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**EVALUATION OF IICA OPERATING STRATEGY AND
ACTION IN THE OECS - 1987 - JULY 1990**

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**INTER-AMERICAN INSTITUTE FOR COOPERATION ON AGRICULTURE (IICA)
DIRECTORATE OF PROGRAMMING AND EVALUATION**

**EVALUATION OF IICA OPERATING STRATEGY AND
ACTION IN THE OECS - 1987 - JULY 1990**

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**San Jose, Costa Rica
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EVALUATION OF IICA OPERATING STRATEGY AND ACTION IN THE OECS - 1987 TO JULY 1990

1. INTRODUCTION

1.1 Evaluation of IICA Offices in the OECS and their Activities

This report presents the results of an evaluation of the organization and performance of the IICA Offices in the OECS for the period January 1987-July 1990. A two person external team, Dr Thomas H. Henderson and Dr Patricia Roberts-Pichette (Annex 1), was established and charged with undertaking the evaluation during September 1990.

1.2 Terms of Reference

The Terms of Reference for the Evaluation (see Annex 2) provided to the team may be summarized as follows:

"The main purpose of the evaluation is to improve the performance of the Offices in the OECS countries based on the results of the evaluation of the objectives and strategies of the Medium Term Plan and the Action Strategy at the country level."

Specifically and stated in summary form, the team was requested to assess:

- i) the validity of the IICA Action Strategy as a frame of reference for technical cooperation in the OECS;
- ii) the managerial capabilities of the Representative in conveying IICA's institutional message to the agricultural interest groups in the subregion and mobilizing appropriate responses to identified needs;
- iii) the effectiveness of the technical cooperation offered to the countries during the period 1987-1990 and the factors, conditions and circumstances conditioning the effectiveness; and
- iv) the degree to which the structure and operations of the Office reflect IICA's priorities and the country needs for support that arise.

The Evaluation team was charged with assessing the entire operating unit (Office Directorate, technical cooperation projects, national components of national projects,

agreements, administrative support actions and short-term actions executed and under way), for the period January 1987 to July 1990. The team was further charged to take a prospective view of the operations and to concentrate with respect to its recommendations on the future.

1.3 Evaluation Strategy and Programme

The programme of the evaluation was undertaken September 3-19, 1990, and started with the arrival of the team at IICA Headquarters (see Annex 3 for the evaluation schedule) for a two-day briefing on the Institute's programme and operations, and what was expected of the evaluation. The team then reviewed some of the briefing materials, Terms of Reference, and evaluation requirements, and drew up a preliminary timetable, a list of persons to be interviewed, a general outline of topics to be covered in all interviews, and specific subjects with people occupying particular posts. The format was flexible and could be modified according to circumstances. Finally a preliminary draft of the report outline was prepared.

The team then split with Dr Henderson going directly to St Lucia and Dr Roberts-Pichette going to Grenada and St Vincent for a day of interviews and visits in each. Dr Roberts-Pichette was accompanied by the Representative, Dr Franz Alexander who had arranged the schedule of interviews and made the introductions. The team reassembled in St Lucia for further interviews and visits, to prepare the report and provide an oral presentation to the office before departure September 19, 1990. The office in St Lucia made all the necessary arrangements and provided the logistical support.

The team was provided with the rest of the documents for review and comment in the St Lucia Office (see Annex 4 for complete list). It paid particular attention to the IICA Country Level Action Strategies, how they were reflected in technical assistance offered by IICA, and how they related to the Institute's 1987-1991 Medium Term Plan (MTP), to the operating strategy for the OECS countries, to the OECS and CARICOM regional programmes for agriculture, and to the Plan for Joint Action for the Reactivation of Agriculture in Latin America and the Caribbean (PLANLAC).

1.4 The OECS Subregion

The countries of the Leeward and Windward Chain of the Eastern Caribbean have formed themselves into an organization known as the Organization of Eastern Caribbean States (OECS), recognized as a specific subregion of the Caribbean Community (CARICOM). The islands are mostly mountainous, of volcanic origin, enjoy a subtropical climate with clearly marked dry

and rainy seasons, and have a highly limited and fragile natural resource base.

Among the Windward Islands, agriculture produces 30% of GDP in Dominica, 20% in Grenada and St Vincent and the Grenadines, about 14% in St Lucia and 5% in Antigua and Barbuda. The dominant crop is banana, marketed jointly as WINBAN Fruit to the United Kingdom where it enjoys preferential status. In 1988, it accounted for 14% of the value of exports in Grenada, 57% in St Vincent and the Grenadines, 55% in St Lucia and 67% in Dominica. The industry employs about 20,000 people, accounting for 13 percent of the labour force in the Windward Islands. Other agricultural exports include coconut products, root crops and fruit and from Grenada, cocoa, nutmeg and other spices.

Bracing against an uncertain future in 1992 when the United Kingdom will no longer be a protected market for WINBAN Fruit, a concerted call has been made for improved banana quality and intensification of development of other commodities under an approved plan of the Heads of Government of Member Countries of the OECS for promotion of joint marketing ventures. Major constraints are low outputs from small scattered production units, transport problems to metropolitan markets and fledgling agro-processing pursuits.

2. IICA's STRATEGY FOR THE OECS COUNTRIES

2.1 Operational Strategy

IICA's overall strategy as a technical assistance and facilitating organization, is to work with and through the Ministries of Agriculture (MOAs) in the member countries. Memoranda of Agreement which set out the terms and conditions of membership and designate the counterpart ministry, are the formal instruments of cooperation usually signed by the Minister of Foreign Affairs on behalf of the government, but sometimes by the Minister of Agriculture. The countries of the OECS have become members of IICA at different times. Grenada in 1980 became the first to join IICA and a national office was established there. St Lucia and Dominica joined in 1983 and 1984 respectively, followed by St Vincent and the Grenadines and Antigua and Barbuda in 1987.

IICA also works with international and regional organizations and Memoranda of Understanding are signed in each case. Of particular importance is the Technical Cooperative agreement signed with CARDI in 1989, which provides the base for ongoing collaboration and cooperation, and states that CARDI takes the lead role in research, while IICA takes the lead in technical assistance. For a full list of the countries of the OECS, and organizations interested in the OECS with which IICA has formal agreements, see Annex 5.

Within the IICA organisational structure, the Deputy Directorate for Operations, located in Costa Rica, has administrative responsibility for the Institute's programme activities in the four geographic regions in which it operates, viz Central Area, Caribbean Area, Andean Area and Southern Area. Unlike other areas in which the Director for Operations is located at Headquarters in Costa Rica, the Director of Operations for the Caribbean Area is located in Barbados.

The Caribbean Area consists of Antigua and Barbuda, Dominica, Grenada, St Lucia and St Vincent and the Grenadines (all members of the Organization of Eastern Caribbean States - OECS), Barbados, Guyana, Trinidad and Tobago and Suriname. With the exception of Suriname, all these countries are members of the Caribbean Community (CARICOM).

To facilitate its activities IICA normally establishes an Office with a Representative in each member country. However, following the joining of St Lucia and Dominica it was decided that one IICA Representative would serve the three countries of the Windward Islands, Grenada, St Lucia and Dominica, from an office located in St Lucia. Subsequently, when St Vincent and the Grenadines and Antigua and Barbuda became member

countries in 1987, it was agreed with the respective Ministries of Agriculture that national IICA Offices would not be established in these countries so that more funds could be directed to technical cooperation activities. St Kitts and Nevis has become a member of IICA recently (1990) but working relationships have not yet been established.

The result of these developments is that in the OECS subregion there is an organisational and operational structure quite unlike that existing in any other area of the IICA system.

The function of the subregional office under the direction of the IICA Representative, is to manage the IICA programme and to brief highest echelons of Ministries of Foreign Affairs and Agriculture (and other Ministries such as Planning or Economic Development which strongly influence the directions of national development) and to keep them up-to-date on IICA matters and technical cooperation activities. Similarly, communication lines are maintained with donors, the World Bank, the Caribbean Development Bank, U.N. agencies, Member organizations of CARICOM, and other international and regional public and private institutions interested in agriculture.

IICA staff sit as ex officio members, on a number of boards and councils (see Annex 6), and in such a fashion IICA's activities reach a wider audience and many informal lines of communication are established and strengthened. In the course of its work, IICA often relates directly with private organizations such as farmers associations, cooperatives, and organizations concerned with production and marketing of crops.

2.2 Programming Strategy

Programming strategy is subregional in focus. Although not new, since 1988, OECS countries have been much more active in orientating their agricultural production towards both export development and import substitution in an effort, among other things, to prepare for the single European Common Market in 1992. With the approval of the OECS Diversification Programme by the Heads of Government in November 1988, the countries of the OECS region initiated a systematic and organized attempt to increase agricultural production for national, regional and extra-regional markets.

IICA Offices in the OECS have established crop diversification as their major focus for the OECS subregion in response to Heads of Government initiative. Therefore, in answer to their requests for assistance, IICA has responded by designing a common strategy for technical cooperation within the OECS countries, which allows consideration to be given to the special requirements of individual countries. This strategy

has three priority areas directed to the common goal:

- Strengthening public sector services supporting agriculture.
- Supporting the OECS Diversification Programme.
- Supporting joint action for agricultural reactivation.

The Intitute's projects within the subregion already ongoing, recently implemented or in the process of approval, support at least one of these three areas. In addition, each project also falls within one of IICA's five Programmes.

The execution of IICA projects is undertaken collaboratively with diverse national, regional and international organizations, in order to make most efficient use of limited human and financial resources. Resources have been allocated and will continue to be allocated, to actions falling within the problem areas for priority concentration not covered by other institutions and within the fields of IICA's comparative advantage.

3. IICA's TECHNICAL ASSISTANCE PROGRAMME IN THE OECS COUNTRIES

The 1987-1991 Medium Term Plan provides the framework for the current activities of the OECS office throughout the period of this review. An early activity in each country has been the preparation of a sector assessment or diagnosis as the basis for future action. Project planning to address the critical problems is undertaken by IICA at the request of and in conjunction with the countries concerned, from either the operational Programme offices in St Lucia or Barbados, or through the Regional Project Unit for the Caribbean, established in Barbados in 1987.

Training workshops and seminars are important for all projects, and sponsored participants from each OECS country usually attend. The workshops generally have a high profile, attract the presence of senior government officials and other dignitaries at opening sessions, and receive excellent coverage in the media. The team was fortunate to be present at the opening session of a two-week workshop in St. Lucia. MOA officials speak well of the enhanced performance of returning workshop/seminar participants.

3.1 Country Activities

What follows is a brief outline of IICA projects and activities in each of the countries of the OECS subregion.

i) Grenada (joined 1980)

Prior to 1988, IICA's technical cooperation in Grenada responded only to the expressed priority needs of the Ministry of Agriculture, and its associated agencies, the Commodity Associations, and the Marketing and National Importing Board. At the start of the time period for the evaluation, activities were focused on agricultural marketing, technology generation and transfer, crop protection and animal health. Two regional projects under Crop Protection and Animal Health were initiated in 1984 and terminated in 1987. One of these, the Fruit Fly surveillance and Detection Project, resulted in "Fruit Fly Free" status being granted to Grenada, allowing the export of selected fresh fruit directly to the US without undergoing expensive pre-shipping chemical treatment.

During 1987, Grenada's agricultural technology development system was analyzed. The results indicated certain weaknesses in the system, and proposals for its strengthening were submitted to the Department of Agriculture and subsequently discussed.

In 1987, the short-term action "Appraisal of the Agricultural Sector for Policy and Project Identification" was undertaken, in cooperation with the Ministry of Agriculture and a number of other interested organizations. The report highlighted the potentials and economic problems, identified the main agricultural sector constraints, and recommended how the agricultural sector could better meet national development goals. It also suggested a number of project ideas in priority areas for the consideration of the government and its interested partners. The report, while not formally adopted by the Government, serves it as a basic reference document. It is also used by IICA donors, and other agencies alike.

Since 1988, the Institute's ongoing projects in Grenada have been broadened in response to the demands of other countries. They currently address the needs of a wider clientele including those of non-governmental agencies. The Technology Generation and Transfer Project initiated in 1983, is an example of the process. After undergoing several reformulations, it is still in progress under the title of "Support for the Organization and Management of Technology Generation and Transfer in the OECS Countries". It now encompasses all the OECS members, and is in the process of becoming Caribbean-wide.

ii) Saint Lucia (joined 1983)

At the commencement of the evaluation period, projects designed to improve production and marketing systems, to improve the plant protection skills in the Ministry of Agriculture and to improve small farmer production/marketing skills were in operation. Activities also included the design of a methodology for strengthening farmers organizations involved in the government's crop diversification programme. All these activities are on-going.

