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Country programme evaluation series

Evaluation of FAO's contribution to
Members of the Organization of

Eastern Caribbean States (OECS) and Barbados

2010-2015

March 2016

COUNTRY PROGRAMME EVALUATION SERIES

**Evaluation of FAO's contribution to Members
of the Organization of Eastern Caribbean
States (OECS) and Barbados, 2010-2015**

**FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS
OFFICE OF EVALUATION**

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Map of the OECS and Barbados

The Organization of Eastern Caribbean States (OECS), created in 1981, is an inter-governmental organization dedicated to economic harmonization and integration, protection of human and legal rights, the encouragement of good governance and the spreading of responsibility and liability in the event of natural disaster, such as hurricanes in the Eastern Caribbean islands. The full members are Antigua and Barbuda, Dominica, Grenada, Montserrat, Saint Kitts and Nevis, Saint Lucia and Saint Vincent and the Grenadines. Anguilla, British Virgin Islands and Martinique are associate members. The OECS Secretariat is based in the city of Castries, Saint Lucia.

Barbados is located in the Atlantic Ocean, east of the OECS countries. While it is a member of the Caribbean Community (CARICOM) and of the Association of Caribbean States, it does not belong to the OECS.



Source: The Future for Agriculture in the OECS Countries, Rural Sector Note, 05/029 CP-CP-RLC, 14 June 2005, FAO-TCI/World Bank

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Acronyms and Abbreviations

ADRM	Agriculture Disaster Risk Management
AI	Artificial Insemination
CaFAN	Caribbean Farmers Network
CANARI	Caribbean Natural Resources Institute
CARDI	Caribbean Agricultural Research and Development Institute
CARICOM	Caribbean Community
CARIFORUM	Caribbean Forum
CDB	Caribbean Development Bank
CDM	Comprehensive Disaster Management
COTED	Council for Trade and Economic Development (CARICOM)
CPE	Country Programme Evaluation
CPF	Country Programming Framework
CRFM	Caribbean Regional Fisheries Mechanism
DRM	Disaster Risk Management
ECD	East Caribbean Dollar
ECLAC	Economic Commission for Latin America and the Caribbean
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FAOSTAT	The FAO Food and Agriculture Statistics Database
FFS	Farmer Field School
FNS	Food and Nutrition Security
FPMIS	Field Programme Management Information System
GDP	Gross Domestic Product
GEF	Global Environment Fund
HQ	Headquarters
IFAD	International Fund for Agricultural Development
IICA	Inter-American Institute for Cooperation on Agriculture
IPPC	International Plant Protection Convention
IUU	Illegal, Unreported and Unregulated
MIS	Management Information Systems
NC	National Correspondent
NCD	Non-Communicable Diseases
NEFO	North East Farmers Association
NIPA	Nature Island Pineapple Producers Association
OECS	Organization of Eastern Caribbean States
OED	Office of Evaluation
PAHO	Pan-American Health Organization
RFMO	Regional Fisheries Management Organization
RFNSP	Regional Food and Nutrition Security Policy (CARICOM)
RLC	FAO Regional Office for Latin America and the Caribbean
SIDS	Small Island Developing State
SKN	St. Kitts and Nevis
SLC	FAO Subregional Office in Bridgetown (Barbados)
SO	Strategic Objective

SPS	Sanitary and Phytosanitary measures
TCP	Technical Cooperation Projects
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USD	United States Dollars
USDA	United States Department of Agriculture
VCCC	Value Chain Coordination Committee
WECAFC	Western Central Atlantic Fishery Commission
WFP	World Food Programme
WHO	World Health Organization
WTO	World Trade Organization
ZHC	Zero Hunger Challenge

Executive summary

The evaluation

- 1 This evaluation reviewed the Food and Agriculture Organization of the United Nation's (FAO's) contributions to the development of Barbados and member countries of the Organization of Eastern Caribbean States (OECS) from 2010 to mid-2015. The inputs provided are intended to better orient FAO's country programmes in the next biennium, making them more relevant and more useful to the concerned countries. In addition, the evaluation offers accountability to governments of the region, donors and other partners.
- 2 The OECS is an inter-governmental organization dedicated to economic harmonization and integration, protection of human and legal rights, the encouragement of good governance, and the spreading of responsibility and liability in the event of natural disaster. The full members are Antigua and Barbuda, Dominica, Grenada, Montserrat, Saint Kitts and Nevis, Saint Lucia, and Saint Vincent and the Grenadines. Barbados is located in the Atlantic Ocean, east of the OECS countries. While it is a member of the Caribbean Community (CARICOM), it does not belong to the OECS.
- 3 The rationale for grouping Barbados and the Eastern Caribbean States in the same Multi-Country Programme Evaluation is that they are all supported by the multi-accredited FAO subregional office in Bridgetown, Barbados (SLC), and that most of the Country Programme Frameworks (CPFs) in these countries end in 2015.
- 4 The evaluation is structured around two broad questions: (1) Strategic positioning: Are we doing what is needed? and (2) Programme contribution: Are we making a difference?
- 5 Five consultants and two FAO Office of Evaluation (OED) professionals carried out the main data collection mission in July 2015. A portion of the consultant team was also in charge of two parallel Country Programme Evaluations (CPEs) in Guyana and Trinidad and Tobago. FAO staff and personnel from the Ministries of Agriculture were the main informants during the data collection mission. Preliminary findings were presented and debated with FAO staff, National Correspondents and government representatives from six countries during a half-day meeting on 29 July.
- 6 The evaluation approach supports country ownership of the development process, and facilitates the involvement of national partners within the evaluation process, particularly the government and other non-government partners.
- 7 The main challenge to the evaluation proved to be its very wide scope. A CPE normally focuses on one country. In this case, it was thought that since Barbados and members of the OECS were all supported by the same FAO office, a multi-country evaluation would make sense. However, the modest financial size of the concerned country programmes belies significant complexity. Each country programme is implemented with numerous partners through a large number of activities, each with limited financial means. In hindsight, the attempt to cover seven nations in one CPE was unrealistic. This was further compounded by combining the data collection mission in Barbados and the OECS with two other CPEs in Guyana and Trinidad and Tobago. As a result, the preparation of the report took more time than envisaged.

Overview of Barbados and the OECS

- 8 The countries covered by the present evaluation (Antigua and Barbuda, Barbados, Dominica, Grenada, St. Lucia, St. Kitts and Nevis, and St. Vincent and the Grenadines) are located in the Eastern Caribbean. They form a volcanic arc between the Greater Antilles to the north-west and the continent of South America. Most islands possess

rugged mountain ranges of volcanic origin. However, a few islands have relatively flat, sedimentary terrain (Barbados and Antigua). The climate is tropical, with limited temperature fluctuation between seasons. Tropical storms and occasional hurricanes develop mainly between August and October, the time of year with the heaviest rainfalls. The ecology is characterized by fragile terrestrial, marine and coastal ecosystems and high biological diversity. Climate change is expected to result in an escalation in the frequency and intensity of tropical storms, hurricanes and resulting flash flooding, rising sea levels, and disruptions in rainfall and freshwater supply.

- 9 Barbados and the OECS countries share comparable historical backgrounds, small land mass and population, the use of English as an official language, and economic dependence on tourism and a few agricultural export commodities. Barbados, Antigua and Barbuda and St. Kitts and Nevis are classified as "high income countries" and display higher economic and social indicators than those of Grenada, Dominica, St. Lucia and St. Vincent, which are considered "upper middle income countries".
- 10 In the agricultural sector, reforms to the European Union's banana regime have progressively eroded the preferential access to European markets once enjoyed by Caribbean producers. This has had important economic and social effects in Eastern Caribbean countries, which have seen their agricultural exports revenues shrink. Most of the countries' economies are now dominated by the tourism industry and hospitality services. Agriculture remains the primary economic activity in Dominica (17.5 percent of the Gross Domestic Product - GDP) and an important contributor to the GDP in St Vincent and the Grenadines (about 8 percent of GDP). In other countries, the estimated share of agriculture in the GDP does not exceed 3 percent. The fisheries sector accounts for an additional 2-5 percent of the GDP in most islands, although the available statistics may not measure the whole value chain.
- 11 A number of deep-seated challenges inhibit Caribbean agriculture diversification and competitiveness: the small and fragmented nature of most farm units; the absence of strong farmer grass-roots organizations; the cost of agricultural labor; the ageing demographics of Caribbean farmers; an education system that does not prepare youth to seek employment opportunities in the agricultural sector; and extension systems that have historically focused on managing the traditional export crops.
- 12 As a result of these constraints, the sub-region as a whole has lost ground in its traditional agricultural exports without developing new opportunities. Over the past few decades, Barbados and the OECS have increasingly relied on food imports, under the reasoning that the tourism sector was where local economies had a real comparative advantage. It was deemed cheaper to buy food abroad than to produce it domestically. Such reasoning started to lose its appeal during the late 2000s, when global food prices escalated sharply and imposed a heavy burden on national economies. Another consequence has been the spread of obesity and non-communicable diseases owing to poor nutrition and the excessive reliance on imported processed foods in Caribbean diets.
- 13 In response to these challenges, the CARICOM Regional Food and Nutrition Security Policy (RFNSP) was adopted in October 2010, with FAO support, to "ensure that the regional food production, processing, distribution, marketing, trade, and food safety and agricultural public health system is capable of providing safe, adequate, nutritious and affordable food for the region's inhabitants at all times, thereby achieving food and nutrition security".

FAO in Barbados and the OECS

- 14 Barbados and the Eastern Caribbean States are supported by the SLC, located in Bridgetown, Barbados. OECS countries have a national FAO "correspondent" within their governments, a public servant employed by the respective Ministries of Agriculture, for whom FAO covers a small percentage of their salaries. As a sub-regional office, the SLC also supports other FAO Country Offices in the Caribbean, and acts as the Country Office for Barbados.

- 15 Over the past two years, the SLC has been headed by a new Sub-Regional Representative and has experienced a significant expansion in its technical and programmatic capacities. The number of technical officers and programme managers has increased from nine during the biennium 2012-2013 to 16 over the current biennium (2014-2015).
- 16 The portfolio of projects has also grown. As of 28 February 2015, FAO's programme in the OECS and Barbados over the period 2010-2015 was implemented through a total of 60 national projects (with a budget totalling slightly over USD 5 million), and 10 regional and sub-regional projects targeted exclusively at countries covered in this evaluation (with a budget of USD 6.7 million). The minimum size of the evaluated portfolio is therefore USD 12 million. It is however difficult to estimate the total amount of resources spent by all FAO projects in the countries covered by the present evaluation– including those managed at global, regional and sub-regional level – because these projects also work in many other countries.
- 17 The majority of the 56 projects in the evaluated portfolio are relatively small Technical Cooperation Projects (TCP). The remainder of the portfolio concerns ten "trust fund" projects (financed by voluntary contributions by donors). The European Union has funded five projects representing 27 percent of the total financial worth of the evaluated portfolio. These projects support agricultural diversification, the response to hurricane Thomas in St. Lucia, and the strategic re-orientation of WECAFC. There are also a number of recently approved projects, which testify to a rise in the resource mobilization efforts of the SLC office, e.g. with the Global Environment Fund (GEF) on climate change adaptation in the fisheries sector and with IBSA on small ruminants in St. Lucia.
- 18 The cooperation programmes between the OECS, Barbados and FAO are governed by a CPF in each country, developed by FAO in consultation with government, and where a number of country-specific Priority Areas of cooperation are mutually agreed upon. Almost all targeted countries prioritize Food and Nutrition Security (FNS). The Zero Hunger Challenge (ZHC) launched in the Caribbean by FAO, the Inter-American Institute for Cooperation on Agriculture (IICA) and the Government of Antigua and Barbuda, is being replicated by most other countries in the region. FAO assistance has been applied in particular to the preparation of nutritious meals using local products.
- 19 Value chain development features prominently in the FAO programme as a tool to both develop more indigenous food systems for import substitution and to access new niche export markets. The precise value chains that are selected for analysis and promotion vary across countries.
- 20 Transboundary pests and diseases, agricultural health and food safety are other important areas of focus in FAO's work. Specifically, the technical inputs provided to control Black Sigatoka, citrus greening, the giant African snail and the red palm mite were mentioned in many countries as important FAO contributions, and several islands want to strengthen their food recall systems.
- 21 The sustainable management of natural resources such as land, water, forests and fisheries, as well as the issue of climate change adaptation are frequently listed in the CPFs, although the amount of resources devoted by FAO to these issues remains limited. Most of the evaluated projects are concerned with the development of agriculture and animal husbandry, and very few of them are focused on forestry, fisheries or the environment.
- 22 There are four emergency projects in the portfolio, providing assistance in the aftermath of Hurricane Thomas (2010) and in response to the December 2013 "trough" (heavy rains and winds), for a total amount of USD 1.5 million. Saint Lucia and Saint Vincent and the Grenadines were the most affected nations in both cases, and were targeted by these four FAO emergency projects.

Findings on strategic positioning

- 23 FAO is well respected by other development partners in the region, a preeminent member of the UN Country Team, and has long worked in collaboration with most regional institutions active in its domain of competence. The relationship is especially strong with CARICOM and the OECS Secretariats. Coordination with the Caribbean Agricultural Research and Development Institute (CARDI) and the Inter-American Institute for Cooperation on Agriculture (IICA) has improved at the regional level; however, collaboration with CARDI and IICA remains limited at country level.
- 24 FAO's comparative advantage in different technical areas is positively recognized. Interviewed government stakeholders expressed strong satisfaction with FAO's technical support, and particularly appreciated FAO's knowledge about FNS, pest and disease management, livestock, and information systems development. In plant and animal health, FAO's capacity to source the best worldwide experts on specific pests is much appreciated and relied upon. FAO is a partner agency in the Caribbean Plant Health Directors' Forum and has been supporting the Caribbean Veterinary Network, both of which are formally recognized by CARICOM and the Council for Trade and Economic Development (COTED) as the bodies providing technical guidance on plant and animal health, respectively, at the regional level. Respected experts were also engaged for the preparation of training materials or business plans for new national value chains.
- 25 There is a very strong relationship with national and regional stakeholders. They appreciate the new management style, which is more hands-on and responsive than before. FAO is considered today as much more approachable, responsive, timely and useful for OECS and Barbados than under the previous leadership, which was described as more passive. This dynamic is aligned with the efforts of the Secretary General to transform FAO into an organization that is more responsive to countries' needs.
- 26 The first round of CPFs was introduced in 2011. Given the short deadlines and lack of precise guidance from headquarters, the tendency in the OECS has been to develop documents whose programmatic sections remain short and succinct.
- 27 The FAO programme as a whole is fairly coherent in terms of how it is designed, communicated and understood by partners. However, the situation is less cohesive in the day-to-day practice of programme implementation and monitoring. FAO assistance, as relevant and useful as it may be, is often allocated on a short-term basis, with limited capacity to build upon past experiences.
- 28 National partners call upon FAO to support a large number of activities. Country requests for punctual assistance are duly monitored by the SLC and frequently addressed in a responsive manner, including through new TCP projects. Due to a lack of adequate means, the SLC cannot respond to every country request; however the determined effort to reach out to resource partners has led to an expansion of the portfolio beyond TCPs.
- 29 The National Correspondent system provides FAO with a dedicated entry point in each Ministry of Agriculture in the OECS, and facilitates liaisons with other partners at the country level. However, the national correspondent system – based on the assumption that a part-time government focal point will suffice to manage the small FAO programmes in OECS countries – is finding it difficult to cope with the growing FAO portfolio of projects and activities. The duplication of similar activities undertaken by different development partners (EU, IICA, FAO, bilateral agencies) is further stretching the limited absorption capacities of small ministerial teams, resulting in a lack of continuity in implementation and follow-up over time.
- 30 The relationship with the private sector, farmer organizations and community groups appears weaker than it would need to be to secure lasting impact. Farmer organizations in the Eastern Caribbean are often small, new and not always very cohesive, but are generally seen as a promising avenue to reach economies of scale in produce commercialization and extension.

- 31 Gender and youth are insufficiently addressed by FAO programmes. Programme resources dedicated to this area of work are minimal, with the exception of a recent project on Youth In Agriculture, and the engendering of census and statistical data (e.g. in St. Lucia). The function of the SLC gender focal point is currently covered by a technical officer who has little time available to effectively carry it out.
- 32 One explanation for the observed inattention to gender equality is that the stakeholders interviewed perceive that gender equality is already present. In the English speaking Caribbean, women are still disadvantaged in the labor market and access to resources, as well as the legislature, but are pre-eminent in farming units, value chains, higher education and public service. This raises the issue of whether youth, an issue which FAO has started to address in the region, is not more important than gender equality. Youth have been leaving the agriculture sector, attracted by better wages and working conditions in construction, tourism or other sectors. The average age of farmers in the Caribbean is 55 years, and if young farmers do not replace the ageing producers of today, the production of food within the region will be seriously compromised in the next 10-15 years.

Findings on FAO's specific contributions

- 33 Overall, the programme implemented by FAO in Barbados and the OECS is aligned with national goals and priorities, and responsive to emerging country needs. The strong emphasis placed on FAO programmes in agriculture and food security is reflective of national policies, and appropriate to a context characterized by the loss of preferential markets, as well as the need to diversify national agricultural systems. The region is in search of a new model for its agricultural sector, which is less dependent on international trade and more self-reliant. The rise in obesity and Non-Communicable Diseases (NCDs) owing to poor nutrition and the excessive reliance on imported processed foods in Caribbean diets, the food price crisis of 2007-2008, and the loss of preferential export markets since the early 2000's are powerful incentives to connect Caribbean food producers with Caribbean food consumers. The various Ministries of Agriculture met by the mission have taken on the challenge to support more diversified value chains in agriculture, with a view to increase food exports, reduce the regional food import bill, and improve nutrition.
- 34 By helping CARICOM develop and approve its RFNSP, FAO has assumed a visible, effective and respected leadership role in the region, especially in supporting the coordination of a regional response to address the decline of agricultural production and the rise of a costly food import bill in Caribbean countries. The OECS revised its Regional Plan of Action for Agriculture in 2012 to align it to the CARICOM RFNSP, and in the years that followed the nations of the region all either developed country-level food and nutrition policies, or revised earlier ones to reflect the RFNSP in their national policy framework with FAO assistance. There is however some variation in the degree of completion of these FSN policies.
- 35 The fight against malnutrition, particularly among children, represents a well-placed priority for FAO. The ZHC, launched in Antigua and Barbuda in 2012, is being replicated by most other countries in the region with support from FAO. Many of the countries covered by this evaluation have made valuable efforts to update and publish their dietary guidelines, improve school meals, pilot school gardening, and link smallholders to primary or secondary schools, often with FAO support. Such support to school feeding is relatively new for FAO, and highly relevant. In most countries, there are national school feeding programmes already in place, but they need reform and reorientation in order to serve healthier food.
- 36 FAO contributions to various value chains also appear relevant in this context. Among the most recent initiatives, FAO's efforts in small livestock development, once focused mainly on animal health, have expanded lately to include artificial insemination (AI), research on alternative forage, and the use of Farmer Field Schools (FFS) to train small livestock farmers. This FAO support to the small ruminant value chain is relevant to the broad needs of the underdeveloped livestock sector and likely to benefit small farmers the most.

- 37 There is also some degree of support for the idea of processing cassava mash and flour for bakery products, as a way to replace some of the imported wheat flour and thus reduce the food import bill. The idea of a composite bread appears attractive to many stakeholders, but the wide price difference between cassava flour and wheat flour will be difficult to overcome in the short-term. The use of the cassava mash instead of flour eliminates the need for drying the product and is for this reason more competitive, but is still in its very early stages. The evaluation team concluded that the local market for cassava-based bakery products would probably remain small in the short-term, and notes that there are traditional cassava products such as *farine* that might offer good development opportunities.
- 38 A successful value chain is a well-informed value chain. However, there are challenges in terms of collecting reliable and timely information and releasing it to market actors. Across the countries visited, FAO has supported the production of primary data through new agricultural censuses and Management Information Systems (MIS). Agricultural statistics are generally underdeveloped in the region, constraining local marketing efforts and contributing to a situation where the share of the agricultural sector in the GDP is probably underestimated. The support offered by FAO to the agriculture census and MIS is relevant as a way to promote the importance of the sector within governments, but also to link up producers, retailers and consumers. However, in practice the newly collected agricultural data often remains within the control of the Ministry of Agriculture and is insufficiently shared with economic actors and customers. FAO may consider drawing from the best practices of two successful cases in the region, Guyana and Trinidad and Tobago.
- 39 While animal and plant health do not feature prominently in the CPFs of the sub-region and represent a small part of FAO portfolios in the targeted countries, they are accorded a high priority by national partners. Demand in this domain has been fueled by a series of recent outbreaks, and is also related to the hope of recovering export markets in Europe or the US. While the particular threats being addressed and the level of engagement vary across countries, FAO's support in this area appears very relevant and is consistent with regional priorities. The organization is highly regarded in this domain, as the secretariat to the International Plant Protection Convention (IPPC) and the best channel to access specialized expertise on particular diseases and pests. Not surprisingly, the degree to which FAO's advice was applied in each case depended on the market prospects of the commodity in question, but they are cases of at least partial success.
- 40 Countries often request urgent advice to control new pests and diseases, and FAO responds in "firefighting" mode, with an often adequate but one-off technical input. However, in spite of a few very positive examples, the technical assistance in this area is insufficiently built upon and aggregated over time, making it difficult to achieve a lasting impact. Whereas the case of citrus greening in Dominica highlights the importance of building capacities in pest management over the long-term, FAO has lacked a consistent strategy to address plant health in the region, and to monitor emerging and more traditional threats. This issue is progressively being addressed through the Caribbean Plant Health Directors Forum and also CAHFSA, both of which FAO supports.
- 41 FAO-supported fisheries activities are relevant and already show some promising results, but they remain of limited scope as compared with the opportunities and needs of the sector. FAO's support has so far been limited to capacity strengthening, policy formulation, and some value chain upgrading. Nevertheless, fisheries is an important sector in the region and is likely to be affected by climate change. A recently approved GEF-funded project on Climate Change Adaptation in the Eastern Caribbean Fisheries will soon help to address some of those needs.
- 42 At the regional level, FAO acts as the secretariat of the Western Central Atlantic Fishery Commission (WECAFC), a Regional Fishery Advisory Body under Article VI of the FAO Constitution. A strategic reorientation of WECAFC into a Regional Fisheries Management *Organization* (RFMO) with a more potent fisheries management mandate was rejected at the fifteenth session of the Commission in March 2014 at Port of Spain. Nevertheless, this evolution seems highly desirable and the efforts of FAO well-placed. Over the long-term, continuation of open access to Caribbean fisheries will likely lead to overfishing and severe resource depletion. The countries see the value of having an RFMO in the region, but the change is also met with some concerns about costs and voting rights. Further consultations

at all levels, national and regional, are ongoing to address these concerns.

