TECHNICAL ASSISTANCE FOR THE ENGLISH SPEAKING CARIBBEAN

(Considerations For An IICA Strategy)

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INTRODUCTION

The present work is the outcome of many years of experience in the areas of economic development, project preparation, project management, agricultural policy formulation, agricultural education and transfer of technology, agricultural economics, agricultural research, and international relations.

Each one of the authors has experience in a number of areas mentioned above and their total work experience exceeds 75 years, during which time they were involved in the development of agricultural sectors of different countries.

The object of this paper is to present to the IICA policy maker, suggestions which are the product of empirical reference and personal experience in the English-speaking Caribbean countries, for consideration in formulating functional policies for technical assistance in these countries.

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1. The Creation of IICA

The Inter-American Institute for Co-operation on Agriculture is the specialized agency of the OAS for the Development of the agricultural sector. It was founded in 1942 by the governments of the Americas and is headquartered in Costa Rica. 1/

2. Objectives

The overall objectives of IICA are to assist member countries in:

- Stimulating and promoting rural development as a means of attaining the general development and well-being of the population.
- Expanding agricultural production and productivity in line with increases in population and income, with special emphasis on products that can (i) be sold on world markets; (ii) provide energy supplies; or (iii) improve the diet of the population.
- Increasing the capacity of the rural sector to generate employment opportunities in proportion to the growth rate of the active rural population.
- Helping rural dwellers to participate more fully in developmental activities and to achieve a parity of opportunity with urban dwellers. 2/

1/ IICA leaflet publication "What is IICA and What does it do", IICA Printing Division, San Jose, Costa Rica, 1980, section #2.

2/ Ibid Section #2.

3. The Lines of Action

IICA's activities are broken down into seven broad working areas, known as "Lines of Action" which, viewed together, constitute the technical normative framework of the Institute's operation.

They are:

- Line of Action I - Information and Documentation of Rural Development
- Line of Action II - Education for Rural Development
- Line of Action III - Agricultural Research and Technology Transfer
- Line of Action IV - Agricultural Production Productivity and Marketing
- Line of Action V - Regional Rural Development
- Line of Action VI - Structural Change and Campesino Organization
- Line of Action VII - Formulation and Administration of Agricultural Policy

All activities developed through these Lines of Action maintain the following standards:

> "Action is multinational, and its effects should be useful to more than one country. Action is complementary, reinforcing the efforts of Member States in areas where isolated national measures are ineffective. Action is temporary, and as such should be re-evaluated after objectives and time limits are met. Action is supportive of national agencies working for agricultural development. Action is specific, focusing on concrete programme. Action is receptive and flexible, in accordance with the needs of the Member States. Finally, Action is innovative, contributing new ideas, methods, models and practices for the development of viable alternatives. 3/

3/ Ibid, Section #3.

4. The Traditional IICA Strategy

Countless hours have been invested by IICA in the definition of a strategy to carry out the mandate of its founders. IICA has stated that its strategy of work is to be "Hemispheric" and "Humanistic". Without going into the philosophical or doctrinary definitions it should be understood that Actions of IICA could be repeated on a regional basis but are to be limited to the Hemisphere.

The Humanistic concept states:

> "the humanistic development is a type of socio-economic development which looks for a more equal distribution of the resources, incomes and services for the benefit (preferentially) of the marginal sectors (less favoured) of society and is to be receptive and receive contributive participation of these sectors". 4/

From this statement note that the target group to which IICA will direct its efforts is the economically marginal producers of the agricultural sector.

We define "strategy" as the plan of work or the blue print of actions - an approach for a determined programme. Since programmes of activities are predicated on specific needs of member countries and are aimed at alleviating or resolving specific problems, it is important to consider the frame-work on which an IICA strategy for the English-speaking Caribbean should be based. Against the background of insufficiency of locally produced foodstuffs, rampant unemployment, low incomes of rural dwellers and deterioration of dietary standards, IICA should seek to develop programmes which are aimed at:

(1) Expanding agricultural production;

(2) Increasing agricultural income;

(3) Improving the nutrition of the rural dweller; and

4/ IICA Manual "Documentos de Politica" Chapter X, Annex #1, B paragraph 8, June 1, 1976

[illegible]

[illegible]

[illegible]

(4) Increasing employment, upgrading skills, developing new techniques in agricultural production and piloting new rural industries.

