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RESOURCE DOCUMENT

Planning Office

Some observations made during the reunions with Dr. Donald C. Kimmel, Deputy Director of the Rural Institutions and Services Division of FAO, who served as Assessor to IICA's Planning Office during the meetings held from May 2-10, 1967

By Dr. Malcolm H. MacDonald
Planning Office Director

INTRODUCTION

IICA's decision to concentrate its efforts on national institutional development has posed the question for us who work in the Planning Office, "How well do we understand the process of institutional development, and to what degree are IICA's present resources and activities oriented to this objective?" To stimulate our analysis of this question it was decided to invite in a resource person with ample experience in agricultural institution development, to participate with us in a week of "brainstorming sessions".

During the period from May 2 -10, 1967, Dr. Donald C. Kimmel, Deputy Director of the Rural Institutions and Services Division of FAO, was in Costa Rica as Assesor to IICA's Planning Office. While a limited number of specific topics were discussed, the main portion of this period was dedicated to rather loosely structured "brainstorming sessions".* The basic objective of the meetings was to discuss agricultural institution development in general and IICA's role in accelerating this development. It was considered that Dr. Kimmel's ample experience in this work made him an ideal resource person for the discussions.

On the first day Dr. Kimmel was given copies of Executive Order #29 and of the Alternative Program-Budget for 1967-68. These documents were briefly discussed, so he would be familiar with IICA's present national institutional development orientation.

This document consists of various observations made during the reunions, principally those of Dr. Kimmel. They were jotted down during the meetings. While they do not necessarily represent the relative time dedicated to various aspects, degree of the participation of those present, nor a complete coverage of the discussions, they do indicate some of the principal comments made. In addition, an annex is attached, containing three papers previously presented by Dr. Kimmel which are generally related to the topics discussed.

It is felt that while this series of observations in no way represent policy decisions of IICA, they do constitute a useful resource document in helping us to think through and arrive at these decisions.

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* In addition to members of the Planning Office, Don L. Shurtleff and Eugenio Herrera participated in many of the reunions. Director Madrid and Alfonso Castronovo attended the final meeting May 10th.

1. Kimmel. - A list of the agricultural institutions that interest FAO on a world-wide basis would necessarily include the following:

   - Education and Training
   - Research
   - Credit
   - Marketing
   - Supply Services
   - Extension
   - Institutions dedicated to coordinating and orienting the overall agricultural sector.

2. Kimmel. - Other functions that must be performed if agriculture is to get moving include such things as improved seed multimplication, soil testing services, grades and standards for seeds and fertilizers. We have less clearly identifiable institutions dealing with these functions.

3. Kimmel. - This last group perform a very vital job; it is the most difficult, and the one with which least progress has been made to date.

4. Kimmel. - There is no such thing as "Rural Development". We cannot separate rural from urban development. There are only areas or regions with greater or lesser proportions of rural or urban residents. Because of this we would be wiser to talk about and work at regional or area development.

5. Kimmel. - The basic development unit is the country (for political, legal, institutional and other reasons).

6. Kimmel. - Even were it practical, it is politically unfeasible to concentrate all one's efforts in a single area or region of a country. Probably a generally applicable strategy is to aim at developing certain minimum advances on a nationwide basis, while dedicating more intensive across-the-border efforts to selected priority areas.

7. Arce. - Institutions are tools created to satisfy a specific need or needs. They can be classified on the basis of the needs for whose satisfaction they were created. For the purposes of these discussions it is necessary:

   - to define what we mean by agricultural institutions
   - to identify those (types) of agricultural institutions with IICA should work; those given priority.

8. Kimmel. - Another way of putting it would be to say that first we should identify the services which are needed, then design or complete the system of institutions needed to do the job.

9. Kimmel. - The most neglected training and education area is that dealing with "How to utilize Technicians". This should be a priority function of IICA; preparing personnel in "Management of Development Work". One can visualize at least three levels:

- management of (personnel within) specific sectors of a given institution
- Deans of Facultades de Agronomía, Directors of Experimental Stations, etc.
- Director Generals and Ministers of Agriculture; sectorial planning office personnel.

One might visualize a M.S. level training for group one, and a combination of Ph.D. level preparation plus in-service seminars for groups two and three.

10. Herrera. - I have certain doubts about this. Out of any given group of fifty students, however carefully we might select them, probably no more than one or two will ever rise to the third level. It seems to me that tools other than graduate training would be more efficient in developing or improving this group.

11. Arce. - We must not forget that IICA operates within a given frame of reference, established by Order #29 and the Alternative Program-Budget.

NOTE: At this point the group was divided in two "sub-committees" to discuss:

Group I. Needs to satisfy or functions to perform in order to accelerate agricultural development.

Group II. Institutions (kinds) to whose development IICA should dedicate its (limited) resources.

12. Report of Group I.

(Herrera, Kimmel, Shurtleff)

a) There are various technical functions which must be adequately performed in order to permit rapid development:

Education	Conservation of Natural Resources
Investigation	Credit
Marketing	Advise and Information (Extension)
Farm Supplies-inputs	Regulatory activities
Land Tenure	

b. In addition, there are Executive-Administrative-Organizational -Planning functions which are receiving very little attention from any international agency.

These functions are vitally important, and the current lack of attention being given to them represents the principal bottleneck in the development of the agricultural sector.

13. Report of Group II

(Arce, Lombardo, MacDonald)

a: IICA should definitely dedicate its efforts to accelerate the development of selected institutions in the following areas:

1) Facultades de Agronomía (y Pecuaria)
2) Estaciones Experimentales
3) Institutions dedicated to fulfilling needs related to:

a) Farmer credit
b) Extension (and "Fomento")
c) Marketing
d) Farm Supplies
e) Land tenure

b. The Group wishes to discuss further the advisability of IICA working with institutions dedicated to establishing agricultural policy planning, administration and direction of the agricultural sector, for the following reasons:

1) Doubts regarding the relation of these institutions to the recently established frame of reference of Order #29 and the Alternative Program-Budget.