- 43 The involvement in forest management is even smaller than in fisheries. The only activity during the period stems from a collaboration, started in 2006 and maintained ever since, with a regional NGO called the Caribbean Natural Resources Institute (CANARI) on participatory forest management. The situation is similar in Disaster Risk Management: in spite of the Caribbean region's susceptibility to extreme weather events, a review of DRR practices in the Caribbean conducted by FAO in 2011 revealed a very low prevalence of agriculture Disaster Risk Management (DRM) plans within the Caribbean. There was also limited FAO programmatic engagement on these issues, apart from two cases in Dominica and Antigua and Barbuda detailed in the report. The limited attention paid to these sectors seems to reflect the low priority accorded to them at the country level.
- 44 Finally, FAO's response to the December 2013 "Christmas rains" in St. Lucia and St. Vincent and the Grenadines was adequately aimed at relieving systemic, watershed-level drainage problems. FAO played an instrumental role in assessing damages and appropriately sponsored efforts to clear major drainage collectors and rivers in St. Lucia and St. Vincent and the Grenadines from accumulated vegetation, debris and logs to facilitate drainage at the farm level. This helped beneficiaries resolve a real problem that was effectively beyond their means. In St. Lucia, some financial assistance was provided to farmers to clear smaller on-farm drains. In St. Vincent, the response also generated short-term employment through cash-for-work. The experience offers useful lessons for supporting efforts around preparedness, response, and early recovery. Over and above the punctual response to the 2013 Christmas rains, the systematic maintenance of drain collectors and rivers represents both a *sine qua non* and a relatively "low-hanging fruit" for DRM in the region.

Conclusions

Conclusion 1: FAO is uniquely positioned to contribute to the revitalization of agriculture and the eradication of hunger in the OECS and Barbados. Guided by a renewed strategic framework and a coherent vision for the Caribbean sub-region, FAO has demonstrated its capacity to address the long-term priorities of the OECS and Barbados, and to respond rapidly to their emerging needs. Furthermore, FAO has occasionally inspired the countries to take on new challenges, such as food security and nutrition.

Conclusion 2: During the period under review, agriculture received far more emphasis from FAO than other sectors. This was useful and deliberate, as part of the focus on FNS. Due to the limited staff and financial resources available to the SLC, agriculture should remain a primary focus. However, there are also important development opportunities in fisheries, as well as pressing needs in DRM.

Conclusion 3: The many interventions implemented by FAO in the sub-region tend to suffer from a lack of follow-up and continuity, and are insufficiently coordinated with other development partners. This compounds the problem of national stakeholders which, owing to limited capacity, find it difficult to follow up on the numerous and diverse activities.

Conclusion 4: Given the need to develop new value chains and new outlets for Caribbean agricultural products, creating links to markets is critical. However, this report has noted weak links with markets and the private sector in a number of programme areas, such as food and feed systems (value chains), and MIS development and use.

Conclusion 5: The issue of youth employment in agriculture has been insufficiently addressed by FAO programmes, largely due to capacity and financial constraints within FAO. However, Caribbean farmers are aging and the involvement of youth in agriculture, fisheries and related value chains – including processing and commercialization, domains that tend to attract more youth – is necessary to revitalize the sector.

Recommendations

Recommendation 1: During the next programme cycle, FAO must build upon the strongest elements of its former programmes and continue to prioritize FNS, agriculture diversification, value chain development, and plant and animal health. Resources permitting, the next country programmes could devote greater attention to fisheries issues and to Disaster Risk Management.

Recommendation 2: The FAO projects in value chain development should pay greater attention to market forces and opportunities.

Recommendation 3: FAO must strive for greater continuity of engagement and more systematic follow-up of its many interventions in order to achieve a better impact; reform the National Correspondent system to reflect the demands of an expanded portfolio; improve communication channels with non-agricultural sectors as well as with "twin islands"; and improve coordination with other partners.

Recommendation 4: As a leader in the rejuvenation of agriculture in the Caribbean, FAO should advocate for a reform of agriculture extension systems and for a reinforcement of producer organizations.

Recommendation 5: FAO should strengthen its focus on youth and gender, particularly in agricultural employment and value chain development, and document results in the area of youth and gender in agriculture more systematically.

Recommendation 6: FAO could expand its use of regional policy channels and forums, in order to achieve greater development impact, promote sustainable fisheries resource management, and help structure some of its own work (e.g. in plant health).

1. Introduction

1.1 Purpose of the evaluation

- 45 The Food and Agriculture Organization of the United Nations (FAO) Office of Evaluation (OED) regularly undertakes Country Program Evaluations (CPEs) that comprehensively examine the results of FAO's work at country level, including technical cooperation, use made of normative work, and the functioning of the country office. In 2014, OED launched a renewed series of CPEs, which focus on the Country Programming Framework (CPF) newly introduced in FAO.¹
- 46 The present report pertains to a group of Caribbean countries, comprising Barbados and the members of the Organization of Eastern Caribbean States (OECS), which was selected for evaluation in 2015.² The rationale for grouping Barbados and the Eastern Caribbean States in the same evaluation is that they are all supported by the multi-accredited SLC, and that most of the CPFs in these countries end in 2015.³ The SLC is coordinating the revision of the CPFs of the countries where the Sub-Regional Coordinator is accredited as FAO Representative, namely Antigua and Barbuda, Barbados, Dominica, Grenada, Saint Kitts and Nevis, Saint Lucia, and Saint Vincent and the Grenadines.
- 47 The evaluation reviewed the contributions of FAO to the development of the concerned countries, including through country, regional and global programmes, from 2010 to 2015.
- 48 The main purpose of the evaluation is to inform the development of the new CPF cycle for each one of the targeted countries. The inputs provided are intended to better orient FAO's country programmes in the next biennium, making them more relevant and more useful to the concerned countries. In addition, the evaluation offers accountability to governments of the region, donors and other partners. The main audience for the evaluation, to which most of the lessons and recommendations are addressed, includes:
- a. the FAO Sub-regional Coordinator, who is also the FAO Representative to Barbados and OECS member nations;
 - b. FAO staff from the SLC; and
 - c. the FAO National Correspondents and Government counterparts of FAO in each of the concerned countries.
- 49 Other important users of the evaluation are FAO as a whole, including divisions in headquarters and the FAO Regional Office for Latin America and the Caribbean (RLC) located in Santiago, Chile. Additional users of the evaluation could include FAO's partners within the broader development community, such as donors, NGOs, farmer organizations, implementing partners, and other United Nations (UN) agencies.

1.2 Scope and objective

- 50 The evaluation assessed FAO's overall contribution to development in the selected countries from 2010 to mid-2015.
- 51 Country evaluations are designed to assess the totality of the institution's assistance provided to an FAO member state. This includes: activities funded through regular programme as well as extra-budgetary resources; both emergency and development

1 The CPF defines the development priorities for collaboration between FAO and a member country, the outputs to be achieved contributing to national outcomes and FAO's regional priorities and corporate results, and the resources and partnerships required. The first round of CPFs was introduced in 2011. The previous instrument for country programming was the National Medium-Term Priority Framework (NMTPF).

2 See the report of the FAO Programme Committee 116 session (November 2014): PC116/5 - Indicative Rolling Work Plan of Strategic and Programme Evaluation 2015-17. Sourced at: <http://www.fao.org/3/a-ml978e.pdf>.

3 To the exception of Barbados and Antigua and Barbuda, whose CPF ends in 2016.

interventions; projects at national, regional and global levels; regional initiatives; and the impact of FAO's global normative functions and technical assistance.

52 Each of the seven countries developed its own CPF, signed by their respective Minister of Agriculture⁴, which delineates the priority areas of interventions and outcomes expected from FAO's cooperation in their country. These CPFs evidently informed the evaluation framework, together with the global commitments of FAO's members to: i) eradicate hunger, food insecurity and malnutrition; ii) eliminate poverty and drive forward economic and social progress for all; and iii) manage and sustainably utilize natural resources⁵. In other words, FAO's achievements were assessed both against what it intended to do in-country, and against its global objectives.

53 The thematic areas covered are those of the relevant CPFs:

Frequent areas of work (all or most islands)

- Policies for food and nutrition security
- School feeding and school gardening
- Development of value chains
- Plant and animal health, food safety
- Agricultural censuses and market information systems

Less frequent areas of work (typically one or two islands)

- The use of Farmer Field Schools in agriculture and livestock development
- Disaster risk management
- Climate change adaptation
- Forest management
- Fisheries management

1.3 Methodology

1.3.1 Evaluation questions

54 The evaluation is structured through two broad questions:

(1) Strategic positioning: Are we doing what is needed? Under this question, the evaluation seeks to establish the broad relevance of FAO as a development actor, locally and regionally; which particular projects position FAO strategically; and the coherence of its programme with local needs. Internally, it seeks to examine the links between experiences accruing at project levels and at the strategic and policy levels.

(2) Programme contribution: Are we making a difference? Under this question, the evaluation considers the results achieved through FAO's collaboration with its national and regional partners. The evaluation applies the criteria of relevance, effectiveness, sustainability and impact to assess FAO's assistance in Antigua and Barbuda, Barbados, Dominica, Grenada, St. Lucia, St. Kitts and Nevis, and St. Vincent and the Grenadines.

55 The general evaluation questions listed above formed the basis for specific "methodological questions" listed below.

4 Only the Ministry of Agriculture in Grenada did not formally sign the CPF because of a change government, but it was nevertheless used as the framework for the FAO programme.

5 See Annex X for FAO's vision and Global Goals of Members.

Box 1: Evaluation questions

1. Strategic positioning: Are we doing what is needed?

Strategic relevance

- Is the FAO programme aligned with national goals and priorities? To what extent is FAO responsive to emerging country needs? Is there any programmatic gap respective to needs?
- Has FAO been addressing the most acute and structurally important challenges in the areas of FAO's competence?
- Has the FAO's programme been aligned with relevant national strategies and policies, including the United Nations Development Assistance Framework?

Partnership and coordination

- What is the quality of the relationship and the extent of collaboration between FAO and governmental and other partners?
- To what extent were these partnerships complementary and synergetic?
- To what extent has FAO supported the coordination of actors working in the rural development and food security sector?

Normative values

- Have normative values of the United Nations, particularly supporting the poor, marginalized, disadvantaged and affected populations been embedded into FAO's programme and how? How relevant is the FAO programme in reducing rural poverty? In direct support, has FAO targeted the poorest and most vulnerable households and responded to their needs, including women and young people?
- To what extent has FAO taken into account equity, gender and human rights in the design of its programme and during the implementation?

Comparative advantage

- What role has FAO played vis-à-vis other development actors (national and local government, civil society, the private sector, and other international development partners) and did it draw from its own comparative advantage (field presence, access to global knowledge networks, resource mobilization capacity, links with the UN System)?

Coherence and synergies

- Has FAO focused on activities that will achieve sustainable results vis-à-vis its resources? Has the TCP played a catalytic role?
- To what extent have FAO's regional initiatives provided coherent and/or complementary support in view of achieving the CPF results?
- Are experiences accruing at project level linked with initiatives at the strategic and policy levels?
- To what extent has HQ, RLC, SLC represented an added value e.g. in terms of technical support?
- Has FAO's knowledge base (norms, guidelines, publications, etc.) been used at country level?
- To what extent is the FAO's programme logically structured? Are there any synergies/duplications across priority areas?
- To what extent have emergency interventions integrated long-term perspectives, and to what extent do development interventions account for recurrent crises?

2. Programme contribution: Are we making a difference?

For each thematic area of the FAO Programme in the region, the evaluation will assess:

Relevance

- Are FAO programmatic objectives and outcomes relevant and achievable? How appropriate have FAO's activities been to achieve the planned CPF outcome?
- In the areas of capacity development, and in providing policy and technical advice, has FAO supported the key actors and provided the necessary technical contents?

Impact and effectiveness

- Overall, to what extent do the FAO interventions (e.g., regional, sub-regional, and country level) achieve the stated objectives?
- What changes can be observed that are attributable to FAO's interventions (e.g. behavioral changes; institutional changes; policy changes; technical adaptations; socio-economic benefits)? To what extent have these changes contributed to progress towards outcomes?
- What is the impact of FAOs efforts in enhancing the ability of communities confronted with disasters to withstand damage and rapidly recover?

Sustainability of results

- Have FAO activities had proper exit strategies and have these been followed? To what extent are the results owned by beneficiaries, and are they likely to be sustained financially, politically, technically, etc.?
- Have livelihoods been affected by results in the medium- and long-term and how?

56 As a grid of analysis, the evaluation will assess the relevance, effectiveness and sustainability of the FAO programme against the FAO Strategic Objectives, namely in: (1) bringing about policy changes, increasing investment, and intensifying actions to address food insecurity for all, including relevant groups (indigenous/women/youth); (2) promoting the sustainable use and development of water, forestry, land and fisheries resources and their associated ecosystems; (3) reducing rural poverty; (4) contributing to inclusive and efficient agricultural and food systems; and (5) promoting resilience, in terms of enhancing the ability of communities confronted with disasters to withstand damage and rapidly recover.

1.3.2 Methods and sources

57 To gather information, the team conducted semi-structured interviews, reviewed relevant documentation,⁶ and conducted field observations. Quantitative data, where available, includes financial data from the Field Programme Management Information System (FPMIS) and the food and agriculture statistical database FAOSTAT for production statistics.⁷

58 FAO staff as well as personnel from the Ministries of Agriculture formed the primary informants. Beyond the role of Government officials as sources of information, and in support of country ownership in the development process, the evaluation approach facilitates the involvement of national partners within the evaluation process, in particular the government and other non-government partners.⁸

59 A thorough mapping of all stakeholders was carried out with support from the country office, as a way to identify who was best able to respond to each question. However, given

6 The document review includes: (1) FAO and external document reviews; (2) regional and national agriculture and food nutrition and security policies; (3) reports from broad range of stakeholders; and (4) notes from field interviews, observations, and site visits.

7 In Antigua and Barbuda, the evaluation team was provided with programme monitoring data which is presented in this report. This was the only case, however.

8 UNEG. (2011) Integrating Human Rights and Gender Equality in Evaluation-Towards UNEG Guidance, page 15; and Bamberger, M. and Segone. M. UNICEF (2011) How to design and manage Equity-focused evaluations, page 50.

the participatory approach of the evaluation, an effort was made to meet with multiple stakeholders and provide the opportunity to share opinions and experiences in an open-ended discussion format. In particular, the team met with a number of farmers, farmer organizations and market operators as a way to explore the impact of FAO interventions.

60 Interviews took place with:

- FAO staff at headquarters (HQ Rome), regional (Santiago), sub-regional (Barbados), and Country Office levels (this includes FAO consultants, project and programme personnel in all countries).
- Government officials and technical experts in each country, including ministers, Permanent Secretaries, National Correspondents and extension officers with the Ministry of Agriculture, officials from fisheries, forestry, plant health, and animal health departments, and officials from the Ministries of Health and Education.
- The United Nations Resident Coordinator and current representative from the United Nations Development Programme (UNDP), as well as programme staff from UN Woman, the Caribbean Development Bank (CDB), and a representative from the European Union (EU).
- The Director-General of the OECS, and other representatives from regional organizations such as the Caribbean Agricultural Research and Development Institute (CARDI), Inter-American Institute for Cooperation on Agriculture (IICA), and the Caribbean Regional Fisheries Mechanism (CRFM).
- Beneficiaries of FAO programmes (e.g. school principals and teachers, parents, youth groups, women's groups, farmer groups, back yard farmers, animal farmers, aquaculture farmers and small-scale fishers).
- Representatives from civil society and the private sector (e.g. bakeries and the hospitality industry, or various state-owned food processing centers).⁹

61 Outcome Harvesting was used for the question on programme contribution to results. The idea of this methodology is to start by identifying changes that have taken place in a determined area of work, region or target group, and then determine FAO's specific contribution to these changes¹⁰. This approach, rather than measuring progress towards predetermined objectives, collects evidence on achievements and works backwards to determine how a particular intervention or project contributed to the change. Outcome harvesting can be used not only to identify positive results, but also negative outcomes and missed opportunities.

62 To answer the questions on strategic positioning and relevance, the team reviewed whether the FAO programme in the seven island countries was based on a preliminary assessment of the needs of different stakeholders (e.g. Governments, regional organizations, communities, farmer associations) with whom FAO worked, what these needs were, and how well the programme seemed to respond to them.

63 An online questionnaire was also developed to gather stakeholder perceptions about the effectiveness, usefulness, and timeliness of FAO's capacity strengthening efforts. It was scarcely responded to, probably because it was largely redundant with interview data.

1.3.3 Evaluation process and team

64 A preparatory mission was undertaken by the Team Leader, a first OED Evaluation Manager and the Evaluation Analyst from 18-28 May 2015 to identify where the evaluation was most likely to find results. This mission coincided with a sub-regional meeting attended by FAO representatives from throughout the region. Thus, the team was able to observe the sub-regional priorities and themes discussed, which in turn showed how FAO programming aligns with FAO strategic objectives. The preparatory mission also included interviews with government and non-governmental partners in Barbados and St. Lucia. Following this mission, the Team Leader developed an inception report which included an overarching evaluation

⁹ Annex x has the list of stakeholders interviewed in all countries.

¹⁰ More on Outcome Harvesting can be found at the following link http://www.managingforimpact.org/sites/default/files/resource/outcome_harvesting_brief_final_2012-05-2-1.pdf

matrix, presenting key evaluation questions, the proposed evaluation methodology, and a list of stakeholder groups to be interviewed. This report, in turn, served as an input for the Terms of Reference and for scheduling country level data collection activities.

- 65 Five consultants and two FAO OED professionals carried out the main data collection mission during the month of July 2015. The OED staff included the same Evaluation Analyst and a new Evaluation Manager, while the consultants were guided by a team leader and a deputy team leader (also in charge of two parallel CPEs in Guyana and Trinidad and Tobago), who provided the overall technical guidance. In addition, three evaluators from the Caribbean region contributed their expertise and experience in the areas of: (i) forest conservation and natural resource management; (ii) food systems and value chain development; and (iii) regional food and nutrition policy, fisheries, small ruminants, and regional trade.
- 66 The data collection mission took place from 5-29 July with an initial two-day team planning workshop held in Barbados prior to field visits to each of the Eastern Caribbean States.¹¹ The meeting reviewed the scope of the evaluation and the overall process, and discussed the key data requirements needed for the evaluation reports. The team then split in three sub-teams, each covering a sub-set of the seven concerned countries and remaining in each island state for four to six days. The sub-teams debriefed systematically in-country with the National Correspondent (OECS) or the FAOR (Barbados).
- 67 At the close of data collection period, the evaluation team reconvened in Barbados for an "analysis workshop" to formulate preliminary findings. Preliminary findings were presented and debated with FAO staff, National Correspondents and government representatives from six countries during a half-day meeting on 29 July. This meeting enabled the team to confirm findings and begin reflecting on conclusions and recommendations.

1.3.4 Limitations

- 68 This evaluation suffered from a number of limitations. The main challenge proved to be its very wide scope. A Country Programme Evaluation (CPE) normally focuses on one country. In this case, it was thought that since Barbados and the members of the OECS were all supported by the same FAO office, a multi-country evaluation would make sense. The country programmes supported by FAO in these seven small island developing state are minute when assessed from a purely financial perspective (see section 2.2 below). However, this modest financial size belies a complex programme in each country, implemented with numerous partners through a large number of activities, each using limited financial means. In hindsight, the attempt to cover seven nations in one CPE, using the same format, budget and mission duration as for regular CPEs focused on a single country programme, was unrealistic. This was further compounded by combining the data collection mission in Barbados and the OECS with two missions to Guyana and Trinidad and Tobago, in an attempt to conduct two other CPEs during the same mission. These two other CPEs were conducted by part of the team that undertook the present evaluation,¹² and added to the challenge. As a result, the preparation of the report took more time than envisaged and the main explicit purpose of the evaluation, which was to inform the development of the new CPF cycle for each of the targeted countries, was largely unmet. By the date the first draft was received (December 9th), the CPFs for the seven countries comprising Barbados and the OECS evaluation were already prepared and six of them signed. This weakness was mitigated by a thorough debriefing meeting, which presented already a set of preliminary conclusions and recommendations that hopefully informed the CPF preparation process.
- 69 This should of course not detract from the broader potential utility of the evaluation. CPFs remain by name and necessity broad frameworks within which adjustments are frequently made during the course of their implementation. It is still possible that the evaluation's findings may influence the SLC office and its national and regional partners during the CPF implementation phase.