These actions have to be directed to the small farmers who should be the primary beneficiaries of the programmes.

The strategies for economic development can be classified and defined as:

A - Capital Assistance - funded by the financing institutions, who may provide loans or grants in money or in kind for the acquisition of equipment and for the financing of services directed to Economic Development Programmes.

B - Technical Assistance - the development of technical skills necessary for the execution of programmes which have been already financed. These skills are not provided at random but to specific persons in organizations, institutions or other functional government groupings.

In the normal course of development of a country there is always a given amount of diffusion of technical skills by private individuals for private profit, or personal enrichment. In today's context technical assistance signifies planned efforts to diffuse technological knowledge to be used in the economic and social development of the countries for the benefit of a "target group" rather than individuals.

Technical assistance as defined above aims to strenghten public organizations and/or institutions.

C - Institutional Building

> "Institutional building is an approach to social change. It is concerned with innovations that imply qualitative changes in norms, in behaviour patterns, in relationships, in new perception of goals as well as means. It is not concerned with reproducing familiar patterns with marginal deviations from previous practices or with incremental improvements in efficiency". 5/

Institutional building is a theory of social change which was first enunciated by Dr. Milton Easman and Dr. Roskelly, and tested by AID in Iran over a period of several years. After almost thirty years of sporadic experiences "Institutional Building" (IB) continues to be only practiced in theory.

Development involves inter alia the introduction of change, be this change technical or social. To be meaningful this change must have an economic impact on the society and can be reflected by the Gross National Product, Nutrition, Income distribution or by other internationally accepted indicator which is in the measuring of economic development.

5. IICA and the English-speaking Caribbean

A) - Membership

The English-speaking Caribbean countries first entered the IICA-OAS system in 1975. Barbados, Guyana, Jamaica, Trinidad and Tobago were the first countries to become full members. In 1980 Grenada became a member followed in 1981 by Suriname. In the near future it is expected that Dominica and Belize will join the system.

Due to the British policy of granting independence to other mini-states in the Caribbean basin it is to be expected that in the decade of the 80's other English-speaking countries will gain their independence and probably join the IICA-OAS system.

5/ Easman, Milton, "Some issues in Institutional building theory" Ithaca, New York, July 7, 1969, p.1

B) - Characteristics of the countries

With the exception of Guyana and Belize which are continental land masses, all of the English-speaking countries in the Caribbean are islands and share many characteristics. The islands may be broadly classified into 2 categories:

(1) Islands mainly of volcanic origin.

(2) Islands formed of sedimentary rocks with or without some volcanic intrusions.

The first group are usually mountainous and subject to heavy rainfall and severe erosion, and the second group although of lower elevations have other constraints e.g. low rainfall/percolation/ soil erosion.

C) - Socio-economic reality of the area

Several of the English-speaking countries of the Caribbean sought independence in the late '40s but it was only in the early '60s that some obtained sovereignty. By the '70s most of the independent countries had entered the OAS system and had applied for membership in IICA.

The population of the English-speaking Caribbean countries is mostly of African descent with the exception of Guyana and Trinidad & Tobago which have a very high percentage of East Indians.

The land tenure pattern in most of the islands is characterized by an inequitable distribution of farmland. In this context the coastal flat lands and the foothills which account for the greater portion of the "good" agricultural land are owned by large farmers. Seventy percent (70%) or more of the total number of farmers own less than fifteen percent (15%) of the land with an

average farm size of 1.5 (one and a half) acres per farm.[6/7/8/9/10/11/12/13/] Most of the small farms are located in the hilly interior of the countries.

