pg. 21

Table 3: Comparison of Projected and Actual Purchases of Selected Products for the period 1975 - 1978

Table 3 (a) 1975

<u>Year</u>	<u>Commodities</u>	<u>Unit</u>	<u>Projected Quantity</u>	<u>Actual Quantity</u>	<u>Variation</u>	<u>% Variation</u>
1975	Plantains	lbs.	10,245,176	8,611,317	1,633,859	-15.94
	Eddoes	"	1,725,658	1,147,141	578,517	-33.52
	Bitter Cassava	"	5,032,124	4,912,329	119,795	-2.38
	Yams	"	741,372	62,846	678,526	-91.52
	Bananas	"	1,433,114	1,039,957	393,157	-27.43
	Grapefruit	Only	1,226,793	481,260	745,533	-60.77
	Orange	lbs.	7,882,947	3,586,711	4,296,236	-54.50
	Pumpkins	"	86,603	528,074	+441,471	+509.76

Table 3 (b) 1976

1976	Plantains	lbs.	10,552,531	3,728,628	6,823,903	-64.66
	Eddoes	"	1,777,426	1,552,221	225,205	-12.67
	Bitter Cassava	"	5,183,088	3,946,295	1,236,793	-23.86
	Yams	"	763,512	95,318	668,194	-87.51
	Bananas	"	1,476,107	487,574	988,533	-66.96
	Grapefruit	Only	1,263,595	174,163	1,089,432	-86.21
	Orange	lbs.	8,109,134	1,014,769	7,094,365	-87.48
	Pumpkins	"	89,201	117,640	+28,439	+31.88

Table 3 (c) 1977

1977	Plantains	lbs.	10,869,107	4,970,867	5,898,240	-54.26
	Eddoes	"	1,830,748	2,047,381	+ 216,633	+11.83
	Bitter Cassava	"	5,338,580	3,064,636	2,273,944	-42.59
	Yams	"	786,516	22,954	763,562	-97.08
	Bananas	"	1,520,389	443,649	1,076,740	-70.82
	Grapefruit	Only	1,301,501	331,845	969,656	-74.50
	Oranges	lbs.	8,349,407	2,674,351	5,675,056	-67.96
	Pumpkins	"	92,368	3,893,203	+2,800,835	+4114.8

Table 3 (d) 1978

1978	Plantains	lbs.	11,195,180	4,255,733	6,939,407	-61.98
	Eddoes	"	1,885,670	253,631	1,632,039	-86.54
	Bitter Cassava	"	5,498,727	2,463,441	3,035,286	-55.19
	Yams	"	810,112	61,984	748,128	-92.34
	Bananas	"	1,565,999	873,989	692,010	-44.18
	Grapefruit	"	1,340,544	190,331	1,150,213	-85.80
	Orange	Only	8,602,978	1,545,280	7,057,698	-82.03
	Pumpkins	lbs.	95,139	315,879	+ 220,740	+232.0

quantities of produce handled. In the case of bananas, oranges and grapefruits a decreasing trend is observed. Given this situation and the relatively fixed associated costs of warehousing and retailing it would not be surprising to find the crop marketing section of GMC showing a loss on its operating accounts. Working with the assumption that the projected purchase amounts reflect associated facilities and personnel available then if GMC is to be viable the volume of produce handled must come closer in the future to the levels of purchases projected.

5.2 Analysis of Expenses

Ideally, the comparison carried out in this section would involve expenses of the various sections of GMC and income from produce sold. However, it was not possible to do this because of a lack of data on income from produce sold. In the present GMC framework the accounting of produce sold is not reported in the Annual Statistical Abstract and hence it is also impossible to get an estimate of the value of losses due to deterioration and spoilage of produce after it is purchased from farmers. As such the comparisons below suffer from the assumption that all produce purchased is sold. This assumption is limiting especially as it is related to GMC as a buyer of last resort, because produce unable to find a market through the normal channels may be dumped on GMC. The ratios below are therefore very possibly underestimated and only the trend is relevant. The year 1977 is particularly susceptible to this mistake given the unusually large amounts of pumpkins purchased that year. This point will be brought out further when the data is being discussed below