11 Note that there was a separate team conducting the CPEs for Guyana and Trinidad and Tobago, and their field missions took place at the same time.

12 Since Guyana and Trinidad and Tobago have their own FAO representation, the result of these evaluations is reported separately.

- 70 Another notable limitation is that the evaluation relies heavily on qualitative sources such as stakeholder perceptions, observations, and programme activity reports. Owing to the dearth of national statistics in agriculture and the absence of systematic monitoring and evaluation of FAO programmes in the sub-region, there is limited quantitative data available. Where available, such data pertain to financial disbursements and budgets. SIMAR, a database designed to serve as a repository for monitoring and evaluation data for FAO projects, has limited data on the countries targeted for this evaluation. Country reports were issued in 2014 (apparently for the first time) for each concerned country programme. Although these reports are informative, they focus on activities and financial disbursements. Similarly, there are very few past or present evaluations undertaken at country level.
- 71 Furthermore, the sample of interviewees primarily consisted of government officials, who are the primary stakeholder with whom FAO works. While the team tried to meet with farmers and communities, it could only conduct one or two site visits per island and interview a small number of beneficiaries in each country. Therefore, it was difficult to obtain a solid understanding of whether FAO's programmes targeted the poorest and most vulnerable households, or to assess the outcomes at the community level.
- 72 In Antigua and Barbuda, Dominica and St. Kitts and Nevis, the Minister of Agriculture or other key stakeholders had only been working in their roles for less than one year, which meant that they were not always familiar with the FAO programme. Whenever possible, previous ministers and civil servants were interviewed in a few countries to minimize the impact of this limitation.
- 73 As a result of these limitations, it was not possible to provide a summary of each project's implementation status, or of the number of beneficiaries reached in each country. The evaluation team, therefore, tried to focus on the strategic level, e.g. the general status of implementation and typical results achieved in-country.

1.3.5 Structure of the report

- 74 Following this introduction to the evaluation, the next chapter provides a brief overview of Barbados' and OECS countries' agricultural sectors and of the FAO programmes supporting them. Chapter 3 attempts to answer the evaluation question pertaining to FAO's strategic positioning. Chapter 4 reviews FAO's contribution to development results. Finally, Chapter five sets out the conclusions and recommendations based on the findings presented in Chapters 3 and 4.

2. Context: FAO in the OECS and Barbados

2.1 Overview of the OECS and Barbados

- 75 The countries covered by this evaluation (Antigua and Barbuda, Barbados, Dominica, Grenada, St. Lucia, St. Kitts and Nevis, and St. Vincent and the Grenadines) are part of the *Lesser Antilles*.¹³ All but one (Barbados) are part of the OECS, created in 1981 to further economic harmonization and integration, the protection of human and legal rights, and the encouragement of good governance between countries and dependencies in the Eastern Caribbean.
- 76 Situated on the eastern edge of the Caribbean tectonic plate, they form a long, partly volcanic arc between the Greater Antilles to the north-west and the continent of South America. Most islands possess rugged mountain ranges of volcanic origin, usually covered by rainforests (Dominica, Saint Kitts, Nevis, Saint Lucia, Grenada and Saint Vincent). However, a few islands have relatively flat, sedimentary terrain, such as Barbados and Antigua. The region is seismically active, which involves frequent earthquakes, volcanic eruptions, and occasional tsunamis.
- 77 The climate is tropical, with limited temperature fluctuation between seasons. Rainfall varies with elevation, exposure to trade winds, water currents and other factors. Some islands such as Antigua and Barbuda experience low humidity and recurrent droughts, while others such as Dominica receive an average annual rainfall frequently exceeding 5 000 mm. Most islands receive annual rainfalls ranging from 1 300 mm on the coast to 4 000 mm in the mountain rainforests. In general, the wettest period is between July and November. Tropical storms and occasional hurricanes develop mainly between August and October, the time of year with the heaviest rainfalls.
- 78 The ecology is characterized by fragile terrestrial, marine and coastal ecosystems and a high biological diversity. The small size and significant endemic biological diversity of the islands' ecosystems make for a unique and fragile environment. The ecological fragility is exacerbated by the constraints of a limited land resource base and the dependence of the economy on the environment. For example, coral reefs are considered to be among the most fragile; however, they are the most important for tourism and for fisheries, and they also protect against coastal erosion.¹⁴
- 79 Small islands are especially vulnerable to the effects of climate change. Although the contribution of Caribbean countries to global greenhouse gas emissions is negligible, the projected impacts of global climate change on their environment are expected to be severe and reinforced by the limited adaptive capacity of most small island states. Specifically, climate change is expected to result in an escalation in the frequency and intensity of tropical storms, hurricanes and resulting flash flooding, rising sea levels, more aggressive coastal erosion and salt water intrusions, and disruptions in rainfall and fresh-water supply. The low-lying island states are especially vulnerable to rising sea levels, but islands at higher elevation also are vulnerable, since the main settlements and vital economic infrastructure are almost invariably concentrated on their coastal zones. Climate change has the potential of disrupting Caribbean economies and livelihoods on a large scale, compromising their ability to reach higher levels of human development.¹⁵

13 So called on behalf of their small sizes compared to that of Jamaica, Cuba, etc. Among the "Lesser Antilles", a distinction is often made between "Windward Islands" a "Leeward Islands". The "Windward Islands" (mainly Grenada, Saint Lucia, Saint Vincent and the Grenadines) are called such because they were more windward to sailing ships arriving in the New World than the "Leeward Islands" (mainly Antigua, Barbuda, Virgin Islands, Montserrat, Saint Kitts, Nevis, Anguilla, Martinique, Guadeloupe), given that the prevailing winds in the region blow east to west. Dominica is generally seen as the dividing line between the two groups and is sometimes considered part of the "leeward" group, and other times considered as "windward".

14 Climate Change in the Caribbean and the Challenge of Adaptation, United Nation Environmental Programme (UNEP), 2008.

15 United Nations Development Assistance Framework (UNDAF) for Barbados and the OECS (2012-2016)

- 80 Barbados and the OECS countries also share a number of common social, cultural and economic traits, including comparable historical backgrounds, small land mass and population (the total population of the OECS is about 600 000 people; while Barbados has a population of about 280 000); the use of English as an official language; and economic dependence on tourism and on a few agricultural export commodities. These shared traits are part of the reason why the OECS was formed in the first place.¹⁶

- 81 In terms of general development level, Barbados, Antigua and Barbuda and St. Kitts and Nevis are classified as “high income countries” and display higher economic and social indicators than those of Grenada, Dominica, St. Lucia and St. Vincent, which are considered “upper middle income countries”. However, despite their graduation to high or middle income status, these Caribbean countries still face persistent inequalities in land tenure and access to resources, high poverty rates and structural challenges as detailed below.

- 82 Whereas Barbados became independent from the UK in 1966, the OECS nations secured their full independence relatively late, toward the end of the 1970s or in the early 1980s. The impact of centuries of colonial agriculture is still perceptible in the sub-region (e.g. the coexistence of large-scale plantations and small-scale peasant agriculture). Another colonial legacy is the high dependency on single crop exports, mainly banana and to a lesser extent sugar, which have long been the mainstay of the Caribbean agricultural economy.¹⁷ Until the late 1990s, Caribbean bananas producers enjoyed preferential access to European markets through the Lomé conventions. Reforms to the European Union’s banana regime over the last 20 years – prompted by trade liberalization and the advent of the World Trade Organization (WTO) in 1995¹⁸ – have progressively eroded such trade preferences.

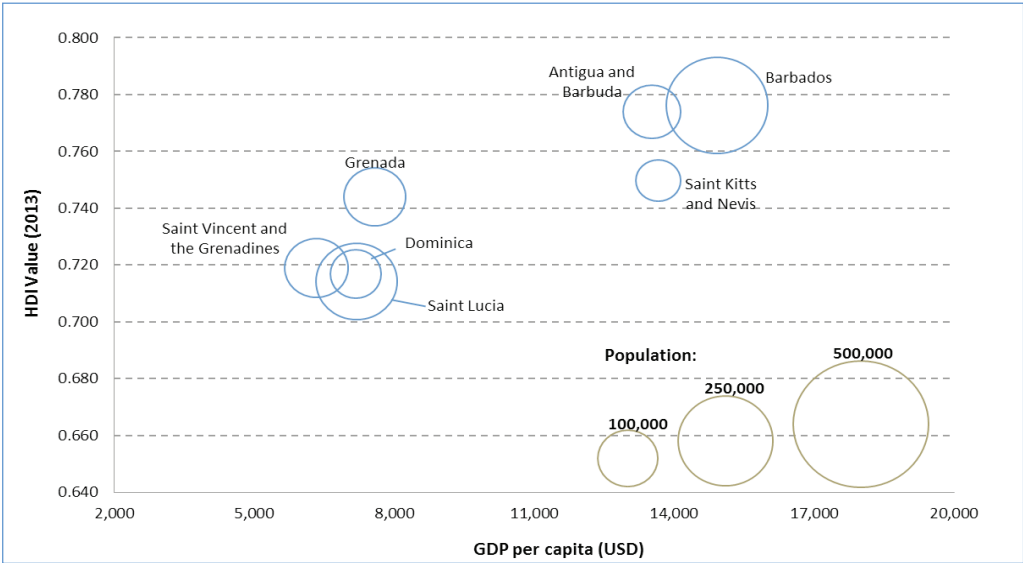


Figure 1: Selected development indicators

16 The OECS was a successor to the West Indies Associated States (WIPA) that regrouped a number of islands in the Eastern Caribbean whose status changed from being British colonies to “states in free association with the United Kingdom” in 1967. Note that the OECS is “nested” within the broader and more diverse Caribbean Community (CARICOM), an organization of 15 Caribbean nations and dependencies created in 1973 to promote economic integration and cooperation among its members. CARICOM includes countries with larger land mass, populations and economies than OECS countries, such as Guyana, Suriname, Belize, Jamaica, Trinidad and Tobago, or Barbados. OECS countries account for approximately 10% of the CARICOM total GDP.

17 Bananas represented in 2000-2002 more than 68% of the total agricultural exports of St. Lucia, about 50% of the exports of St. Vincent and the Grenadines and 63% of Dominica. Sugar amounted to 84% of the agricultural exports of St. Kitts. See: The Future for Agriculture in the OECS Countries, Rural Sector Note, 05/029 CP-CP-RLC, 14 June 2005, FAO-TCI/World Bank.

18 In 1997, following a petition to the WTO by Ecuador, Guatemala, Honduras, Mexico and the United States, the WTO ruled that the EU’s banana import regime was inconsistent with WTO rules. A long, protracted process of renegotiation ensued whereby the trade preferences accorded by the EU to “ACP countries” were repelled.

Table 1: Selected development indicators

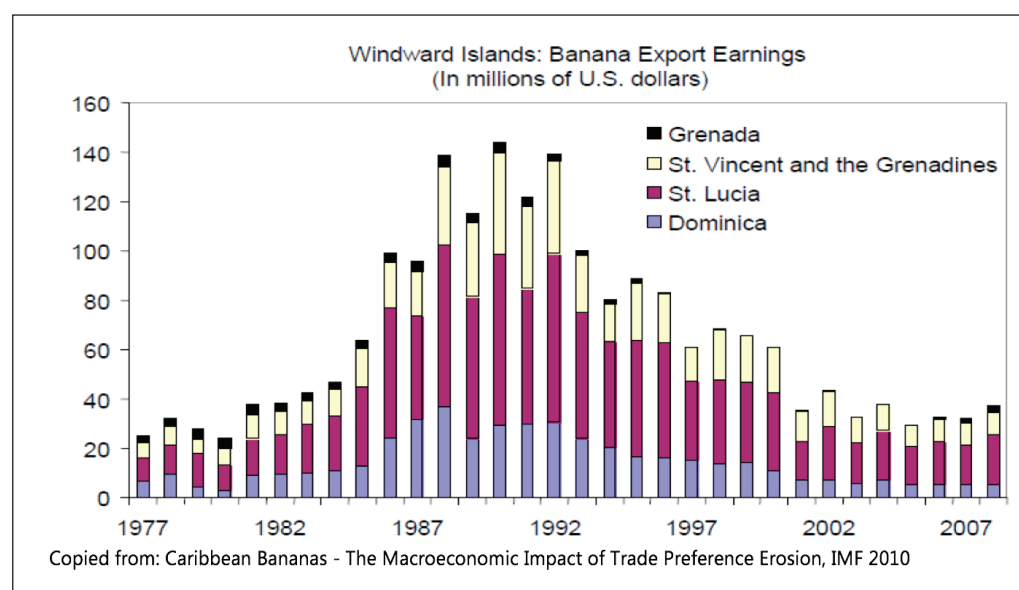
Countries	Population *	GDP per capita (USD) *	Income Group °	Human Development Index (HDI) **
Antigua and Barbuda	89 985	13 526	HI	0.774
Barbados	284 644	14 917	HI	0.776
Dominica	72 003	7 182	UMI	0.717
Grenada	105 897	7 583	UMI	0.744
Saint Kitts and Nevis	54 191	13 659	HI	0.750
Saint Lucia	182 273	7 202	UMI	0.714
Saint Vincent and the Grenadines	109 373	6 339	UMI	0.719

°: HI = high income; UMI = upper middle income

Sources: * World Bank's World Development Indicators website – last year on record

** UNDP, year 2013

- 83 This has had important economic and social effects in the Caribbean, and particularly in some of the countries concerned by this evaluation¹⁹, which have seen their agricultural exports revenues shrink (Figure 2). Only sugar has remained as an estate crop in some islands (e.g. in Barbados) while bananas are now mostly produced by smallholders.


Figure 2: Banana export earnings in the Windward Islands

- 84 The share of value added produced by agriculture in the national GDP has contracted significantly since the mid-1990s. Most of the countries' economies are now dominated by the tourism industry and hospitality services. Agriculture remains the primary economic activity in Dominica (17.5 percent of the GDP, and rising), and an important contributor to the GDP in St Vincent and the Grenadines (about 8 percent of GDP). In other countries, the estimated share of agriculture in the GDP does not exceed 3 percent (Figure 3).²⁰

19 IMF: Caribbean Bananas: The Macroeconomic Impact of Trade Preference Erosion, by Montfort Mlachila, Paul Cashin, and Cleary Haines, IMF Working Paper 10/59, March 2010.

20 These figures may be under-estimated due to the lack of accurate agriculture statistics in the region, as explained in chapter 4.

- 85 Fishing is of considerable importance to the islands of the Lesser Antilles. While the available statistics indicate that in most islands the fishery sector accounts for 2-5 percent of the GDP,²¹ the true value of fishing has not been accurately estimated. Total landings are poorly estimated particularly for the most dispersed artisanal fisheries in which most of the catch is consumed locally. The value added component of fisheries products, particularly those consumed in the tourist industry, and of recreational fishing and associated expenditures by tourists are seldom taken into account.²²
- 86 The tourism and construction industries have consistently offered more attractive remuneration to labor than agriculture. The result has been a continuing migration of young people out of agriculture. Less than one-fourth of the population is presently engaged in agriculture, a figure that is probably overestimated considering that it may include farmers whose primary income is derived from other sources.

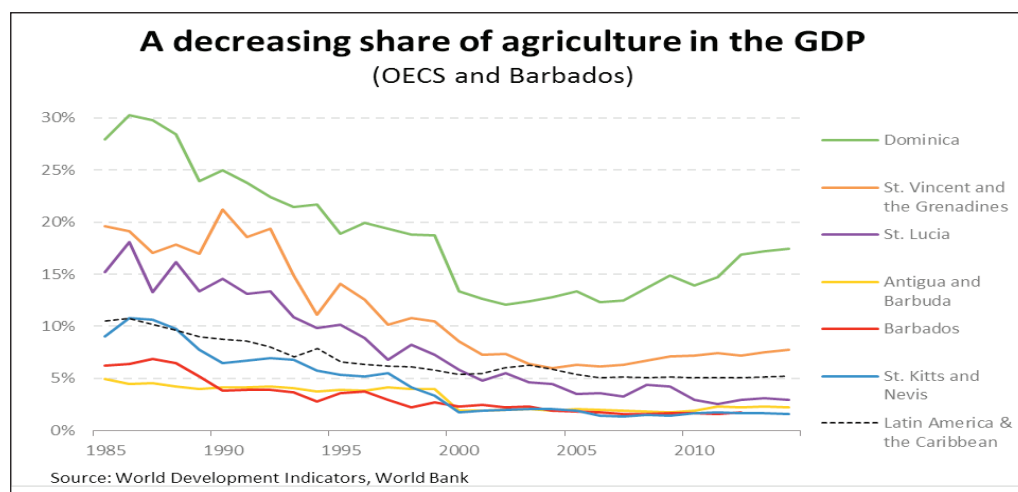


Figure 3: A decreasing share of agriculture in the GDP

- 87 Barbados and the OECS have increasingly relied on food imports (Figure 4), under the reasoning that the tourism sector was where local economies had a real comparative advantage. It was deemed cheaper to buy food abroad than to produce it domestically. Within governments, Ministries of Agriculture have also lost the influence and budget allocations they used to benefit from, while tourism and other service industries have been given higher priority by decision makers.
- 88 As a result, there is presently a significant dependency on imported food. Between 1995 and 2004 the value of regional food imports increased by 47 percent.²³ All of the OECS and Barbados are net importers of food, with St. Kitts and Nevis among the highest, procuring 95 percent of their national food needs from abroad.²⁴
- 89 Such reasoning started to lose its appeal during the late 2000s, when global food prices escalated sharply and imposed a heavy burden on national economies. The combined food import bill for the 14 Caribbean Community member states doubled from USD 2 billion in 2000 to USD 4 billion in 2008, and surpassed USD 4.25 billion in 2011 (Figure 4).²⁵ At the same time, there was a downturn in tourism earnings, probably linked to the global economic crisis.
- 90 Another consequence has been the spread of obesity and Non-Communicable Diseases (NCDs) owing to poor nutrition and the excessive reliance on imported processed foods

21 FAO Fisheries Country Profiles @ <http://www.fao.org/fishery/countryprofiles/search/en>

22 Marine Fisheries of the Antilles - Fisheries Technical Paper 326, FAO 1993.

23 FAO (2013) The Right to Food in the CARICOM Region: An Assessment Report, page 14.

24 FAOStat. Please note that the Food Dependence Ratio=Total Food Imports/Total Consumption, where Total Consumption = (Domestic Production + Imports).

25 FAO Subregional Office for the Caribbean: The CARICOM Food Import Bill - Issue Brief, October 2013.

in Caribbean diets. The coexistence of over- and undernutrition in low and middle income countries has been captured in the literature as “nutrition transition”, which involves rapidly changing diets coupled with reductions in physical activity and increases in sedentary lifestyles.²⁶ Many Caribbean countries have indeed experienced a shift in nutrition patterns that has resulted in increasing rates of obesity, which in turn has contributed to an escalation in nutrition related chronic NCDs including diabetes, stroke, hypertension, cardiovascular disease and some forms of cancer.²⁷ In 2006, the Pan-American Health Organization (PAHO) identified the Caribbean as the sub-region of the Americas most affected by NCDs. As recalled in the Caribbean Community (CARICOM) regional food and nutrition security policy, a study by the Caribbean Food and Nutrition Institute (CFNI) conducted in 2007 found that “food and nutrition security in the Caribbean is compromised not so much by lack of food availability as by inadequate access to foods and dietary patterns that adversely impact on nutritional status”. Other factors contributing to the compromised state of food and nutrition security in the OECS and Barbados, include: (i) declining food production and agricultural outputs; (ii) rising food and agricultural input prices during 2007/2008 and 2009 to present; (iii) the economic crisis of 2008/2009 and its negative impact on remittances; (iv) increasing unemployment; (v) lack of diet diversity; and (vi) lack of knowledge and information about nutritious foods.^{28,29}

- 91 In October 2010, CARICOM member states – concerned about world food price volatility as much as by the rise of obesity and cardiovascular diseases – established a Regional Food and Nutrition Security Policy (RFNSP) “to ensure that the regional food production, processing, distribution, marketing, trade, and food safety and agricultural public health system is capable of providing safe, adequate, nutritious and affordable food for the region’s inhabitants at all times, thereby achieving food and nutrition security”.³⁰ Emphasis was placed on the promotion of “healthy Caribbean diets” through the educational system; import substitution strategies; enhancing the regional food trade by removing non-tariff barriers and developing regional transportation channels; increased value addition through food processing; the development of new value chains; the identification and mapping of vulnerable groups; and building resilience to the risks posed by climate change and natural disasters.
- 92 The focus on national and regional food production, processing and trade does not preclude continuous promotion of new export opportunities. There are opportunities in raising the domestic production of food crops as a way to reduce the food import bill, but also in the development of new export crops for regional and global trade, as well as in linking domestic food production to the tourism industry (i.e. to hotels and cruise ships which tend to import an overwhelming majority of the food they serve to their clients). Significant regional crops that are being promoted in domestic, export and tourism markets include coconuts, vegetables, root crops and tubers, and spices.