The most outstanding characteristics of the people who comprise the small farmers population show an "urban-like" individualism. Individualism represents a positive point for technological change, because, the greatest incentive is money and therefore any change which increases the possibility of earning a larger cash income is welcomed. Technological change is readily acceptable by these farmers. Another important characteristic which comes from individualism is that the farmers do not have a strong "communal orientation". This is exemplified by the tradition of failure of co-operative organizations.

For the countries under consideration, agriculture has traditionally maintained a very low status among the professions. Additionally the status of non-professional persons is usually the lowest of any economic sector of these countries. Paradoxically, and in spite of this low profile, agriculture is expected to be the sponge for the thousands of unemployed persons in these countries. Not-

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6/ "Statistical Yearbook of Jamaica 1978"
7/ Barker G. H. "Montserrat" An Agricultural Profile, CARDI/USAID Trinidad & Tobago, November 1980
8/ Barker, G. H. "St. Vincent" An Agricultural Profile, CARDI/USAID Trinidad & Tobago, January 1981
9/ Barker G. H. "St. Kitts Nevis" An Agricultural Profile, CARDI/USAID Trinidad & Tobago, January 1981
10/ Barker G. H. "Dominica" An Agricultural Profile, CARDI/USAID Trinidad & Tobago, January 1981
11/ Barker G. H. "St. Lucia" An Agricultural Profile, CARDI/USAID Trinidad & Tobago, February 1981
12/ Barker G. H. "Grenada" An Agricultural Profile, CARDI/USAID Trinidad & Tobago, February 1981
13/ Barker G. H. "Antigua & Barbados" An Agricultural Profile CARDI/USAID, Trinidad & Tobago, February 1981

withstanding this, the low status attached to agriculture creates a stigma, and the reserve price set by many rural workers who are unskilled further inhibits their participation in planned employment-generating agricultural projects. Migrating from the country to the town and also to other countries is the aspiration of many young people.

The average age of the farmer in Jamaica is 50 years or more. Unemployment of twenty percent (20%) is common in the rural areas. Many homes are managed by women. 14/

There is another very important characteristic. The Parliament and Cabinet are the guardians and formulators of policies of the country. Experience has shown that external assistance, whether from other governments or from agencies such as IICA that would attempt to influence those policies which have been pursued in areas such as Agrarian Reform (Land Settlement), creation of statutory bodies, and Welfare programmes are not welcomed. However, most of these countries seek to obtain "Technical assistance" and monetary grants which would serve to strengthen their existing institutions. This is a logical characteristic of countries with a long political parliamentary history and newly gained independence.

6. Institutional Building vs Technical Assistance

According to Easman 15/ who is regarded as the creator of the Institutional Building Theory there are at least five major classes of social change:

14/ Aitken, et al "The Post Peasant"
15/ Op cit p. 2 - 3

(1) "Evolutionary changes, the gradual spread of new ideas or technologies usually associated with diffuse "felt needs", demands, or change readiness in appropriate sectors of the society. The change process is more or less autonomous and not sponsored by official authority. Innovations tend to be diffused by pluralistic communications processes. The model implies a reasonably permissive environment in which individuals and organized groups can express their interests, preferences and reservations in accepting, modifying or resisting proposed innovations".

(2) "Revolutionary changes, produced by the violent rejection of established institutions and the symbols that sustain them. Revolutionary changes may be guided by highly organized groups or they may be largely uncontrolled and directed by mass pressures. Since the principal change tactic is physical and psychological coercion, revolutionary change implies a manipulated environment in which individual and organized group interests are not free to apply their preferences to the acceptance or rejection of proposed changes except at very high cost".

(3) "Dialectical changes, where the struggles between competing values or practices result in a resolution that is different from the original preferences. One version of the dialectic is the mutual adjustment process, a form of compromise or accommodation; another is the integrated solution by which both parties are better satisfied with the outcome than with their original expectations. Dialectical processes are usually unguided and they assume a reasonably permissive environment in which changes occur by non-coercive methods".