2) IICA's lack of qualified personnel and experience in this general area

3) Current activities of other international organizations with respect to these institutions.

14. Kimmel. - There is urgent need for an institutional system within which the technical functions can be satisfactorily performed. Its lack reduces tremendously out technical performance -- and technician utilization. It is necessary to provide:

- the organization of the system
- planning of the agricultural sector
- framing of necessary legislation
- competent administration and execution

These components - at least the first three - should be available in advance for the occasions when capable persons ("Sampers") are named to strategic positions.

15. Kimmel. - IICA and FAO should work together in this respect. IICA provides the assets of a specialized Latin American institution, while FAO possesses the breadth of worldwide experience.

16. Kimmel. - This sort of activity would fall quite naturally within IICA's Basic Program III, Rural Development and Agrarian Reform.

17. MacDonald. - There are at least three ways of considering the inclusion of such functions within our structure of three Basic Programs:

a. Those aspects internal to individual institutions -- in any or all of the three Basic Programs.

b. As functions of the Ministry of Agriculture, hence Program III.

c. As general articulation of the three Basic Programs.

18. Shurtleff. - We should be aware that this general area of organization and administration is an integral part of the problem of institutional development. It is a part of each of our three Basic Programs.

19. Arce . - Viewed in that form, I am in agreement -- we should be aware of these aspects of institutional development.

20. Kimmel. - There are at least two ways in which IICA could begin entering into this management aspect of institutional development:

a. Incorporating some minimum of this in the common core courses taught to all graduate students at Turrialba.

b. Having specialists in this broad management area doing research in the countries, organizing seminars for top national institutional directors -- "managers", and providing advisory services.

21. Arce. - I agree with Shurtleff's statement that we should be aware of this sort of problem. The idea of doing this sort of studies - research - is interesting, but we must remember that we in IICA have very limited resources available.

22. Kimmel. - Ford, Rockefeller, other international foundations and and an increasing number of national institutions are covering the biological sciences. IICA's contribution in this sphere is becoming relatively less important. This is not true of the social sciences. It would be sounder allocation of IICA's scarce resources to channel an increasing proportion into the social sciences - administration area. IICA should taper off in its old lines of work where national institutions are becoming competent, and move into new areas that are of high priority and relatively unattended.

23. Kimmel. - Many possibilities exist for cooperation between IICA and FAO which would broaden the resource base available for such activities:

    a. Cooperation of FAO in regular program activities and in studies .

    b. Cooperation of FAO in experimental implementation activities.

    c. Joint action in helping governments prepare projects for presentation to Special Fund.

    d. IICA advisor and consultant action in Special Fund projects for which FAO is the executing agency.

24. Herrera. - Would there possibly be problems of financing such joint efforts?

25. Kimmel. - This would be no problem, once Special Fund was interested in a given project.

26. Shurtleff. - I recall an incident (Alberto) Torres was telling me about, of a Central American country that presented an elaborate development plan requiring hundreds of specialized technicians, but with no provision in the plan for obtaining or training these technicians.

27. Shurtleff. - It seems to me that we could program themes for our annual Junta meetings that would be of real interest to Ministers of Agriculture; topics dealing with the overall organization and structure of the agricultural sector, for example.

28. Kimmel.- On a worldwide basis there seems to be a lack of interest on the part of Ministries of Agriculture in agricultural education. The faculties of agronomy are frequently located under the jurisdiction of Ministries of Education --which rarely results in producing quality agricultural professionals. There is a general lack, in Ministries of Education, of agriculture and its ongoing programs -- a requisite for adequately orienting agricultural education.

29. Kimmel .- Education for education's sake is wrong. We should strengthen education in terms of what particular talents are or will be needed.

30. Kimmel.- There is a limit to the number of graduate level schools needed or justified. Among other aspects we must consider economies of scale needed to give adequate and not excessively costly education at the graduate level.

FAO-FENU INSTITUTIONAL DEVELOPMENT PROCEDURES AND EXPERIENCES

(Informal presentation by Dr. Donald C. Kimmel)

Initially it was the practice to send individual advisors to Facultades de Agronomía and other institutions. This was most ineffective. It is necessary to provide a team of specialists to work with the nationals over an extended period of time in order to achieve lasting institutional development. Experience is indicating that even five years is often too short a period; that ten years is probably closer to the necessary minimum. FENU is now extending the time period of various existing projects.

The two main types of institutions for which FENU projects have been developed have been Facultades de Agronomía and research institutions --either a country's central research center, or a complex of experiment stations.

A project may be initiated in at least two ways:

1. A national government takes the initiative, and makes the initial request to FENU.

2. FAO technicians recognize a need, discuss it with the national government, and assist them to prepare the official government request.

These requests for projects are presented to FENU headquarters in New York. They are then forwarded to the appropriate UN agency for comments (FAO for agricultural projects).

Frequently the initial request for an apparently feasible project is not sufficiently detailed or has other shortcomings. In this case a consultant firm, or FAO specialists complete the necessary additional information.

On the basis of this information, a specific document is drawn up specifying the project objectives, detailed resource requirements, and time sequences.

In the case of research institutions, the general strategy is somewhat as follows:

1. Define priorities for the institution.

2. Identify the broad research areas to be developed.

3. Initiate research in these areas.

4. Develop local staff to continue research in these areas (3 and 4 on the basis of counterparts and scholarships).

5. Provide some necessary equipment.

Among the problems that have been encountered, one of the main ones is the lack of adequate preliminary planning before initiating projects.