26 Popkin, B. and M.M. Slining (2013). New dynamics in global obesity facing low- and middle income countries. *Obesity Reviews* 14 (Supplement 2), page 11; and Khoo, Su-ming (2010) *The Right to Food: legal, political and human implications for a food security agenda*, Trócaire Development Review, page 3.

27 United Nations Sub-regional Team for Barbados and the OECS (2011) *United Nations Development Assistance Framework (UNDAF) for Barbados and the Organisation of Eastern Caribbean States (OECS) 2012 to 2016*, page 6.

28 Swinburn, B., Sacks, G., Hall, K., McPherson, K., Finewood, D., Moodie, M., Gortmaker, S. (2011) *The Global Obesity Pandemic: Shaped by Global Drivers and Local Environments*. *The Lancet* 378, pg. 810.

29 CARICOM (2010) *Final Draft, Regional Food and Nutrition Security Policy*; and Sharma, S., Cao, X., Harris, R., Hennis, A., Wu, S. and M. Leske. (2008) *Assessing dietary patterns in Barbados highlights the need for nutritional intervention to reduce risk of chronic disease*. *Journal of Human Nutrition and Dietetics* Volume 21, Issue 2, pages 150–158.
<http://www.ncbi.nlm.nih.gov/pmc/articles/PMC2666255/>; and The Caribbean Food and Nutrition Institute (CFNI) in collaboration FAO (2007) and *Food and Nutrition Security in the Caribbean Overview Vulnerability*, page 23.
http://www.euacpcommodities.eu/files/Food_Security_and_Nutrition_ESAF.pdf; and CFNI (2007) *Overview Vulnerability and Food and Nutrition Security in the Caribbean*.

30 CARICOM Regional Food and Nutrition Security Action Plan (RFNSAP), October 2011.

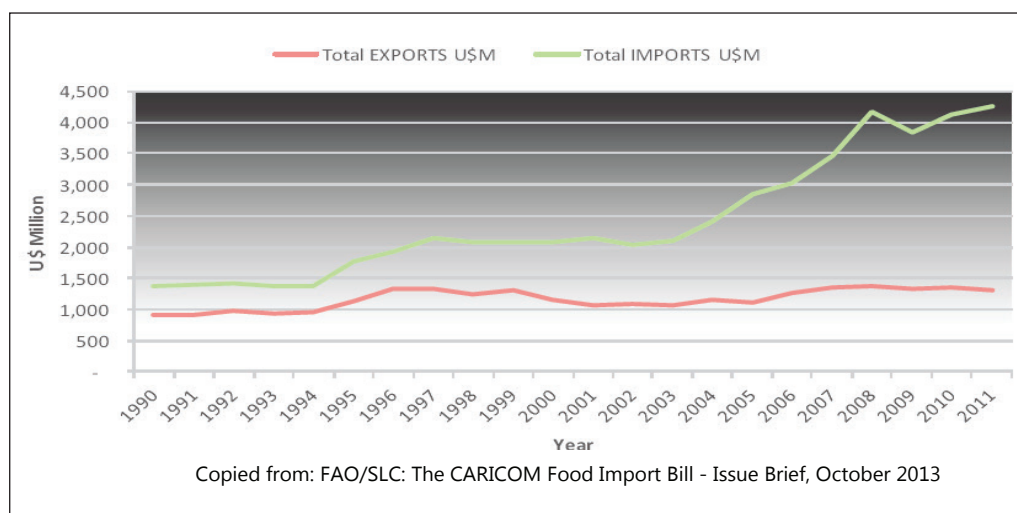


Figure 4: Trends in CARICOM agricultural trade in crops and livestock products

93 However, a number of deep-seated challenges to agricultural diversification and competitiveness remain, and as a result the sub-region as a whole has lost ground in its traditional agricultural exports without seizing on new opportunities. These constraints include the small and fragmented nature of most farm units, and the absence of strong farmer grassroots organizations which could help achieve economies of scale and provide extension services. The cost of agricultural labor and competition for land with other, richer sectors such as tourism or real estate, are strong and will likely increase. Another issue is the absence of agriculture from the primary and secondary curriculum, and the lack of positive emphasis placed on it.³¹ The current mode of education is geared primarily towards educating white-collar workers, and does not help to motivate youth towards having a more favorable view of employment opportunities in the agricultural sector. And yet the average age of farmers in the Caribbean is 55 years. If young farmers do not replace the ageing producers of today, the production of food within the region will be seriously compromised in the next 10-15 years.³²

94 In terms of extension, a regular interaction is generally maintained between farmers and extension officers and lab facilities, especially when there are large pest outbreaks. However, extension and input supply systems have historically focused on managing the main export crops at the expense of other crops.³³ With the demise of the traditional export crops and reduced budgetary allocations to agriculture, the region's agriculture support systems have been weakened, affecting the capacity of ministries of agriculture to pass on messages to farmers and collect information from them (e.g. for production statistics or disease surveillance).

2.2 FAO in Barbados and the OECS

2.2.1 Office structure

95 Barbados and the Eastern Caribbean States are supported by the SLC, located in Bridgetown, Barbados.³⁴ Their relationship with FAO, programmatic or otherwise, is maintained by the FAO Representation in Barbados, through multiple accreditations. This is due to the small financial size of the country programmes in OECS countries and

31 In some instances, agriculture is incorporated as an optional component that is taught with minimal enthusiasm.

32 CARICOM: Youth in Agriculture - Challenges and Opportunities, by Ms Valerie Lalji, undated.

33 Since the plantation agriculture period of the 60s, research and extension needs were addressed by Commodities Associations, as well as the public sector extension systems and the University of the West Indies (UWI) through its Regional Research Center and national desks.

34 As a Subregional Office, the SLC also supports the following FAO country offices in the Caribbean: 1) with a full-fledged FAO Representative: Cuba, Dominican Republic, Guyana, Haiti, Jamaica, and Trinidad and Tobago; and 2) without a dedicated FAOR: Bahamas, Belize, and Suriname. The Jamaica FAO Representative is accredited to Belize and the Bahamas. The FAO Representative to Trinidad and Tobago is accredited to Suriname.

in Barbados, which does not warrant a full-fledged, dedicated FAO representation in each country. Instead, OECS countries have a national FAO "correspondent" within their government (i.e. a public servant employed by the respective Ministries of Agriculture, for whom FAO covers a small percentage of their salaries). Each OECS country has a National Correspondent, except for St. Vincent and the Grenadines where the position has been vacant since March 2014.

- 96 As a subregional office, the SLC also supports the following FAO country offices in the Caribbean: Guyana; Haiti; Jamaica (also covering Belize and The Bahamas); Trinidad and Tobago (covering Suriname), each with a dedicated FAO Representative.³⁵ The SLC is also the Country Office for Barbados. In turn, the SLC reports to the RLC based in Santiago, Chile.
- 97 The SLC has experienced some changes in its organigram over the past two years, with the arrival of a new Sub-Regional Representative. The number of technical officers and programme managers has increased, from nine during the biennium 2012-2013 to 16 over the current biennium (2014-2015). This has resulted in a significant expansion in the SLC technical and programmatic capacity over the past two years. FAO has also been funding a Food Security Policy Advisor within the CARICOM secretariat from January 2009 to January 2011, and has started recently supporting the OECS Secretariat in similar fashion with a dedicated technical advisor. The SLC also employs 15 general staff supporting the administration of the office and programme, as well as several consultants working on specific projects for short periods of time.

2.2.2 Resources

- 98 As of 31 October 2015, FAO's programme in the OECS and Barbados over the period 2010-2015 was implemented through a total of 36 national projects³⁶ with a budget totalling slightly over USD 6 million. Saint Lucia received the largest share (52 percent) of these national project resources, with a budget of over USD 3 million (Table 2 and Figure 5) over the evaluated period, while Antigua and Barbuda received the smallest share for country projects, for a total of USD 284 048. The comparatively large funding made available to Saint Lucia is due to 1) emergency funds allocated in response to Hurricane Thomas and to the December 2013 trough; and 2) a recently approved project on "poverty reduction in St. Lucia through livestock development" funded by the IBSA trust fund, which was in fact not active during the period under evaluation.³⁷

Table 2: Country share of total budget for national projects

Country	Number of national projects	Budget (US\$)	Percentage of total
Antigua and Barbuda	3	284,048	5
Barbados	2	351,710	6
Dominica	4	408,549	7
Grenada	5	462,491	8
Saint Kitts and Nevis	10	825,300	14
Saint Lucia	8	3,141,491	52
Saint Vincent and Grenadines	4	540,000	9
Grand total	36	6,013,589	

35 The Jamaica FAO Representative is also accredited to Belize and the Bahamas.

36 I.e. projects implemented in only one nation.

37 This project (coded UNFA/STL/003/UND) was launched during the evaluation mission to Saint Lucia, in July 2015.

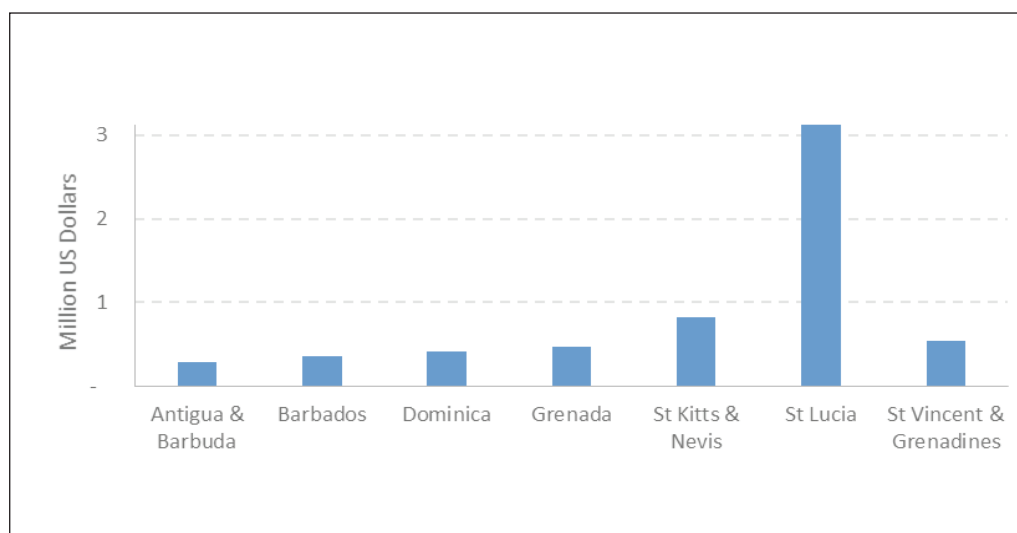


Figure 5: Total budget of national projects per country

- 99 Fourteen regional projects managed by the RLC and another 14 sub-regional projects managed by the Sub-regional Office or Barbados (SLC) also benefited those countries. It is difficult to estimate the amount of resources spent by regional and sub-regional projects in the evaluated countries, because their financial information is not reported by country, and some of these projects also work in countries beyond the scope of this evaluation.
- 100 However, there are 10 regional and sub-regional projects targeted almost exclusively at countries covered in this evaluation. Their resources (USD 6 758 807 in total) can thus safely be assumed to benefit mainly the countries within the evaluation's scope, and this amount should be added to the estimated size of the evaluated portfolio, which then rises up to slightly less than USD 12 million.³⁸ This represents only a minimum value, since the real total should include the activities funded in the evaluated countries by those global and regional projects that have a broader geographical remit than the evaluated countries. The real size of the evaluated portfolio is probably closer to USD 18 million.
- 101 Most of the evaluated projects are concerned with the development of agriculture and animal husbandry, and very few of the evaluated projects are focused on forestry, fisheries or the environment.
- 102 There are four emergency projects providing assistance in the aftermath of Hurricane Thomas (2010) and in response to the December 2013 "trough" (heavy rains and winds), for a total amount of USD 1 584 978 (see Table 5). Saint Lucia and Saint Vincent and the Grenadines were the most affected nations in both cases, and were targeted by these four FAO emergency projects.
- 103 The majority of the projects in the evaluated portfolio are relatively small Technical Cooperation Projects (TCP). There are 35 such TCPs, which represent 50 percent of the overall evaluated portfolio (USD 7 757 495 – average TCP project size=USD 219 928). The remainder of the portfolio concerns ten very small "Telefood" projects accounting for a total amount of USD 100 000, as well as ten "trust fund" projects financed by voluntary contributions by donors, and representing 49 percent of the overall portfolio (USD 7,697,384, see Table 5).

³⁸ Again, it was not possible to determine the amount of resources allocated and spent by these 10 projects in each individual country.

Table 3: Emergency projects

Country	Project title	Budget (US\$)	Year of approval
St. Lucia	OSRO/STL/101/EC - Post Tomas hurricane Emergency agriculture based livelihood assistance in Saint Lucia	637 804	2011
St Vincent + St. Lucia	TCP/RLA/3310 - Emergency assistance to small-scale farmers affected by Hurricane Tomas	317 174	2011
St. Lucia	TCP/STL/3402 - Emergency assistance for the recovery of vulnerable farmers affected by the December 2013 rains and winds	310 000	2014
St Vincent & Grenadines	TCP/STV/3402 - Emergency assistance for the recovery of vulnerable farmers affected by the December 2013 rains and winds	320 000	2014
Total budget for emergency projects		US\$1 584 978	

104 Expenditures incurred by projects managed by the SLC have increased in recent years (Figure 6), following the development of new partnerships with donors as well as a larger emergency portfolio in response to hurricane Thomas and the December 2013 trough. Data recorded in the corporate financial system GRMS also indicates a growing volume of transactions (Table 4).

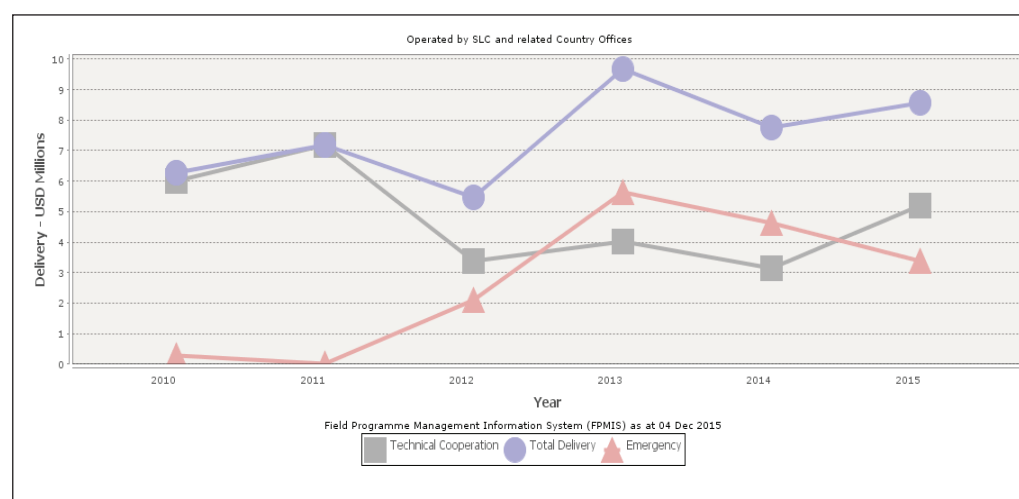

Figure 6: Field programme delivery

Table 4: Metrics of increased financial delivery

Types of GRMS ³⁹ actions	Number of actions per year		
	2013	2014	2015*
Payments	1 146	1 365	726
Receipts	244	267	98
Consultancy contracts	96	150	60
Goods and services	437	752	464
Letters of agreements	22	12	6
Travel authorizations	115	163	71
Total	2 060	2 709	1 425

*Up to May 2015 - Source: SLC

105 Finally, Table 5 shows the distribution of resources by donors. The European Union has funded five such projects representing 27 percent of the total financial worth of the evaluated portfolio. These EU-funded projects support agricultural diversification, the response to hurricane Thomas in St. Lucia, and the strategic re-orientation of WECAFC. There are also a number of recently approved projects, which testify to a rise in the resource mobilization efforts of the SLC office. These include two projects with the Global Environment Fund (GEF) in the fisheries sector and another with the IBSA trust fund to support the small ruminant sector in St. Lucia. Finally, two projects on the development of Cassava value chains in the Caribbean have been under negotiation with the Caribbean Development Bank (CDB) and Petrocaribe (not signed at evaluation time).

Table 5: Budget by donors

Donor	Number of projects	Total budget (US\$)	% of total
FAO (mainly TCPs)	36 [^]	7,757,495	50
FAO (Telefood)	10	100,000	0.6
European Union	5	4,269,769	27
GEF	2	2,099,220	13
IADB	1	74,900	0.5
IBSA	1	1,253,495	8
Total	55	15,554,879	

[^]35 TCPs and one project funded by the Common Fund for Commodities (CMC)
As of October 2015 - Source: SLC + FPMIS

2.2.3 Main thematic areas

106 The cooperation programmes between the OECS, Barbados and FAO are governed by a Country Programming Framework (CPF) in each country, developed by FAO in consultation with government, and where a number of country-specific Priority Areas of cooperation are mutually agreed upon. Box 2 provides a list, as exhaustive as possible, of the types of technical assistance projects that FAO has provided to Barbados and the countries of the OECS during the evaluated period, classified by sector. Table 6 provides an overview of the priority areas identified in the region's CPFs.

107 A review of the CPFs indicated that almost all targeted countries prioritize Food and Nutrition Security (FNS), with the possible exception of Antigua and Barbuda whose CPF does not include a heading on FNS and notes that the Ministry of Agriculture still lacks a dedicated unit on the issue. However, the Caribbean launch of the Zero Hunger Challenge (ZHC)⁴⁰, an important FAO flagship programme on nutrition, took place precisely in Antigua and Barbuda, through a partnership between FAO, the Inter-American Institute for Cooperation on Agriculture (IICA) and the Government to jointly design and implement a set of coordinated, coherent and effective actions with the purpose of eliminating hunger and extreme poverty in the country.

40 The Zero Hunger Challenge is a regional initiative in Latin America and the Caribbean which originated from Brazil's Fome Zero (FZ) and aims to eradicate hunger in Latin America and in the Caribbean once and for all by the year 2025. It combines three components: (1) ensuring access to food through social protection programmes, including school feeding; (2) increasing opportunities for the poor to improve their livelihoods by promoting decent labor conditions; and (3) ensuring the sustainability of food systems by reducing food losses in production and processing. Launched in October 2005 by the presidents of Brazil and Guatemala, it was later endorsed by the 29 countries of the region that attended FAO's 34th Regional Conference held in Caracas, Venezuela in 2006.

Box 2: Typology of FAO technical assistance in Barbados and the OECS

<p>Agriculture and FNS</p> <ul style="list-style-type: none"> • <i>Support to the Zero Hunger Challenge (ZHC):</i> developing FNS policies and dietary guidelines; working with schools to promote greater use of indigenous food staples in school meals and exposure of children to agriculture through school gardens. Youth development in agriculture and fisheries is a related area of work. • <i>Support to agricultural statistical units,</i> agriculture census and Market Information Systems (MIS), as a way to link up national and regional markets. • <i>Agricultural diversification</i> through the support to new value chains (cassava, pineapple, onion, breadfruit, etc.), with attention to linking producer organisations, processing and marketing plants and the tourism/hospitality sector (e.g. Food Zones project in Barbados). • <i>Efforts to control new emerging pests and invasive species,</i> such as Black Sigatoka; citrus greening, giant African snail and the red palm mite; quarantines. • <i>Food safety;</i> enhancement of the food traceability and recall legislation and systems. • <i>Support to the small ruminant sector</i> and advice to livestock industry, as well as small-holder poultry production (Telefood).
<p>Natural resources, forestry, fisheries</p> <ul style="list-style-type: none"> • <i>Fisheries governance;</i> support to WECAFC and its strategic reorientation; assessments of Caribbean fish resources (flying fish). • <i>Climate change adaptation</i> in the fisheries sector. • Promotion of <i>small scale aquaculture, aquaponics and fisheries.</i> • <i>Forestry inventories and analyses</i> (Dominica). • <i>Participatory forest management</i> (regional, with the Caribbean Natural Resources Institute (CANARI)). • In a few countries, strengthening land administration through the development of <i>National Land Banks</i> (St. Lucia, Dominica).
<p>Resilience</p> <ul style="list-style-type: none"> • <i>Support to small-scale farmers</i> affected by Hurricane Tomas and the December 2013 trough. • Support to <i>DRM capacities.</i>

108 Also under FNS, the issue of reducing the food import bill is generally seen as key. In this context, value chain development features prominently as a tool to both develop more indigenous food systems for import substitution and to access new niche export markets, although the precise value chains that are selected for analysis and promotion naturally vary across countries. At the COTED meeting held in 2009, the CARICOM Member States approved a 'Priority A-list' of 13 commodities for development which included: cassava, sweet potato (roots and tubers), hot pepper, onion, vegetable (under protected agriculture), golden apple, papaya, coconuts (fruits), red peas, cow peas (legumes), small ruminants, poultry, and fish and aquaculture.⁴¹

109 Starting from this list, FAO's support has contributed to the further development of several value chains through technical support, training, market research and a participatory approach to identify value chain development opportunities through Value Chain Coordination Committees (VCCCs). VCCC members in Barbados, Dominica, Grenada, and St. Kitts and Nevis were provided with training for better value chain management, including improved exchange of information, knowledge about post-harvest and processing and demonstrations of improved production and processing technologies. The coordination and management of the VCCCs were either with a producer association or a major private sector-based buyer.