(4) "Coercive changes are imposed by domestic (Stalin's collective farms) or internal change agents (U.S. military government in Japan, colonial administration) using force as their principal method. Coercive change is guided and it implies a manipulated environment in which preferences cannot be freely expressed and actions must comply with manifest force".

(5) "Guidance changes denote deliberate efforts to induce innovations. The environment implied by guidance processes, however, is reasonably permissive. Individuals and organized groups are able to express their preferences and the terms on which they are prepared to accept or reject the innovations which change agents

are attempting to introduce by providing useful services". 16/

The institutional building model of social changes as stated by Easman is meaningful only in the context of the Guidance type of social change. Let us now for comparison recall the definition of Technical Assistance as suggested above (4,C), "Technical Assistance is the development of technical skills necessary for the development of programmes which have been already financed. These skills are provided to specific persons in functional government organizations.

Technical assistance is not a unique device for achieving social change, but is applicable to innumerable situations in the societies within the Caribbean because, Technical Assistance should serve as:

(1) Change agents, i.e. economic development projects enjoy official sponsorship to promote social and technological change;

(2) necessary components of the society in which innovations by governments may be induced, and the government has the capacity to regulate these inducements in accordance to its normative objectives.

(3) generator of projects which are associated with specific organizations as the media or vehicles through which change agents develop the technical capacities and the normative commitment needed to guide, sustain and protect the intended innovations.

(4) Technical assistance is thus a process of strengthening the existing government institutions, if not in the long run, certainly in the short run, and is similar to the Guidance Model or Institutional Building.

16/ Underlining is that of the Authors.

The clear implication is that both Institutional Building and Technical assistance, if they are to be effective must have the benefit and full co-operation of national Governments and counterpart staff. This is all the more important in relation to existing IICA policy concerning the extent to which IICA can become involved.

Comparing our definitions of Institutional Building and Technical Assistance we see that in both cases we deal with given social organizations which approve innovation in norms and behavioural patterns in the first case (Institutional Building). In both cases we reinforce existing Government institutions. Essentially, these two areas are interdependent, and it is difficult to improve one without involving the other.

7. The guidance model can best be explained as technical assistance

In technical assistance innovations are deliberately induced and guided by persons seeking to extend their technical influence. Changes attempted are amenable to "Guidance" change in the form envisaged by the projects. This applies especially to activities in which foreign technical assistance is a factor.

A Guidance Model

The Institutional Building Model does not purport to explain or to prescribe a unique process of social change. It describes a change process induced and guided by a group of change agents. It is thus a technical elitist theory with an implicit social engineering bias (very similar to technical assistance). Changes occur from the top down, not the bottom up, and they are guided by persons of technical competence who enjoy official rank. The vehicle of change is a formal and probably bureaucratic organization, either newly created or one that is already in existence. It aggregates the technical capabilities and value commitments required to initiate innovations and to promote and protect them in the environment that

is relevant to the organization. Its environment is a set of organizations or groups each operating in its own substantive domain and pursuing its own interests.

The object is to achieve institutionality - meaning that, innovative action patterns if successful should be accepted by the society and incorporated into the behaviour of linked organizations and groups. Thus the environment becomes supportive of the innovations and the organization. In addition, the innovations it presents, become valid and meaningful elements in the surrounding society. At this point, the institution is strengthened. 17/

8. Time Required

As all processes of change, whether social or technological, an appropriate span of time is necessary before the impact of change can be assessed. In the Institutional Building model, Duncan and Pooler estimate that the IB process should require at least eight years. 18/ The length of time for technical assistance should be the same. However, it is not possible to estimate precisely the time which will be required since this varies from country to country and from project to project.