Frequently positions (and funds) are not provided for the national technicians, or job conditions are not sufficiently attractive to draw good prospects. Too often FENU technicians work alone for the duration of the project, and when they leave the activities they have initiated collapse.

The ideal situation, for a five year project, is to select at least one good counterpart for each FENU specialist. With only one, he works with the FENU specialist one year, goes away to receive advanced training for two years, and return to work with the specialist for the last two years. With two counterparts, they can be rotated, one acting as counterpart while the other studies, and vice versa.

The national government is committed to meet local operating costs --but too often there are budget problems when the moment of paying arrives. One device FENU uses is to require the government to deposit with them a certain portion of its financial commitment, before the project becomes operative.

It is normal procedure for a single national institution to be designated (by the national government) as counterpart to FENU for any given project. It would be too complex or inoperative to have to deal with a series of national institutions.

Sometimes there is lack of housing or other facilities for the FENU specialists to be brought in.

Local technicians on occasion are not convinced of the need for outside assistance or for change.

One of the most difficult tasks is to locate experts with a combinati of technical competence and the flexibility to adjust to local conditions --necessary requisites for Project Managers. Language, social, and cultural barriers often limit the usefulness of technically competent specialists.

The key to success is careful, detailed initial planning.

It is important to determine whether or not the project is an integral part of overall national development plans, and incorporated in current budget and budget projections.

The case of facultades de agronomía is in general more complex than that of experiment stations. For one thing, the extremely strong role played by students, University staff, and government complicate the picture. The current situation in Ecuador is a case in point.

FAO is increasingly tending to execute these projects by means of subcontracts with strong established universities. In general, it is possible to obtain better average quality personnel, plus more adequate technical "back-stopping". In addition links may well be established between the two institutions which will continue after the project is terminated. There is also a continuity of institutional philosophy provided by a subcontracting university.

Subcontracting also has its disadvantages. There is frequently resistance to subcontracting on the part of the national institution. Some subcontracting universities tend to send very few of their best quality staff. Some operate on a shoestring, going out to hire new (additional) staff to man the project.

In some cases the repeated rejection of proposed project leader or subcontractors leads one to suspect that there is no real desire for change and improvement.

In Liberia the current shortage of government funds is crippling a project with an outstanding project leader.

Another problem is timing --delays in hiring the required personnel at the appropriate moment, delays in arrival of equipment, etc.

As to the function of the Project Manager, he acts as co-manager with the national designated as co-manager. The basic agreement specifies who decides what; in general it provides for joint decisions. Major changes in the project may require amendments to the basic agreement.

In addition to research and educational institutions, Special Fund has projects for, among others;

Soil and water studies; design of irrigation projects; pilot settlement plans.

Various types of Institutes --fish, forestry, agrarian reform.

Intermediate level training institutions.

Regional livestock disease control center (Near East)

Precolonization Surveys.

Forestry inventory.

Regional Development Surveys.

Massive fertilizer trials (possible project in the near future).

With respect to phase-out experience --what happens when Special Fund assistance terminates--experience to date has varied. In the case of one Latin American Facultad de Agronomía, everything collapsed at the end of the project --for lack of commitment and financial support by the national government.

In the case of too many soil and water surveys there has been little or no follow up, frequently due to the fact that these functions have not been tied in organically to existing government instititutions.

In allocating project funds, an effort is made to provide a certain degree of geographical coverage; considers the probabilities of project success in any given country; and balance between educational, industrial, agricultural, and other types of projects.

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31. Lombardo .- It was somewhat of a surprise to see the concentration of FAO-Special Fund technicians in Ecuador.

32. Kimmel.- There are close inter-relations between Ecuador's institutional needs in agricultural training, research, and extension. It was felt that a comprehensive and simultaneous effort would be more effective than individual, isolated efforts spread out over time.

33. Kimmel .- The most important key to institutional development project is sound project preparation. This is receiving increasing attention in Special Fund projects.

34. Kimmel.- FAO enters into various institutional development activities, in addition to the execution of Special Fund projects. Its total annual resources (budget) from all sources is between $100 and $130 million dollars.

In 1945 FAO began as primarily a "thinking and advisory" institution with no field programs. As field operations have increased, the proportion of time the central staff can dedicate to creative thinking has decreased. An increasing percentage of time is dedicated to supervising field operations.

With respect to organization, FAO is now studying the alternatives of further decentralization to its regional office, or of reducing or eliminating the function of these offices,

35. Kimmel.- The job of institutional development must be done in the individual countries; technicians must be placed in continued working contact with the national institutions and their personnel and problems. To provide adequate technical backstopping for them a headquarters possesing a broad range of competent specialists is highly desirable.

36. MacDonald .- How does FAO obtain its country diagnosis--determine priorities in institutional development?

37. Kimmel.- FAO and Special Fund representatives stationed in each country supply fairly complete information regarding:

- What has been done and is being done by international agencies, foundations, etc.

- What development plans and goals has the country established.

- What are the gaps in available information and what additional technical studies are necessary.

38. Kimmel.- It should be possible for IICA, through the FAO liason with IICA -- Mr. Talbot -- to coordinate diagnostic efforts, take advantage of FAO's country information.

39. Kimmel .- In addition the FENU representatives make quarterly reports; AID should have detailed information in its individual country programming offices; BID and World Bank do continuing analysis and reporting.

40. Kimmel .- In Afganistan FAO is initiating a development project sponsored by Sweden. It involves two pilot areas, where an effort is being made to develop jointly the extension, credit, marketing, and farm supplies services and institutions. As part of the project a training institution is being created to prepare the personnel needed for all four services. Such training institutions should be located in the area involved, as an integral part of the regional development complex, and in direct contact with the needs (problems) to be solved.