⁴¹ Felicity Proctor and Valerio Lucchesi (2012) Mapping Study on Value Chain Initiatives in ACP regions: Key Findings and Observations, commissioned by CTA and the Technical Centre for Agricultural and Rural Cooperation, page 40. Accessed at: <http://makingtheconnection.cta.int/sites/default/files/Value-Chain-Mapping-part-1.pdf>.

Table 6: CPF priorities per country

Country	CPF priorities 2013-2015	Main projects implemented
Antigua and Barbuda	<ol style="list-style-type: none"> 1. Sustainable Crop Intensification 2. Sustainable Management of Forest and Trees 3. Sustainable Management of Land and Water Resources 	<ol style="list-style-type: none"> A. Assistance to HBL Citrus Greening B. Rapid response to food safety events through enhancement of the food traceability and recall legislation C. Reduction of Post-Harvest losses along the Food Chains D. Strengthening of the small ruminant sector E. Development and Implementation the Zero Hunger Challenge
Barbados	<ol style="list-style-type: none"> 1. Food and Nutrition Security 2. Productivity and Competitiveness in Agriculture and Fisheries 3. Sustainable Development in agriculture and fisheries 4. Agricultural Health and Food Safety 	<ol style="list-style-type: none"> A. Assistance to HBL Citrus Greening B. Strengthen food safety through enhancing food traceability C. Development of a Plant Quarantine Manual D. Reduction of Post-Harvest losses along the Food Chain E. Strengthening the small ruminant sector F. Processing and Market Development of Cassava G. Youth participation in the food and feed systems improvement H. Surveillance of Avian Influenza
Dominica	<ol style="list-style-type: none"> 1. Food and Nutrition Security and Food Safety 2. Banana/Fish commercialization sustainability 3. Agriculture and rural development 4. Risk Management & Climate Change 5. Transboundary diseases 	<ol style="list-style-type: none"> A. Improve marketing and production technologies B. Improve disaster risk management capacities in agriculture sectors C. Strengthen food safety through enhancing food traceability D. Reduction of Post-Harvest losses along the Food Chain E. Strengthening of small ruminant sector F. Increased production for root and tuber G. Agricultural diversification in the Windward Islands H. Assistance to Black Sigatoka I. Strengthening of Organic Producer Organizations
Grenada	<ol style="list-style-type: none"> 1. Food and Nutrition Security 2. Safety Standards for fish 3. Safety Standards for agriculture. 4. Coastal area protection 5. Transboundary diseases 6. Lands and the environment (added post signature) 	<ol style="list-style-type: none"> A. Support to the Census of Agriculture B. Assistance to HBL Citrus Greening and surveillance of Avian Influenza C. Strengthen food safety through enhancing food traceability D. Strengthening the small ruminant sector E. Reduction of Post-Harvest losses along the Food Chain F. Implementation of the Zero Hunger Challenge (ZHC) G. Processing and Market Development of Cassava H. Youth participation in the food and feed systems improvement
Saint Kitts and Nevis	<ol style="list-style-type: none"> 1. Food and Nutrition Security 2. Agriculture and Rural Development 3. Forestry, Fisheries, and the Environment 	<ol style="list-style-type: none"> A. Reduction of Post-Harvest losses along the Food Chain B. Strengthening of the small ruminant sector C. The commercialization of breadfruit and breadnut value chains for improved employment and food security D. Technical assistance to promote agricultural diversification towards the reduction of the importation/import bill of selected crops
Saint Lucia	<ol style="list-style-type: none"> 1. Food and Nutrition Security 2. Sustainability of Agriculture and Natural Resources and Impact of Climate Change 3. Technical and Institutional Capacity Building 	<ol style="list-style-type: none"> A. Assistance to HBL Citrus Greening B. Reduction of Post-Harvest losses along the Food Chain C. Strengthening of the small ruminant sector D. Processing and Market Development of Cassava E. Youth participation in the food and feed systems improvement F. Support to the development of food value-chains G. Agricultural diversification in the Windward Islands
Saint Vincent and the Grenadines	<ol style="list-style-type: none"> 1. Food Security 2. Rural Development and Agriculture 3. Natural Resources 4. Emergency and Resilience 	<ol style="list-style-type: none"> A. Assistance to HBL Citrus Greening and to Black Sigatoka B. Reduction of Post-Harvest losses along the Food Chain C. Development and Implementation the Zero Hunger Challenge D. Regional: Increased production for root and tuber E. Processing and Market Development of Cassava F. Youth participation in the food and feed systems G. Support livestock industry through the FFS Method H. Assistance to agricultural diversification I. Climate Change Adaptation in the OECS Fisheries Sector

110 Only a few of these supported value chains have been selected for further review in this evaluation. The first two are recent areas of work, while the second two are a bit older:

- **Cassava:** The escalating trend of wheat imports could theoretically be reversed by stimulating demand for indigenous crops, notably roots and tubers. Cassava, sweet potatoes and

breadfruit have been identified as promising crops in this regard. The cassava value chain has been one of the commodity chains targeted the most in the islands visited.⁴² FAO support aims to increase the production of cassava and explore marketing options, especially in applications where it can be substituted or complemented for wheat flour. Demonstrations were conducted with composite bread, using cassava mash as a replacement for 40 percent of the wheat flour. In addition, the capacity of bakers in Barbados, St. Vincent and the Grenadines, Grenada, and St. Lucia were supported through a regional training.

- **Small ruminants:** FAO supported artificial insemination (AI), with a regional AI training for goats jointly organized with the Guyana Livestock Development Authority in July 2015; research on alternative forage (in Barbados and St. Vincent and the Grenadines); eradication of the African Bont tick⁴³; and the use of the Farmer Field School (FFS) approach to train livestock farmers in Grenada and St. Vincent and the Grenadines. A new project funded by the IBSA Fund⁴⁴ is planned to start soon in St. Lucia, which will help to refurbish the Beauséjour livestock research station.
- **Pineapple:** In Dominica, the Nature Island Pineapple Producers Association (NIPA) has benefited from significant capacity building from FAO in 2011. A business plan was developed and a preliminary strategy outlined, emphasizing new markets within CARICOM. The EU has also provided assistance to the association.
- **Breadfruit and breadnut:** FAO supported the breadfruit and breadnut value chain in St Kitts and Nevis by creating assessments and development plans for the two crops in 2011. This formed the basis for a Strategy and Plan for the Development of the Breadfruit and Breadnut Industry in St. Kitts and Nevis in 2012, the propagation of seedlings, provision of training in processing technologies and the production of manuals and recipe books.

111 Another related area of focus frequently highlighted in CPFs is that of transboundary pests and diseases, agricultural health and food safety. In this area, research and extension to combat emerging pests, especially those that affect export crops, were frequently prioritized. Although not necessarily listed in the CPFs (which need to remain generic documents), the following pests were mentioned by many countries as urgent priorities: Black Sigatoka⁴⁵, citrus greening⁴⁶, giant African snail⁴⁷, and red palm mite⁴⁸. These pests are relatively recent in the region and have been given high priority due to their actual or potential impact on crop production. Barbados also plans to strengthen its food recall systems.

112 Beyond agriculture, the sustainable management of natural resources such as land, water, forests and fisheries, as well as the issue of climate change adaptation are frequently listed in the CPFs, although the amount of resources devoted by FAO to these issues remains limited.

2.2.4 Links to the FAO strategic framework

113 The above priority areas were chosen based on countries' requests and informed by regional discussions in the last FAO Regional Conference for Latin America and the Caribbean⁴⁹. These priorities have been summarized in the FAO Caribbean Sub-regional strategic plan for the biennium 2014-2015⁵⁰ into four major areas of intervention that

42 Except in the Commonwealth of Dominica.

43 The African Bont tick eradication programme was implemented in all of the OECS countries (including Barbados) where the tick was present. The 10-year programme was funded by the USDA and implemented by the FAO.

44 The IBSA Facility for Poverty and Hunger Alleviation (IBSA Fund) is a programme of the India-Brazil-South Africa Dialogue Forum (IBSA) managed by the Special Unit for South-South Cooperation (SU-SSC) hosted by the United Nations Development Programme (UNDP).

45 A leaf-spot fungal disease of banana plants.

46 Citrus greening disease or HuangLongBing (Chinese for "Yellow Dragon Disease"), abbreviated as HLB, is a bacterial disease of citrus.

47 *Achatina achatina*, an invasive species from West Africa, is considered in the Caribbean a potentially serious pest that could adversely affect agriculture, natural ecosystems or commerce.

48 *Raoiella indica*, commonly known as the red palm mite, is a species of mite belonging to the family Tenuipalpidae. A pest of several species of palm in the Middle East and South East Asia, it is now becoming established throughout the Caribbean.

49 The LARC 33rd session took place in Santiago, Chile in May 2014.

50 FAO, Caribbean Sub-Regional Strategic Plan, Biennium 2014-2015, April 2014.

aim to strengthen each of the five FAO Strategic Objectives (SOs):

- The Hunger-Free Latin America and the Caribbean Initiative, also called the Zero Hunger Challenge, addressing SO1 and SO3;
- Food and Feed Systems, Value Chains and Small Scale Family Farming, addressing SO4 and SO1;
- Risk Management, Resilience Building and Territorial Development Programme addressing SO3 and SO5; and
- Governance and Public Policy, addressing SO1 and SO3.

114 It is worth noting that the four major areas of intervention above are strongly related to the FAO Regional Initiatives in Latin America and the Caribbean⁵¹, although they are expressed slightly differently:

I. The hunger free Latin America and the Caribbean initiative stems from a commitment from the countries of the region to eradicate hunger within a generation, and is supported by FAO with funding from the Spanish Agency for International Development Cooperation, the International Cooperation Program Brazil-FAO, and Petrocaribe (Venezuelan Government). Priority countries include Antigua and Barbuda, Grenada, and St. Vincent and the Grenadines.

II. Family farming and rural territorial development is chiefly concerned with reducing rural poverty and improving food security and nutrition through rural territorial development. This is done in collaboration with decentralized governments while seeking synergies between agriculture and other social and rural development sectors. This approach takes into account territorial needs and specificities and aims to create an enabling environment for family farming while promoting rural livelihoods sustainably. In Barbados and the OECS, these projects regroup various sectors and approaches related to Natural Resource Management, Disaster Risk Management (DRM), forestry, fisheries and general rural development.

III. Agricultural and food value chain development – improving food and feed systems, is particularly relevant to Barbados and the OECS as it addresses two fundamental problems faced by Caribbean nations: limited value chain development of food and feed crops; and low utilization of domestic agricultural products. Priority countries, including Barbados, Grenada, St. Lucia and St. Vincent and the Grenadines, are expected to develop and establish sustainable food systems enabling a change in consumption patterns and greater use of national products in the diet and less reliance on imported processed food.

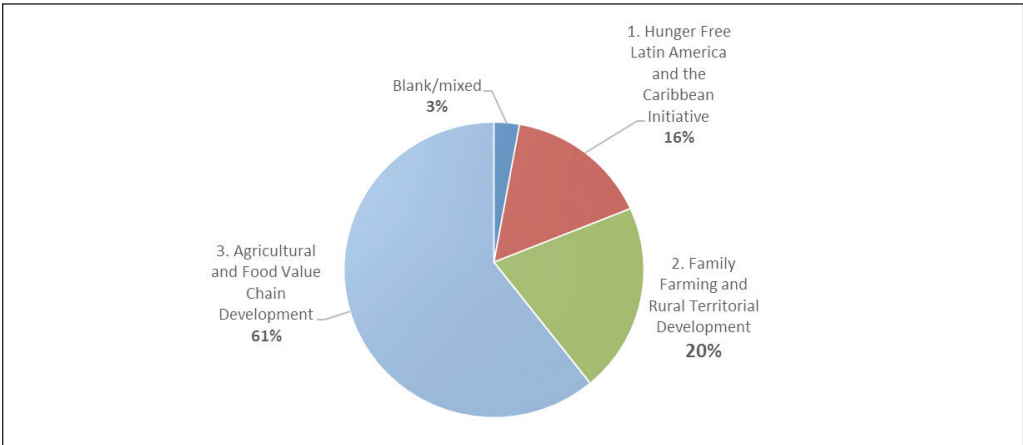


Figure 7: Mapping of current project resources to the three regional initiatives

115 In the records kept by the SLC, all projects are “tagged” or “mapped” to the Regional Initiatives, in an indicative way. This data indicates that 61 percent of project budgets are linked to Regional Initiative 3 on value chain development, 20 percent to Regional Initiative 2, and 16 percent to Regional Initiative 1 (Figure 7).

51 Priorities for FAO Activities in the Region 2014-17, Thirty-third section of the FAO Regional Conference for Latin America and the Caribbean, Santiago Chile 6-9 May 2014, Doc. LARC/14/5 Rev.1

3. Assessment of FAO's strategic positioning

3.1 Strategic relevance

Finding 1: FAO has assumed a visible, effective and respected leadership role in the region, especially in supporting the coordination of a regional response to address the decline of agricultural production and the rise of a costly food import bill in Caribbean countries.

116 As explained in the previous section, the SLC underwent significant changes during the period under review. The FAO Representative instilled a new management style and strengthened the office in terms of technical backstopping capacity. The portfolio of projects also increased substantially, especially over the 2014-2015 period.

117 In terms of strategic positioning, this "new SLC" has been more assertive and more proactive in its relations with regional and national partners. This engagement is particularly noteworthy on the related issues of nutrition and the revival of a shrinking agricultural sector. FAO has assumed a visible, effective and respected leadership role in supporting the coordination of a regional response to address the decline of agricultural production and the rise of a costly food import bill in Caribbean countries, as well as related malnutrition issues, by supporting CARICOM and the OECS and Barbados with the preparation of regional and national FNS policies and strategies.

118 In this context, FAO is seen as a champion for agriculture nationally, regionally and globally. The Rome declaration on nutrition⁵² was, for instance, cited for providing a strong rationale to reinvigorate national agriculture systems and limit the import of certain "cheap foods" that have been linked to dietary problems and non-communicable diseases. The OECS Regional Plan of Action for Agriculture is seen in the same light.

Finding 2: Overall, the programme implemented by FAO in Barbados and the OECS is aligned with national goals and priorities, and responsive to emerging country needs. However, non-agricultural issues and "twin islands" have received less attention than agriculture and the "main" islands.

119 The picture that emerges from this evaluation⁵³ is one of widespread support for FAO's efforts as a champion for the rejuvenation of the agriculture sector in the Eastern Caribbean. Most reviewed activities were very relevant in that they addressed acute and structurally important challenges in the areas of FAO's competence. In particular, the strong emphasis placed on FAO programmes in agriculture and food security is reflective of national policies, and appropriate to a context characterized by the loss of preferential markets and the need to diversify national agricultural systems.

120 And indeed the focus has very much been on agriculture. Other sectors such as fisheries or forestry received a smaller share of resources (about 20 percent in total). These sectors are typically managed in the region by a different department than the FAO National Correspondent within the Ministry of Agriculture. This may explain why the concerns of these sectors have been addressed to a lesser extent; in their dialogue with FAO, National Correspondents would naturally be inclined to promote their own sectoral priorities more than those of other sectors. Evidently, this should not detract from the fact that FAO *de facto* works in areas based on national plans and requests for the sector. Moreover, the smaller share of resources allocated to fisheries, for example, may also indicate a low priority afforded to this sector by OECS nations.

121 A similar effect is perceptible in "twin islands" states, such as St Kitts and Nevis or Antigua and Barbuda, where the "main" islands have received more attention than their "twin".

52 Second International Conference on Nutrition Rome, 19-21 November 2014 - Conference Outcome Document: Rome Declaration on Nutrition. <http://www.fao.org/3/a-ml542e.pdf>

53 A deeper analysis of programme relevance can be found in the next chapter.

This effect may be due to the fact that the FAO channel to the nation's agricultural sector is located in the "main" island, which in itself introduces a proximity bias, if not a filtering effect. It also reflects a national level bias as the smaller of the two islands complains about neglect from the national government.

3.2 Partnership and coordination

Finding 3: There is a very strong relationship with national and regional stakeholders. They appreciate the new management style, which is more hands-on and responsive than before.

122 The mission collected very positive feedback from partners, who appreciate the new management style and culture in SLC, recognized as more hands-on and accessible than before. FAO is widely considered today as much more approachable, responsive, timely and useful for OECS and Barbados than under the previous leadership, which was described as more passive.

123 This new approach is aligned with the efforts of the Secretary General to transform FAO into an organization that is more responsive to countries' needs. The "new FAO" has arrived in the Eastern Caribbean. It is admittedly in command of limited means, but trying to make the best of them. There is a particularly strong relationship between the SLC Representative and the top echelons of each Ministry of Agriculture in the sub-region (i.e. ministers, permanent secretaries and National Correspondents), who are the main links between FAO and their government.

Finding 4: The first cycle of CPFs was not generated with an inclusive stakeholder process. Efforts are currently being made to ensure that relevant stakeholders will contribute to the next CPF cycle, and to mobilize additional resources for their implementation.

124 The first round of CPFs was introduced in 2011. Given the short deadlines and lack of guidance from headquarters, the tendency in the OECS was to develop documents with solid contextual analysis and rather succinct programmatic sections. Similar to the situation with some national FNS policies, some ministries had limited involvement with CPF development. There were also occasions when the promoted regional activities did not correspond to a high priority at the national level. Development of the next cycle of CPFs is underway, and efforts are being made to ensure that relevant stakeholders will contribute more significantly.

125 It was also noted that certain CPF priorities were too specific and that a broader framework would be more useful. The rationale for this recommendation is that priority statements should be flexible and adaptable. Changes in government frequently occur at some point throughout the CPF cycle, and certain priorities will change as a result. The turnover of politically appointed staff can be high, thereby necessitating a review of past efforts and even reconsidering the scope of forward looking strategies. The evaluation team experienced this reality, as noted in the limitations section.

126 This being said, the CPFs did not restrict the countries' ability to access FAO technical assistance. Due to the difficult budgetary environment for agriculture described in previous chapters, national partners often see FAO as a lifeline for agriculture, and call upon the organization to support a large number of activities. Country requests for punctual assistance are duly monitored by the SLC and frequently addressed in a responsive manner, including through new TCP projects (Annex 4). But the means remain small and the SLC cannot respond to all country requests.

127 There was a determined and commendable effort to reach out to resource partners and non-traditional donors in a South-South framework, which led to an expansion of the portfolio beyond TCPs. However, the FAO programme remains modest in financial terms (around 18 million dollars for seven countries over five years, i.e. a total of approximately USD 500 000 per country and per year). Finding 2 on the limited attention afforded to non-agricultural issues and "twin islands" should therefore be seen in this light: the needs of the region are many but the means remain limited.

Finding 5: Regionally, FAO's relationship with CARICOM and the OECS Secretariat are strong. Its secretariat role in the WECAFC is fundamental to strengthening regional fisheries governance. FAO's partnerships with other regional development partners such as CARDI and IICA appear to vary across the island states.

- 128 FAO is well respected by other development partners, a preeminent member of the UN Country Team, and has long worked in collaboration with most regional institutions in its domain of competence. Past efforts were noted earlier, where FAO supported CARICOM to formulate, implement, and monitor regional and country level policies related to FNS.⁵⁴ The relationship with CARICOM was further strengthened through numerous initiatives and side events at CARICOM meetings. Recently, FAO started funding an agricultural policy advisor within the OECS Secretariat, as it had previously done with CARICOM.
- 129 FAO's role in the Western Central Atlantic Fishery Commission (WECAFC) is more central. FAO acts as the Secretariat of this commission, which plays a central role in supporting the governance of the region's fisheries resources. Currently, most states allow open access to their fisheries, meaning that fishing is not restricted. Although the fisheries technicians interviewed recognized that regulating access to these resources is critical to sustainable management, the political will to affect such regulation appears to be lacking, and there is no agreement among the countries for regulating the region's fisheries resources.⁵⁵ At the moment, overfishing may not necessarily be a strongly felt issue for OECS countries, but over the long-term, continued open access to these resources will likely lead to overfishing and severe resource depletion,⁵⁶ resulting in reduced harvest levels and decreasing export earnings.⁵⁷
- 130 The general objective of WECAFC is to promote the effective conservation, management and development of the living marine resources within the Commission's areas of competence, in accordance with the FAO Code of Conduct for Responsible Fisheries, and to address common problems of fisheries management and development faced by members of the Commission.
- 131 FAO has been trying to assist WECAFC's evolution into a more effective regulatory body. It recently conducted a Performance Review of WECAFC; facilitated the adoption of the WECAFC Strategic Plan 2014–2020; helped formulate the 2014-2015 Programme of Work; maintained the seven joint Working Groups and established three new Working Groups; helped with the adoption of the revised Rules of Procedures; and presented options for the strategic reorientation of the Commission. No decision has yet been taken on a change in mandate that would make WECAFC a more potent Regional Fisheries Management Organization (RFMO), but this evolution seems highly desirable and the efforts of FAO are well-placed.
- 132 At the regional level, coordination between CARDI,⁵⁸ IICA⁵⁹ and FAO has improved. The three agencies are members of the CARICOM Cluster of Agricultural Institutes that

54 FAO-OED (2012) Promoting CARICOM/CARIFORUM Food Security: Phase II"- GTFS/RLA/141/ITA, page 7.

55 Note that WECAFC is not the only Caribbean Regional Fisheries Management Organization (RFMO) involved in this issue. The Caribbean Regional Fisheries Mechanism (CRFM) established by CARICOM in 2003 is also very active, as well as other agencies and RFMOs such as the International Commission for the Conservation of Atlantic Tunas (ICCAT).