9. How are institutions formed 19/

All institutional development occurs in a social environment. The institutional social order exists only as a product of the human activity. All human activities have the potential of becoming habitual. Any action repeated frequently and in the same manner, becomes conditioned in the human mind and can be repeated without effort. The human adaptation to the habitualization is applied to activities which

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17/ Easman, Milton Op. Cit. pp 3 - 4
18/ Duncan, Richard and Pooler, William: "Technical Assistance and Institution Building", IB Headquarters, Pittsburgh, Mineo, 1967
19/ Aitken, Percy, "Reforma Agraria Desarrollo Y Empleo Rural" ILO End of Project Report Hon/75/005. Secretaria de Planificacion Tegucigalpa, Honduras 1977, p 351

are social. Habitualization is the base of social institutionalization. Activities which are repetitive, and which are executed in interaction with other members of society, and which are within the reach of the totality of the social group, form the bases of the institutions and their characteristics. The characteristics are formed by the normative and regulatory powers derived from the activities themselves.

Technical assistance institutions can be initiated by the decision of a central authority, but this must be in response to current social needs. When technical assistance proves successful in solving specific national problems the change agent becomes institutionalized. The solution of a social need, for which the institution has been created is pre-defined by the Government and is therefore controlled by human activity. The various institutions that serve society direct their activities towards different social needs. In carrying out their mandate they tend to suppress any activity contrary to theirs. When an activity has been institutionalized this implies that the problem is solved and also that the activity has been placed under social control. To be institutionalized the activity has to have the capacity to resolve the recurrent problem (origin of the institution). The society can therefore predict the actions of its members in their efforts to solve the recurrent problems.

Generally new generations if properly conditioned in the social solution of recurrent problems will reinforce these solutions and strengthen the institutions.

The factors necessary for the creation of institutions are:

(a) the identification of a recurrent problem;

(b) an acceptable social solution;

(c) institutionalization of the solution (training of the people in the approach to the solution of the problem); and

(d) institutional reality (the solution has been accepted, the problem has been solved and the solution has been institutionalized).

During the processes of modernization and social change many institutions have been replaced. These changes are usually made on grounds of out-datedness or for the sake of change itself. If no new institutions are created to replace the out-dated ones, the society will continue to face recurrent problems which do not receive socially approved solutions. This creates social stress, confusion and more problems. This is the case in many of the developing countries. These countries have already abandoned some social patterns, because the solutions to the recurrent problems were not socially acceptable or because they contributed towards maintaining a sub-human standard of living. The principal factors are related to the time and resources (human and financial) used in building these institutions and the cost-benefits attached to using old as against other institutions, however structured. Unfortunately, at times changes have been made so frequently in the name of institutional building, that there is little or no basis for rational and objective evaluation, given the time factors involved in building such institutions, or the desire to obtain answers which give an accurate picture of what has been achieved.

Most of the countries in the English-speaking Caribbean are creating "developmental projects" for the solutions of identified problems. The projects in most cases are financed by international funding agencies and have inter alia a technical assistance component which assumedly heightens the level of the arts. If the solutions arising from the technical assistance are socially acceptable and if those proposed tend to solve the recurrent problems then there is every likelihood that they will be institutionalized.

The process of institutionalization aims to strengthen institutions and reinforce the government structures in the same

manner as described in the Guidance model of Institutional Building theory.

10. The IICA national offices - their role

As a specialized institution within the OAS system, operationally the national offices of IICA are placed between two bureaucratic systems that at times make different and contradictory demands. These bureaucratic systems reside in the IICA system itself on the one hand and those of the national host government on the other. The national IICA offices are required to satisfy both bureaucracies and serve as a link between them.

The directors and experts of the national offices should possess appropriate professional training and experience as well as technical skills, negotiating ability, persuasive power, excellent knowledge of the national culture, knowledge of the government's goals and aspirations and a good command of the English language.

10.1 The multiple roles of the office directors

The national office directors of the English-speaking Caribbean countries play various roles. Among them we can indicate:

(a) Senior professional advisor to the officials of the host Ministry of Agriculture - This is quite a difficult role if we recall the following:

1. The Ministry of Agriculture of the host country is the interpreter of the host government's normative policies in regard to the economic development of the agricultural sector.