41. Kimmel.- A project advisor's key function is not to make policy, but rather to influence policy decisions, throwing out ideas and suggestions over a period of time.

42. Kimmel. - With respect to evaluation, it generally does not pay to be too critical, unless possibly just after a change of government--but there are no hard and fast rules. In general it is better to criticize verbally.

43. Kimmel.- There is a need for a comprehensive national plan of the functions (needs) for development (of the agricultural sector). This should be followed by a quantitative and qualitative evaluation of existing institutions in relation to the jobs that need doing. On the basis of this, sounder decisions can be made regarding who should be responsible for what, as which institutions should be strengthened and which should be phased out.

44. Kimmel.- Ideally, there should be a national advisory committee for development, at the Presidential level. It in turn would probably require various sectorial or functional sub-committees. Nationals should definitely be involved in doing the manpower need studies and analyses; the government is more apt to accept the conclusions reached.

45. Kimmel .- An example of a national policy group is the National Research Council in England, which not only determines broad research priorities but also allocates the funds for research among institutions.

46. Kimmel .- To the question, "What are the critical factors inhibiting the contribution of institutions of higher agricultural education to development?", I would answer, in order of importance:

    1. Role of the student body.

    2. Unfavorable staff conditions --salary, tenure.

    3. Inadequate financial resources.

    4. Lack of linkage with and adaptation of faculty programs to the needs of development institutions.

    5. Deficient quality of professors.

47. Kimmel .- With respect to the institutions required to perform the necessary functions in the agricultural sector, after education, training, and investigation, I would strongly urge considering as a very closely interrelated and almost inseparable group the institutions dealing with farm supplies, credit, extension, and marketing and price. Then in relation to land I would consider not only land tenure within agrarian reform, but also the broad area of land administration including such aspects as catastros survey, etc. Another in the same group would be everything having to do with water and land development and natural resource conservation.

Finally, there are those institutions having to do with direction in a broad sense, of the total agricultural sector-- the executive function If IICA really proposes to enter stongly and effectively into institutional development, it cannot farm out this function nor rely on another partner or agency to deal exclusively with the institutions interested in this function.

Unless IICA acts directly with such institutions, the rest of its institutional development activities would have a rather low efficiency. It is not practical nor advisable to work with isolated institutions in specific areas, without having contact and influence with the executive function, broad direction agencies.

48. Kimmel .- A primary question which governments have to decide is, "What is the total complex of institutions required to do the job in the agricultural sector?" I believe a high priority should be given to assisting countries to think through and analyze this problem. The graduate school could be involved in preparing the national technicians who will do the necessary studies and analyses for this type of decision. Whithin this context, a nation can then examine individual institutions, in terms of functions and in terms of optimum allocation of resources among institutions or institutional groups. One of the glaring examples of single -institution failure was the early hard sell of the extension service as a cure-all institution for the agricultural sector. We should not make the same mistake again with other institutions.

49. MacDonald.- I have a question regarding your presentation of the other day. You have indicated the desirability of examining the broad overall picture of the institutional complex of the country, and then you have indicated that in terms of strategy it would be desirable to concentrate ones efforts in selected high priority areas. My question is --or rather my doubt is--the following: Many areas which might be selected will be served by national institutions -- that is to say institutions covering wider areas than the specific geographical subdivision selected for the project. Given this situation to what extent is it feasible or practical to attempt to work in institutional development on an area basis?

50. Kimmel.- The question is undoubtedly complex. However, in the case of institutions covering large areas or all of the nation, they generally have one or several of their branches in any given region on an area level. At the area level there is a need for a complete farm service center or its equivalent --covering credit, marketing, extension, and farm supplies. Then one should attempt to influence the agricultural facult .o produce the type and quantity of technicians needed in the area. In the case of research institutions one could concentrate upon improving that type of research and the institutional structure which pertains to the area in question. This may be a sub-station in the area, or another station in a similar ecological area, or specific projects within a main national center.

51. Kimmel.- To the question "What should IICA (or some institution) do in educational training?", I would answer:

a. Studies of the quantitative and qualitative manpower requirements of the country over a 10 and a 20 year period.

b. Anayses of the adequacy of the existing institutions to provide this quantitative and qualitative need.

c. The design of the comprehensive national plans to satisfy these needs in terms of institutions.

d. Specific projects with established priorities for individual institutional development.

1) Advisory short-term assistance -- for the already well established institutions.

2) Provide opportunities for additional staff training.

3) Comprehensive technical assistance (for example a Special Fund Project).

4) Financial assistance --buildings, laboratory, etc.

5) Combination of all these measures.

e. Take careful consideration with respect to economies of scale--minimum sizes of institutions for efficiency.

f, In the case of small countries, consider the possibilities of linking them together for institutions of high agricultural education or even more so at the Master's level.

This may appear a slow, long-term process, but we must raise the overall institutional efficiency if we are to get anywhere. Political implications are also a problem but one must realize that if too much is spent on a single class of institution--such as educational --there may be not enough national resources for other vital institutional needs. For example, in certain African countries a tremendous effort was made to rapidly increase literacy without at the same time creating the institutions and the technical jobs to utilize these literate graduates of the educational system. There is a need for balanced institutional development.

52. Kimmel.- IICA could think of a somewhat similar pattern or series of steps with respect to agricultural research institutions.

a. Assist countries to prepare comprehensive plans regarding their total agricultural research needs.

b. Evaluating in quantitative and qualitative terms the institutional capacity existing at the moment.

c. Prepare a national plan containing the number and location and facilities for the required research institutions. Our general feeling is that the first step in this process is the creation of the strong center station, if it does not already exist.

d. Specific projects on a priority basis for individual institutional development --similar to the case of education.