56 It is recognized that there is regulated fishing in Antigua and Barbuda, as they are currently implementing National Plans of Action to combat illegal, unreported and unregulated (IUU) fishing. The Caribbean Regional Fisheries Mechanism (CRFM) Secretariat (2013) Regional Strategy On Monitoring, Control And Surveillance To Combat IUU Fishing In The CARICOM/CARIFORUM Region. CRFM Technical and Advisory Document Series Number 2013 / 11 Volume 1, page 14.

57 Gordon, R. (2013) CRFM Secretariat and the Caribbean Network of Fisherfolk Organisation (CNFO). Implementing CARICOM's Common Fisheries Policy: Increasing Countries' Economic and Social Benefits, Policy Brief, Number 2, page 2.

58 CARDI provides for the research and development needs of the agriculture of the region as identified in national plans and policies to the agricultural sector of CARICOM Member States.

59 IICA provides CARICOM Member States with technical cooperation services, a main part of which seeks to foster competitive agribusiness development at the regional and national levels.

meets monthly since its creation in early 2014,⁶⁰ and reviews plans to reduce duplication and develop synergies. At the national level, FAO has variable levels of interaction with CARDI and IICA in the targeted countries, ranging from limited to medium. In some islands CARDI is conducting research for FAO on different cassava varieties. Efforts have been made recently to cooperate with IICA (e.g. on the small ruminant project and on resilience work in response to the "Christmas Rains" in 2013 in St. Vincent and the Grenadines and St. Lucia). In Antigua, FAO and IICA collaborated on the use of worm composting boxes in select schools and backyard and community gardens. These examples are not meant to be exhaustive, but rather to illustrate the point that FAO's partnerships with CARDI and IICA varied in intensity from one country to the next.

- 133 However, there is still scope for broader cooperation between IICA and FAO. For instance, IICA is the Executing Agency for the Caribbean part of the EU-funded Agricultural Policy Programme, which has allotted significant resources to the development of regional agricultural development policies and strategies, agronomic research, and support to new value chains. IICA has not sought FAO's collaboration on this significant programme, in spite of the numerous topical overlaps with the work of FAO in the region.⁶¹ There is almost no coordination with the Taiwanese bilateral missions investing in agriculture in some of the OECS countries. This lack of coordination is difficult to overcome and adds to the duplication of similar activities, notably in the area of agricultural policy, and results in straining the capacities of ministerial teams even further in their attempt to follow up on numerous scattered activities.

Finding 6: The relationship with the private sector, farmer organizations and community groups is not strong enough to produce a lasting impact.

- 134 FAO's Medium Term Plan 2014-17 stresses the need to work with civil society and the private sector.⁶² Field evidence highlights a need to enhance partnerships with the private sector in the promotion of new value chains to ensure their sustainability.
- 135 FAO's relationship with farmer organizations also appears weaker than with governments. Overall, the SLC has not been as effective as it needed to be at cooperating with farmer organizations, and these attempts have been met with slow progress so far (e.g. the Food Zone project in Barbados).
- 136 Decision makers in Ministries of Agriculture typically support the creation and strengthening of new producer organizations as one of the most promising avenues to revive the sector. There is definitely a need to structure agricultural sectors that are characterized by very small land ownership, in order to reach economies of scale in produce commercialization. Farmer organizations could also serve as a channel through which extension could be more effectively provided. However, these institutions are often small, new and not always cohesive, and their willingness to work with government units has clear limits. For example, in Barbados it took months of discussions to map the St George Cooperative and establish a crop implementation plan. It remains to be seen if the Cooperative will be able to deliver what the project expects.⁶³ In Dominica, it took years of patient support from FAO for one such farmer association to begin to develop a profitable pineapple production and value chain.

60 The CARICOM Cluster of Agricultural Institutes comprises CARDI as Chair, the CARICOM Secretariat, CABA, CaFAN, CARPHA, CCCCC, CDB, CDEMA, CIMH, CRFM, CXC, IICA, IMPACS, FAO, the OECS Secretariat, UWI, and the University of Guyana.

61 The Intra-ACP Agricultural Policy Programme is a technical cooperation framework focusing on two regions: the Caribbean and the Pacific, and funded under the 10th European Development Fund (EDF). The programme supports the reduction and eradication of poverty in the African, Caribbean and Pacific (ACP) countries through sustainable development and successful integration of enterprises in these economies into national, regional and, where appropriate, global markets. IICA is the Executing Agency for the Caribbean part of the Agricultural Policy Programme, which combines three components on: 1) regional agricultural development policies and strategies; 2) applied agricultural production and processing research and technologies; and 3) agricultural enterprise development through market linkages. The programme is due to terminate in December 2016.

62 FAO (2015) C 2015/3 (2015) The Director-General's Medium Term Plan 2014-17 (reviewed) and Programme of Work and Budget 2016-17 from the Thirty-ninth Session of the Conference 6 – 13 June 2015, paragraph 61.

63 The Food Zone Project aims to connect producers with schools, hospitals and other Government institutions.

3.3 Normative values

Finding 7: Gender and youth are insufficiently mainstreamed into FAO programmes, lacking conceptual integration in programme documents. FAO staff also note that they have limited time to dedicate to this important work, and lack the training and tools to carry it out.

- 137 The FAO *Policy on Gender Equality: Attaining Food Security Goals in Agriculture and Rural Development*, adopted in 2013, outlines the steps that ought to be taken to achieve gender equality in all of its technical work.⁶⁴ This implies that, at the organizational level, equity and gender equality (as a human right), should be mainstreamed throughout all programmes falling under the SOs.
- 138 However, the conceptual integration of these cross-cutting issues is absent in most of the reviewed documents, and FAO staff reflections reveal that major challenges exist and that more work is needed. A review of all seven CPFs revealed that with the exception of Grenada there is very limited use of gender analysis. Programme resources dedicated to this area are minimal, with the exception of a recent project on Youth In Agriculture, and the engendering of census and statistics data (e.g. in St. Lucia).
- 139 The function of the SLC gender focal point is currently covered by the Plant Production and Plant Protection Officer. She has very little time available to effectively carry out this function. What should be an important aspect of her work is treated perforce as a mere add-on responsibility. Other challenges mentioned were: (i) the lack of skills and training to perform a gender analysis on the value chain; (ii) the lack of disaggregated data required to conduct a quality analysis;⁶⁵ and (iii) securing buy-in at the country level to collect data on UN-related issues (e.g. gender and vulnerable groups) requires convincing government actors that do not necessarily agree this is a priority issue. The language issue (Spanish vs English) makes FAO regional gender resources harder to use as well.
- 140 One explanation for the observed inattention to gender equality is that stakeholders interviewed perceive that gender equality is already present. In the English speaking Caribbean, women are pursuing higher education more often than men. Male underachievement in education results in the view by some governments that men are being marginalized.⁶⁶ Beyond education, women are preeminent in farming units, values chains and public service, but are still disadvantaged in the labor market, access to resources, and political representation.
- 141 This raises the issue of whether youth – specifically the current exodus of Caribbean youth from agriculture – is not a more pressing issue than gender. Youth have been leaving the agriculture sector, attracted by better wages and working conditions in construction, tourism or other sectors. The average age of farmers in the Caribbean is 55 years,⁶⁷ and if young farmers do not replace the ageing producers of today, the production of food within the region will be seriously compromised in the next 10-15 years.⁶⁸ The absence of agriculture from the primary and secondary curriculum has been identified as an important factor. In St. Lucia for instance, interviewed school principals mentioned that until the early 2000s, the primary school curriculum used to include exposure to agriculture for those pupils not graduating to secondary school. This was clearly meant to prepare them to work in agriculture. A reform towards universal secondary education de-emphasized this part of the curriculum. The FAO project supporting school gardening is seen as filling this gap in the short-term, but a longer term strategy is needed.

64 FAO (2013) Policy on Gender Equality Attaining Food Security Goals in Agriculture and Rural Development, page 2. Sourced at: http://www.fao.org/fileadmin/templates/gender/docs/FAO_FinalGender_Policy_2012.pdf

65 FAO (2012) Committee on World Food Security. FAO Regional Conference for Latin America and the Caribbean. Thirty-Second Session Buenos Aires, Argentina, 26-30 March 2012 Global Strategic Framework For Food Security and Nutrition Draft One, page 17.

66 See for instance: Plan of Action for 2005: Framework for Mainstreaming Gender into Key CARICOM Programmes, CARICOM Secretariat, 2003.

67 CARICOM: Youth in Agriculture - Challenges and Opportunities, by Ms Valerie Lalji, undated.

68 The SLC launched in September 2015 a Youth and Agriculture project for US\$2.1 million funded by IFAD directed at addressing these needs.

3.4 Use of FAO comparative advantage

Finding 8: FAO's comparative advantage in different technical areas is positively recognized. Notable examples include the use of an inclusive approach to develop a programme strategy for upgrading value chains in multiple countries, and FAO's reputation as a centre of excellence on plant and animal health.

- 142 A clear strength of FAO in the sub-region is the quality of its technical advisors in the SLC. This is recognized by most actors. Some UN agencies are using the SLC experts in their own programmes (e.g. UN Women). The SLC advisors have also been very responsive to countries' requests, and they have produced technical notes on a variety of regionally important issues (e.g. the food bill issue).
- 143 In every island, interviewed government stakeholders expressed strong satisfaction with FAO's technical support, and in particular, appreciated FAO's knowledge about FNS, pest and disease management, livestock, and information systems development. The results in each of these areas are further elaborated in this report. As one example, FAO's expertise is very much respected in plant health and animal health. FAO's role as secretary of the IPPC gives it further clout in this area, as well as its capacity to source the best worldwide experts on specific pests (e.g. on red palm mite). In addition, FAO is a partner agency in the Caribbean Plant Health Directors' Forum, formally recognized by CARICOM and COTED as the body providing technical guidance on plant health related issues at the regional level. In animal health, FAO has supported the Caribbean Veterinary Network, a network of veterinary professionals in the sub-region that plays an important role in training, capacity building and disseminating information and advice.⁶⁹ Respected international and regional experts and organizations were also engaged for the preparation of training materials or business plans for new national value chains.⁷⁰

3.5 Coherence and synergies

Finding 9: There is a fair degree of conceptual coherence at the programme level. However, the overall size of the programme has been growing, straining the systems through which FAO operates in the region and resulting in insufficient follow-up and limited continuity during implementation.

- 144 FAO appears to have focused its activities on areas that would likely lead to concrete results. Each individual activity is generally well chosen and relevant. There is also a fair degree of conceptual coherence at the programme level, in terms of its goals, its strong focus on support to FNS, and the way the programme is described in the CPFs, and understood by partners.
- 145 The situation is less cohesive in terms of delivery channels and in the day-to-day practice of programme implementation and monitoring. The delivery systems used by FAO in the OECS place a significant administrative and planning burden on the shoulders of the National Correspondents. These are small islands with small ministries, which naturally have a limited absorption capacity. The National Correspondent already has a specific job within the country's Ministry of Agriculture. Moreover, it was noted that, (s)he is theoretically to spend only 10 percent of his or her time liaising with FAO. In reality, the amount of time dedicated to this function is considerably higher than 10 percent. The volume of activity has increased and the system of National Correspondents is currently experiencing growing pains.
- 146 The advantages of this system should also be highlighted. The National Correspondent system makes it extremely easy for the government to contact FAO to obtain assistance

69 The Caribbean Veterinary Network (www.caribvet.net) is a formal collaborative network involving veterinary services, laboratories, research institutes, and regional/international organizations to improve animal and veterinary public health in all the countries and/or territories of the Caribbean. The network receives funding and support for its activities and programmes from CIRAD, the USDA, IICA, PAHO and the FAO. It is recognized by CARICOM as the main regional organization that coordinates animal health programmes. It celebrated 10 years of existence this year.

70 Ibid., pages 15-20.

and implement activities; likewise, it provides FAO a dedicated entry point in each Ministry of Agriculture in the OECS. The NC also facilitates liaisons with other partners at the country level. However, the duplication of similar activities undertaken by different development partners (EU, IICA, FAO, bilateral agencies) is stretching the limited capacities of ministerial teams even further in their attempt to follow up on numerous scattered activities.

- 147 The capacity of FAO SLC advisers is not infinite either. SLC staff noted that their time is shared between the analysis and response to specific requests initiated by governments; the promotion and management of regional programmes and initiatives; and, given the limited resources available, writing proposals in order to mobilize resources. Like National Correspondents, they have many things to do.
- 148 Given this situation, it is understandable that there was limited follow up action after many of the activities reviewed in this report. This issue is particularly noticeable in plant health, but affects to different degrees the entire portfolio. FAO's assistance is often allocated on a short-term basis, with limited capacity to build upon past experiences. TCPs, on which the SLC often relies, are typically small and brief.
- 149 The issue therefore is not a lack of coherence among the numerous activities undertaken at any given time. Activities concerning different sectors and partners do not necessarily need to be tightly coordinated with one another. Rather, the issue raised here concerns a lack of continuity and perseverance in implementation and follow-up over time. The analysis of the present report sustains the idea that continuity of engagement is one of the keys to success in the Caribbean.
- 150 The "burden of continuity" should of course not be unfairly placed on FAO alone. This speaks to sustainability issues which must also be addressed at the national level, through better coordination with partners.

4. Assessment of FAO's contributions

151 The present chapter presents findings on the relevance, impact and effectiveness of FAO's contributions to: (i) Food Security and Nutrition; (ii) value chains; (iii) information systems development; (iv) Sanitary and Phytosanitary measures (SPS), animal and plant health; (v) fisheries and forestry; and (6) DRM and emergency response.

4.1 Food and nutrition security

Finding 1: FAO's support to the development or amendment of policies to promote food and nutrition security is evidently relevant to the Eastern Caribbean context. However, there appear to be variations in the completion of FNS policy formulation and subsequent implementation throughout the OECS and Barbados.

152 As explained above, the region is in search of a new model where agriculture would be less oriented towards exports and the food consumed by the island nations would be more homegrown. The rise in obesity and NCDs owing to poor nutrition and the excessive reliance on imported processed foods in Caribbean diets, the food price crisis of 2007-2008, and the loss of preferential export markets since the early 2000's are powerful incentives to connect Caribbean food producers with Caribbean food consumers.

153 FAO has consistently supported the development or amendment of policies to promote food and nutrition security, within CARICOM and OECS as well as in all countries of the sub-region. As is often the case, the groundwork was laid out by the previous management team. Early in the evaluated period (in 2010-2011) FAO supported the CARICOM Secretariat in its efforts to highlight the issue of food security in the Caribbean, helping conduct national consultations in eight countries with participation of a wide array of ministries and civil society actors; financing a Food Security Policy Advisor within the Secretariat; and ultimately helping CARICOM develop and approve its RFNSP. When endorsing the CARICOM Regional Food and Nutrition Security Policy in its Thirty-Fourth Special Meeting held in Grenada on 22 October 2010,⁷¹ the CARICOM Council for Trade and Economic Development (COTED) commended FAO's support and commitment to the issue of FNS in the region.

154 The aim of the 2010 CARICOM RFNSP was to "constitute an important input to guide Member States in their efforts to develop actionable national level Food and Nutrition Security plans"⁷², through a process of delineation of the FNS agenda at the OECS and national levels. FAO supported this process throughout the region. The OECS revised its Regional Plan of Action for Agriculture in 2012 to align it to the CARICOM RFNSP, and in the years that followed the nations of the region either developed country level food and nutrition policies, or revised earlier ones to reflect the RFNSP in their national policy framework.

155 The degree to which these FNS policies and action plans were endorsed and implemented depended on the extent of national ownership. Some of the policies were developed a bit hastily by an FAO consultant without sufficient national involvement. Field visits uncovered that not all of the FNS policies are complete. Specifically, the FNS policies for Antigua and Barbuda, Barbados, Grenada, and St. Lucia were completed and adopted. In Dominica, a FNS policy was developed in 2013, but stakeholders reported that a pronouncement of its official adoption is still pending. In Barbados, the action plan was only recently finalized (2013-2014), and its implementation still pending. For St. Vincent and the Grenadines and St. Kitts and Nevis, two different consultants were provided in 2013 to support the preparation of a draft policy document, which is currently being reviewed.

71 Regional Food and Nutrition Security Action PLAN (RFNSAP), CARICOM, 15 October 2011.

72 FAO-OED (2012) Promoting CARICOM/CARIFORUM Food Security: Phase II"- GTFS/RLA/141/ITA, page 7.

Finding 2: Many of the countries covered by this evaluation have made valuable efforts, with FAO support, to update and publish their dietary guidelines, improve school meals, pilot school gardening, and link smallholder farmers to primary or secondary schools. The support to school feeding programmes is particularly promising.

- 156 The support for school feeding is relatively new for FAO, and highly relevant. In most countries, there are national school feeding programmes already in place, but these have been defunded and require reform and reorientation in order to serve healthier food. WFP withdrew its support to national school feeding programmes in the early 2000s, leaving a gap which FAO could and is trying to fill, at least partially.
- 157 The most robust engagement has been in Antigua,⁷³ where the strengthening of the School Meals Program, especially the preparation of nutritious meals using local products is one of the key successes. The School Meals Program operates in 20 schools, and FAO is working with the government to expand it. FAO supported the Antigua School Meals Center which delivers meals to all primary schools on the island with tangible tools such as a truck used to transport meals to the 26 schools.⁷⁴ Another important dimension of the programme that helped in maintaining and strengthening relevance throughout implementation is the establishment and operationalization of an Intersectoral Technical Management Advisory Committee to improve governance and coordination among all concerned sectors (e.g. education, health and agriculture). The Technical Management Advisory Committee has been replicated in other countries as a standard feature of the ZHC.
- 158 In St Lucia, FAO is supporting two primary schools to establish or expand their school gardens, but the assistance was only being planned at the time of the evaluation, and not yet implemented. Furthermore, FAO supported the recruitment of a regional nutritionist who provided training to help cooks calculate the quantities of food needed for meals in order to avoid over purchasing or waste, and to encourage the use of local vegetables. In Dominica, FAO supported the review of national dietary guidelines. Although the recruitment of a nutritionist in Grenada and St. Vincent and the Grenadines is still in progress, similar results in terms of training school cooks were expected.

4.2 Food and feed systems – value chains

Finding 3: FAO contributions to various value chains appear relevant and have achieved some success, but are not sufficiently market-oriented. The dynamism of the partners themselves, as well as the profitability of the selected value chains, are key success factors.

- 159 Over the period covered by the evaluation, FAO implemented numerous interventions aimed at developing non-traditional crops and value chains. This once again corresponds to a strong regional priority. The various Ministries of Agriculture met by the mission all have taken on the challenge to support more diversified value chains in agriculture, with a view to increase food exports, reduce the regional food import bill, and improve nutrition. Hence the widespread support for developing new value chains, improving the small livestock sector, and linking producer organizations to supermarkets and the tourism/hospitality sector. The region is in search of a new model for its agricultural sector, a model which would be less dependent on international trade and more self-reliant.
- 160 FAO has made good progress toward outcomes on a limited number of commodities and value chains. The best example of (still tentative) success is perhaps the work on pineapple in Dominica, already described in the previous chapter. As a result of FAO's support, NIPA increased their level of production and expanded the membership base from 10 to 70 members, although the core membership has now leveled off to roughly 25-30 members. A cadre of trained pineapple farmers was formed, thanks in part to FAO's support. Interestingly, the original intent of this intervention was to link the association with an agro-producer (Bello) and produce juice. This idea did not materialize, but other

73 Having a ZHC Coordinator located in Antigua significantly accelerated progress there.

74 Barbuda is still not receiving any food programme in all schools due to lack of funding.

opportunities have: a group from Martinique making pineapple sparkling wine has contacted them to procure pineapple mash. This intervention therefore appears well poised to achieve a lasting impact, the key success factors being the dynamism of the association itself, as well as the profitability of the selected value chain.