In addition, activities from the Barbados based project "Design of Strategies for Policy Analysis, Planning and Management in Support of Agricultural Development in the Caribbean", are supporting the establishment and operation of the Agricultural Sector Planning Unit. The project "Supporting the Development of Tropical Fruit Crops in the Caribbean", provides technical cooperation for the development of fruit production in the island.

iii) Dominica (joined 1984)

Activities have focused from the beginning on small farmers sheep production (but have diminished since

1988), and on increasing plant protection and animal health skills.

In initiating the preparation of a sectoral strategy, Dominica originally approached the Caribbean Development Bank (CDB) for assistance. Since financing was not obtained, the MOA decided to undertake the preparation itself, seeking outside expertise, as necessary, through IICA. The Institute sees its role as providing guidance and assistance; the plan itself will be written by consultants monitored by the Ministry.

iv) St Vincent and the Grenadines (joined 1987)

The first activity IICA undertook in St Vincent and the Grenadines was prior to their joining the Institute, and in support of the initiation of a fruit fly survey. No fruit flies of economic or quarantine significance were found over the 18 month survey period. As a result, St Vincent was granted "Fruit Fly Free" status by the US. Unfortunately, St Vincent has yet to benefit from this entitlement.

The focus is continuing on plant protection activities which includes diagnoses of the plant protection system; the problems of plant propagation centers; and the provision of information on diverse aspects of plant protection. Workshops have, with the collaboration of USDA and FAO, contributed to establishing uniform methods for use in developing its quarantine system.

More recently (1988), IICA through the Regional Project Unit, facilitated an interdisciplinary team of specialists to assist the MOA carry out an appraisal of the agricultural sector for policy and project identification. A draft document was prepared and discussed with Ministry planners. IICA is now awaiting Ministry reaction following further internal study by MOA. Meantime IICA is using the findings for identifying priorities for possible future action.

v) Antigua and Barbuda (joined 1987)

Late in 1988, IICA again through the Regional Project Unit (RPU), assisted the country in carrying out an appraisal of its agricultural sector for policy formulation and project identification. As a preliminary result, the MOA has endorsed IICA's support to strengthen its technology generation and transfer system. Further, IICA is now cooperating in the development of the country's fruit sub-sector, focusing on pawpaw, and is initiating activities with farmers organizations.

Following Hurricane Hugo, IICA responded to a specific request to assist the vegetable sector.

3.2 Active Projects in OECS Countries in 1987-1990

A brief outline of the projects and activities operational during the time period under evaluation, is given below:

Regional Project Unit: It is situated in Barbados, and undertakes a variety of short term activities in support of Project Identification and Project Development.

Activities: Support to the planning process. National activity in St Lucia in 1987.

Rapid Assessment of the Agricultural Sector for Project Identification. Short term actions in Antigua and Barbuda (1988), Grenada (1987), St Vincent and the Grenadines (1988). Training extensionists for agricultural production. Grenada national activity in 1987.

Supporting the implementation of the agricultural census. Short term action in St Lucia in 1987.

Agricultural Data base (St Lucia and Grenada 1989).

Program I: Agricultural Policy Analysis and Planning

- Design of Strategies for Policy Analysis, Planning and Management in Support of Agricultural Development in the Caribbean.

It is a Multinational Project based in Barbados. It covers all of the OECS countries concentrating on strengthening the Agricultural Planning Units of the Sub-Region.

Program II: Technology Generation and Transfer

- Support to the organization and management of technology generation and transfer in the countries of the OECS. Multinational Project with OECS scope, based in the St Lucia.

Its focus is on strengthening the National Agricultural Research System, through seminars and direct technical cooperation. It has also undertaken the following specific activities.

Short Term Emergency relief for vegetable production.
 Activities: National, short term action in Antigua and Barbuda following Hurricane Hugo in 1989.

Strengthening the technology generation and transfer systems in the Windward Islands. St Lucia short term action in 1987.

- Supporting the development of tropical fruit crops in the Caribbean.

This is a Caribbean-wide multinational project based in Barbados that also develops actions in the OECS.

Program III: Organization and Management for Rural Development

- Strengthening farmers organizations to improve agricultural production and marketing.

This project, approved in 1988 evolved from the project "Improving Marketing Systems in the Caribbean" which started in 1985. It is of a multinational nature based in St. Lucia and covering all of the OECS Sub-region.

Other actions under Program III, not necessarily coordinated by the Program's Specialist are:

- Supporting small farmers sheep production skills.

Dominica national activity in 1987.

- Validation of sheep production systems.

Dominica national activity in 1988.

Program V: Animal Health and Plant Protection.

- Strengthening plant protection and quarantine capabilities in the countries of the OECS for the production and marketing of non-traditional crops.

It is a multinational project of sub regional scope coordinated from the St Lucia Office.

Short-Term: Increasing plant protection skills.
 Actions National action in Dominica and in Grenada in 1987.

Monitoring and Control of Amblyomma Variegatum. Short term action in Dominica in 1988.

Interim management of tropical bont tick Amblyomma Variegatum. Short term action in Dominica in 1989.

Survey and monitoring of caprine arthritis encephalitis in the Caribbean. Short term action in Dominica in 1988.

Monitoring the fruit fly survey. Short term action in Grenada in 1987.

- Survey and monitoring of animal and plant diseases and pests to facilitate increased production efficiency in the Caribbean (CARAPHIN).

This is a Caribbean-wide Multinational Project operating out of Trinidad and Tobago, which started in 1988. Its goal is to develop a Caribbean Information Network on animal health and plant diseases of economic importance.

3.3 IICA's Medium Term Plan in relation to Other Hemispheric and Regional Initiatives

3.3.1 Caribbean Commission Programme for Agricultural Development (CCPAD)

During the period of 1987-89 while PLANLAC was being developed, the Caribbean countries belonging to CARICOM prepared with support from international and regional organizations, including IICA, and approved the Caribbean Commission Program for Agricultural Development (CCPAD). In some documents it is also referred to as the Caribbean Regional Agricultural Sector Programme (RASP). This is a plan for agricultural revitalization in the Caribbean. Since PLANLAC's strategy is to coordinate activities in the subregional integration bodies, it was adopted as PLANLAC's action plan for the subregion.

3.3.2 Programme for ~~the Agricultural Diversification~~ in the OECS

In addition, the OECS member countries approved in 1988, "A Programme for Agricultural Diversification

in the OECS" (OECS PAD), prepared jointly by IICA, CDB and CARDI. The purpose is to increase the contribution that non-traditional export commodities make to foreign exchange earnings and to reduce the food import bill through the promotion of more extensive utilization of locally produced food by consumers in the OECS. Short term (1989-1990), and a medium-to-long term (8-10 years), plans were devised, and the whole programme divided into three components: productive; supportive; and monitoring and evaluation. CARDI and IICA were to have important roles in the implementation of the initiative. A programme for phasing of priority activities by country and component type was drawn up (see Annex 7 for details), together with a timetable for implementation, detailed project profiles and estimates of costs. To coordinate and monitor the Programme, the Agricultural Diversification Coordinating Unit (ADCU), was created.

An important outcome of the strategic initiatives outlined above, recognizing the importance of having closer technical linkages, is the cooperative agreement IICA signed with CARDI in 1989 to promote agricultural research and development in the Caribbean. By this agreement, which has a life of five years, IICA will provide financial support to CARDI. The stage is now set to develop specific collaborative agreements between the institutions.

3.4 Implementation of IICA's Plan of Joint Action for Reactivation of Agriculture in the Caribbean

IICA's Plan of Joint Action for Reactivation of Agriculture in the Caribbean region, is actually a compendium of priority projects and a framework for their implementation. The activities will be undertaken on a joint basis in support of both subregional (OECS) and regional (CARICOM) plans and programmes. The Plan seeks to rationalize and maximize IICA's contribution to regional development efforts.

Fourteen projects have been initially identified for the Caribbean; ten of which are "supportive" of CCPAD and the OECS Diversification Programme, and four which are "complementary" and based on identified needs. IICA is the Lead Agency (major role) for six of the projects, and expects to provide support (minor role) to the other eight.

Five of the projects for which IICA is the Lead Agency are currently in progress, still to be implemented is "Facilitating Latin American/Caribbean Linkages and the

Transfer of Technology for Agricultural Development" which is in the stage of a project profile.

3.5 Impact of these Changes on the Operations of the IICA Offices in the OECS

IICA in the OECS is already implementing its share of CCPAD and OECS PAD responsibilities. The actual projects currently operational are not being affected directly, but their organization within IICA, and perhaps the level of priority of some of the activities currently in planning pipeline will change.

The rationale of PLANLAC and the initiatives of CARICOM and OECS, is for greater concentration, integration and cooperation among agencies and organizations working in the field, and for better information exchange. The planning and operating strategy of the IICA Office in the OECS is in line with this rationale and therefore is not in need of any adjustment.

4. ANALYSIS AND RESULTS

4.1 IICA's Technical Cooperation Programme as it Relates to the Medium Term Plan and the Countries' and the Sub-regional needs

The countries of the subregion are characterised by:

- dominance of small farms
- small domestic market
- heavy economic dependence on the export of a few traditional export crops
- low level of technology employed by many small farmers
- general neglect of the livestock sub-sector
- Ministries of Agriculture short both in numbers and in adequately trained personnel

In the past few years these countries have been working towards closer integration and have even discussed political union. The countries have developed and agreed upon a programme of Agricultural Diversification for the OECS which is the focus of IICA's programme in the subregion. Some agriculture-related activities aimed at in the moves towards integration are:

- improved inter-OECS marketing
- joint marketing of goods on the international market, as is already being done with bananas

IICA has responded to the OECS countries and the sub-regional needs through the implementation of projects within the framework of the five IICA Programmes.

Programme I, Design of Strategies for Agricultural Policy Analysis and Planning in the Caribbean has provided assistance to all five countries. In Antigua and Barbuda, Grenada and St Vincent and the Grenadines follow-up work is being done on the Agricultural Sector Rapid Assessments previously conducted in these islands. The Planning Unit in the Ministry of Agriculture of Dominica has received support from the Programme, and is being assisted in preparing an agricultural sector assessment.

There are two projects under Programme II. "Supporting the Development of Tropical Fruit Crops in the Caribbean" has developed a major base document in the Fruit Sub-Sector in the Windwards Islands and conducted a survey of all the nurseries and plant propagation stations in the OECS. The project has addressed small farmer problems and assisted in furthering the crop diversification effort in several ways, e.g. by producing technical bulletin on aspects of fruit crop production and a

22 minute video on fruit production and marketing. The other project, "Support for Organisation and Management of Technology Generation and Transfer in the OECS", provides training to small farmers and extension workers and supports the linking of research and extension.

The one project of Programme III, viz. "Strengthening of Farmers Organizations to Improve Agricultural Production and Marketing" addresses both the problems of the farmers and the move towards integration. This Project has encouraged the formation of an umbrella organization of Farmers Groups and publishes an occasional newspaper, Focus on Rural Development, which reaches more than two thousand readers.

Programme IV is concerned with an area which is of major importance to the sub-region viz. Marketing and Agro-industry. The programme's purpose is to support the countries increase the efficiency of their marketing processes. It will help with the design and implementation of a policy for marketing and agro-industry processing, geared toward food security, and will seek to achieve more effective participation in international trade.

The countries of the OECS are all currently pursuing a policy of agricultural diversification geared towards both food security and participation in international trade. Because of the advent of the European Common Market in 1992 these countries are preparing themselves to face the challenges of a non-preferential open market. Virtually every agricultural official with whom discussions were held spoke of pursuing a production policy which is "market led". In nearly all of the islands there is a Small Government Food Processing Laboratory in which nationals are attempting to develop the required technology of agro-processing.

The success of the OECS Diversification Programme, on which is based the IICA Action Strategy in these countries, depends heavily on the ability of these countries to penetrate the international market. Processing of passion fruit is listed as one of the priorities to be promoted during the first phase of the Diversification Programme, and several islands have been making cautious inquiries about the possibilities for the processing of mango and breadfruit, two other priority commercial products being promoted in Phase I (see Annex 7).

In light of the above there is a complete mismatch of the Technical Cooperation Programme with the Medium Term Plan in the OECS, because of the lack of any Programme IV Project.

Under Programme V pest control workshops are provided for farmers and extension workers, customs officials and quarantine officers. Two of the countries have been granted

Fruit Fly Free Status by the USDA and control or eradication of Amblyomma variegatum was also established. Further, an information network (CARAPHIN) has been established for the Caribben to which all OECS countries belong.