53. Kimmel .- When I speak of research I wish to distinguish between the generally applied type of research which --I do not think should necessarily be linked in with a land grant college pattern dominated by the University -- and so-called basic research which I do think is an important aspect that should interest university institutions--in the degree they can afford them. I have strong reservations about initiating high priority effort in basic research in developing countries. With development they may gradually grow in into more basic research, but at the beginning they have the need for immediate answers to relatively simple problems.

54. Kimmel.- Within the broad area of technician needs, one of the most urgent is a new breed of specialist --someone with a strong ingeniero agrónomo base plus adequate preparation in the general area of social sciences and public administration; someone capable of devising and evaluating the institutional systems we have been speaking of, which are so badly needed for the countries. These would be potential director generals of agriculture, members of planning office personnel teams, presidential advisors, etc. No one is producing them at the present time, and it is important that they become available as rapidly as possible.

55. Castronovo.- This is all very good, but how do we identify this fellow ahead of time? Quite frequently he is the friend of somebody elected to high positions.

56. Kimmel .- It is certainly true, but there is also a need for this type of personnel even at a lower level, and within every agricultural institution.

57. Kimmel .- One can not start out to change everything at the national level all at once --there just are not enough resources available. What one can do is influence the national trend and national institutions by means of concentrated area efforts as quite well as in study and design of overall national institutional development plans.

58. Kimmel .- It will be extremely useful to IICA to develop links with FAO and other agencies with world experiences, but leadership in agricultural institution development should be the responsibility of IICA.

59. Kimmel.- I continue insisting on the importance of the regional approach. We have a great deal of evidence showing that country-wide attempts generally blow up, or do not give results for lack of resources. This requires a rather big educational job to convince governments that it is impossible to do everything in the whole country at once --the politically most appealing idea. Results are beginning to appear in the World Indicative Plan indicating that this is one of the key bottlenecks. It is becoming evident that it is necessary to select key areas for immediate impact and to later expand or duplicate the process in other areas later on.

Now, there also exist many poor area projects. It should be kept in mind from the beginning that one of the key characteristics of a priority area plan should be that the pattern or methods used can be multiplied or duplicated in other areas, and that it forms an integral part of an overall national system or design for institutional and agricultural development.

60. Castronovo.- I agree with most of your conclusions but I do not agree with much of the analysis.

IICA has its program and it has a specific size. It is important that we define the specific role of IICA. I am not sure that IICA has the responsibility for rural development in Latin America. How much can IICA do? How much should we try to get others to do, and to be efficient should we not limit ourselves to a relative narrow area? I believe so. Mr. Kimmel is thinking of limiting responsabilities in terms of geographical area. I feel that it is wiser for IICA to limit itself in terms of the narrow function area instead of trying to cover all kinds and types of agricultural institutions.

61. Kimmel.- This is the sort of thing that IICA must decide. As an outsider, I feel that IICA should set as its premise the policy that it will attempt to concentrate its efforts on highest priority aspects of agricultural institutional development.

62. Castronovo .- After all the analysis is done our basic job would still be training. We are focused on training needs.

63. Kimmel .- One can think of a pattern within which the Turrialba portion of IICA --its main center and graduate school would concentrate upon the research studies and education needed for the development of national systems of agricultural institutions. The technicians could participate in pilot studies, could train national personnel who would go back to their countries to do the rest of the studies and design subsystems and in carrying this the studies selected by IICA zones offices.

As more specific information became available through this process, seminars and other activities could be organized for top government officials, to transmit to them the experiences and know-how accumulated.

In a parallel effort, the Zones could attempt area projects, to demonstrate how these institutional systems work in the practice. The amount of this work would depend upon the availability of resources and qualified personnel.

64. Castronovo.- I have very little confidence in area projects or efforts as examples of development. I fear that almost invariably they result in special cases which cannot be repeated or multiplied.

65. Kimmel.- There is a necessity for decentralization of a great many agricultural institutions in most countries--not necessarily autonomous, but decentralized and adjusted to regional needs. This would require a tremendous educational job with governments to bring them to understand this need and to adopt such a policy.

66. Castronovo.- These global national studies and activities would require a tremendous staff with many specialities. We have a small staff adapted for work within institutions of education and investigation, and a little in our Program III for institutions of rural development and agrarian reform.

67. Shurtleff.- The important thing is for us to define our role; to look first at the overall institutional picture, then see or identify our particular role within this context.

68. Castronovo.- I agree that we should devote at least 10% of our staff and resources to this overall analysis and management function. It is essential that we adjust what we propose to do to our resources size.

69 Herrera.- In our agrarian reform center one hears that agrarian reform is the precondition for agricultural development. I have a friend who is utterly convinced that marketing is the basis for agricultural development. I know others who believe that research is the key to development. All of these functions are important. If we can get this concept of mutual necessity understood and accepted, our resources would not be the limiting factor. For example, the Colombia administrative study only cost IICA $2000. It has aided all institutional heads in Colombia to be aware that they are part of a large and complex whole. If we can convince the managers of countries and leaders of the institutional system of this reality, it is perhaps the greatest contribution we can make.

70. Lombardo.- We agree that IICA as an institution designed to serve Latin American agriculture should know where or how it can be of greatest help. In addition to our three basic program structure, we do have within IICA provision for arriving gradually to general country diagnoses. This is one of the main preocupations of the Planning Office. We do have the possibility then to continue improving in this direction. As we learn more and more of what the countries need and want, we will be able to fit this information into our operations.

71. Castronovo.- I think we should all be clear on one point. That is that we do not have a very wide choice of functions for IICA. We function under a charter that specifies what are the purposes of IICA.