A comparison of total operating expenses, warehouse expenses, distribution expenses and labour expenses to total value of produce purchased was made. Generally these ratios show the expenses incurred in each area for every dollar of produce purchased. Table 4 shows the value of these ratios for the years 1975 - 1978. If focus is limited to the years 1975, 1976 and 1978 it is seen that for every dollar spent to purchase produce, increasingly more was spent to move the produce between the producer and consumer. This applies generally to total operating expenses as well as to the sub-sets, warehouse, distribution and labour expenses. It is also seen that over the period analysed the relative increase of the ratio representing distribution expenses to produce purchased

Table 4: Value of the Ratios of Total operating Expenses, Warehouse expenses and Distribution Expenses to Total Value of Produce Purchased for the period 1975 - 1978

	1975	1976	1977	1978	% increase from 1975 - 1978
(1) <u>Total operating expenses</u> Total value of produce purchased	.30	.66	.48	.88	193
(2) <u>Warehouse Expenses</u> Total Value of Produce purchased	.14	.21	.16	.24	71
(3) <u>Distribution Expenses</u> Total Value of Produce purchased	.01	.04	.02	.04	300
(4) <u>Labour Expenses</u> Total Value of Produce purchased	.13	.21	.18	.38	192

is the greatest of the four categories. The increase of total operating expenses and labour expenses at approximately the same percentage is a reflection of the importance of labour expenses in total operating costs. Further inferences on the basis of the ratios have to be guarded because of the price variable imbedded in both the numerator (factor prices) and denominator (produce prices). If prices of both produce and factors of production move in the same direction at the same rate one could conclude the GMC was achieving a lower level of technical efficiency given the observed trend. Either the GMC is using more resources to handle the same produce or the same resources to handle less produce. Given the data in Table 3 the latter is suspected.

The reversal in 1977 of the trend of increasing expenses per dollar of produce purchased can be partially explained by focusing on the increased purchases of pumpkins in that year. Table 5 below shows the considerable increase in the quality of pumpkins purchased in 1977 in comparison with the other years in the period.

Table 5: GMC Purchases of Pumpkins, Quantity, Value and Unit Price
for the years 1975 - 1978

Year	Quantity	Value (G\$)	Unit Price (G\$)
1975	528,074	25,983.6	.05
1976	117,640	10,200	.08
1977	3,960,033	350,123	.09
1978	315,879	16,822	.05

Given a high purchasing price of pumpkins that year the total value of produce purchased increased considerably. Given the history of GMC and the knowledge that in glut periods a percentage of produce sold to GMC is often dumped makes more critical the absence of produce sold information. The increase of GMC purchases in 1977 to almost four million pounds of pumpkins (especially in the light of the 1975, 1976 and 1978 purchases) suggests an extreme glut on the market and one would suspect that a high percentage was lost through spoilage. Purchases of pineapples and blackeye peas were

also abnormally high in 1977 following a pattern similar to pumpkins during the period under study. Thus it is difficult to accept the result for 1977 in Table 4 as a reversal of the trend.

5.3 Price Analysis

Fair and stable prices to farmers to stimulate agricultural development often necessitates higher prices to consumers. Yet GMC has the responsibility of low prices to consumers as well as fair prices to farmers. Thus in evaluating the price structure of GMC one has to be aware of these goals which conflict (even if only in the short run). Municipal market retail prices which are free and considered very responsive to the forces of supply and demand are used as the frame of reference in evaluating GMC pricing behaviour. Table 6 lists the prices for selected products paid to farmers by GMC, sold to consumers by GMC and sold to consumers by private hucksters in municipal markets.

The commodities focused on in Table 3 differs from Table 6 due to the exclusion of bitter cassava and bananas in the latter. This is because bitter cassava is not sold to consumers directly and bananas (depending on the variety) are sold to consumers at three different prices. As one would expect given the consumer welfare goals of GMC the municipal market retail prices are generally higher than the GMC selling Prices. The higher municipal market prices, however, also generally reflects both a higher mark up as well as a higher price paid to the farmer. This two price system observed for the same commodity can exist only because of the small percentage of produce handled by the GMC. In some years, yams and oranges, GMC prices offered to farmers are higher than the prices at which the produce is sold to consumers. Clearly, in these instances GMC is attempting to subsidize consumers, but the impact is limited given that less than ten percent of national production is handled by the corporation.