2. The Ministry of Agriculture will seek the office director's advice as long as the IICA actions at the country level are in consonance with the government's normative policies and strategies. In this case the IICA country office plays an

important role and the office director can then become one of the most trusted advisors of the government for the sectoral development policies. But, what happens when the office director is "directed to push policies" of programmes, "planned" by experts of an alien culture and language who in many instances on their first visit to the countries seek to provide "unilateral solutions" to solve problems which are being studied by teams of experts from the host government over many years.

3. The Ministry of Agriculture is the principal manager of the resources allocated for the development of this sector. These resources are generally administered by the government's administrative divisions and the complementary institutions of the sub-system. In this context the expertise of the office professionals is less important than their understanding of the culture, value orientations, administrative structures and institutional systems and sub-systems as well as the normative goals and aspirations of the host government.

(b) Manager of his team of experts and of the resources made available to his office by the IICA Headquarters (Quota, FSB, etc.) as well as by the host government (Technical Assistance contracts)

The office director has the responsibility for the resource allocation by activities, the training of the national technicians engaged in IICA projects and the welfare of his team of experts and their families in the office environment, as well as of the work environment. The management of the resources becomes very difficult especially when suggested or even budgetted allocations

are changed for one reason or another, without an appropriate awareness of the expectations or the conditions of the host country.

(c) Liaison officer between IICA and the host government

The office director has to deal with the demands and expectations of the IICA headquarters as well as the expectations of the host government. He has to use his personal insight, his administrative talent and his political acumen to good advantage. There are many instances in which his role is not only that of a liaison diplomat, but also that of a trustworthy counselor to the host government. His job is difficult and should receive the best possible assistance, encouragement and collaboration from the IICA Headquarters. Success or failure of the national office will reflect on the regional image of IICA. The national IICA office director also has to interact with the host country leaders, with other project directors and an international gamut of technical assistance groups.

No two national office directors in the area have identical jobs. There are many similarities among the English-speaking Caribbean countries but differences are as important. These differences are based on the level of technology to be applied, the nature and structure of the host institution, the socio-economic reality of the society, the politics, economy, resources, size of the country's ethnical composition, local value orientations, local modal social aspirations and modal social personality.

10.2 The Role of the office director

The only power that an IICA office director has is the power of "persuasion". Persuasion to explain to the host country in the best possible way some of the commands and expectations of the IICA Headquarters, and on the other hand to explain to the IICA Headquarters the fine points of policies, strategies, social structure, government systems, targets, and expectations of the host country which determine the success of IICA projects.

11. The Modal Personality

Black slavery was introduced into the Caribbean in the early sixteenth century, miscegenation occurred very early [20/] and was greatly increased by the arrival of East Indians and Chinese as indentured labourers. At the beginning of the century large numbers of Syrians arrived in the English-speaking Caribbean making it more difficult to provide a clear profile of the possible modal personality of the region. The English-speaking Caribbean is essentially heterogeneous [21/] and our task becomes much more difficult if we do not compartmentalize the population. Nonetheless, since this is an internal document of work and requires a generalized outlook we shall try to record some of our observations during our service in the area.

Most of the "officials" that the expert meets belong to and in many instances continue to present a facsimile of what has come to be recognized as the Colonial Civil Service System. In spite of their sovereign status most of the English-speaking Caribbean still adopt many elements of the old British Colonial System. It is a sine qua non that this system be well understood if IICA wishes to make a positive contribution towards assisting these countries.

It is necessary also to understand the "Political Whitehall model" which is the parliamentary system widely used in the English-speaking Caribbean countries. It is also important to understand the system of the Statutory Bodies so often used by these countries in the promotion and control of the economic sectors, especially agriculture.

The authors recognize that although the three mentioned institutional arrangements (Whitehall political model, civil

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20/ Henriquez Fernando, "Children of Caliban" Secker & Warburg, London 1974 p.93

21/ Op. Cit. 113

service, and statutory bodies) do not shape the modal personality of the English-speaking West Indians, they certainly influence their work.