The analysis shows that there is a high degree of consistency between the problems which the countries and the subregion face, the actions likely to alleviate these problems, the MTP and the support provided through the IICA Technical Support Programme.

4.2 Evaluation of Technical Cooperation

4.2.1 Regional Project Unit

The Regional Project Unit (RPU) was established in 1987 in support of project identification and project development. It has operated in all five countries and has worked closely with officials of the Ministries of Agriculture. The major points of contact with the Ministries are the Permanent Secretaries and Chief Technical Officers in these Ministries.

The Ministries in all countries were short of trained staff and their databases for decision making and planning were initially very limited. In St Lucia the Project has been instrumental in getting a small Planning Unit established. A computerized macroeconomic database information system has been established and two technicians trained to operate the system. Also in St Lucia assistance has been given to the Ministry in the monitoring and evaluation of a Small Farmers Agricultural Development Project.

Rapid Assessments of the Agricultural Sector for Project Identification were conducted in Grenada (1987), Antigua and Barbuda (1988) and St Vincent and the Grenadines (1988). In Grenada the document which derives from the Rapid Assessment has been used as a basis for establishing priorities in the programme of work for the Ministry.

The strategy employed is consistent with the need to strengthen the initially weak planning systems in the countries. The results have been positive, particularly in St Lucia which exudes confidence in its small Planning Unit. "The Planning Unit in the Ministry of Agriculture is largely the result of assistance received from IICA" said a top official in the St Lucia Ministry of Agriculture.

4.2.2 Programme I

Programme I proposes to help countries improve analytical and advisory skills for defining and implementing agricultural policy, as well as strengthen the organisation and management of institutional systems for agricultural planning and policy. The only Project in this Programme is:

Design of Strategies for Policy Analysis, Planning and Management in Support of Agricultural Development in the Caribbean.

The objective of this Project is to create more effective planning systems, develop inter-sectoral linkages and design information systems for more effective managerial decision making within the sector. It is meant to be operated as an inter-institutional joint effort of the Ministries of Agriculture of the OECS and IICA. The expected output is more systematic planning and coordination of the agricultural planning process within ministries.

Since 1989 the project has gradually been taking responsibility for follow up of the appraisals undertaken by the RPU and for the development of information systems.

Review meetings have been held in Antigua and Barbuda and St Vincent and the Grenadines with participation from the Ministry of Agriculture, IICA, donor agencies representatives, and representatives of farmer organisations and regional agriculture-related organisations. The process has not been completed in either country. The Government of Dominica is currently being supported in the development of an Agricultural Sector Plan.

The Project has provided ideas, worked along with the Ministries in getting them put into effect, and has also help the office in establishing a database for decision making, policy analysis and planning. The Project should aim to assist in getting macro-economic database information systems established in all islands.

This Project based in Barbados and the Regional Project Unit for the Caribbean both contribute to achieving the aims of Programme I.

We find that IICA's technical cooperation in OECS countries very closely matches Programme I objectives as stated in the Medium Term Plan. We

however found it difficult to differentiate between the role and functions of Programme I and those of the Regional Project Unit for the Caribbean.

4.2.3 Programme II

Programme II aims to promote and support actions by member countries to improve the design of their technological policies, strengthen their technology generation and transfer systems and facilitate international technology transfer.

Support to the Organization and Management of Technology Generation and Transfer in the Countries of the OECS

The Project has identified some of the main weaknesses which hamper the technological development of agriculture in the region. These include unclear policies, little financial linkage between extension and research, undefined priorities, lack of managerial capacity to manage efficiently the scarce human, physical and financial resources, and the under-utilisation of resources available from other systems, institutions or countries.

It has worked with the OECS Ministries of Agriculture particularly in helping them to make the organisational structure more efficient, mainly through training and direct technical cooperation to administrators. The Project has succeeded in having the ministries make organizational changes to the staff structure (notably in St. Lucia) and to manage the research/extension system more effectively. Crop/livestock development programmes are being developed following the determination of clear policies and the establishment of priorities.

Two sub-regional cooperation networks have been established and are functioning in facilitating the production and marketing of yams and vegetables in St Lucia, Grenada and St Vincent and the Grenadines. However, the point was made by some national scientists and technicians that a multiplicity of single-commodity networks would not be advisable because of limited manpower. As one ministry official said, "stay with two or three networks and make them work, don't create more". On the other hand, one farmer indicated that there were no networks for small mixed farmers.

Ministry officials have expressed satisfaction with workshops and training programmes conducted under this project. Staff who have received training through the project are used as trainers in the Ministries' internal training programmes.

In St Lucia a top Ministry official indicated that the Technology Generation and Transfer Project had made a significant contribution to restructuring the Ministry's organisation currently taking place. In addition to helping develop the extension research linkage the project's assistance led to the reduction in the number of reporting divisions within the Ministry from six to four.

The second project is: Supporting the Development of Tropical Fruit Crop in the Caribbean.

This Project was a major partner in making an assessment of the fruit sub-sector in the Windward Islands. This resulted in the publication of a document "The Fruit Sub-sector in the Windward Islands" which served as a base document in the development of the OECS Programme for Agricultural Diversification. Studies have been conducted of all nurseries and plant propagation stations in the sub-region, problems identified and more than twenty training activities conducted in areas such as nursery management, crop establishment, orchard management and post-harvest handling. Pilot demonstration plots of papayas have been established in Antigua and Barbuda, Grenada, and St Lucia, and of lime and passion fruit in Dominica.

The Tropical Fruit Crop project has done valuable work in generating fruit crop production technology, notably papaya and passion fruit, and transferring this technology from one Caribbean state to others. However the view was expressed by officials that not enough is being done to transfer to the OECS some of the vast pool of germplasm, appropriate technology and knowledge which lies in Latin America. Suggestions offered for facilitating this international technology transfer include the translation into English of a greater number of relevant documents, group training visits and the provision of audiovisual materials.

Officials of Ministries also referred to the inadequate quarantine facilities and plant propagation infrastructure to meet the countries'

requirements for importing germplasm and for propagating sufficient quantities of clean/planting materials.

The technical cooperation provided through Programme II is within the guidelines in the Medium Term Plan but improvements could be made in facilitating international technology transfer. With respect to networks a number of Officials expressed concern about their proliferation. Given the small number of personnel it is often the case that the same technician is involved in several commodity networks.

A number of Short Term Actions have been undertaken in a number of countries. They are essentially national in focus.

A sheep production system for small farmers with limited land reserves and operating a mixed farming system were tested and validated in Dominica. Another short-term action project provided emergency relief for vegetable production in Antigua and Barbuda following Hurricane Hugo in 1989.

Technical cooperation provided by Programme II is highly consistent with the problems of the agricultural sector and with the shortcomings of the Ministries of Agriculture. Both projects address directly the major regional problem of diversification, and importantly the place of livestock in this diversification thrust is not being ignored. The strengthening of the technology generation and transfer systems are already evident in the reorganisation which has taken place in one Ministry and in the organised development of crop/livestock development programmes within all Ministries. Officials report that staff are performing more efficiently as a result of training received.

4.2.4 Programme III

There is one active project in the OECS:

Strengthening Farmers Organisations to Improve Production and Marketing.

This project is coordinated from the St Lucia Office and includes all the OECS countries. The general objective of the Project is to improve the ability of small farmers to produce for specific markets.

Within this overall objective the project aims specifically to improve the quantity and quality of production and marketing services reaching farmer organisations and their members in the OECS.

Farmers Organizations in the countries have been marshalled, mobilised and motivated to new heights of performance and expectations. Not only have they organised themselves into more efficient units, but with the support of the project they have been able to attract in excess of US\$300,000 in external funds for development purposes. Even the leader of one farmer organisation who feels excluded from the main activities of the project could not help but comment on the remarkable success of the project. Success begets success and we suggest that this project should be provided with all the necessary support to ensure it maintains the momentum so far generated.

A major project result being the formation and legal registration of the Caribbean Farmers Development Company (CFDC) which has memberships from 14 farmer organisations from all countries of the OECS and Barbados. A well qualified and competent General Manager, reporting to the Board of Directors, has been appointed to manage the company.

This is a successful project which is addressing a vital rural development need in all the countries. The team was impressed with the strong support, approval and praise expressed towards the project from officials of the Ministries of Agriculture, farmer organisations and other non-government organisations.

4.2.5 Programme V

Programme V is designed to help solve the problem of diseases and pests that have a negative impact on agricultural production, productivity and marketing, especially in the international market. It has two projects, the first being:

Strengthening Plant Protection and Quarantine Capabilities in the Countries of the OECS for the Production and Marketing of non-traditional crops.

The establishment and strengthening of plant quarantine systems in all the countries have been supported by this project. Appropriate up-to-date legislation has been enacted in some islands and is

in process in others. The Project has also assisted in establishing an annual meeting of Pesticides Control Boards of the subregion. The level of public awareness to the dangers of transporting plant and animal materials between countries has been heightened and, through the training provided under this project, Customs Officers cooperate more rigorously with Quarantine Officers at ports of entry to the countries.

The Project has provided training in Plant Protection for farmers and field officers in all countries. Pesticide Control Boards were supported in hosting workshops for students, teachers, farmers and field workers, while pesticide awareness and education are pursued through radio, newspaper articles, seminars, and the publication of a manual on Pesticide Safety. Plant Protection and Plant Quarantine and pesticide databases are being developed.

The second project is: **Survey and Monitoring of Animal and Plant diseases and pests to Facilitate Increased Production Efficiency in the Caribbean.**

The Caribbean Animal and Plant Health Information Network (CARAPHIN) to which all OECS countries are linked, has been established. Participating countries have been provided with computer equipment and training for their personnel to make efficient use of the Information Network. CARAPHIN publishes a quarterly newsletter on Animal and Plant Health issues.

Special Short Term Actions include the monitoring and control of Amblyomma variegatum in Dominica and St Lucia, the conduct of fruit fly surveys in Grenada and St Vincent and the Grenadines, and the survey and monitoring of caprine arthritis encephalitis in Dominica.

The team finds that the Technical Cooperation Programme V action matches very closely the IICA Medium Term Plan.

The team received very positive remarks about and support for this Programme. Foremost were comments about the quick response to emergency national problems, such as the invasion of all the countries by Desert Locusts and the discovery of Amblyomma in Dominica. The other aspects of the programme also

received high praise from Ministry officials, one of whom commented "Plant Protection and Animal Health have provided us with considerable assistance". One official in St Lucia commented that the "eradication of Amblyomma could do with more support".

The team finds that the Technical Cooperation Programme V has had a very significant impact on the participating countries to reduce the plant protection and plant quarantine constraints to production and marketing of non-traditional crops. Animal and Plant Health Information is being disseminated effectively through the CARAPHIN network and the Programme has demonstrated that it has the capability for emergency disease or pest response.

In summary

The team has come to the conclusion that the Technical Cooperation which IICA offers to its partner organizations is highly appreciated, responsive to internal and external changes and works in such a way that negative effects do not unduly threaten the quality, usefulness or timeliness of products generated. The team has noticed that on occasion IICA professionals become somewhat frustrated with the slow response of some Government officials to their proposals.

4.3 Management and Administrative Duties of the Representative

As manager and administrator the Representative has played a positive role in getting the OECS included in important projects which are coordinated from the Barbados Office. Similarly he has constantly sought and obtained in timely manner official agreement for and legitimation of the projects coordinated from his Office.

There is universal acclaim among Ministries of Agriculture for the work and the approach of the IICA Representative to OECS even when there may be severe disagreements about programmes. There are clear indications that he is well known and welcome where ever he goes. He is highly sensitive to the political environment in which IICA works. In dealing with individuals or organizations in the Member States, he communicates through

official government channels if he is unsure of relationships between the parties.

Financial administration and internal audit are carried out on a system-wide bases and training has been given to the office administrator. The panel noted that travel costs related to Antigua and Barbuda and St. Vincent and the Grenadines were much higher in comparison with other costs and for other countries (Annex 8).

With respect to personnel management the Representative has an informal style of operation. He allows the professionals freedom to perform their responsibilities. On the whole, staff expressed contentment and satisfaction with their work and the office operations in general.

A formal meeting with professionals was held in January 1989 to develop strategies for the sub-region and for individual states. Since then there has been no structured meeting of professional staff to conduct periodic reviews of the entire sub-region programme. Professional staff meet periodically with each other and with the Representative and informally discuss their programmes. With the situation of a common OECS strategy and small country communities, it is inevitable that there will be some overlapping of projects, particularly in terms of the clients served. Occasional structured meetings to monitor the activities and experiences with ongoing projects would be beneficial.