Although the levels of GMC prices appear to have no relation to the free market prices for the commodities studied the variation of individual commodity prices appears to be similar. In the case of plantains, GMC purchasing price and selling price reduced and increased similarly to the

Table 6: GMC Purchase prices paid to Farmers, GMC Selling Prices to Consumers, Municipal Market Retail Prices, for Selected Products during the period 1975 - 1978

		<u>GMC Purchase Prices</u>			
<u>Commodity</u>	<u>Unit</u>	<u>YEAR</u>			
		<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>
Plantains	lbs.	.13	.18	.24	.19
Eddoes	"	.14	.16	.19	.21
Yams	"	.14	.25	.48	.36
Oranges	"	.09	.09	.12	.12
Pumpkins	"	.05	.08	.08	.05
Grapefruits	Only	.03	.03	.05	.07

		<u>GMC Selling Price</u>			
Plantains	lbs.	.16	.21	.28	.23
Eddoes	"	.16	.20	.25	.30
Yams	"	.21	.23	.18	.36
Oranges	"	.06	.10	.07	.07
Pumpkins	"	.12	.14	.11	.18
Grapefruits	Only	.09	.07	.07	.09

		<u>Municipal Market Retail Prices</u>			
Plantains	lbs.	.23	.36	.48	.33
Eddoes	"	.28	.37	.42	.51
Yams	"	.55	.66	.88	1.03
Oranges	"	.05	.22	.21	.22
Pumpkins	"	.35	.38	.21	.34
Grapefruits	Only	.05	.29	.31	.30

municipal market prices. The same was observed for eddoes and pumpkins. However, in each case the extent of variation (responsiveness?) was greater in the free market.

Thus, GMC's prices can be said to work towards creating a more stable environment for both producers and consumers in that the rate of variation of their prices is minimal. However, the amount of produce marketed by the corporation suggests that prices offered by the corporation are not competitive (in any meaningful way) with other distribution channels and hence serve only as a price floor. Some unpublished studies have also shown that these prices are below the relevant cost of production estimates. Due to this situation neither producer nor consumer is served because low (inapplicable) prices fail to benefit producers and are unable to command produce in amounts to benefit consumers.

CHAPTER 6

CONCLUSIONS AND RECOMMENDATIONS

The major problems facing GMC as an institution have existed for some time now and attention has been drawn to them in the past reports. The present study serves to highlight the fact that little if anything has been done about them and in the meantime they get worse and new problems arise. Among the major areas needing urgent attention are the following:

1. There is a need for better communication and coordination among departments of GMC. For example, it was found that the purchasing division and the wholesale centre did not reconcile their activities with each other. The wholesale division does not communicate its needs to the purchasing division and the two units do not make efforts to coordinate purchases and sales. Further, cooperation with the Ministry of Agriculture should be enhanced so as to better stimulate and program the produce supply sector.
2. The physical facilities being used by the corporation are inadequate both in terms of quantity and quality. Losses occur both because there is not enough available space to store produce and because space available is wanting in many respects from the standpoint of the preservation of produce. Facilities for handling and grading produce also need to be considerably improved.
3. The accounting and control framework of the corporation is very poorly managed. Presently purchases and stocks of produce are not balanced against sales of produce. As a result the essential evaluation measures for improving performance regarding product procurement and distribution are unavailable. The key position of internal auditor is presently not filled. Further, there is need for more analysis and evaluation to be carried out on operations at all levels of the corporation.

4. There is great need for improved programming of senior level personnel activities. The senior managers of the corporation are limited in their ability to perform because of the existence of vague and hazily defined goals, lack of a clearly represented structure of functional responsibility, shortage of physical, financial and human resources. The constant changes of senior personnel is itself a reflection of these limitations. A certain amount of stability has got to be worked for in the senior management structure. Improving facilities, increasing salaries and documenting clearly areas of jurisdiction and levels of responsibility would go a far way towards increasing the stability of senior management in the corporation.