72. Lombardo.- This does not create a serious problem. For example, we are now involved in regional development projects in the performance of our function. One example would be the Yaracuy project where we are working trying to help Venezuela in the development of a model for development which will serve for the rest of the country.

73. Kimmel.- I think that we all agreed that the appropriate approach is the following: To first ask ourselves, "given the resources available, how can they be used most effectively?". The question I keep returning to is this: Is education and training the highest priority or, if it is a decision of IICA to remain exclusively within education and training, what kind of education and training most important?. This type of analysis inescapably leads us to dedicate some of our resources to research and education regarding systems of institutions.

How would IICA's regional staff operate within such an institutional orientation? One could visualize that first of all it would help governments do these broad studies and the analyses involved, and second that it would assist governments in project preparation. There are national resources that currently being poorly utilized which could be made available, and likewise there are international resources available for sound projects.

74. Castronovo.- There are different approaches for reaching the objective of institutional development. One can work directly with the heads of institutions and they in turn can go to the government with specific problems or specific requests. The government establishes priorities for their operations; we establish priorities for IICA operation.

75. Kimmel.- During the 25 years that IICA has been operating, the world has changed considerably. I think that it is possible that the thinking of IICA's Junta has perhaps changed during this time. Is it not at least possible that IICA's Junta would OK a shift toward this development orientation in IICA's activities? I feel that one of IICA's vital functions is to aid governments to recognize agricultural development bottlenecks.

76. Kimmel.- Assuming that IICA decides to limit itself to educational and research institutions, it should still look at priorities--the broad job--before going into individual institutional development efforts.

77. Kimmel.- I am concerned with the lack of interest of researchers in the application of sciences to development. (Cites that in the Geneva reunion 90% of the conference and follow-up of a reunion dedicated to the application of science and technology was really dedicated to the question of how to develop more technology and only 5% of the time dedicated to the question of how to get more of this knowledge applied).

78. Arce.- At least one half of the Latin American countries still have critical shortages of qualified technicians; there is still a strong demand from these countries for IICA to prepare more technicians.

79. Kimmel.- In the India manpower study it was demonstrated that more trained technicians are available than can be utilized by the existing agriculture institutions of the country. Unbalanced development has occurred in the institutional area. I continue with the feeling that the big problem is opportunities for technicians to work effectively in their country, the unability to make efficient use of the technicians available.

80. Kimmel.- Is it possible for IICA to work in agricultural education at levels lower than the university? It has been our experience that in nearly every country there is a great scarcity of peritos agronomos --subprofessional technicians.

81. Castronovo.- Up until now we have felt that we can best get at this shortage by strengthening the agriculture universities who in turn can produce the professors for intermediate level agriculture schools.

82. Castronovo.- With respect to IICA's collaboration with other institutions, it seems to me the starting point is mutual exchange of knowledge about each others'organizations. In cases where parallel interests exist, there are then many possibilities for mutual collaboration.

83. Kimmel.- A great many mechanisms exist for collaboration between IICA and Special Fund-FAO. For example in a given area development project it is quite possible that IICA finds it can cover some aspects of institutional development, but not all of them. IICA technicians can help governments prepare the requests for Special Fund assistance for the holes which IICA cannot itself fill. Special Fund will welcome this type of collaboration.

If IICA is not in a capacity to prepare the project, it can aid the government in developing a general description to be sent to Special Fund's New York office. Special Fund then will employ the necessary technicians to prepare a more thorough master project plan.

Special Fund is now going beyond the provision of experienced personnel etc., to provide an improvement in effective use of technical inputs--on a catalystic basis--as a way to get farms supplies'services going in the development areas.

Another variant would be for FAO to pay IICA technicians salaries to work in specific projects, in cases where IICA funds are not adequate.

84. MacDonald.- What is the time lag from beginning to prepare a Special Fund project, and putting it into action?

85. Kimmel.- In the case of individual technician requests, it is relatively fast.

In the case of regular Special Fund Projects, eighteen months is probably the shortest possible time one can count on.

The project's Board meets two times a year, and the project has to be turned in at least six months prior to the meeting of the Board.

It has been a practice of Special Fund to designate as executing agency a United Nations institution or agency. But more and more these are subcontracting with other agencies for the actual execution of projects. In the case of FAO it has been frequently done with institutional development programs, with FAO doing some technical backstopping for the subcontracting firm or institution.

Likewise there will be no problem, in joint efforts, of putting an IICA technician on FAO's payroll for project execution.

The basic problem is to get a given government to assign a high priority to the project in question. Many countries are presenting so many projects to Special Fund that it is impossible for all of them to be approved. Consequently only those given a high priority by the soliciting government are likely to be put in operation.

Special Fund is also considering giving relatively high priority to follow-up projects or extensions of projects now in operation--where progress is being shown, but where there is evidence that a longer period is necessary to really get the institution development job going.

There is also a tendency to attach investment advisors to projects as a follow-up. to look at the whole development investment picture as the technical capacity of the area is built up, and as a Special Fund project phases out.

There is also always a possibility of IICA borrowing FAO technicians based in the same or in neighboring countries for specific project needs.

The meeting adjurned at noon Wednesday the 10th of May, the personnel of IICA thanking Dr. Kimmel for his valuable assistance, and Dr. Kimmel assured IICA that this week of "brainstorming sessions" had been of mutual benefit, since such opportunities rarely occur within his ordinary work schedule in Rome.