A sensitive matter of concern to some members of the staff was the annual evaluation process. Some were concerned about the way in which the evaluation was conducted. Some of the professionals expressed an interest in participating in the annual evaluation of the people in the general services staff on the basis that those who do the annual assessment get preferential treatment. Based on separate discussions with all parties the team has concluded that there is not a common understanding of the process of performance assessment and the integration of scores. This suggests that IICA might usefully review its personnel appraisal process and ensure that there is a common understanding of the system among all staff.

4.4 Professional and Support Staff

The team was impressed with the dedication, willing attitudes, and professional standards it found among staff members at all levels within the IICA Offices. Clearly all staff members are highly motivated, and have the qualifications and experience appropriate to the work they are doing. IICA can be proud of the service rendered to the Institute by its general services and professional personnel alike and by the PCVs who

during their assignments are treated as regular members of the team.

We are however, concerned about the lack of women professionals in technical fields among IICA staff. This is more important than perhaps elsewhere in the region because of the substantial contribution women make on agriculture. Peace Corps Volunteers are often women and do raise the visibility of women but they are not IICA professionals. We are happy to see that the junior professional program is attaching so many women.

Among the professional staff, however, there are signs that they are "stretched thin" and some may be in danger of becoming stale. To a certain extent there is also an attitude that Headquarters is a long way away and not important to the ongoing OECs technical cooperation activities. This state of affairs is of concern to the team, as no small part of the image of IICA rests on the perceptions of counterparts about IICA and the quality of its professionals.

For example, one MOA official indicated that he was concerned about the qualifications of a local professional, who was very good at his liaison responsibilities and at identifying and arranging for MOA staff to attend seminars and workshops. However, he never went on any courses himself, and rarely if ever went to Headquarters. According to this official, his own staff were becoming more able and up-to-date than the IICA local professional. This situation is most likely to occur when the local professional is the single permanent "IICA presence" in a country. Others commented on the lack of "IICA-ization" of the local professionals, who, while knowing the local scene very well, have little conception about the breadth of IICA's operations or the facilities and services it has to offer; and this is a constraint to a better understanding of IICA as a whole.

We found that there are no special briefings for new local professionals at the time of their appointment, no visits to Headquarters for a period of orientation, and no provision for periodic visits thereafter. Further there does not appear to be any official encouragement for them to take occasional short courses to upgrade themselves. We think it is essential that IICA staff not only be the best but are so perceived by national counterparts, and we think that IICA should take positive action to ensure this is so. We are aware that staff may on their initiative, apply for leave without pay for study, and apply for scholarships.

The team noted that a number of the professionals spend considerable time serving in an official or ex officio capacity on councils, boards or committees. Currently there

are 18 person/representations on different bodies etc., in the OECS countries, involving six IICA professionals (Annex 6).

We consider that the representation on such bodies is an important avenue for information exchange, is often an important training activity; and is an essential and highly efficient mechanism for bringing to the attention of decision-makers additional information and experience of use in making decisions. We would like to be assured that the time spent in such formal meetings together with that in the many ad hoc meetings with counterparts and other external contacts does not become unduly excessive and detrimental to other responsibilities

4.5. Peace Corps Volunteers

The use of Peace Corps Volunteers in the delivery of Technical Cooperation has both positive and negative effects. Individually the PCVs appear to develop a rapid rapport with their national counterparts and can productively augment programme outputs. However Ministry officials have commented that they are concerned about continuity and the departure of PCV before the project is truly self-sustaining. As an example the Grenada agricultural data base project collapsed on the departure of the PCV who was attached to the project. Fear was expressed that the same thing would happen to the Pawpaw Pilot Project on the departure of the PCV presently attached to the project in Grenada.

4.6 Support Received by the St Lucia Office from Headquarters

While Headquarters training and guidance for administrative support staff on financial reporting and internal audits appears appropriate, there seems to be only limited guidance from Programme Directors about project direction. There do not appear to be any regular formal meetings to discuss programme directions or progress with the Programme leaders at headquarters. With respect to the Area Directorate, the team was informed that although there are periodic visits, briefings seem to be the purpose, rather than in-depth technical discussions.

Headquarters is often seen as the producer of quantities of paper, including written guidelines, seemingly of limited relevance to the operation of technical cooperation in the OECS countries. A question was asked about the feed back from Headquarters on the quality and content of technical documentation prepared by the St Lucia Office (e.g. strategy

documents). The Representative reported that there is little feedback from Headquarters on what is sent on, (certain documents directed through the Area Director may be returned for modification before being sent to San Jose), and the Office operates on the presumption that silence means acceptance.

The team asked the question because it considered the briefing document prepared for the review inadequate, and was of the opinion that there was not a common understanding between the Office and Headquarters on what was required.

With respect to the timeliness and usefulness of the support from Headquarters in dealing with all aspects of technical cooperation instruments, the Representative indicated that assistance was willingly provided whenever requested. This also applied to the expeditious manner in which support was given to secure external or national resources. It was pointed out that project coordinators also were attracting external resources to IICA or facilitating the direct external support to groups working with IICA.

Appreciation for the visits of the Director General and other senior management staff in connection with the signing of various agreements, the 10th Anniversary Celebrations in Grenada, and at the Area Director's meeting, was expressed. Special mention was made of the Area Directorate in facilitating the agreements for technical cooperation in all member countries, its continued participation within the subregion; and for the cooperation of the professionals stationed at the Barbados and Trinidad and Tobago Offices.

4.7 Organization of the IICA Office in the OECS

The IICA Office in the OECS subregion is organized on a pattern which is quite unlike the rest of the IICA Offices. It is a model which consists of three types of offices.

The first type is the OECS Sub-Regional Office located in St Lucia staffed by an IICA Representative with responsibility for all member states within the OECS (i.e. five countries). Located in this office are also two International Professional and one National Professional. Since 1988 the office has received support from one or two Peace Corps Volunteers (PCVs) and from consultants. Six Administrative and support staff complete the office staff component. (For growth of human resources see Annex 10).

The second type is found in Grenada and Dominica. In each of these countries the office is manned by one resident Local Professional who is also Programme Coordinator in that

country. Support staff, plus PCVs, are also located in these Offices. Consultant time has also been available.

A third type of Office is found in St Vincent and the Grenadines; and in Antigua and Barbuda. In these States there is an "IICA Desk" staffed by a Liaison Secretary with appropriate communication equipment who acts as a facilitator for contacts between the country concerned and the sub-regional Office in St Lucia. PCVs and consultant time have also been used.

All OECS Countries receive periodic visits from the project leaders wherever based. The purpose of the visits are overall monitoring of projects for which they are responsible, and to give advice and/or support where needed.

4.7.1 Assessment of the Model

(a) Type I Office

In the Country which hosts the Sub-regional Office with Professional Personnel in different specializations and PCVs, reactions were positive from virtually every angle. The host Country officials expressed a filial, and in some quarters even a communal relationship with IICA as represented by its Office and personnel. The following is a sample of the opinions expressed by the MOA Officials:

- "I see IICA as part and parcel of the Ministry of Agriculture."
- "They are always responsive. They play a leading role in agricultural development in the Country."
- "One of the strengths of IICA is that from the outset the Office has been manned by regional persons or persons with long experience in the Caribbean and who understand the local situation."
- " - excellent relationship with IICA, in part due to local presence of professional staff."

IICA staff are invited to participate in and therefore contribute professionally to, a wide range of MOA organised meetings, discussions, workshops. IICA staff are made ex-officio members of the

highest officially recognized advisory body in agriculture, i.e. the National Agricultural Advisory Council (chaired by the Minister of Agriculture) and play prominent roles on its Sub-Committees.

In summary IICA has a very visible presence in the country and is officially recognized, utilized and appreciated.

Among Non-Government Organisations (NGOs) and other programme clients the IICA staff presence results in more frequent and a wider range of contacts (particularly so in the case of International Professionals). Some comments expressed by leaders of NGOs are:

- "... ongoing interaction at top administrative level."
- "... use IICA as information source."
- "IICA is providing positive assistance."
- "IICA has a high profile among farmer organisations."
- "We are happy with them. We are able to get their assistance at the time we need it."

In this type, Peace Corps Volunteers are reported to be most productive. There is tight supervision and more frequent contact with project professionals.

(b) Type II Office

In the second type of Office, in which there is a Local Professional with minimal office support staff plus one or two attached PCVs, the MOA recognizes the IICA presence and there is a tendency by officials to take one or both of two positions:

- that this is IICA's way of making a tangible contribution in alleviating the country's perennial problem of limited trained manpower and of chronic budget deficiencies;
- that the IICA presence constitutes an acceptable level for face to face contact in seeking information about or communicating requests for assistance from the extra-national Institute sources.

In both Grenada and Dominica there is a very close positive working relationship between the Local Professional and the MOA, so much so in fact that some officials would like to consider them Ministry personnel and assign them MOA responsibilities. Under these conditions it is very difficult to establish and maintain an IICA identity. Careful selection of country projects which are clearly not the extension of an ongoing MOA programme, and which bring IICA staff in close and frequent contact with farmers has been one way of getting IICA better known and understood and establishing an identity of its own. The 1987-88 project "Supporting Small Farmers Sheep Production" in Dominica was reported as one successful such effort.

In this type of Office, PCVs operate under less supervision than they do in the type I Office. In support of widening the programme base operating in the country, they are usually assigned to projects outside of the professional specialization of the Local Professional. The associated international professional can make only infrequent visits for monitoring and supervision, and therefore programme output and impact is affected negatively.

(c) Type III Office

In the third type, IICA employs an in-country Liaison Secretary. Institute project work is conducted by visiting IICA professionals and one or two PCVs. A local MOA counterpart is supposed to provide support in monitoring and coordinating Institute project activities between visits of IICA professionals. PCVs attached to this Office receive technical supervision from IICA professionals and administrative supervision from the MOA.

Inquiries into the operation of this type of Office indicated that:

- (i) Local counterparts carry a normal MOA workload in addition to their IICA-project monitoring responsibilities. The latter tends to be given low priority, and monitoring activities are often only attended to immediately preceding the visit by an IICA professional. This situation is exacerbated by infrequent visits by professionals because of budgetary constraints. Project coordination and monitoring at the local level is therefore generally inefficient.

- (ii) PCVs are rather isolated and lack the necessary support and supervision of professional programme personnel.
- (iii) PCVs are not accepted by local officials as representing IICA in any manner.
- (iv) Local officials resent IICA professionals paying short infrequent visits to the country, call these professionals "fly-by-night experts" and consider this a demonstration of IICA's lack of interest in the country.
- (v) The local authorities do not like to communicate with IICA through the Liaison Secretary who is considered to have no status.
- (vi) The Liaison Secretary is underutilized and unproductive.

4.7.2 Strengths and Weaknesses of the Office Types

Table I sets out the strengths and weaknesses of the three types of Office in the Model.

It is evident from the Table that the Type I Office has the greatest potential for achieving high programme impact and creating a highly positive image of IICA in the host country. However it is very high cost in relation to the other types.

Type II is, based strictly on budgetary criteria, more efficient than Type I. It also provides a framework in which both positive image of IICA and high programme impact are possible. However consideration needs to be given to nullifying the sense of isolation from Institute colleagues and the need "to talk about IICA and the Caribbean and where we are going" which Type II generates.

Type III has little in its favour except that it is relatively very low cost and provides needed logistic support.

In the absence of a more detailed cost-benefit analysis of the office types, we do not consider that the low cost of Type III Office justifies the poor image of IICA which it conveys.

Table I. Comparison of the Strengths and Weaknesses of the Three Types of Offices in the IICA OECS Model

(a) Type I Office	<u>Strengths</u>	<u>Weaknesses</u>
i.	High IICA visibility	i. High cost to IICA for staff salaries and equipping and maintaining office.
ii.	Positive IICA image	
iii.	Close working relationships with national authorities and NGOs.	
iv.	Many opportunities for IICA professionals to influence national decision making on policy and programmes.	
v.	Efficient project monitoring and supervision.	
vi.	High project impact.	
vii.	Efficient use of PCV services.	
viii.	Minimum critical mass of professionals	

(b) Type II Office

Strengths

- i. A visible IICA professional.
- ii. Close working relationships with national authorities.
- iii. Opportunities for interfacing with farmers and NGOs and establish IICA identity.
- iv. Opportunities for participating in official committee policy meetings.
- v. Professional staff and office costs less than for Type I Office.

Weaknesses

- i. Greater effort required to establish independent IICA identity.
- ii. High travel costs required for frequent monitoring and supervision by International Professionals.
- iii. Local Professional feels isolated. No minimum critical mass.
- iv. Local Professional feels stretched too thinly to be able to efficiently coordinate all regional and multi-national projects.
- v. PCVs may not get sufficient supervision.