5. The training of personnel should be studied carefully so that it is consistent with the needs of the corporation and ensures that the corporation benefits from the investment made. Several persons trained by the corporation in the past either no longer work with the corporation or are not working in the areas for which they were trained. Further, several persons in the corporation hold technical positions that neither their training nor experience has prepared them for. Skills needed for organising, managing and handling the procurement and distribution of food and agricultural products, especially perishables, are scarce and should be recognised as such. A systematic program for the training of marketing foremen, technicians and administrators should be developed and adhered to until the corporation has access to all the required skills for its successful development.

There needs to be a separate program for an indepth study of each of the above five areas with the goal of proposing specific activities and programmes to improve the operation of GMC.

SELECTED REFERENCES

Annual Statistical Abstract, Guyana Marketing Corporation, 1976, 1977, 1978.

Saul, H.A. "An Experience in Agricultural Marketing - The Guyana Marketing Corporation", paper presented at seminar on Common Agricultural Policy, November 1978.

Saul, H.A., "Report of a Committee to Investigate all Aspects of the Guyana Marketing Corporation's Operations", March 1976.

The Report of the Guyana Marketing Corporation, Committee of Inquiry, Georgetown, July 30, 1977.

ANNEX I

QUESTIONNAIRE FOR AN INSTITUTIONAL ANALYSIS

OF THE

GUYANA MARKETING CORPORATION

I GENERAL INFORMATION

1.1 Name and Acronym:

1.2 Address:

Telephone:

Cable Address:

1.3 Year founded:

1.4 Origin of the institution:

1.4.1 Was there a predecessor with similar functions?

1.4.2 If not, why was the institution created?

1.4.3 Ordinance creating GMC

- antecedents

- justification

- legal objectives

1.5 Type of institution:

1.5.1 Public/semi-public/decentralised?

1.5.2 Organism on which it depends?

1.5.3 Functions authorised by law?

1.5.4 Formulation of directorship or board of directors?

1.5.5 Who appoints the director?

1.6 Which products are handled by the institution? For each product identify the functions realised related to procurement, handling/management and distribution.

FUNCTIONS	PRODUCTS			
<p><u>PROCUREMENT</u></p> <p>Price fixing Purchasing Transportation Grading Storage Packaging Processing Consignment Financing Price Information Market Promotion</p> <p><u>HANDLING/MANAGEMENT</u></p> <p>Transportation Grading Storage Packaging Processing Standardisation</p> <p><u>DISTRIBUTION</u></p> <p>Price fixing Transportation Distribution Financing Price Information Market Promotion External Commerce</p>				

1.7 Resources:-

1.7.1 Financial resources (budget last 5 years) programmed and executed

a) Source of resources?

b) Expenses?

- operation (fixed budget, personnel, services, etc.)
- working capital (marketing fund)
- investments (infrastructure).

1.7.2 Infrastructure Resources

a) Identification, details of structure, value and location on map.

- purchasing centres
- terminals
- distribution points

b) Identification, value and location of operational equipment

c) Operational characteristics of infrastructure and equipment (silos, warehouses, vehicles, others)

Describe methods of operation and services offered in each case (receiving, cleaning, drying, natural or cold storage, packaging, etc.)

- b) Of the professional personnel, how many are trained in marketing or are considered marketing specialists?
 - number trained in marketing
 - number considered marketing specialist.
- c) Does GMC have an office or unit responsible for training personnel?
- d) Is there a training programme and/or manual?
- e) Does there exist a technical scale for promoting personnel?
- f) Are personnel trained regularly, if so, describe?
- g) In all of the above with positive answers, obtain copies of the documents.
- h) Describe the procedure for hiring personnel.
- i) Do positions have job descriptions?

1.8 Perspectives:

1.8.1 Sectoral or institutional changes

- a) Does there exist or is there planned a basic diagnostic study, an evaluation or enquiry into the management of GMC?
- b) If so:
 - Is it carried out systematically and periodically?
 - How are or were the results of the diagnosis used? (formation of work groups, priority areas identified and treated, etc.)

1.8.2 Intervention:

- a) Are there any plans to intervene in other products or groups of products?
 - Which products?
 - What type of intervention and at what level?