- 161 Similarly in Grenada, the North East Farmers' Association (NEFO) has benefitted from much training and assistance from FAO over the years. Field demonstrations introduced Association members to new planting and handling techniques for various root crops that resulted in improved productivity, leading to increases in income of between 10 and 50 percent. Association members also benefited from an FAO sponsored workshop in Dominica on the use of alternative pesticides and integrated pest management. The Association is a member of the Caribbean Farmers Network (CaFAN), and consequently its members are active participants in regional farmer training workshops.
- 162 The dynamism of these two farmer organizations contrasts with the situation in Barbados, where FAO's programme support aimed to involve all actors related to onions, including input suppliers of seeds, the Barbados Agricultural Development and Marketing Corporation and Ministry of Agriculture extension personnel. An onion value chain market scoping, value chain analysis, and upgrade strategy and action plan were completed along with a training course on onion production and drying. However, a few years after these activities it is still not possible to identify any impact of this FAO support. This being said, FAO's support to value chain development in Barbados and the OECS is sometimes too recent to have achieved an impact. This applies in particular to FAO's support to the small ruminants sectors, as well as to the cassava value chain.
- 163 Similarly, FAO's support to the breadfruit and breadnut value chain in St Kitts and Nevis did not yet achieve an impact due to the lack of an agro-processing facility equipped with the necessary machinery. Stakeholder interviews indicate that while the breadfruit Value Chain Committee meets regularly, the participation from relevant stakeholders is not consistent. Similar observations were made from a previous OED evaluation report from 2011, noting that "the representation of various key actors on the VCCCs appear uneven"; "the level of VC commitment and knowledge (especially among farmers) seemed low"; and the level of economic development of some producer groups is still limited. Moreover, the role of public sector actors seems in some instances undefined."⁷⁵
- 164 FAO support to the small ruminant value chain is relevant to the broad needs of the underdeveloped livestock sector. The focus on small ruminants as opposed to cattle is likely to benefit smallholder farmers the most. FAO's efforts in livestock development used to focus mainly on animal health, and have expanded lately to include artificial insemination (AI), research on alternative forage, and the use of the FFS approach to train livestock farmers in Grenada and St. Vincent and the Grenadines. A new project funded by IBSA is also to start soon in St. Lucia, and will help refurbish the Beauséjour livestock research station, and will also include training to farmers and strengthening farmer organizations. Each of these areas of work is relevant. AI, for instance, is in high demand due to the need to improve the genetic characteristics of livestock while at the same time avoiding the costly importation of live animals, e.g. sires, which could potentially spread new diseases and invasive parasitic species in the Eastern Caribbean island nations. Likewise, the FFS is a good fit for these small island states and FAO has significant *savoir faire*.
- 165 Generally speaking, insufficient attention has been paid to market issues, as compared with the attention devoted to production. For instance, much technical training has been availed to farmers involved in various value chains, but limited attention has been paid to business aspects in these trainings. Another example is offered by the cassava value chain. There is some degree of support for the idea of processing cassava mash and flour for bakery products as a way to replace a percentage of the imported wheat flour and thus reduce the food import bill. Stakeholders' response to the idea of a composite bread appears very positive, particularly in St. Lucia and Barbados. But the price difference between cassava flour and wheat flour appears difficult to overcome in the short-term. Data from Barbados, Grenada, and St. Lucia confirms that the prices for cassava flour (ECD 9 per pound) does not

75 Kelly, C. (2014) Progress Report No. 2 for project "Commercialization of Breadfruit and Breadnut Value Chain for Improved Employment and Food Security in St. Kitts and Nevis", (TCP/STK/3402), page 7; and FAO-OED (2012) Promoting CARICOM/CARIFORUM Food Security: Phase II" - GTFS/RLA/141/ITA, page 20.

yet compete against the prices for wheat flour (ECD 2.50 per pound). The production and use of the cassava mash instead of dried flour eliminates the need for drying the product and is for this reason more competitive, but it is still in its very early stages.

166 The private sector is cautious about the prospect for a large market. Cassava is a traditional crop but the cassava value chain is fragmented. The majority of the farmers involved are small scale actors, having holdings of ten acres or less and working part-time on rainfed land, with limited access to production inputs and technical backstopping. These factors limit the supply of fresh produce to the market, as well as its predictability. In Grenada, a farmer association called NEFO reported temporarily producing cassava but deciding not to continue due to the crop's fluctuating and unfavourable selling price. The evaluation team concluded that the local market for cassava-based bakery products would probably remain small in the short-term. The large and well-structured market for wheat bread and wheat-based bakery products can make room for specific cassava-based products but it is not likely to make systematic use of composite cassava-wheat products any time soon.⁷⁶ FAO, regional and national organizations recognize this and are working to increase productivity, especially behind the farm gate.

167 Beside bread, there are also traditional cassava products which might offer good development opportunities, notably Cassava *farine* which could possibly find an international market among the Caribbean diaspora, or as a gluten-free porridge. Finally, other root crops such as sweet potatoes, arrowroot and dasheen are produced and consumed in higher quantities than Cassava on some islands, such as St. Lucia (Figure 8) or Barbados.

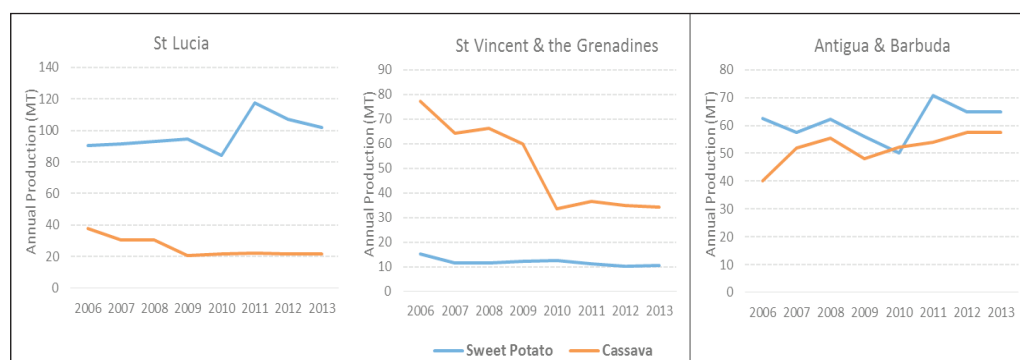


Figure 8: Cassava and sweet potato in St Vincent, St Lucia and Antigua and Barbuda

4.3 Agriculture censuses and information systems

Finding 4: The support offered by FAO to agriculture census and Market Information Systems (MIS) is highly relevant as a way to link up producers, retailers and consumers.

168 Agricultural statistics are generally underdeveloped in the region, constraining local marketing efforts and contributing to a situation where the share of the agricultural sector in the GDP is probably underestimated. As such, the support offered by FAO to agriculture censuses and MIS is relevant as a way to promote the importance of the sector within governments. The relevance of this work on agricultural data also stems from the need to link up national and regional markets through better information on what Caribbean markets can produce and absorb, and where.

169 In St. Lucia, Grenada, and Antigua and Barbuda, FAO provided technical assistance for conducting an agricultural census, supporting survey and methodology development, and helping to train enumerators.⁷⁷ In St. Lucia, four thematic studies were later issued by FAO advisors based on

⁷⁶ There is limited evidence in order to elaborate on primary (peel and freeze) and secondary (fries or cubes for salad) cassava products, and so this discussion was omitted from the report.

⁷⁷ Dominica is currently implementing its own agricultural census with parallel support from the EU, using a regional expert trained by FAO.

the census data, on gender, crop development, livestock, and labor and machinery. Annual agricultural reviews also benefited from FAO's assistance. The agricultural census results in Grenada have been analyzed and the census results were published. FAO's support to carry out this project was perceived as relevant to technical-level decision-making processes. It had been 17 years since the last census.

Finding 5: Little impact has been achieved in using the newly collected census and MIS agricultural data. In some countries, the data tends to remain within the control of the Ministry of Agriculture and is insufficiently shared with economic actors and customers. Other countries in the region have managed to use their agricultural information systems to a greater extent.

- 170 A successful value chain is a well-informed value chain. However, across the countries visited, little impact has been achieved in terms of using the newly collected agricultural data in decision making. The data often remains within the control of the Ministry of Agriculture and is insufficiently shared to economic actors and customers. Even within ministries, it was mentioned that politicians and technicians tend to base their decisions on what they see with their own eyes, rather than on information systems and surveys which they might not necessarily trust. Moreover, there are challenges in terms of collecting reliable and timely information, and releasing it to market actors.
- 171 Field evidence revealed weaknesses in developing databases for market information in Barbados and St. Vincent and the Grenadines. Ideally, the systems would produce regular and timely reports for different consumers (government, farmers and business owners) so as to help them draw future plans. In St. Vincent and the Grenadines, where FAO provided support to develop a national MIS system, officials in the Ministry indicated that the use of this information to make evidence-based decisions within the Ministry remains limited. Lack of proper training to collate and manipulate data to support evidence-based decision-making was identified as a possible barrier. Moreover, the information that is available within the system was not widely disseminated or easily accessible to ministry officials or the general public. It is only accessed by determined students or a few private sector companies.
- 172 In Barbados, the Barbados Agricultural Development and Marketing Corporation has asked for the development of a new MIS to help them reach out to food producers. However, the system developed by FAO is not yet operational.
- 173 Given the challenges with integrating information into cohesive and useful systems in Barbados, St. Lucia, and St. Vincent and the Grenadines, FAO may consider drawing on the best practices from two successful cases in the region, Guyana and Trinidad and Tobago. Notably, the National Agricultural Market Information System developed by the National Agricultural Marketing and Development Corporation in Trinidad, and the Market Information System through the New Guyana Marketing Corporation have exceptional track records in terms of products and services delivered.

4.4 SPS, animal and plant health

Finding 6: While SPS and plant health do not feature prominently in the CPFs of the sub-region and represent a small portion of the FAO portfolios in the targeted countries, they are accorded a high priority by national partners in the sub-region.

- 174 While transboundary pest and disease programmes appear to have received limited funding, representing only about 2 percent of the total programme portfolio, they are perceived as very important by national partners. FAO/SLC received many requests in the areas of plant health (e.g. to control new emerging pests and invasive species such as Black Sigatoka and citrus greening) and food safety (e.g. to improve processing, food traceability and recall legislation).
- 175 Demand in these domains is fueled in part by the hope of recovering export markets in Europe and the US, but also to a large extent linked to the steady growth of regional

agricultural trade between CARICOM members. This form of trade brings its own challenges: it is often done with very small vessels on which SPS issues are hard to control. Given the large number of ports and islands, transferal of invasive species represent a heightened risk. In this context, there is a need to strengthen quarantine and food safety systems on all islands. A good food safety record is also a prerequisite to sell agricultural produce and meat to the tourism industry.

- 176 The particular threats being addressed and the levels of engagement vary across countries. Interventions in Antigua and Barbuda pertained to the Food Safety Act and the inclusion of components on traceability, which reportedly enabled the country to satisfy its obligations to the World Health Organization (WHO) with respect to the International Health Regulations. Interviews suggested that the enactment of a revised Food Safety Act, which FAO helped to develop, will take place before the end of 2015. Similarly, in Barbados, FAO provided technical assistance to develop a Plant Quarantine Procedures Manual⁷⁸ and to equip a new quarantine building. Data from government stakeholders suggests that while this input is appreciated, it has not been sufficiently institutionalized. In Grenada, FAO supported the Grenada National Bureau of Standards with equipment that was used as a nucleus for the food chemistry laboratory and currently serves as the only regulatory laboratory in Grenada. Finally, FAO's support in the livestock sector includes recent efforts toward the deployment of SPS measures in newly-built abattoirs in St. Lucia and Grenada.
- 177 FAO's support appears very relevant in view of this high demand. It is also consistent with regional priorities⁷⁹. The organization is highly regarded in this domain, as the secretariat to the IPPC and the best channel to access specialized expertise on particular diseases and pests.

Finding 7: The degree to which FAO's advice on plant and animal health was applied in each case depended on the market prospects attached to the commodity in question.

- 178 Dominica's experience is one of the most positive ones. It built upon its earlier efforts to address Tristeza, a disease affecting citrus, which resulted in the creation of a national surveillance system. The ministry also recalled that FAO helped to design a citrus stem-cell multiplication facility in 2008, which was built and later expanded with EU funding. This context created a strengthened capacity to address citrus greening diseases. When citrus greening became a threat, FAO accessed specialised technical assistance on the matter and provided a series of advice. The Government of the Commonwealth of Dominica took the issue very seriously and thanks to a shoot-tip grafting facility, was able to provide non-affected saplings in replacement of the destroyed affected trees.⁸⁰ The disease was successfully eradicated from one area, Point Michel, but still exists in other parts of the island. In St. Vincent and the Grenadines, the Government undertook the following strategies to manage HLB: (i) the introduction of 20 000 natural predators (Tamarexia); (ii) the removal of the affected areas on the trees; (iii) setting up disease-free nurseries to provide germplasm; and (iv) capacity strengthening for farmers to manage their trees with composting and enriched soil. In these cases, the capacity strengthening enhanced the ability to institutionalize the management of pests.
- 179 As should be expected, some other cases were less successful. For instance, Grenada had already stopped exporting bananas before becoming affected by Black Sigatoka, and after FAO's interventions in 2012 opted to forgo its remaining banana sector rather than attempt to implement the IPM management plan. This decision was made because the necessary resources (human and financial) for a comprehensive management plan were not available.⁸¹

78 Plant Quarantine Procedures Manual for the Plant Quarantine Unit, FAO/Barbados Ministry of Agriculture, 2014, available at: <http://www.agriculture.gov.bb/agri/images/Barbados-Manual-WEB.pdf>

79 The CARICOM Regional Food and Nutrition Security Policy (2010) mentions the "adoption and incorporation of international food grading and product standards, food safety and agricultural health standards into national law and regional agreements." Final Draft, page 5.

80 There is no cure to the disease. Hence the importance of the multiplication facility as a tool to control this and similar citrus diseases.

81 The advice was to cut down and destroy all banana trees affected by the disease in abandoned plots as these were the main source of infestation.

- 180 In the area of animal health, the regional programme for the eradication of the African Bont tick was mentioned in St. Kitts and Nevis as quite effective. This programme included tagging the animals in color coded tags according to each district. For two years, there was surveillance (monitoring and treating), where the farmers applied a medicine (Bayticol) to manage the *Amblyomma Variegatum* tick. However, a culmination of factors led to the resurfacing of the tick infestation⁸² (e.g. farmers were not purchasing the necessary medicine). With support from FAO, the government of St. Kitts and Nevis, the tick infestation was managed with surveillance and, as part of the strategy, selling Bayticol at a subsidized price of ECD 50. This programme of selling at a subsidized price has been institutionalized through a financial provision within the national budget.
- 181 In the countries visited, a lack of follow-up for FAO's support on phytosanitary issues is generally noted. Countries often request urgent advice to control new pests and diseases in a "firefighting" mode, and FAO responds with an often adequate but one-off technical input. The technical assistance in this area is not built upon and aggregated, making it difficult to achieve a lasting impact. Whereas the case of citrus greening in Dominica highlights the importance of building capacities in pest management over the long-term, FAO has lacked a consistent strategy to address plant health in the region and monitor emerging and more traditional threats. This issue is progressively being addressed through the Caribbean Plant Health Directors' Forum as well as CAHFSA, both of which FAO supports.

4.5 Fisheries and forestry management

Finding 8: Although FAO-supported fisheries activities remain of limited scope as compared with opportunities and needs, they already show some promising results. The involvement in forest management is even smaller.

- 182 Fisheries is an important sector in the region, and many coastal communities depend on income and food from fisheries. With the exception of Barbados, Grenada, and St. Kitts and Nevis, the fisheries sectors in the targeted countries are primarily small in scale. The sector is likely to be affected by climate change – through coral reef depletion, other habitat change, and changes in fish stocks – and by disasters, such as hurricanes which frequently affect the industry and surrounding communities. FAO's support, however, is limited to its secretariat role within WECAFC; capacity strengthening; policy formulation; and some value chain upgrading.
- 183 As explained earlier, FAO and its WECAFC Secretariat have been facilitating the ongoing transition of WECAFC from a Regional Fishery Body with only advisory functions to a Regional Fisheries Management Organization (RFMO) with a fisheries management mandate. The transformation of WECAFC appears desirable in view of the state of regional fisheries, and the countries see clearly the value of having an RFMO in the region. However, there are also concerns over the related costs from some OECS nations (which are contributing already to CRFM), and whether they will have voting rights as sovereign states or CRFM would represent them. Further consultations at all levels, national and regional, are ongoing to address these concerns.
- 184 At a more downstream level, FAO's support for the promotion of aquaponics in Antigua was limited but useful, enabling a private sector operator to establish a training center to train fifteen small scale farmers from Antigua as well as people from other islands. Similarly, in the capture fisheries sector FAO TCP support under the ZHC built capacity among 77 persons (including 53 poor unemployed women and 24 unemployed youth) in fishing for food security purposes, fish processing, fishing boat repair and operating a fish fry. Many of the trained persons found employment in these areas over the course of the project.
- 185 In St. Kitts and Nevis, FAO built the capacity of fisherfolk organizations and of the Department of Marine Resources, with a view to establish fisheries co-management regimes. In addition, workshops were sponsored to enhance fish handling skills among

82 St. Clair, K. (2000) Tropical Bont Tick (*Amblyomma variegatum*) Eradication in the Caribbean: The St. Kitts Experience, *Annals of the New York Academy of Sciences, Tropical Veterinary Diseases: Control and Prevention in the Context of the New World Order*, Volume 916, page 320.

selected fisherfolk organizations. Only a few of the fisherfolk organizations improved their functioning, and the Fisheries Advisory Committee that would oversee fisheries co-management never functioned effectively. Political interference and disagreements between authorities in St Kitts and Nevis reduced the impact of this intervention.

- 186 In a more successful engagement, FAO assisted St Kitts and Nevis to develop a National Plan of Action to Combat Illegal, Unreported and Unregulated (IUU) fishing, and to implement the FAO Port States Measures Agreement. The National Plan of Action to Combat Illegal, Unreported and Unregulated Fishing was approved and the government ratified the Port States Measures Agreement as well as the UN Fish Stocks Agreement, thus securing access to the EU market for fisheries products from St Kitts and Nevis.
- 187 It should be stressed that a recently approved GEF-funded project on Climate Change Adaptation in the Eastern Caribbean Fisheries will mitigate the dearth of assistance in the fisheries sector.
- 188 In the forestry sector, the only activity during the period stems from a collaboration, started in 2006 and maintained ever since, with CANARI, a regional NGO based in Trinidad and a strong advocate for participatory management of natural resources. The main objective of this work, funded from two global trust funds (the National Programme Facility⁸³ and the ACP-FLEGT programme⁸⁴), is to strengthen the capacity of the National Forest Authorities in participatory forest management. The various reports, workshop proceedings and training manuals resulting from this work are accessible on the FAO and CANARI websites.⁸⁵ Thus far this work on participatory forest management has not resulted in significant policy changes in Barbados and the countries of the OECS.

4.6 DRM and emergency response

- 189 On 24 December 2013 severe rains and high winds impacted the islands of Dominica, Saint Lucia and Saint Vincent and the Grenadines. This so-called "low-level trough" was unusual in that it hit the region in December, outside of the normal hurricane season.

Finding 9: FAO's response to the 2013 "Christmas rains" in St. Lucia and St Vincent and the Grenadines was adequately aimed at relieving systemic, watershed-level drainage problems, and helped beneficiaries resolve a problem that was effectively beyond their means.

- 190 Ministry staff expressed appreciation and even amazement for FAO's very timely intervention: the assessment work began just a week after the extreme weather event. The response appears to have been well designed and implemented, in a rare collaboration with IICA. It was focused on clearing major drainage collectors and rivers in both countries from accumulated vegetation, debris and logs. In St. Lucia, some financial assistance was also provided to farmers to clear smaller on-farm drains. In St Vincent, although there were delays in IICA disbursements which led to a gap in programme delivery, the support served an additional role of generating short-term employment through cash for work.
- 191 The focus on watershed management at the "meso" level was meant to facilitate drainage at the farm level by a systematic clearing of larger drains. In terms of relevance, it contrasts positively with the "classic" FAO interventions in response to other crises around the world, where the individual farmer level is prioritized through input distributions, with insufficient attention paid to systemic sectorial damages and community infrastructure.

83 The National Forest Programme Facility is an innovative partnership among developing countries, leading international partners and FAO to facilitate the implementation of National Forest Programmes (NFPs). It focuses especially on helping developing nations secure the informed participation of a broad range of stakeholders in their NFP process.

84 The EU-FAO Forest Law Enforcement, Governance and Trade Programme (FLEGT) provides support to timber-producing countries to address illegal timber exploitation and prevent illegal timber from entering the European market.

85 See for instance: FAO: Forest and Climate Change in the Caribbean, Forest and Climate Change Working Paper 13, 2014 - <http://www.fao.org/3/a-i4220e.pdf>; or CANARI: A guide to community forestry in the Caribbean islands, 2013 <http://www.canari.org/wp-content/uploads/2015/02/CMGuidelines7english1.pdf>

- 192 The evaluation mission was able to meet with a number of beneficiaries of the FAO response to the 2013 "Christmas rains" in St. Lucia and St. Vincent and the Grenadines. The beneficiaries described this assistance as very useful, because it helped them resolve a real problem, correctly diagnosed during the damage assessment and effectively beyond their immediate means.

Finding 10: The Caribbean region has an exceptional susceptibility to extreme weather events, and more attention to DRM appears in order.