(c) Types III Office

Strengths

- i. Low cost operation in terms of staff salaries and Office equipping and maintaining.
- ii. Provide logistic support in country without an IICA professional and prevents the embarrassment of having to ask a Permanent Secretary or Chief Agricultural Officer for logistic support.

Weaknesses

- i. No acceptable IICA presence in the country.
- ii. Negative image of IICA.
- iii. Inefficient project monitoring.
- iv. Low project impact.
- v. High cost of international travel for project supervision.
- vi. No opportunity for sitting on official committees, etc. with a chance to influence policy.
- vii. Less than efficient use of PCV services.
- viii. Very inefficient use of local secretary's time.
- ix. Difficult to convince local officials that with cost savings on staff and office they are getting commensurate value from project activities.

5. Conclusions

- i. The IICA Office in the OECS enjoys the respect and confidence of its counterparts and has earned a positive image in the sub-region. Government officials, staff of the Ministries of Agriculture as well as farmers, in particular leaders of farmer organizations, are enthusiastic about the quality of technical cooperation they are receiving from the Office.
- ii. Overall the Team finds a high correlation among the problems facing agriculture in the Member States, and identified in the OECS Programme for Agriculture Diversification, with the Strategy outlined in the MTP. Ministries and other counterparts have reported excellent progress as a result of the support they have received through the Technical Cooperation Activities. Ministries also emphasize that they appreciate the demonstrated flexibility of the Office through its Short Term Action Projects, as they provide invaluable support in times of national need.
- iii. The one gap in the Technical Cooperation Programme in addressing the identified needs in the OECS Programme for Agricultural Diversification is the lack of projects which provide support in the areas of agroindustry and international trade in agriculture. These are important requirements for the ultimate success of the Diversification Programme.
- iv. The Representative has an affable personality, and is well liked and respected by all with whom we came into contact. He is evidently influential in both official and unofficial circles. The style of office management is low-keyed and allows professionals freedom to take initiatives in their areas of responsibility. Meetings within the Office are informal and generally ad-hoc. The last formal meeting with professionals was held in January 1989 to develop strategies for the sub-region and for individual states.
- v. IICA's professional and general services staff are highly motivated with qualifications and experience appropriate to their responsibilities. There are, however, signs that professionals are "stretched thin" and some may be in danger of becoming stale. The Team was disturbed to learn that within some Ministries there is the perception that IICA's local professionals are insufficiently knowledgeable of the broad context of IICA activities and are in need of technical upgrading. It also noted a lack of women among the technical professionals.

- vi The organization of IICA office in the OECS is unlike any other in the Istitute. The creation of IICA desks in two of the countries (Antigua and Barbuda and St. Vincent and the Grenadines) have proven to be ineffective, thus a waste of resources.
- vii The team considers that money saved on Type III Offices, viz in countries with no resident professionals, is not worth the negative image of IICA which it generates among national officials. IICA must seek other means of ensuring a continuing presence in each of its member countries. One possibility could be to develop highly focused, limited time projects with a full-time professional as Coordinator, which can demonstrate vividly IICA's commitment to these countries in which it has neither international professionals nor long term local professionals.
- viii The amount of money spent on travel makes it an appropriate budgetary item for seeking savings. We consider these could be made by instituting a system of reimbursement of real travel costs for those stationed in the OECS countries.
- ix To extend the technical expertise of IICA professionals, Peace Corps Volunteers have been used in many cases very effectively. However, continued reliance on PCVs as the sole outlet for project delivery poses the danger of collapse because of the lack of continuity inherent in the use of their services. In those countries where there is no resident IICA professional, a PCV is considered a poor second choice.
- x We are pleased to report that the Office is highly satisfied with the rapid response which it receives from Headquarters when it needs assistance. However, we find that there is too heavy a reliance on electronic and written communication materials between Headquarters and Office, and not sufficient face-to-face contact, which often leads to separate or different understandings of common issues.
- xi In small countries with limited population the numbers of commodity networks should be kept to a minimum since there is a danger of putting a severe strain on the limited number of professionals with the knowledge and interest to participate.
- xi The Team was concerned about the lack of regional quarantine and propagation facilities to support the Crop Diversification Programme.

6. RECOMMENDATIONS

a. IICA presence in its member countries

The team found clear evidence that the lack of professional staff based in a country is making a large difference in the perceptions of local officials of the usefulness of IICA and its technical cooperation. Without a physical professional presence, the "Desks" and PCVs are not being properly deployed and the full value of their input together with that made possible by the visits of professionals is not being realized.

The team strongly recommends that the IICA explore ways of ensuring a continuing IICA presence in each of the OECS member countries.

b. Travel Cost Reduction

One area that the team was specifically requested to study was ways of reducing costs. The team was unable to make a detailed analysis of all operational expenses, so decided to concentrate only on one area, that of travel. It appears to the team that one way of reducing the costs of travel would be to introduce a scheme of reimbursement on the basis of actual cost, but is aware that the administrative costs of the per diem system are low in comparison with the actual experience system.

The team recommends in the interests of reducing the costs of travel within the OECS, that IICA explore the cost/benefit of introducing an "actual expense reimbursement" system in place of the current "per diem" system for staff in travel status.

c. Upgrading of long-time local professional staff

The perception exists among some MOA officials that IICA does not encourage its long-time local professionals to up date themselves regularly in their specialties, and are not sufficiently "IICA-ized" i.e. not fully conscious of the broad range of IICA's capabilities and activities throughout the hemisphere. These perceptions detract from IICA's image.

The team strongly recommends that IICA institutes a scheme of positive action to ensure that professionals, especially local professionals, have the opportunity to take advantage of periodic technical upgrading in the area of their specialty or current responsibility. The

team also considers that occasional visits to Headquarters can broaden the perspective of local professionals, and therefore their effectiveness in fulfilling their responsibilities.

d. Administrative guidelines and procedures

The team found that although administrative guidelines sent out from headquarters were clearly written and apparently straightforward, there is often no common understanding between headquarters and the Office of the meaning of the instructions. In particular, there is often a large difference in how people belonging to respectively to the American and British traditions interpret written instructions. Such differences can be overcome through regular face-to-face contact and in-depth discussion, and in some cases special training sessions.

The team recommends that steps be taken to increase face-to-face contact so that written communications are interpreted with a common understanding at headquarters and in the Offices, and that unconscious cultural bias or practice does not interfere with the overall efficiency of IICA operations. With particularly sensitive matters such as the personnel evaluation process, IICA might well consider a review of the current system and the institution of staff training/information sessions to ensure uniformity of process and understanding throughout the Institute.

e. Ensuring that Projects are targeted and mutually supportive

All projects within the OECS Programme are targeted toward the same goal of supporting the Agricultural Diversification Programme. Because of the small sizes of both land mass and population in the sub-region it is inevitable that there will be some overlap in project operations. The team found that although professionals met informally and sometimes discussed their projects with each other, there are no regular officially scheduled meetings for monitoring and reviewing the progress of ongoing projects.

The team recommends that the Representative schedules periodic meetings of all professionals to review project performance in the sub-region to ensure that projects remain properly targeted and are mutually supportive.

f. Quarantine and Plant Propagation Facilities

During the review, the team heard much about the positive effect IICA has had on improvement of the quarantine system in the OECS countries and the reduction in uncontrolled movement of potentially dangerous pests and diseases. It also heard that the quarantine facilities to process germplasm imported for testing its potential in increase production of non traditional crops and to diversity, were less than adequate. They should not for example be attached to national agricultural research stations. The team also heard much about the lack of sufficient quantities of clean, high quality planting materials (seed and clonal materials) at the appropriate seasons. The team is not convinced that the upgrading of local nurseries will be sufficient to correct the current situation, or provide a suitable critical mass to ensure ongoing operational viability and leadership.

The team strongly recommends that a truly regional effort be undertaken to ameliorate the quarantine processing of imported germplasm, and ensure a continuing supply of clean, high quality planting materials for testing and production. IICA, jointly with CARDI and UWI, should initiate action to study the feasibility, and to plan the establishment and operation, of an at least partially self-sustaining, suitably isolated and totally dedicated modern quarantine and plant propagation facility, to handle the needs of all OECS countries with respect to the diversification programme, and to provide leadership and expertise to individual countries and institutions with respect to the testing of germplasm, and the operation of local nurseries and plant propagation centres.

g. Technology transfer

It was brought to the team's attention that there is in the Latin American specialized literature a wealth of information about the propagation, production, marketing and handling of fruits and vegetables which is not currently accessible to interested OECS institutions because of language differences.

The team recommends in the interest of facilitating technology transfer between the Caribbean and Latin America, that avenues be explored to insure that the sources of key information are made known to appropriate people.

h. Providing technical support in international marketing and agro-industry

The successful implementation of the Programmes for Agricultural Diversification in the OECS depends heavily on the ability of these countries to penetrate the international market. Agro-processing is very high on the priority list of most of the Member States, both for the export market and national use. The present OECS Technical Cooperation Programme assists in small farmer and intra-regional marketing through one of its Program III Projects but provides no support in the processing of non-traditional crops or in international trade.

The team strongly recommends that IICA introduces into the OECS Technical Cooperation Programme a Project designed to support member countries in agro-industry and international trade.

ANNEXES

COMPOSITION OF EVALUATION TEAM

1. Thomas H. Henderson, D.I.C.T.A., M.Sc Ph.D
P.O. Box 418
Roseau
Commonwealth of Dominica

2. Patricia Roberts-Pichette, B.Sc (Hons) M.Sc Ph.D
Senior Policy Analyst
Americas Branch
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Canada

INTER-AMERICAN INSTITUTE FOR COOPERATION ON AGRICULTURE

DIRECTORATE OF PROGRAMMING AND EVALUATION

TERMS OF REFERENCE FOR THE EVALUATION MISSION
OF IICA ACTION IN THE OECS

1. IDENTIFICATION OF THE OFFICE AND SCOPE OF THE EVALUATION

1.1 IICA Office in: OECS

. Representative: Franz Alexander From: April 1987
(Month/year)

. Period covered by Evaluation: From: January 1987 To: July 1990
(Month/year) (Month/year)

1.2 Scope of the Evaluation

The main purpose of the evaluation is to improve the performance of the Offices in the OECS countries based on the results of the evaluation of the objectives and strategies of the MTP and the Action strategy at the country level. To this end, more specifically the evaluation seeks:

- a. To validate the IICA Action Strategy at the country level as a frame of reference for technical cooperation activities in the OECS, by analyzing: i) the degree of consistency between the technical cooperation agreed upon and agricultural and rural development policies in the country; ii) the consistency of the cooperation provided by IICA with the provisions of the current Medium Term Plan (MTP) and, for the last year, with those established in the PLANLAC; (iii) the degree of participation of technical experts of the Office, government authorities and the private sector in formulating the action strategy at the country level.
- b. To determine the managerial capabilities of the Representative to: i) convey the institutional message to government authorities, the private sector and the international community, and to make IICA's presence felt in the country; ii) to make an accurate assessment of technical and financial cooperation trends in the country; iii) to interpret and adapt IICA's cooperation to the institutional and sectoral policy changes of the country, responding appropriately to new demands; iv) to generate a new understanding of the needs and priorities for technical cooperation and to offer cooperation by making maximum use of IICA's capabilities and comparative advantages, and by mobilizing financial and technical

resources in order to help find solutions to the problem areas identified.

- c. To determine the effectiveness of the technical cooperation offered to the countries during the period under evaluation, as well as the factors, conditions and circumstances conditioning said effectiveness, by analyzing: i) the quality and timeliness of the products generated by the cooperation activities; ii) the use which the counterpart agencies make of these results, and the degree to which they have been institutionalized; iii) indirect results that transcend institutional boundaries and have an impact on the sector (for beneficiaries).
- d. To evaluate the degree to which the structure and operations of the Office reflect IICA's priorities and the country needs for support that arise. It should specifically establish: i) what the Office is doing to generate innovative thinking on the role of agriculture and economics in the development of the countries and to apply the institutional strengthening strategy; ii) whether the administration of the Office makes it possible to effectively support the execution of technical cooperation actions; iii) whether financial resources are handled effectively; iv) the effectiveness of personnel management mechanisms.

2. EVALUATION STRATEGY

The 1988-1989 and 1990-1991 IICA Action Strategies at the Country Level constitute the frame of reference for the evaluation of the IICA Office in the OECS. The evaluation covers the entire operating unit (Office directorate, the technical cooperation projects, national components of multinational projects, agreements, administrative support actions and short-term actions executed and under way) from July 1987 to July 1990.