FUNCTIONS	P R O D U C T S			
<u>PROCUREMENT</u> Price fixing Purchasing Transportation Grading Storage Packaging Processing Consignment Financing Price Information Market Promotion				
<u>HANDLING/MANAGEMENT</u> Transportation Grading Storage Packaging Processing Standardisation				
<u>DISTRIBUTION</u> Price fixing Transportation Distribution Financing Price Information Market Promotion External Commerce				

b) Are there any plans to modify the method of intervention in some products?

/of

- Which products (including cancellation / some products)?
- What modifications?
- Why the modifications?

1.8.3 Plans or programmes:

1.8.3.1 Infrastructure (plans for expansion or modification)

- a) What plans are there?
- b) What capacity is involved?
- c) What financing is required?
- d) What are the sources of financing?
- e) Expected dates for beginning?
Expected dates for termination?
- f) Source of the plans or projects?
(GMC, other local source, international, etc.)

1.8.3.2 Institutional strengthening

- a) Anticipated restructuring of GMC
 - When did last restructuring take place?
 - Why
 - Are there plans for another restructuring?
- b) If so
 - On what is the decision based (studies, diagnosis)?
 - What does it entail?
 - How do you intend to implement it (in stages, short and medium term operative plans)?
- c) Training
 - Has a diagnosis of training need been made?
 - What plans have been made to satisfy the needs?
 - Who will be responsible for training (GMC, universities, specialised institution, etc.)?

d) Investigation:

- Are any plans or programmes for investigation in marketing being considered?
- If so, in what do they consist?
- Who and how will they be implemented (GMC, other institutions, universities, technical assistance etc.)?.

1.8.4 Financing:

1.8.4.1 Credits:

a) Are there any new credit programmes being designed or ready for implementation?

- If so, explain them.
- Who will finance them?
- Describe present stage of credit programme.

b) Actual situation of debts or credits?

- With who, what institution?
- Amounts?
- Perspectives for repayment?
- Who pays (GMC or Central Government)?

1.8.4.2 New Sources of Financing:

- a) Describe new sources of financing (new direct taxes, special finds, rediscounts, others).
- b) Estimated amounts of new financing?
- c) Planned destination or use of resources?
- d) Actual state of negotiations?

II ORGANISATIONAL STRUCTURE

2.1. Get copies of following organisational charts:

- a) General organisation of GMC at different points in time.
- b) Organisational charts of special units or departments.
- c) Organisation structure of regional offices.
- d) Organisation structure of specific offices, plants, silos buying stations, etc.

2.2 Fill out the following table:

MARKETING FUNCTIONS	NATURE OF ACTIVITY						
	Planning	Decision Making	Norms	Execution	Control	Supervision	Evaluation
Price fixing							
Purchasing							
Transportation							
Grading							
Storage							
Packaging							
Processing							
Distribution							
Financing							
Standardisation							
Price Information							
Market Promotion							
External Commerce							
Consignment							

NOTE: Sequence: Give an explanation of the process, for example in PRICE FIXING define who plans, who decides, who norms, who executes, who controls, who supervises and who evalustes.

2.3 Describe the decision making process in each case.

III ANALYSIS OF OBJECTIVES

3.1 What are the general objectives of GMC?

3.1.1 According to legislation?

3.1.2 Those that are observed in practice?

3.1.3 Has the situation which existed at the time when legislation governing GMC was created, changed?

3.1.4 Have there been changes in legislation, if so describe?

Have these changes reflected the new situation?

3.2 What are the specific objectives?

3.2.1 Does legislation detail specific objectives for the institution or are they defined annually or periodically, etc.?

3.2.2 What are the specific objectives?

3.2.3 What is the origin of the specific objectives?

3.2.4 Have these objectives been attained?

3.2.5 Have new specific objectives been defined?

IV ANALYSIS OF ROLE ASSIGNED TO GMC

4.1 What does legislation say in respect to the role of GMC?

4.2 What do the documents expressing sectoral policy say?

4.3 What does the National Development Plan say?

4.4 Intervention (products and marketing functions)

4.4.1 In what does the intervention consist of in general and what are the purposes and goals for each product? For example, purchases of corn at the farm level have the purpose of sustaining prices and the goal of purchasing at least 20% of the national harvest.

4.4.2 How does GMC intervene in each marketing function?

- What is done?
- How is it done?