The environment of work of the IICA expert is partly influenced by his predecessor who acted in the past. The environment is also affected by the expert's need to demonstrate his skills and technical competence. The English-speaking Caribbean civil servant is generally well trained and far more sophisticated than many of his colleagues in Latin America. Host institution colleagues have mixed feelings about the foreign expert whose degree of acceptability is affected by his tact and skill in interpersonal relations. Professional eminence cannot substitute for knowledge of the English culture, the West Indian English-speaking culture, the Caribbean patois and social tact.

Some host country colleagues may be reluctant to be entertained at IICA sponsored functions or at functions in the homes of the experts. In many instances the counterparts do not entertain their foreign colleagues in their homes and as a result social distance and high ethnocentric feelings can develop thus creating uncomfortable situations of stress and cultural shock.

The modal character and personality of the people are deduced from many repetitive cultural clues and actions. 22/ Our assessment is based on behavioral patterns as observed by the IICA experts in the region which reveal some aspects of character.

The modal personality is shaped by the primary institutional arrangements (family, church, school). Childhood traumatic events, influence the overt adult behaviour. For instance, poor maternal care (i.e. women directed household, common in the region) may create distrustfulness, low self-esteem and insecurity, producing as a

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22/ Honingham, J. John, "Personality & Culture" Harper & Row publishers, New York, 1967, p. 101

result:

- idealized manifestations of independence;
- unenterprising behaviour; and
- helplessness in a not well-known situation 23/

The small farmers (less than 1.5 acres) on hillsides and their families represent approximately 50% of the population of Jamaica.6/ Similar statistics are presented for the English-speaking countries of the eastern Caribbean.7/8/9/10/11/

In all of these countries agriculture holds a very low status in an ordinal occupational scale. It is possible that this low status could be due to the past history of slavery. It could also be attributed to (i) the very skewed income distribution curve in which small hillside farmers are at the bottom of the income scale; or (ii) the dire poverty; or (iii) the mother-directed households whatever the reasons, the fact is that small farmers have a low esteem for themselves. This produces high levels of aspirations (compared to what they can reasonably achieve). The low achievement of aspirations causes frustration and anxiety. The sense of anxiety and frustration are covered by attitudes of self abnegation, cautious speech and an apologetic tendency. The low self-esteem hides the hostility of frustration by ingratiating actions. The distrustful personality keeps a removed social distance.

There is an ingrained fear of looking too deeply into anything. They rather look into what is manifest and simple. If approached with questions about hostility in the "Community area", there is a denial of its existence, nonetheless, the invidious

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6/ Statistical Yearbook of Jamaica 1978, p.5
7/8/9/10/11/ Op. Cit.
23/ Honingham, J. John, Op. Cit. p.107

actions (praedial larceny, obeah and ridicule) are more the rule than the exception among many small farmers.

Latent hostility is shown by irritability and aggressiveness but it is muzzled by an image of good humour, passivity and an overt resigned acceptance. Most people in the low income social brackets do not face the problems head-on because of a fear of loss of self-control. There is a great admiration for wit, fast conversation and strength. This in many cases leads to extremes i.e. "samfie",[24/] a bullying aggressive personality and the actions of a "ginnal".[25/]

The above description reveals very urban-individualist characteristics [26/] for the low income groups. Given the heterogeneity of the populations of the English-speaking Caribbean, upward assessment of the personality as we ascend the social ladder would show characteristics that come even closer to the European English modal personality. This is very much linked to their level of education. They prefer casualness but admire power, rank, position and their overt symbols, and share the desire to emulate them.

12. Conclusions and Recommendations

A - IICA at present has no cultural experience in dealing with these countries. Its efforts have resulted in a series of haphazard actions motivated by improvisation and characterized by inadequate co-ordination. The criteria for recruiting so-called "Regional experts" have dealt a severe blow towards achieving an image of technical competence and influence in the Caribbean.