Since the Evaluation System for Technical Cooperation favours a prospective approach over a retrospective approach, the analysis of the performance and results of the cooperation executed by the Office should focus on identifying the factors, conditions and circumstances that determined the performance and the results observed.

In order to validate the Action Strategy at the Country Level, the Evaluation Mission will analyze that document in light of the guidelines established by the Institute for formulating it as well as ascertain whether it was, in fact, a participatory exercise. The content of the Action Strategy will be evaluated in light of what the Mission knows or determines about the restrictions, potentials and national priorities for the development of the agricultural sector; as well as its understanding of the policies, plans, strategies, organization and modus operandi of IICA in general and of its short-term planning and programming process in particular.

In order to evaluate the Representative's management of the technical

cooperation, an analysis will be made of the results included in the document prepared by the Office and entitled "Operational Strategy and IICA Accomplishments in the Countries of the OECS: 1987-1990." This analysis will enable the Mission to reach preliminary conclusions on this objective, which should be verified through interviews with the Representative, Office personnel and senior national officials, qualified people from the private sector and representatives of international agencies working with IICA in the execution of agreements and technical cooperation projects.

A similar procedure will be followed to determine the effectiveness of the technical cooperation. In addition to the document "Operational Strategy and IICA Accomplishments in the Countries of the OECS: 1987-1990," the Mission will also study the documents on approved projects, emphasizing the matrix of objectives and periodic progress reports, and other technical cooperation, administrative support and legal instruments in effect for the period under review. Interviews with authorities and officials at the policy-making level are crucial to the Mission's obtaining an accurate assessment of the quality and timeliness of project results, and of how agencies use these results to overcome obstacles and problems.

The Mission should find information on the structure and operations of the Office and on how effective same has been in responding to the priorities of the Institute and in providing effective logistic and administrative support to technical cooperation actions. Emphasis should be placed on mechanisms created by the Representative to ensure the participation of technical personnel in analyzing documents and guidelines from Headquarters Units, discussing problems originating in the Office or outside the Office, and offering possible solutions.

The following documents will be made available for conducting the evaluation:

- . National sectoral development plans in effect during the period under evaluation.
- . 1986-1987, 1988-1989 and 1990-1991 Program Budgets of the Office.
- . 1987 to 1990 Annual Plans of Operation.
- . Biannual Office Reports.
- . Biannual Program Reports.
- . Biannual Project Reports.

Members of the Evaluation Mission will be provided with copies of "Operating Strategy and IICA Action in the OECS Countries, 1987-July 1990" and "Action Strategy at the Country Level," in addition to a copy of the 1987-1991 Medium Term Plan, the study of which is included in the terms of reference for the consultants.

3. SPECIFICATION OF THE ANALYSIS PROCESS AND EXPECTED RESULTS

In order to simplify the task, the objectives of the Evaluation indicated in 1.2 have been broken down into six topics, and for each the desired results of the analysis to be conducted by the mission have been specified. Questions are posed to assist the Mission's analysis and assessment of situations, facts and conditions needed for subsequent decision making. The Mission can amend these questions and other elements of the Scope of Work, depending on their usefulness in achieving the desired results.

SCOPE	TOPICS OF ANALYSIS	DESIRED RESULT(S) OF THE ANALYSIS	MODEL QUESTIONS FOR OBTAINING INFORMATION
1.2.a	1. Consistency of planned technical cooperation	<p>Assessment of the quality of the diagnostic study of the agricultural sector, supplemented with a description of the institutional restrictions of the public agricultural sector.</p> <p>Determine whether IICA's proposed strategy at the country level is consistent with the diagnostic study.</p>	<p>What events were developed by the Office to formulate the diagnosis of the sector?</p> <p>What procedure was followed in preparing IICA's strategy at the country level?</p>
1.2.a	2. Coherence of technical cooperation with guidelines of the Medium Term Plan	<p>Determine whether the technical cooperation is consistent with the guidelines of the MTP; assess the capability of the Office to participate in discussions on agricultural policies and rural development, and to provide support in preparing agricultural sector programs.</p>	<p>To what extent the representatives from the government and the private sectors take part in the definition of areas for IICA cooperation in the country and how useful was their participation?</p> <p>How is the MTP reflected in the strategy and technical cooperation instruments, studies and events carried out by the Office?</p>

SCOPE	TOPICS OF ANALYSIS	DESIRED RESULT(S) OF THE ANALYSIS	MODEL QUESTIONS FOR OBTAINING INFORMATION
1.2.b	3. Analysis of Representative's management and support received in carrying out his duties	Determine effectiveness of Representative's management of technical cooperation and in identifying new needs and priorities for cooperation.	<p>What is the Office's capacity to promote and participate in discussions on agricultural and rural development policies and to support the country in preparing agricultural sector programs?</p>
		Establish the effect of political and institutional changes on the objectives and strategies of cooperation and judge the Office's ability to make the necessary adjustments.	<p>How effective is the Representative with regard to:</p> <ul style="list-style-type: none"> -transmitting IICA's institutional message in the countries -broadening the base of institutional support and securing external resources for technical cooperation activities -generating awareness in the governments and private sectors of new needs for technical cooperation, arising from the role to be played by agriculture in economic reactivation
			<p>What conditioning factors made the Representative adjust the technical cooperation strategy so that the quality, usefulness and timeliness of the desired results were not affected?</p>

SCOPE	TOPICS OF ANALYSIS	DESIRED RESULT(S) OF THE ANALYSIS	MODEL QUESTIONS FOR OBTAINING INFORMATION
1.2.c	4. Analysis of results of technical cooperation in terms of products, effects and impact	Establish progress made and limitations on obtaining the final products established in the technical cooperation instruments	Do the final products correspond to the original plans? What factors, conditions and events were crucial in achieving the final products and which proved to be handicaps?
		Evaluate progress made toward achieving specific objectives of the projects and the major limitations encountered.	Does the relationship between the final products and the specific objectives of the project coincide with what was envisaged?
		Determine the impact of the projects and other technical cooperation instruments at institutional and sectoral levels	Does the use which the counterpart agencies make of the results coincide with expectations? How do the authorities and technicians from the counterpart agencies view these results in terms of quality, usefulness and timeliness?
			What results are being obtained by the counterpart agency that can be attributed to IICA's cooperation?
1.2.d	5. The Office structure and its prospects	Describe the operating and managerial structure of the IICA Office in the OECS.	What are the principal characteristics of the structure and operations of the IICA Office in the OECS? Can the model meet current and future demands for technical cooperation?

SCOPE	TOPICS OF ANALYSIS	DESIRED RESULT(S) OF THE ANALYSIS	MODEL QUESTIONS FOR OBTAINING INFORMATION
1.2.d	Administrative and logistic support for technical cooperation actions	<p>Determine whether the Office offers effective support to its specialists in identifying, programming, executing and providing follow up and evaluation of the technical cooperation.</p> <p>Determine whether financial resources are effectively administered.</p>	<p>What mechanisms and instruments have been established and put into operation to identify specialists' needs for support in carrying out technical cooperation activities?</p> <p>Based on an examination of the administrative procedures used for handling financial matters, determine:</p> <ul style="list-style-type: none"> -the ability to accurately ascertain the Office's financial situation. -whether it is possible to identify and foresee real commitments of counterpart resources established in agreements. -whether assistance is provided for the preparation of reports sent to external funding resources and the timely disbursement of these resources.
		Determine the efficiency of personnel administration.	What is the educational background of administrative and support personnel?

SCOPE	TOPICS OF ANALYSIS	DESIRED RESULT(S) OF THE ANALYSIS	MODEL QUESTIONS FOR OBTAINING INFORMATION
			Does the Office conduct employment studies that allow it to keep salaries competitive?
			To what extent have staff evaluations and training been used to improve the productivity of the administrative team?

4. TECHNIQUES AND PROCEDURES

The basic method to be used by the Mission to evaluate IICA action in the OECS includes the following techniques:

- a) Orientation and organizational meetings of the Mission to enable mission members, who have not previously worked together, to: i) reach agreement on objectives and methods by analyzing expectations, resources, skills and work strategies of the individual members; ii) reach a common understanding of the objectives and goals of the mission; iii) arrive at a strategy for conducting the evaluation, including specific timetables, priorities and division of responsibilities.
- b) In-depth interviews with government officials, representatives from the private sector and Institute personnel, using previously prepared guidelines or questionnaires;
- c) Observation: analysis of documentary information, review of reports, visits to the offices of national counterpart agencies of the projects and, if possible, to projects sites;
- d) Progress Report Meetings. Evaluation missions must be able to identify and understand the concerns and viewpoints of the Representative and Office personnel with regard to the evaluation. Progress Report Meetings contribute to achieving this.

This technique is best used at the beginning of the evaluation, after their preparatory work at Headquarters and as the first activity in the IICA Office in the country. The Evaluation Mission will inform Office staff of the agreements reached at Headquarters with regard to the work strategy to be used by the evaluation

mission to achieve its objectives, the outline of the report and the interviews that have been scheduled.

The second is the meeting held by the Mission to present the preliminary results of the evaluation to the Office staff, after having delivered a copy of the report to the Director of DIPROE and the Director of Caribbean Area Operations.

- e) Schedule for application of recommendations. In order to increase the effectiveness of the evaluation, this technique is used to apply the findings of the evaluation exercise to the planning and budgetary functions of the Office. The purpose of this activity is to prepare a plan of action for implementing the recommendations and is carried out by the Director of DIPROE, the Director of Area Operations and the Representative.

5. WORK PROGRAM OF THE MISSION

Sunday, Sept. 2:	Arrival to San Jose
September 3-4:	Briefings and meetings at Headquarters
September 5:	Travel to Grenada
September 6:	Grenada
September 7:	St. Vincent
September 8-14:	St. Lucia (*)
September 15:	Presentation of Report to Area Director, DIPROE and Office Staff.
September 16:	Return to home countries.
September 23:	Arrival to San Jose
September 24:	Presentation to the Programming Committee

- (*) During this week the Mission could take a day trip to Barbados to interview officials from CDB, CIDA, AID and others with which the office has working relations.

6. PARTICIPATION OF IICA OFFICIALS

Composition of the Mission

- Members: To be determined
- Technical Secretariat: Exercised by the Head of the Division of Technical Cooperation Strategies and Projects

Participation of IICA Officials

- The Director of Programming and Evaluation and the Director of Caribbean Area Operations participate in the Mission's orientation meeting held at Headquarters. They will also review the preliminary evaluation report, at the end of the mission, before they submit it to the Office staff by the Mission, and work with the Representative to draw up the Plan of Action.

- The Head of the Division of Technical Cooperation Strategies and Projects, as Technical Secretary of the Mission, is in charge of the preparatory stage of the evaluation and will visit the country in advance to inform authorities of counterpart institutions of the evaluation and consult them on the Terms of Reference. He will also inform the Office staff and reach agreement with the Representative as to the logistic support to be provided to the Evaluation Mission.

7. DECISION-MAKING WITH REGARD TO RESULTS OF EVALUATION

The Mission will submit the final version of the Report to the consideration of the members of the Programming Committee. The Mission will present the main findings, conclusions and recommendations at a special meeting of the Committee, presided over by the Director General. A copy of the Executive Summary of the Report will be distributed previously to the members of the Committee.

The Committee's discussion and decision will concern the approval of the report.

The Director General will analyze the report at a meeting of the Cabinet, and determine IICA's position vis-a-vis the evaluation. A copy of the final report is sent to the authorities of counterpart agencies, through the Representative.

The Plan of Action is presented to the Operations Committee, through the Office of the Deputy Director General, for consideration and approval. The secretariat of the Operations Committee will be responsible for implementing the Plan. DIPROE is responsible for follow up on the application of the recommendations adopted.