For example: Concerning the function of TRANSPORT, one might say that the institution transports all of the grains it purchases from the assembly centers to the central plant using its own fleet of trucks, or perhaps rented vehicles.

4.4.3 What are the effects of GMC intervention on the agricultural production sector, For example: Orient type of production: reduce losses; improve quality; increase exportable supply; increase income. Identify whether they are short term, medium or long range effects and whether they are real or expected.

4.4.4 What are the effects of GMC intervention on the consumer sector, For example: increase in per capita consumption; changes in family market basket; lower prices; change consumption habits. State whether short, medium or long term effects and whether real or expected.

4.4.5 What are the effects of GMC intervention on the marketing sector in general? For example, stimulate private sector (or vice a versa) or a particular type intermediary; stimulate vertical or horizontal integration; eliminate traditional inter mediaries, other.

4.4.6 Perspectives in respect to the role of the institution.
Is there at the present time a project of law or policy to introduce changes in the actual role of the institution?

- In general?
- By product?
- By area, for example, land development schemes?
- By function, for example, an institution simply for storage, or authority for the institution to control everything with respect to scales, weights and measures, etc.?

V STRATEGIES

5.1 Does GMC prepare a document which defines annual plans and programmes?

5.2 For each plan or programme or for each intervention are there documents prepared which define objectives, goals, economic mechanisms used, operational plans, operational programmes?

5.3 What is the actual strategy?

Summarise for each product and/or function or for each programme.

VI METHODOLOGIES FOR PLANNING, EXECUTION, CONTROL AND EVALUATION

6.1 Planning:

6.1.1 What methodologies are used to define purchase and sales prices? Are they applied?

6.1.2 What methodologies are used to define the standard for product purchase and sale? How are they applied?

6.1.3 What methodologies are used to define quantities of produce to buy, sell, places and when? Is methodology applied, with what results?

6.1.4 What methodologies are used to prepare programmes for product transfers from one place to another?

6.1.5 What methodologies are used to budget resources for intervention?

6.1.6 What methodologies are used to programme imports and exports?

6.1.7 What methodologies are used to determine the needs for intervention (whether intervention necessary or not)?

6.2 Execution:

6.2.1 What operative manuals are used to classify, receive, condition, store, transport, sell, etc.?

- Are there manuals?
- If not, what guides are used for standards?

6.2.2 What type of training is used for technical and administrative staff (electro-mechanical, technological, accounting/finance, marketing),

6.3 Control and Supervision:

6.3.1 Control methodology.

- a) What system is used to control the use of storage capacity?
- b) What system is used to control the quantity and quality of the products received or the products stored or the products despatched.
- c) What system is used to control storage losses?

6.3.2 Accounting/Financial Control

- a) Is there a central and/or regional accounting system?
- b) Who is responsible for budget control at the central regional and local level?
- c) How is the GMC budget used to control activity implementation?
- d) Does GMC carry out cost accounting of alternative operating activities (dry costs, storage costs, etc.)? If not, describe system used and how alternative activities are selected?
- e) If GMC carries out cost accounting, how many years has it been operating?
- f) What problems are there with the system?

6.3.3 General supervision

- a) Are there manuals or guides for supervision?
 - Technological
 - Electromechanical
 - Administrative accounting/financial.
- b) Who is responsible for national supervision in each area (technological, electromechanical, administrative accounting/finance),
- c) What are the requirements stipulated for the job of supervisor. (Professional formation, additional training experience)?

6.4 Evaluation

6.4.1 For each GMC intervention in the marketing system what indicators are used to evaluate its effects?

6.4.2 What documents are published related to the evaluation of plans and programmes (monthly, annually, etc.)?

6.4.3 What technological investigations have been carried out to evaluate the technical aspects of product management and conservation?

6.4.4 What have been the principal changes in GMC programmes as a result of evaluation?

6.4.5 Is any statistical or mathematical model used to systematically reprogramme actions as a result of the evaluation?

VII AVAILABILITY OF INFORMATION

7.1 Periodic publications.

- Identify types of publications.
- How are they used.

7.2 What information is received from other national or international institutions?

- What?
- How are they used?