MHM:mj

Dirección General
Oficina de Planeamiento
Mayo de 1967

ORGANIZATIONAL STRUCTURE FOR IMPLEMENTATION OF DEVELOPMENT PLANS*

My colleagues have given you a detailed account of their thinking and work in the field of agricultural planning. I should like to supplement their excellent presentation with a few remarks on a frequently neglected element, at both planning and post-planning stages, in the promotion of agricultural development --the machinery required for implementing plans. Actually my concern is a bit broader as it is with the overall organizational structure for agricultural development within which the machinery for planning, to which my colleagues have referred, must also find its place. I believe this subject merits special consideration here for a plan and a rational organizational structure for its preparation and implementation are the two most significant and inseparable elements in achieving the integrated approach to agricultural development which is established FAO policy.

In my remarks this morning I am certainly not going to pretend to give you pre-determined sets of answers to the organizational and administrative problems which you encounter in your work. What I shall attempt to do is:

(a) Impress upon you to very great importance of an appropirate organizational structure in preparing and implementing agricultural development plans;

(b) Single out for your attention the kinds of issues to be considered in arriving at an appropriate organization of the complex of services required for agricultural development;

(c) Point out the opportunities each of you have to make a contribution to resolving these issues;

(d) Suggest ways in which we in the Rural Institutions and Services Division may be of assistance to you in dealing with problems of organizational structure.

You may wonder why, after you have already endured a week of speech making, I should venture to tax your patience even further. My double barrelled reason is that I firmly believe that a highly confused organizational structure is one of the major obstacles to agricultural progress in most of the countries which we serve and further, that we as an international organization

* Some observations made to the meeting of FAO's Regional and Country Representatives, by Dr. D.C. Kimmel, Rome, 31 January 1962.

Annex 1.1

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and particularly you as Country Representatives, are in an admirable position to help countries do something about it. I need not elaborate on the first aspect of my justification. Practically all of you have reported on the lack, or at least ineffectiveness, of government machinery in the food and agriculture sector. Perhaps I should, however, explain why I think FAO, as an international agency, is in a favourable position to assist governments in dealing with this problem. Our technical advantage lies in the fact that we can readily draw from experience throughout the world to arrive at advice for any one member country incorporating features of organizational approaches followed in a number of others. Perhaps this also gives us a psychological advantage in that we can avoid the direct transplant of national experience which, even if applicable, may not be received enthusiastically in newly independent countries. Finally, I should say that we have not only the opportunity, but also the obligation, to assist governments in this area if we are to achieve the real aim of technical assistance. This aim must be to put governments in a position to progress on their own after external assistance. This aim must be to put governments in a position to progress on their own after external assistance ceases. Two of the essential aspects of putting a government in this position are helping establish: (1) a suitable organizational structure for servicing agriculture; and (2) the permanent education and training facilities required to produce the staff to man the services.

Since words like "organization" and "administration" mean different things to different people, I think I had better explain the way in which I define the subject of my remarks. I choose to put the emphasis here on organization or more accurately on organizational structure. When I speak about the organizational structure for agricultural development, I refer to the complex of services required for establishing policy, planning and implementing agricultural development programs, and to the machinery which relates these services, one to another, hopefully in such a way as to ensure maximum effectiveness and efficiency in the use of personnel and financial resources. Perhaps I can explain my subject in a more meaningful way by stating the kinds of questions to be answered in arriving at an appropriate organizational structure. Among these questions are the following:

1. In a given country at a given time, exactly what kinds of services must the government provide if agricultural development and improved levels of living for the farm population are to be furthered? In this connection the very great difference between highly developed and newly developed countries needs to be noted.

2. What are the specific functions to be performed by each service? In the absence of specific definition, we have confusion, overlap and ineffectiveness.

3. Given the limited trained personnel and financial resources, what services shall be given priority in establishment because they are prerequisites to effective operation of others, have potential for immediate contribution, or for other reasons?

[illegible]

Since words [illegible] things to different [illegible] define the sub[illegible] organization [illegible] about the [illegible] the complex [illegible] meaning [illegible] late [illegible] max[illegible] [illegible] [illegible] organ[illegible]

1. [illegible] given [illegible] must [illegible] of living [illegible] the very [illegible] highly [illegible] countries [illegible]

2. What are [illegible] notion [illegible] the absence of [illegible] [illegible]

3. [illegible] the [illegible] [illegible] p[illegible] [illegible] live operation of [illegible] [illegible] [illegible]

4. Which services are complementary in character and thus must be developed more or less simultaneously and administratively closely associated? In this connection the realationship between extension, credit, farm supplies and marketing requires attention. Can these services be effectively operated, in a less developed country, when administrative responsibility is dispersed among a number of ministries or semi-autonomous agencies or institutions?

5. Shall a ministry be organized along subject matter lines, according to functions or, on the basis of a mixture of the two?

6. To what extent should responsibility for agricultural development be dispersed among ministerial, semi-autonomous and autonomous agencies?

7. What sort of overall organizational structure will ensure such relationship between services, agencies and institutions as to ensure maximum effectiveness and efficiency?

The above list is not exhaustive but it does include most of the major issues to be resolved in advising on the organizational structure for agricultural development. We believe that rendering advice in this area calls for familiarity with agriculture, including economics, and public administration. It is the necessity for this understanding of agriculture in addition to public administration that sets the FAO adviser apart from his UN colleague dealing with the more general issues of public administration.

You will note that I have not raised issues of administrative procedure or housekeeping chores which are common to all agencies of government. This is not because these issues are un-important but rather because many of them, at least, have to be tackled on a government-wide basis. Furthermore, these matters which include purchasing and accounting procedures, recruitment, conditions of service, etc., are dealt with by the UN Division of Public Administration, and are areas in which we in the FAO Technical and Economic Divisions would not claim competence. We have established excellent working relationships with the United Nations. A number of you have worked with UN Public Administration advisers and the 1961 Latin American Meeting on Organization for Agricultural Development was a cooperative venture with the UN. Certainly we cannot expect to have smoothly operating ministries of agriculture until these matters have been satisfactorily dealt with. You will also appreciate that there is a problem of organizational structure in which FAO has the initiative but which is of joint concern to the UN and FAO. I refer to the question of the extent to which certain services required for agricultural development should be placed in ministries and agencies other than the ministry of agriculture.