EVALUATION PROGRAMME

Persons Interviewed and Visited

IICA HEADQUARTERS, COSTA RICA

MONDAY, SEPTEMBER 3

Gonzalo Estefanell	Head, Strategy Projects Division, Directorate Programming and Evaluation (Technical Secretary Evaluation)
L Harlan Davis	Deputy Director General (Acting Director General)
Alfonso Cebreros	Assistant Deputy Director General for Operations (Acting Deputy Director General)
Fernando D'All Acqua	Director CEPPI
Arturo Padilla	Program IV
Carlos Pomareda	Director Program I
Alfonso Cebreros	Assistant Deputy Director General for Operations (Acting Deputy Director General)
Reginald E Pierre	Director of Operations - Caribbean Area
Jerry Fowler	Director Program V

TUESDAY, SEPTEMBER 4

Manuel Chiriboga	Director Program III
Eduardo Trigo	Director Program II
Lystra Fletcher	Young Professional

GRENADA

THURSDAY, SEPTEMBER 6

Cosmos Joseph	Agronomist/Office Coordinator
Gloria Payne	Permanent Secretary, Ministry of External Affairs
Winston Phillips	Manager, Agricultural Rehabilitation and Crop Diversification Project
Cyril Dominique	Chief Technical Officer, Ministry of Agriculture
Ben Jones	Hon Minister of Agriculture
Algernon Antoine	Permanent Secretary, Ministry of Agriculture
Kenneth Buckmire	Head of Unit, Caribbean Agricultural Research and Development Institute
Jorge Murillo	Consultant
Cecil Winsborrow	Head, Fruit Crop Project
Ronald O'Neale	Head, Vegetable Crop Project
Bowen Louison	Head, Livestock Project
Dale Francis-Ellis	Head, Pest Management Unit
Durrant Bholo	President, Productive Farmers Union
Egbert Barrett	Secretary, Productive Farmers Union
Jason Nurse	Participating farmer, Pawpaw Pilot Plot Project Activity
Paul Francis	Farmer
Jason Nurse	Farmer

ST VINCENT AND THE GRENADINES

FRIDAY, SEPTEMBER 7

Marcus DeFreitas	Marketing Coordinator, OECS Agriculture Diversification Co-ordinating Unit
Eustace Gulston	Director, Organization of American States
Mrs Veira	Acting Permanent Secretary, Ministry of Foreign Affairs
Hugh Phillips	Permanent Secretary, Ministry of Trade and Tourism
Jethro Greene	Executive Director, Organization of Rural Development
Allan Cruickshank	Hon Minister of Agriculture, Industry and Labour
Geoffrey Venner	Technical Officer
Lennox Daisley	Chief Agricultural Officer
Ashley Cain	Deputy Chief Agricultural Officer
Charles Gunsam	Research Officer
Philmore Isaacs	Plant Protection Officer
Ben Lin	Director, Chinese Agricultural Technical Mission
Randolph Cato	Director of Planning
Norman Pemberton	Manager, Hucksters Association

ST LUCIA

SATURDAY, SEPTEMBER 8

Antonio M Pinchinat	Regional Specialist, Technology Generation and Transfer
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SUNDAY, SEPTEMBER 9

Urban Martin	Coordinator - IICA Office in Dominica
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MONDAY, SEPTEMBER 10

Todd Payne Director, Organization of American States

Pat Charles Executive Director, National Research and
Development Foundation

Ferdinand Henry Hon Minister of Agriculture, Lands, Fisheries
and Cooperatives

Cosmos Richardson Permanent Secretary, Ministry of Agriculture,
Lands, Fisheries and Cooperatives

Scott Bowles Acting Director, Peace Corps - St Lucia

David Demacque Director of Agricultural Services, Ministry of
Agriculture, Lands, Fisheries and Cooperatives

Darnley Lebourne General Secretary, National Farmers Association

Michele Baherle Acting Chef de Mission, French Technical
Cooperation Mission

TUESDAY, SEPTEMBER 11

Kenny Daniel St Lucia Association of Farmers Cooperatives
Limited

Johannes Leonce Permanent Secretary, Ministry of Foreign
Affairs

Francis Pappin Senior Economist, Ministry of Planning,
Personnel, Establishment and Training

Everton Ambrose Specialist in Plant Protection

Jerry La Gra Specialist in Organization and Management of
Rural Development

THURSDAY, SEPTEMBER 13

Vaughan Lewis Director General, Organization of Eastern
Caribbean States

FRIDAY, SEPTEMBER 14

Glenroy Ducreay General Manager, Caribbean Farmers Development
Company

Colin Bully Coordinator, OECS Agricultural Diversification
Coordinating Unit

LIST OF DOCUMENTS**=====**

1. Project Activities for 1988 OECS Countries
2. 1989 Annual Report OECS Countries - Prepared for Headquarters for IICA 1989 Annual Report
3. Proposed Strategy for OECS Members Countries 1990-1991
4. Annual Report to the Government of Dominica 1988
5. Annual Report to the Government of Grenada 1988
6. Annual Report to the Government of St. Lucia 1988
7. Annual Report to the Government of Antigua & Barbuda 1989
8. Annual Report to the Government of Dominica 1989
9. Annual Report to the Government of St. Vincent and the Grenadines 1989
10. Annual Report to the Government of St. Lucia 1989
11. Programme Budget - Antigua & Barbuda 1990-91
12. Programme Budget - Dominica - 1990-91
13. Programme Budget - Grenada - 1990-91
14. Programme Budget - St. Lucia 1990-91
15. Programme Budget - St. Vincent and the Grenadines 1990-91
16. Plan of Operations - Dominica 1988
17. Plan of Operations - Grenada 1988
18. Plan of Operations - Antigua & Barbuda 1988
20. Plan of Operations - Dominica 1989
21. Plan of Operations - Grenada 1989
22. Plan of Operations - St. Lucia 1989
23. Plan of Operations - St. Vincent and the Grenadines 1989

24. Plan of Operations - Antigua & Barbuda 1990
25. Plan of Operations - Dominica 1990
26. Plan of Operations - Grenada 1990
27. Plan of Operations - St. Lucia 1990
28. Plan of Operations - St. Vincent and the Grenadines 1990
29. CARICOM Regional Programme for Agricultural Development
30. Proposal to Update the 1987-1991 Medium Term Plan
31. Plan of Joint Action for Reactivation of Agricultural in the Caribbean Countries
32. Report to the Standing Committee of Ministers Responsible for Agriculture (SCMA)
33. A Programme for Agricultural Diversification in the OECS
34. Operating Strategy and IICA Action in the OECS Countries 1987, July 1990
35. Formulation of Programmes for Technological Development of Agriculture in Grenada, May 17, 1988

SUMMARY OF LEGAL INSTRUMENTS IN EFFECT
DURING PERIOD COVERED BY EVALUATION, BY COUNTRY

A. BASIC COUNTRY AGREEMENT

1. Antigua and Barbuda

Date of Signing: Pending

2. Dominica

Date of Signing: October, 1983

3. Grenada

**Date of Signing: December 20, 1979
December 22, 1989**

4. St Lucia

Date of Signing: May 24, 1983

5. St Vincent and the Grenadines

Date of Signing: August 11, 1989

B. Title: Joint Marketing Study in the Eastern Caribbean

Date of Signing: January 13, 1986

**Contributing Institution: CDB US\$22,600
IICA US\$83,500**

**Counterpart Institution (Beneficiary): Ministries of
Agriculture of the
Windward Islands**

**Objectives: Study to identify potential areas for joint
development and marketing of selected priority
products produced in the four Windward Islands
of the Caribbean**

Period: Three (3) months (90 days)

**Title: CCA/IICA - Strengthening of Farmer Organisations in
the OECS**

Date of Signing: March 29, 1989

**Contributing Institution: CCA US\$100,000
IICA US\$157,000
Canada Fund US\$37,500
Farmers Organisations \$76,000
Others US\$68,800**

**Counterpart Institution (Beneficiary): Caribbean Farmers
Development Company**

Objectives:

- 1) To identify needs of farmers organisations in developing their organisational/managerial capabilities.**
- 2) To assist farmer organisations overcome critical organisational/managerial constraints.**
- 3) To evaluate technical/economical viability of inter-island trade.**

IICA OFFICIAL AND EX-OFFICIO REPRESENTATION

NAME OF OFFICER	COUNCIL/BOARD
Franz C Alexander	Agricultural Diversification Coordinating Unit Advisory Council National Agriculture Advisory Council, St Lucia
Jerry La Gra	Secretary to Caribbean Farmers Development Company Ltd (CFDC)
Antonio M Pinchinat	Technology Advisory Teams - Antigua and Barbuda, Dominica, Grenada, St Lucia National Agricultural Advisory Council, St Lucia Secretary, OECS Network, Yam/Vegetables
Everton Ambrose	Pesticides Control OECS, St Lucia
Cosmos Joseph	Team on Agricultural Technology (TAT) Grenada
Urban Martin	Pesticides Control Board, OECS, Dominica Chairman, Dominica Export/Import Agency (DEXIA)

- 4) To assist farmers organisations obtain resources for the development of sustainable economic enterprises.
- 5) To promote the transfer of experiences and information between farmer organisation.

Period: One 1 Year

PROGRAMME PHASING BY COUNTRIES

	ANTIGUA	MONTERRAT	ST KITTS/NEVIS	ST LUCIA	DOMINICA	ST VINCENT	GRENADA
<u>PHASE I</u>							
<u>Promotion Commercial Products</u>							
Antigua Black							
Pineapple	X						
Breadfruit				X		X	X
Mango	X	X	X	X	X	X	X
Plantains				X	X	X	X
Tannia				X	X	X	X
Dasheen				X	X		
Yams				X	X	X	X
Processing							
Passion Fruit				X	X	X	X
<u>Supportive</u>							
Strengthen							
Embassies	X	X	X	X	X	X	X
Strengthen Farmers'							
Organizations	X	X	X	X	X	X	X
Germ Plasm Bank	X	X	X	X	X	X	X
Nursery Infra-structure	X	X	X	X	X	X	X
Reduction of Post							
Harvest Losses	X	X	X	X	X	X	X
Exporters' Credit	X	X	X	X	X	X	X
Zoning	X	X	X	X	X	X	X
Strengthen EAS	X						
<u>PHASE II</u>							
<u>Promotion of Commercial Products</u>							
Sweet Potato				X	X	X	X
Yams				X	X	X	X
Paw Paw	X	X	X	X	X	X	X
Pineapples				X	X	X	X
Soursop				X	X	X	X
Okra	X		X	X		X	X
Hot Pepper	X	X	X	X	X	X	X
Eddoe				X		X	
Ginger				X	X	X	
Tannia				X	X	X	
<u>Supportive</u>							
Strengthen Farmers'							
Organization	X	X	X	X	X	X	X
Germ Plasm Bank	X	X	X	X	X	X	X
Exporters' Credit	X	X	X	X	X	X	X
<u>PHASE III</u>							
<u>Feasibility Studies</u>							
Frozen Food							
Processing	X	X	X	X	X	X	X
Christophene	X	X	X	X	X	X	X
<u>Supportive</u>							
Exporters' Credit	X	X	X	X	X	X	X

ANNEX 8

CURRENT PERSONNEL

NAME	POSTITON	NATIONALITY	JOINED IICA
ANTIGUA & BARBUDA			
Lilleth Ambrose	Liaison Secretary	Antiguan	1990
DOMINICA			
Urban Martin, Msc	Coordinator/Plant Pathologist	Dominican	1984
Maureen Dominique	Assistant Executive Secretary	Dominican	1984
GRENADA			
Cosmos Joseph, BSc	Coordinator/Agronomist	Grenadian	1981
Merril St John	Administrative Technician II	Grenadian	1981
Mery Thorne	Driver/Messenger	Grenadian	1986
Agnes Williams	Janitor/Machine Operator	Grenadian	1981

NAME	POSTITON	NATIONALITY	JOINED IICA	BASED IN ST LUCIA
ST LUCIA				
Franz CM Alexander, MS MRCVS	Representative	Jamaican	1980	1987
Jerry La Gra, MSc	Specialist in Organization and Managmeent of Rural Development	American	1972	1985
Antonio M Pinchinat, PhD	Regional Specialist Technology Generation and Transfer	Haitian	1964	1987
Everton C Ambrose, MSc	Specialist in Plant Protection	St Lucian	1984	
Bernitha Clery, MIQPS	Administrative Technican II	St Lucian	1987	
Brian Gittens	Accounting Research Ass.	Grenadian	1984	
Lenita Weekes	Ass. Executive Secretary	St Lucian	1986	
Deborah Charles	Secretary	St Lucian	1990	
Rawson Antoine	Driver/Messenger/Machine Operator	St Lucian	1989	
Josephine Charles	Janitor	St Lucian	1985	
ST VINCENT AND THE GRENADINES				
Karen Gumbs	Liaison Secretary	Vincentian	1990	

SUMMARY OF BUDGETARY EXPENDITURE BY COUNTRY AND YEAR

COUNTRY	BUDGET ALLOCATED						BUDGET SPENT						TOTAL % OF EXPEN- DITURE OF ALLOCATION
	1	2	3	4	5-9	TOTAL	1	2	3	4	5-9	TOTAL	