24/ The art of cheating with ability and humour (e.g. selling the governor's palace to unaware victim)

25/ Crafty, sly, not lying, simply telling untruths for personal benefit

26/ Aitken *et al* "The Post Peasant"

B - Given the relatively short period of nationhood and many generations of parliamentary tradition, these countries are zealous in avoiding any usurpation of their normative power, especially in formulating policies which they consider sensitive and on which they do not accept "foreign" intervention.

C - All the countries in the region have a deficit in food production. Food production and sufficiency levels have become primary targets of the countries' policy for the agricultural sector.

D - Given the need for agricultural development of the countries of the region, the international focus, the willingness of the international financing institutions to finance projects and the shortage of experts to execute projects, it is necessary to consider greater assistance of a strictly technical nature.

E - Unemployment is normally high in the region. It is higher than average among small hillside farmers but it is the highest among small farming households headed by women.

F - IICA is new to the Caribbean region and still a relatively unknown entity. It is a sweeping assumption that opening offices in the countries would give IICA the privilege to prepare "development prescriptions" for the governments.

G - IICA is probably the smallest international technical assistance agency in the region. Most of the other agencies have their own financing sources (AID, UNDP, FAO, etc.) IICA does not have the assurance of continued financing for its on-going programmes. Also the extent of IICA's financing is very small in relation to the other institutions. This reduces its

importance and usefulness in the eyes of the countries, many of which expect IICA to operate as though it were a financing agency.

H - IICA needs to "assist its directors in the region in determining appropriate programmes instead of "prescribing programmes" which have sometimes been tested to a slight degree in Latin American countries, because:
- the normative goals;
- the government strategy; and
- the socio-economic reality in the English-speaking Caribbean countries are different from those in Latin America.

I - Within the Civil Service system of the English Caribbean great importance is attached to rank and position. Due to ignorance of the English system, IICA Headquarters commits errors in addressing its correspondence to the ministers and other dignitories. This shows bad manners, incompetence, lack of social tact, and low esteem for the countries of the region.

J - The countries are in great need of mission-directed technical assistance for the execution of projects already approved and financed.

12.2 Recommendations

A - IICA should make a serious effort to really understand the English-speaking Caribbean. This could be achieved through meetings of the IICA national directors in the region aimed at studying and analyzing local and regional problems. The venue of the meetings would follow a rotation in the different countries. The output of the meetings would serve to formulate an "IICA policy for the region".

B - IICA Headquarters should be aware of and respect national policies and strategies of each country so as to avoid promoting programmes which are considered sensitive.

C - Most IICA programmes for the region should be directed towards developing technologies for increasing food production.

D - Special emphasis should be placed on identifying, developing and obtaining financing for income-earning projects directed to rural women.

E - IICA should resolve to develop an institutional capacity to understand the English Caribbean region, recognizing its social characteristics and cultural differences with Latin America. Further, IICA should conform with its mandate of assisting member countries in the execution of their developmental policies.

F - IICA should develop stronger operational links with the regional financial Institutions: IDB, AID, IDRC, as well as with the countries that provide bilateral assistance (U.S., Canada, Mexico, Venezuela) to the region. These links should be aimed at the creation of mechanisms that would facilitate the financing of national projects in the region.

G - The programming team from Headquarters should assist in programming, and refrain from evaluating and promoting programmes not recommended by the national offices.

H - At present there seems to be a great need for assistance from all quarters in the English-speaking Caribbean countries. IICA should make an effort to assist these countries in the execution of projects given their shortages of qualified human resources. IICA should

make an effort to assist these countries in the execution of projects given their shortages of qualified human resources. IICA should bring into all the projects a training component which should strengthen the national institutions.

I - IICA should be careful of the way in which they address themselves (postal or verbal) to the competent authorities. Place greater effort on their output of English language publications (national or regional) and if possible, communicate with the national offices in the English language, as apparently has been stipulated in the Manual.

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Autor

Título

TECHNICAL ASSISTANCE FOR THE ENGLISH SPEAKING CARIBBEAN (CONSIDERATION FOR AN IICA STRATEGY)

Fecha Devolución	Nombre del solicitante