- 193 As relevant as it was, the response to the December 2013 trough was a one-off affair providing only time-bound relief. The central issue of the maintenance of drainage systems and rivers is important to sustainably reduce the impact of frequent hurricanes and extreme weather events, particularly in the hilliest Eastern Caribbean islands. The traditional connection between man and river in the Caribbean has weakened due to the development of household water distribution systems; people don't go to the nearby river as often as they used to and rivers tend to be neglected as a result. In this context, systemic attention to the maintenance of drain collectors and rivers represents both a *sine qua non* and a relatively "low-hanging fruit" for DRM in the region. This is particularly true in the volcanic islands, characterized by rugged terrain and high rainfall. This work could be "advertised" to cabinets and donors as having recreational and touristic benefits as well (e.g. development of picnic sites and river pools, as is becoming fashionable in some Caribbean islands), in addition to their DRM benefits.
- 194 DRM-related projects have been rare so far, given that the SLC Technical Officer with responsibility for DRM is also the FAOR for Trinidad and Tobago and Suriname, and Deputy Sub-regional Coordinator for the Caribbean. Over the review period, there have been a few activities funded by the Regular programme which contributed to improving capacities in DRM in the Caribbean, including a regional training on rainwater harvesting and water recycling (part of Climate Smart Agriculture) in Antigua and Barbuda in 2012⁸⁶, as well as an extensive review of DRR practices in the Caribbean. The results of the latter review were presented at a "writeshop" meant to strengthen member countries' capacities to develop and implement comprehensive DRM plans for the agriculture subsectors (January 2012). The study revealed a very low prevalence of agriculture DRM plans within the Caribbean. Only six countries (out of the total 19, therefore 31.6 percent) – Belize, the Dominican Republic, Grenada, Jamaica, Saint Lucia and Saint Vincent and the Grenadines – reported having draft plans in place to address related hazards. The study concludes that Caribbean Ministries of Agriculture appeared to place a low priority on the development of Agriculture Disaster Risk Management (ADRM) plans, despite the devastating impacts of natural hazards on the subsector in the last decade.⁸⁷
- 195 Dominica is one of the few countries where FAO supported significant work in the area of DRM. FAO's support in Dominica for natural disaster preparation and mitigation for agriculture contributed to: i) the formulation of an ADRM plan for 2014-2019; and ii) targeted activities in two communities, namely Good Hope and Dos D'Âne. The ADRM is consistent with the elements outlined in the 2007-2011 Comprehensive Disaster Management (CDM) strategy and programme framework.⁸⁸ For example, one of the main outcomes of the ADRM plan is the institutional support for CDM, thereby promoting good governance in preparation for a natural disaster and mitigating its effects.
- 196 The intent of the pilot community consultations was to understand better where vulnerable communities were located and how they perceived the risks they were exposed to, and then reduce the potential risks through targeted interventions. Not surprisingly, this participatory vulnerability assessment generated an ambitious and costly programme of work. The project, endowed with limited budget, was not able to address the threats identified as the most pressing by the communities. It is good practice to work with communities at the design stage, but expectations have to be managed and most importantly, the budget envelope needs to be clear right from the start. This was apparently not the case in the ADRM project in Dominica.

86 Antigua and Barbuda is one of the driest countries in the region.

87 Status of Disaster Risk Management Plans for Floods, Hurricanes And Drought in the Agriculture Sector - A Caribbean Perspective, FAO February 2013. <http://www.fao.org/3/a-i3341e.pdf>

88 Caribbean Disaster Emergency Response Agency (2007) Comprehensive Disaster Management (CDM) strategy and programme framework 2007–2012. Bridgetown, page 17; and FAO (2015) McConney, P. Charlery, J. Pena, M. Phillips, T., Van Anrooy, R., Poulain, F., Bahri, T. Disaster risk management and climate change adaptation in the CARICOM and wider Caribbean region Strategy and action plan.

5. Conclusions and recommendations

197 The previous chapters have assessed FAO's strategic positioning, reviewed programme achievements in detail, and identified a set of common operational and strategic factors explaining, enhancing or constraining programme performance. The present chapter incorporates the most salient findings of the evaluation into overarching conclusions, and sets out a number of considerations and recommendations relevant to the formulation of the next Country Programme Frameworks in the sub-region.

5.1 Conclusions

Conclusion 1: FAO is uniquely positioned to contribute to the revitalization of agriculture and the eradication of hunger in the OECS and Barbados. Guided by a renewed strategic framework and by a coherent vision for the Caribbean sub-region, FAO has demonstrated its capacity to address the long-term priorities of the OECS and Barbados, to respond rapidly to their emerging needs, and occasionally to inspire them to take on new challenges, such as food security and nutrition.

198 FAO's strong focus on FNS and food and feed systems for the OECS and Barbados, at the regional and country levels, attracted attention to these issues and raised the profile and visibility of the organization in the sub-region. Similarly, much of the work on plant and animal health, fisheries management, small ruminants and information systems is relevant and achieving promising results, although limited in scope. The resilience work, also aligned with FAO's strategic framework, made a strong contribution to communities recovering from the "2013 Christmas rains", although there is scope for greater attention to disaster preparedness.

Conclusion 2: During the period under review, agriculture received far more emphasis from FAO than other sectors. This was useful and deliberate, as part of the focus on FNS. The limited staff and financial resources available to the SLC call for maintaining a strong focus, but there are important development opportunities in fisheries, as well as pressing needs in DRM.

199 The evaluation noted that agriculture proper (crops and animal husbandry, excluding fisheries and forestry) received far more emphasis during the period reviewed than other sectors. This was deliberate to a certain extent, as part of the strong focus on revitalising Caribbean agriculture, but many other factors are at play. The limited staff and financial resources available to the SLC also constrain the possibilities, and call for maintaining a strong focus.

200 This being said, the fisheries sector in the OECS and Barbados presents clear development opportunities and can contribute to reducing the food import bill. The few FAO interventions in this area proved likely to achieve an impact. Linking fish producers or retailers to the tourism industry appears particularly promising. DRM is another priority for a region exposed to frequent extreme weather events. Caribbean fisheries and coral reefs are also quite vulnerable to climate change.

Conclusion 3: The many interventions implemented by FAO in the sub-region tend to suffer from a lack of follow-up and continuity. They are also insufficiently coordinated with other development partners, which adds to the problem of national stakeholders who have limited capacity and find it difficult to follow up on the numerous scattered activities.

201 Continuity and connectivity with other development partners is key to success, as shown by the examples of FAO's work on citrus greening in Dominica or on the post-trough response. FAO can only achieve lasting results if it works in partnership with others and if it builds progressively upon past achievements.

202 This issue appears particularly pressing in the plant health area, where a multiplicity of emerging pests and invasive species put national actors and FAO in a "fire-fighting mode",

but it applies to a lesser degree in other areas as well. If FAO's engagement in the sub-region is to keep growing and diversifying, FAO and its partners will need to address the issues of limited absorption capacity and weak coordination in agriculture.

Conclusion 4: Given the need to develop new value chains and new outlets for Caribbean agricultural products, creating links to markets is critical. However, this report has noted weak links with markets and the private sector in a number of programme areas, such as food and feed systems (value chains), or MIS development and use.

203 Generally speaking, insufficient attention has been paid to market constraints and opportunities. Links between FAO programmes and the private sector have been limited. State-run slaughterhouses and food processing units can help to open up a new market, but generally are not sustainable over the long-term. The success and sustainability of FAO's support to value chain development depends entirely on harnessing strong private sector involvement and support for these new value chains. This includes farmers, including small-scale farmers, who are private operators as well.

Conclusion 5: The issues of gender and youth have been insufficiently addressed by FAO programmes, largely due to capacity and financial constraints within FAO. Caribbean farmers are aging and the involvement of youth in agriculture, fisheries and related value chains – including processing and commercialization, domains that tend to attract more youth – is necessary to revitalize the sector.

204 As noted in this report, the share of FAO programme resources dedicated to youth and gender is minimal in the sub-region. FAO staff have limited time to dedicate to this important dimension and lack training and tools to carry out this work. The conceptual integration of these cross-cutting issues is absent from most of the reviewed project documents and from all but one CPF.

205 This is not just about equity; it is also about achieving results. Caribbean women are pursuing higher education more than men, and are pre-eminent in farming units, value chains and in the public service. It stands to reason that they have a role to play in the revitalization of Caribbean agriculture. Youth have been leaving the agriculture sector, attracted by better wages and working conditions in construction, tourism or other sectors. It is vital to stem that trend if there is to be a Caribbean agriculture to speak of in the next generation.

5.2 Recommendations

Recommendation 1: During the next programme cycle, FAO must build upon the strongest elements of its former programmes, and continue to prioritize FNS, agriculture diversification, value chain development, and plant and animal health. Resources permitting, the next country programmes could devote greater attention to fisheries issues and to Disaster Risk Management (DRM).

206 The new CPF consultations are an occasion to reinforce the national ownership of activities. The SLC should ensure that the process is inclusive and that relevant stakeholders are consulted jointly.

207 In terms of programme content, it is recommended to expand support to national school feeding programmes, which present the most promising avenue to improve nutrition patterns in the future, and to the school gardens that could potentially help retain some youth in agriculture. Continuing attention to value chain development and to sanitary and phytosanitary measures, plant health and animal health is also recommended, as these are key to secure new markets for Caribbean produce.

208 Further efforts are needed to ensure that the FNS policy in St. Vincent and the Grenadines, St. Kitts and Nevis and Dominica are completed and endorsed.

- 209 In view of the promising results achieved by the fisheries and aquaculture projects in the OECS, these areas may deserve additional attention from FAO in the future, resources permitting. Increasing support to the development of fish products would help reduce the food import bill.
- 210 Given that the Caribbean region has an exceptional susceptibility to climate change, severe natural resource degradation and extreme weather events, FAO should try to help Barbados and the OECS develop DRM policies, plans and tangible interventions. Priority should be given to drain rehabilitation, river bank protection, land terracing, and watershed approaches in general, that are particularly relevant given that flooding is the predominant threat. Disaster responses and DRM planning should also concern the fisheries sector, and not just agriculture.

Recommendation 2: FAO projects in value chain development should pay greater attention to market forces and opportunities.

- 211 The profitability of the processing plants, slaughterhouses and similar ventures involved in value chain development, as well as that of the new value chains promoted by FAO and its partners, is key to their sustainability and should therefore be a central concern. Within the cassava value chain, and given the price differential between indigenous cassava and internationally procured wheat flour, FAO and its partners may wish to support a diversified set of cassava-based products, including *farine*, in addition to cassava mash-based bakery products. A diversified value chain is generally healthier and more profitable than one relying on a single product. In a context of agriculture diversification, it would be prudent to support several value chains, and even several branches within each value chain, rather than to focus resources and emphasis too narrowly on one or two commodities selected in a normative fashion by Government officials.
- 212 Such a market-based diversification approach corresponds to the current context and needs of the agricultural sector in the Eastern Caribbean, and is perfectly coherent with the value chain approach itself that uses a systemic frame of analysis and typically looks holistically at opportunities in an entire value chain.

Recommendation 3: FAO must strive for greater continuity of engagement and more systematic follow up of its many interventions in order to achieve a better impact; reform the National Correspondent system to reflect the demands of an expanded portfolio; improve communication channels with non-agricultural sectors as well as with "twin islands"; and improve coordination with other partners.

- 213 Reforming the National Correspondent system is part of the solution to the issue of insufficient follow-up. The new liaison system with countries should reflect the demands of an expanded portfolio, improve communication channels with non-agricultural sectors as well as with "twin islands", and include some capacity building activities to strengthen the management capacity of ministries of agriculture and other national partners.
- 214 It is also critical to strengthen the collaboration and coordination with other development partners through regular meetings convened by the respective ministries, during which all donors and partners involved in agriculture at country level can share their views, inform each other of their programmes and forge operational alliances. For FAO, taking the lead in such coordination forums could offer strategic advantages, but the main aim is to share information, rationalize interventions and reduce duplications between different actors.

Recommendation 4: As a leader in the rejuvenation of agriculture in the Caribbean, FAO should advocate for a reform of agriculture extension systems and for a reinforcement of producer organizations.

- 215 Agriculture extension systems, marketing channels and producer organizations in the region have historically been geared towards the management of the main export crops and have given less emphasis to indigenous food crops. In order to successfully diversify their agriculture sectors, Eastern Caribbean countries must strengthen their extension

services. There is a need for more open-ended, participatory, people-oriented approaches such as FFS, an area where FAO possesses capacity, credibility and experience in the region. It would be useful to scale-up the occasional FFS sessions currently organized by FAO into more active and systematic dissemination of FFS as a participatory extension approach within the sub-region.

- 216 Farmer organizations could help to achieve economies of scale in value chain development; facilitate procurement from small holders to meet the demands of retailers and the tourism industry; and serve as a channel through which extension could be more effectively provided. It is therefore recommended that FAO advocates for these issues. Resources permitting, FAO could also provide capacity building support to extension services and farmer organizations.

Recommendation 5: FAO should strengthen its focus on youth and gender, particularly in agricultural employment and value chain development, and document results in the area of youth and gender in agriculture more systematically.

- 217 Efforts to build staff skills and knowledge by increasing the availability of basic tools and guidelines generally have a limited impact due to UN staff mobility. Therefore, concerted efforts to build capacities for youth and gender mainstreaming within the SLC are necessary. FAO and SLC should also document systematically their activities and results achieved in the broad area of youth and gender in agriculture, share them publicly, and integrate this work into each country's programme.

- 218 Programme areas conducive to this work are many. The importance of school feeding programmes and school gardening projects was noted in Recommendation 1. Value chains also offer an entry point, e.g. in involving youth and women in food processing ventures. Food processing is often viewed as offering better career prospects than food production and is thus more attractive to youth than agriculture. The necessary reform of extension systems (Recommendation 4) should likewise consider how to reach out to young and female farmers. Finally, FAO could help strengthen formal agriculture education systems, as done in Guyana for instance, in order to strengthen agricultural and food processing skills and capacities over the long-term.

Recommendation 6: FAO could expand its use of regional policy channels and forums, in order to achieve greater development impact, promote sustainable fisheries resource management, and help structure some of its own work (e.g. in plant health).

- 219 Given the many overlaps and duplications among Caribbean regional organizations, FAO has been selective in building partnerships at the regional level, prioritizing CARICOM and the OECS with good results so far. These efforts have helped prioritize FNS in the sub-region and frame the work in each country within a wider regional policy framework.

- 220 In plant health, which seems to suffer from the "scattering" problem more than some other technical areas, FAO could use the Caribbean Plant Health Directors Forum (which regroups national plant health services, FAO, CARDI, IICA and the United States Department of Agriculture) to a greater extent to help address plant health-related issues in the region, or even support it financially along the lines of the support afforded to the Caribbean Veterinary Network. The regional governance of phytosanitary concerns could also be promoted more, as a way to provide a long-term policy framework for this work.

- 221 In the fisheries sector, FAO is perceived as encouraging WECAFC's transformation into a RFMO. This evolution appears desirable considering the state of regional fisheries, but it is met with some concerns in the OECS that FAO must address through further consultations at all levels, national, regional and global.

Appendices

Appendix 1: People consulted

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Appendix 3: Countries' requests for technical assistance

Date of request	Assistance requested	FAO response
Antigua and Barbuda		
8-Oct-10	Assistance with the control of the Giant African Snail	No action
20-Aug-10	Development and dissemination of the Food-based dietary guidelines	TCP implemented
19-May-11	Assistance of the National abattoir and meat market in Antigua	TCP implemented
11-Apr-11	To develop a 10 year strategy for Youth Development in Agriculture	TCP implemented
19-Jun-13	Fisheries sector development	TCP implemented
1-Sep-13	Assistance to establish an Agricultural planning Unit	No action (Resources)
11-Aug-14	Development of a jams and jellies value chain analysis action plan	Under discussion
Barbados		
2-Nov-10	Development a Food and Nutrition Strategy for Barbados	TCP implemented
2-Nov-10	Development of Good Agricultural Practices for Barbados	No action (Resources)
14-Sep-11	Assessment of the fisheries infrastructure and capacity building needs in the fish supply chain and fish inspection system	TCP implemented
10-Jul-12	Development of a market Intelligence System,	TCP implemented
	Preparation of manuals for Plant Quarantine Officers;	TCP implemented
	Identification, surveillance and Monitoring of Citrus Fruit pest	No action (Resources)
30-May-13	Development of a Food Zone in Barbados	TCP implemented
8-Dec-14	Modernization of the Barbados Agricultural Health and Food Control Legislation and the fisheries Sector	Under Consideration
25-Sep-14	Study on the domestic poultry Industry	Technical assistance given not through a project
22-Jul-14	Capacity building in design and analysis of field trials	No action
1-Jun-15	Refurbishment and extension of irrigation systems for Spring Hall Land Lease and Bawdens Farmers	Under consideration
4-Jun-15	Assistance in support of the development of a national Agri-preneurship programme	Under consideration
Dominica		
14-May-10	Analytical and product development services for Dominica	TCP implemented
Request for a phase II in 2012	Assistance to improve disaster risk management capacities in agricultural sectors Phase II of TCP/DMI/3203	TCP implemented
22-Feb-13	Preparation of an Action Plan and bankable projects re the strategic plan for the Dominican Organic Agricultural Movement	TCP implemented
29-Apr-15	Assessment of the current status and impact of the scale insect <i>Icerya seychellarum</i>	Under consideration

Date of request	Assistance requested	FAO response
4-Feb-15	Analysis of forest based business opportunities for Dominica	TCP being implemented
Grenada		
18-May-10	Preparation of a Food Security Strategy and plan	Implemented
30-Nov-10	Development of practical assessment tools to determine harvest dates of game species	Implemented
10-Feb-10	Assistance to conduct a full land degradation assessment for drylands	Implemented
27-Feb-12	Technical assistance to operationalize and commission the newly constructed abattoir in Grenada	Implemented
27-Mar-12	Support to the Data Processing, Analysis and Dissemination of the Census of Agriculture	TCP implemented
13-Jun-13	Assistance with the development of a communication strategy for a buy local campaign	Assistance was rendered but not through a TCP
16-Dec-14	Support to the Hunger-Free Initiative in Grenada	Under implementation
St Vincent and the Grenadines		
9-May-12	Technical assistance to support capacity building of the livestock industry in St. Vincent and the Grenadines using the Farmer Field School Methodology	Implemented
6-Jan-14	Emergency assistance for the recovery of vulnerable farmers affected by the December 2013 rains	Implemented
20-Apr-15	The development of a 10 year Agriculture and Fisheries Sector plan	Under consideration
1-Jan-15	Development of the Coconut water Industry	Proposal being developed
St Lucia		
4-Mar-10	Preparation of slaughter house management operational and food safety plan	Implemented
11-Feb-13	Formulation of Specific Operational, Management and Business Plans/models to support agricultural development in St. Lucia	Implemented
11-Feb-13	Strengthening the National Standards and Certification system for major Agricultural products in St. Lucia	Implemented
6-Jan-14	Emergency assistance for the recovery of vulnerable farmers affected by the December 2013 rains	Implemented
29-May-14	Support to the Development of the Fruits, Vegetables, and Roots and Tubers Value-chains in St. Lucia by Linking Family/ Small Farming to Markets	Under Implementation
16-Jun-15	Assistance to strengthen capacities in biosafety- development of a national biosafety network	Under consideration
13-Jan-15	Strengthening of training and capacity building in farm management practices and use of pesticides;	Under consideration
	Use of geographical information systems	
	Technical assistance with monitoring and forecasting methodology	
St Kitts and Nevis		

Date of request	Assistance requested	FAO response
1-Jun-10	Promoting breadfruit and breadnut development in St Kitts	Implemented
11-Apr-12	Strengthening Fisherfolk Organizations in St. Kitts and Nevis	Implemented
23-Feb-12	The commercialization of the breadfruit and breadnut value chain for improved employment and food security	Implemented
20-Jun-13	Assistance with the development of a control strategy for the Asian Citrus Psyllid (ACP)	No Action
6-Aug-14	Technical assistance to promote Agricultural Diversification towards the reduction of the importation/reduction of the food imports bill of selected crops- onions and cole crops	Under Implementation
18-Jun-15	Developing a fisheries access agreement between the Federation of St. Kitts and Nevis and St. Eustatius and Saba	For Discussion
25-Jan-15	Strengthening Fisheries legislation in St. Kitts and Nevis - focus: IUU	Under Implementation
Sub- regional - (Minimum of 3 countries submit a request for assistance in the same area)		
November 2010 / February 2011	Emergency assistance to small farmers affected by Hurricane Tomas	Implemented
16-May-11	Establishment of a food and nutrition security early warning system for the CARICOM Sub-region.	Implemented
28-Jan-11	Development of prioritized plans and programmes for OECS Agriculture	Implemented
30-Dec-11	Development of an integrated action plan for Black Sigatoka Management in five Caribbean countries	Implemented
16-May-11	Preparation of Food and Nutrition Security Policies and Action Programmes for countries in the Caribbean	Implemented
1-Jun-12	Adaptation of Forest Management to Climate change -preparation of a strategic plan and project document	Implemented
1-Mar-12	Independent Review of CRFM, and Preparation of new Strategic Plan	Implemented
1-Feb-12	Technical cooperation on urban and peri-urban agriculture in Latin America and the Caribbean	Implemented
1-Nov-12	Strengthening the Veterinary Network in the Caribbean	No Action
22-May-12	Reduction of post-harvest losses along the Food chain in the Caribbean Sub Region	Under Implementation
23-Apr-13	Strengthening capacity for a rapid response to food safety events through enhancement of the food traceability and recall legislation and systems in the Caribbean	Under Implementation
1-Jul-13	To promote Strengthening of the small Ruminant Sector	Under Implementation
7-Oct-13	Processing and Market Development of Cassava	Under Implementation
9-Apr-14	Support for the development and implementation of the Zero Hunger Challenge in the OECS countries	Under Implementation
1-Jul-14	Assistance to Develop Land Banks in Grenada, St. Lucia and St. Vincent to support food and nutrition security	Awaiting approval in HQ
1-Feb-15	Towards a Caribbean Blue Revolution	Awaiting Funding approval
1-Feb-15	Youth participation in the food and feed systems improvement of the Caribbean	Under Implementation



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