-													
ANTIGUA AND BARBUDA													
1988													
Short-Term Action	-	-	-	15900	4300	20200	-	-	-	20446	3905	24351	120.6
Administrative Support	13435	-	-	7640	19257	40332	11544	-	-	4211	17211	32966	81.7
1989													
Short-Term Action	-	-	-	-	-	-	-	-	-	-	-	-	-
Administrative Support	14640	-	-	4500	23360	42500	13278	-	-	5244	21267	39789	93.6
1990													
Short-Term Action	-	-	-	1000	7500	8500	-	-	-	-	-	-	-
Administrative Support	13822	2781	-	3000	26897	46500	12532*	2781	-	2800	25500	43613	93.8*

-													
TOTAL	41897	2781	-	32040	81314	158032	37354	2781	-	32701	67883	140719	
PERCENTAGE OF TOTAL	26.5	1.8	-	20.3	51.4	100.0	26.5	2.0	-	23.2	48.3	100.0	

* Budget Spent (Item 1 through Total) and Total Percentage of Expenditure Estimated until December, 1990

COUNTRY	BUDGET ALLOCATED						BUDGET SPENT						TOTAL % OF EXPEN- DITURE OF ALLOCATION
	1	2	3	4	5 -9	TOTAL	1	2	3	4	5-9	TOTAL	
DOMINICA													
1987													
Projects	-	34776	-	9000	19500	63266	-	34434	-	8182	16662	59278	93.7
Short-Term Action	-	-	-	-	-	-	-	-	-	-	-	-	-
Administrative Support	21423	12979	-	7167	7500	49069	20351	11401	-	5559	6168	43479	88.6
1988													
Short-Term Action	-	-	-	500	17500	18000	-	-	-	-	17724	17724	98.5
Administrative Support	13435	9099	-	3429	11110	37073	11544	9065	-	5367	21207	47183	127.3
1989													
Short-Term Action	-	-	-	-	15000	15000	-	-	-	-	15000	15000	100.0
Administrative Support	14640	9637	-	3000	17169	44446	13257	10045	-	2741	14873	40916	92.1
1990													
Short-Term Action	-	-	-	-	-	-	-	-	-	-	-	-	-
Administrative Support	13822	11238	-	3400	12152	40612	12532*	11124	-	2940	12000	38596	95.0*
TOTAL	63320	77719	-	26496	99931	267466	57684	76069	-	24789	103634	262176	
PERCENTAGE OF TOTAL	23.7	29.1	-	9.9	37.3	100.0	22.0	29.1	-	9.5	39.4	100.0	

* Budget Spent (Item 1 through Total) and Total Percentage of Expenditure Estimated until December, 1990

COUNTRY	BUDGET ALLOCATED						BUDGET SPENT						TOTAL % OF EXPEN- DITURE OF ALLOCATION
	1	2	3	4	5-9	TOTAL	1	2	3	4	5-9	TOTAL	
GRENADA													
1987													
Projects	-	73364	-	2500	12000	87864	-	54423	-	2340	5960	62723	71.4
Short-Term Action	-	-	-	8500	11100	19600	-	-	-	8500	11100	19600	100.0
Administrative Support	21423	20981	-	8167	9300	59871	20351	19260	-	4846	3905	48362	80.8
1988													
Projects	-	28462	-	-	-	28462	-	25563	-	-	-	25563	89.8
Short-Term Action	-	-	-	-	-	-	-	-	-	-	-	-	-
Administrative Support	13435	21191	1000	6487	20900	63013	11544	21904	1000	6053	25371	65872	104.5
1989													
Short-Term Action	-	-	-	-	-	-	-	-	-	-	-	-	-
Administrative Support	14640	24518	-	3000	21240	63398	13078	24542	-	2534	20284	60438	95.3
1990													
Short-Term Action	-	-	-	-	-	-	-	-	-	-	-	-	-
Administrative Support	13822	25962	-	3100	24993	67877	12532*	25960	-	3000	24900	66392	97.8*
TOTAL	63320	194478	1000	31754	99533	390085	57505	171652	1000	27273	91520	348950	
PERCENTAGE OF TOTAL	16.2	49.9	0.3	8.1	25.5	100.0	16.5	49.2	0.3	7.8	26.2	100.0	

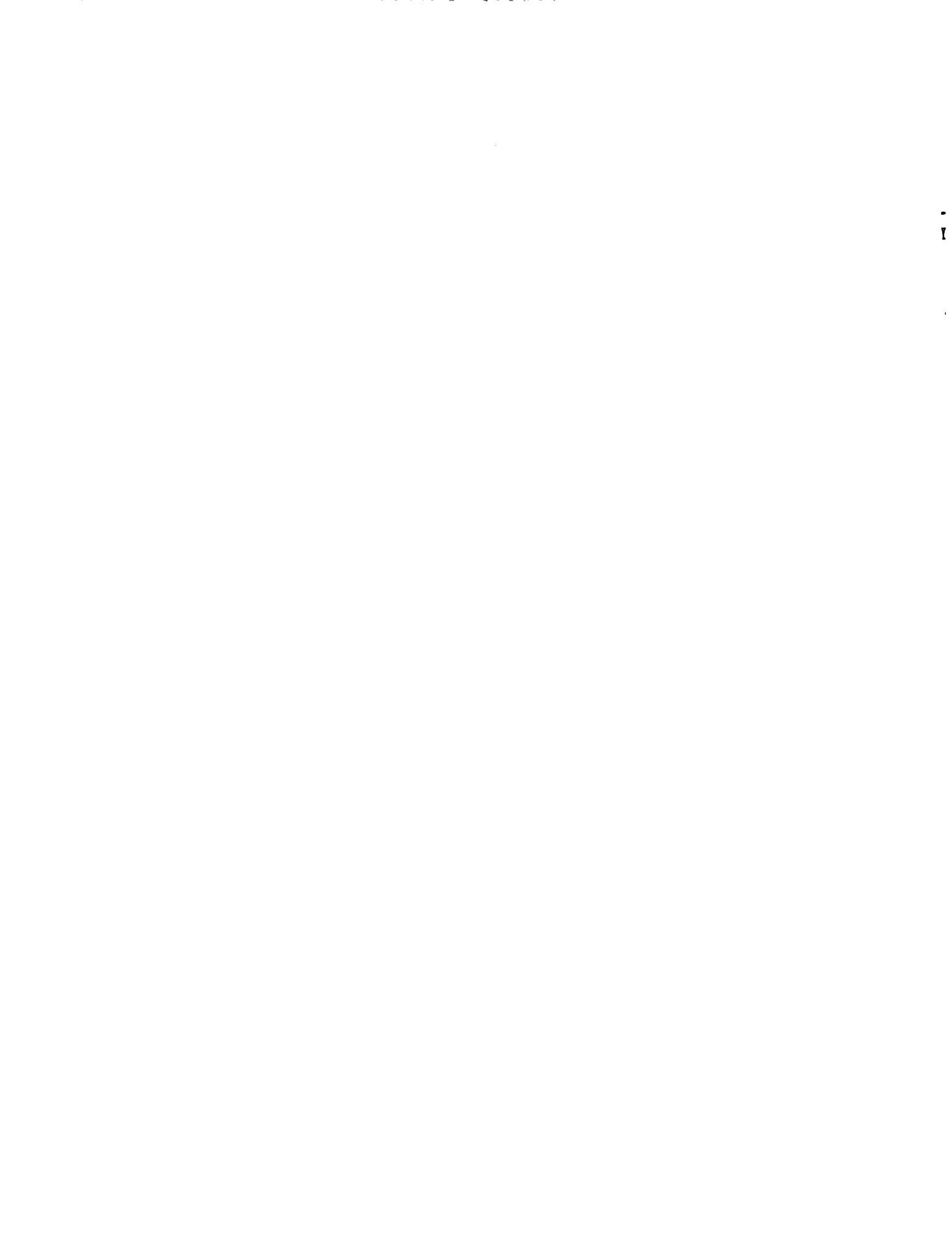
* Budget Spent (Item 1 through Total) and Total Percentage of Expenditure Estimated until December, 1990

COUNTRY	BUDGET ALLOCATED						BUDGET SPENT						TOTAL % OF EXPEN- DITURE OF ALLOCATION
	1	2	3	4	5-9	TOTAL	1	2	3	4	5-9	TOTAL	
ST LUCIA													
1987													
Projects	70988	41547	-	23391	17033	152959	64835	38225	-	17035	14653	134748	88.1
Short-Term Action	-	-	-	7600	3300	10900	-	-	-	6649	3810	10459	96.0
Administrative Support	21423	30932	-	6166	23500	82021	20639	26745	-	3886	32295	83565	101.9
1988													
Projects	68200	41044	-	40040	108170	257454	65844	30216	-	43668	104491	244219	94.9
Short-Term Action	-	-	-	-	-	-	-	-	-	-	-	-	-
Administrative Support	13435	30160	1000	4600	36921	86116	11544	24105	1000	4124	42789	83562	97.0
1989													
Projects	155856	108129	-	49329	134198	445512	156203	108215	-	50921	118545	433884	97.4
Short-Term Action	-	-	-	-	-	-	-	-	-	-	-	-	-
Administrative Support	14640	37485	-	4500	32037	88662	13078	37400	-	2521	34375	87374	98.5
1990													
Projects	156996	120865	-	38916	113043	429820	156203*	114240	-	38900	110050	419393	97.6*
Short-Term Action	-	-	-	-	-	-	-	-	-	-	-	-	-
Administrative Support	13822	42929	-	2000	26439	85190	12532*	42925	-	2000	26400	83857	98.4
TOTAL	515360	453091	1000	176542	492641	1638634	500878	422071	1000	169704	487408	1581061	
PERCENTAGE OF TOTAL	31.5	27.6	0.1	10.8	30.0	100.0	31.7	26.7	0.1	10.7	30.8	100.0	

* Budget Spent (Item 1 through Total) and Total Percentage of Expenditure Estimated until December, 1990

	BUDGET ALLOCATED						BUDGET SPENT					TOTAL % OF EXPEN-COUNTRY	
	1	2	3	4	5 -9	TOTAL	1	2	3	4	5-9	DITURE OF TOTAL	ALLOCATION
ST VINCENT AND THE GRENADINES													
1988													
Short-Term Action	-	-	-	15100	4300	19400	-	-	-	14936	3930	18866	97.2
Administrative Support	13435	-	-	5300	18997	37732	11544	-	-	1995	6540	20079	53.2
1989													
Short-Term Action	-	-	-	-	-	-	-	-	-	-	-	-	-
Administrative Support	14640	-	-	3500	32860	51000	13078	-	-	4250	31312	48640	95.4
1990													
Short-Term Action	-	-	-	-	-	-	-	-	-	-	-	-	-
Administrative Support	13822	2781	-	3000	20918	40521	12532*	2781	-	2900	20160	38373	94.7*
TOTAL	41897	2781	-	26900	77075	148653	37154	2781	-	24081	61942	125958	
PERCENTAGE OF TOTAL	28.2	1.9	-	18.1	51.8	100.0	29.5	2.2	-	19.1	49.2	100.0	

* Budget Spent (Item 1 through Total) and Total Percentage of Expenditure Estimated until December, 1990



GROWTH OF HUMAN RESOURCES*

YEAR	IPP	LPP	PCVs	ADMIN	CONSULTANTS			
					TOTAL NAT. MAN/MTHS	INTL.	TOTAL MAN/MTHS	
ANTIGUA AND BARBUDA								
1988	-	-	-	-	1	1.0	1	0.5
1989	-	-	-	1	5	10.0	6	5.0
1990	-	-	1	1	2	3.0	2	0.75
DOMINICA								
1987	-	1	-	1	-	-	-	-
1988	-	1	1	1	-	-	1	1.0
1989	-	1	1	1	-	-	5	2.75
1990	-	1	2	1	2	0.75	2	0.75
GRENADA								
1987	-	1	-	3	-	-	-	-
1988	-	1	2	3	2	3.75	2	1.75
1989	-	1	2	3	1	1.0	5	2.0
1990	-	1	1	3	2	0.75	2	0.75
ST LUCIA								
1987	3	1	-	5	2	2.5	3	2.75
1988	3	1	1	5	5	7.0	3	1.75
1989	3	1	2	5	2	2.0	5	5.50
1990	3	1	2	6	2	0.75	2	0.75
ST VINCENT AND THE GRENADINES								
1988	-	-	-	-	2	2.25	1	2.25
1989	-	-	-	1	2	2.0	4	2.25
1990	-	-	-	1	2	0.75	2	0.50

* IPP - International Professional Personnel
LPP - Local Professional Personnel
PCVs - Peace Corps Volunteers

FECHA DE DEVOLUCION

3 JUL. 1995

IICA
E14-H497

Autor

Título Evaluation of IICA operating
strategy and action in the
OECS ...

Fecha
Devolución

Nombre del solicitante

3 JUL 1995
18 JUL 1995

Ronald Ba



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