7.3 Fill out the following table specifying the number of years for which information is available and source?

TYPE OF INFORMATION	PRODUCTS			
<p>PRODUCTION:</p> <p>Area in production</p> <p>Yields</p> <p>Production costs</p> <p>Production losses</p> <p>Producer prices</p> <p>Credit</p> <p>Identification of producers</p> <p>No. farm organisations</p> <p>MARKETING:</p> <p>Wholesale prices</p> <p>Retail prices</p> <p>Volumes</p> <p>Channels</p> <p>Margins</p> <p>No. Wholesalers</p> <p>No. Retailers</p> <p>CONSUMPTION:</p> <p>Per capita</p> <p>- urban</p> <p>- rural</p> <p>Total</p> <p>- urban</p> <p>- rural</p> <p>Industrial use</p> <p>On-farm use</p> <p>- seeds</p> <p>- human</p> <p>- animal</p>				

ANNEX 2

GUYANA MARKETING CORPORATION

FROM: PERSONNEL OFFICER
TO: ALL SUPERVISORS
DATED: NOVEMBER 9, 1979
SUBJECT: "TRAINING PROGRAMME"

The Corporation is about to draft a training programme to the end of 1979 and one for 1980.

There are various areas of training needs, examples of which are listed below.

In order to be better advised in establishing training priorities, I am asking that you discuss the list with workers in your section, then rate the course in order of priority, as illustrated by the following examples:-

Name of Courses	1	2	3
Book-keeping			/
Music	/		
Dancing		/	

The above example shows that music is first choice, dancing second and book-keeping third.

.../

THE HISTORY OF THE UNITED STATES

The history of the United States is a story of growth, struggle, and progress. It begins with the first settlers and continues through the present day.

THE FOUNDING FATHERS

The Founding Fathers were the men who created the United States. They were men of vision and courage who fought for the principles of liberty and justice.

George Washington was the first President of the United States. He led the Continental Army to victory in the Revolutionary War.

Thomas Jefferson wrote the Declaration of Independence. He was a man of great intellect and a champion of the rights of the individual.

Benjamin Franklin was a man of many talents. He was a writer, a scientist, and a statesman. He helped to shape the early years of the United States.

John Adams was a man of strong principles. He was a lawyer, a diplomat, and a statesman. He was the second President of the United States.

James Madison was the fourth President of the United States. He was a man of great intellect and a champion of the rights of the individual.

Andrew Jackson was the seventh President of the United States. He was a man of great courage and a champion of the rights of the individual.

Martin Van Buren was the eighth President of the United States. He was a man of great intellect and a champion of the rights of the individual.

William Henry Harrison was the ninth President of the United States. He was a man of great courage and a champion of the rights of the individual.

John Tyler was the tenth President of the United States. He was a man of great intellect and a champion of the rights of the individual.

James K. Polk was the eleventh President of the United States. He was a man of great courage and a champion of the rights of the individual.

Zachary Taylor was the twelfth President of the United States. He was a man of great intellect and a champion of the rights of the individual.

Franklin Pierce was the thirteenth President of the United States. He was a man of great courage and a champion of the rights of the individual.

James Buchanan was the fourteenth President of the United States. He was a man of great intellect and a champion of the rights of the individual.

Abraham Lincoln was the sixteenth President of the United States. He was a man of great courage and a champion of the rights of the individual.

Andrew Johnson was the seventeenth President of the United States. He was a man of great intellect and a champion of the rights of the individual.

Ulysses S. Grant was the eighteenth President of the United States. He was a man of great courage and a champion of the rights of the individual.

Rutherford B. Hayes was the nineteenth President of the United States. He was a man of great intellect and a champion of the rights of the individual.

James A. Garfield was the twentieth President of the United States. He was a man of great courage and a champion of the rights of the individual.

Chester A. Arthur was the twenty-first President of the United States. He was a man of great intellect and a champion of the rights of the individual.

William McKinley was the twenty-fourth President of the United States. He was a man of great courage and a champion of the rights of the individual.

Theodore Roosevelt was the twenty-sixth President of the United States. He was a man of great intellect and a champion of the rights of the individual.

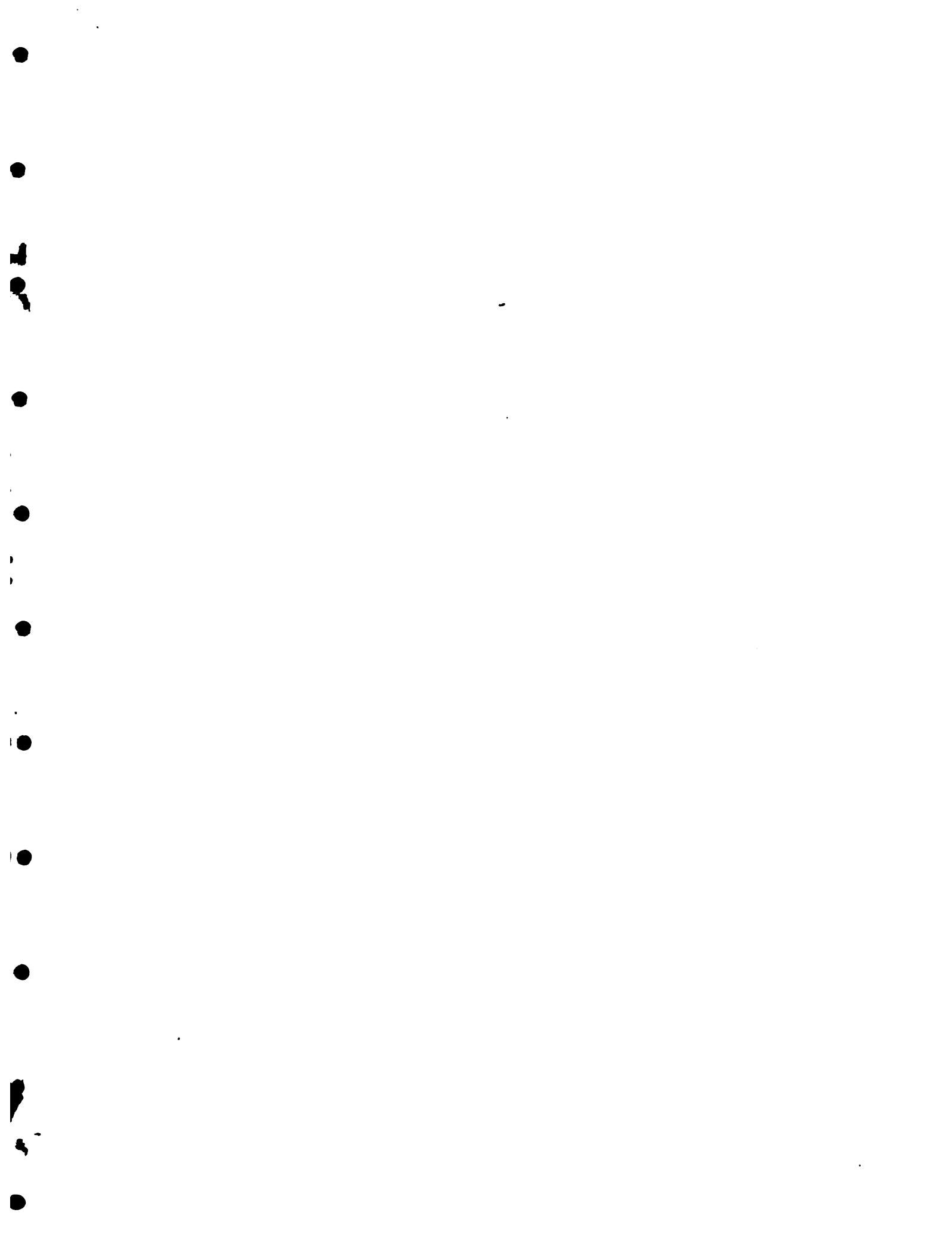
Woodrow Wilson was the twenty-eighth President of the United States. He was a man of great courage and a champion of the rights of the individual.

Warren G. Harding was the twenty-ninth President of the United States. He was a man of great intellect and a champion of the rights of the individual.

Calvin Coolidge was the thirty-first President of the United States. He was a man of great courage and a champion of the rights of the individual.

Herbert Hoover was the thirty-third President of the United States. He was a man of great intellect and a champion of the rights of the individual.





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Fecha: 2 SET 1982