Let me turn now to enumeration of the opportunities each of you may have to help governments achieve a better organizational pattern for their agricultural services. Although these opportunities are numerous, I would like to invite your attention to just four:

1. Each one of you, at one time or another, in your capacity as FAO Representative has been, or is likely to be, requested to advise on the organization of the Ministry of Agriculture. Even without a formal request from government, you do have the problem of seeing that, for example, the organizational advice of your US extension expert, your Australian veterinarian and your Indian economist can be fitted together to form an organizational pattern appropriate to your country's resources and needs.

2. Every Special Fund project has important organizational implications and in your endorsement or failure to endorse you are in effect making a decision on an organizational matter. This is particularly the case in projects concerned with research or education where the question of departmentalized general institutions vs. specialized subject matter institutions arises.

3. Most of you are confronted with the problem of advising on the organizational machinery for implementation of special projects such as new settlement and irrigation schemes. Here the question arises of whether to reorient and expand existing services, to establish new ones, or to employ a combination of both to serve these new projects.

4. Each of you is confronted with the problem of defining the FAO position or responsibility in relation to other agencies. The UN Division of Public Administration activities, referred to earlier, are particularly relevant here but in the organization of educational facilities in food and agriculture, the UNESCO role must also be considered. In this latter connection, I believe all of you have, about a year ago, received a copy of the FAO/UNESCO agreement defining relative responsibilities in the field of agricultural education.

I should like now to report on what we have been doing in the Rural Institutions and Services Division in this broad field of organization of agricultural services. My purpose in doing so is to indicate ways in which we might be of help to you when you encounter problems or have opportunities to advise in the organizational field.

We have for some years been carrying out a limited amount of work in this field but until a little over a year ago we had only one officer to serve the world. In November of 1960 we added an officer to deal with one aspect of the broader organizational problem, namely the organization of agricultural research. As of 1 January 1962 a separate branch entitled Organization of Agricultural Services has been established. This branch will be composed of a Chief, a specialist on overall organization of services for agricultural development and a specialist in the organization of agricultural research. This means that we will be in a somewhat more favourable position to deal with any enquires you may direct to us. Our assistance may take the form of correspondence and supply of information and, occasionally consultative visits. We can in the 1962/63 biennium, go even further in a few selected

instances. Our budget for that period provides for consultants or Headquarters officers to do a number of case studies on overall organization of agricultural services or the research component thereof. Should the government to which you are assigned show a genuine interest in doing something in one of these two fields, please let us know and we will try to use your country for one of these case studies. We know that the only time we can really do anything about improving the overall organizational structure for government services is at the precise moment when a government wants to do something. This is the reason we made budgetary provision for case studies in a general way rather than attempting to anticipate the particular countries in which the studies would be carried out.

Although as I indicated earlier we have not to date had resources to do as much as we would have liked in this area, we have amassed a considerable amount of information or organizational approaches followed in various countries. A number of you in this group have for some years been dealing with this problem. Several of us from Headquarters have also responded to specific requests from governments for help in improving the organization of their ministries of agriculture and other agencies concerned with agricultural development. All in all we have jointly acquired a pool of knowledge and experience which we hope to have the opportunity of making available to you.

Let me conclude by assuring you that I have no illusions about how fast we can effect improvements in the organization of government institutions and services for agricultural development. I certainly do not recommend initiating wholesale re-organization of established agencies and institutions, but I am anxious that every bit of organizational advice we put forward to governments represents a step toward improving the existing set up. Further, a number of you serve newly independent countries which, justifiably or otherwise, are determined to have a new organizational approach. Let us not miss the opportunity to be of real service to them -- to put at their disposal the best possible advice available in FAO.

REPORT TO THE GOVERNMENT OF LIBERIA ON THE DEVELOPMENT OF AN ORGANIZATIONAL STRUCTURE FOR THE DEPARTMENT OF AGRICULTURE AND COMMERCE *

At the invitation of the Honourable Stephen A. Tolbert, Secretary of Agriculture and Commerce, the writer visited Liberia from 23 April through 9 May for the purpose of : (1) studying and advising on the organizational structure for the Department of Agriculture and Commerce; and (2) assisting in the preparation of a request to the United Nations Special Fund for assistance in strengthening higher education and research in agriculture and extension training. This report relates only to the former and draws upon the results of discussions and observations in the Department of Agriculture and Commerce, the Central Agricultural Experiment Station at Suakoko, Cuttington College, the University of Liberia, the Agricultural and Industrial Credit Corporation, Booker Washington Institute, the National Production Council, the Joint Commission and the United States Organizations Mission to Liberia.

The development of an appropriate organizational structure for the Department of Agriculture and Commerce is a task requiring a thorough knowledge of: (1) the organizational structure and administrative procedures of the Government as a whole; (2) the existing structure and operation of the Department of Agriculture and Commerce; (3) the number and kinds of agriculturally trained personnel presently and potentially available; (4) the potential for agricultural development; (5) government plans for economic and social development in general; and (6) present programs and plans of technical assistance agencies helping the government in the field of agricultural development. It was obviously not possible for the writer to acquire an adequate knowledge of all of these factors in two weeks. An attempt has been made, however, to suggest the broad framework within which the detailed organizational structure might be developed. Within this framework particular attention has been given to agriculture other than forestry. As regards forestry and fisheries, little more is done than to suggest where assistance might be obtained for developing appropriate organazations for government work in these spheres. The same suggestion is made with respect to Commerce activities and some observations are made relative to the close relationship between certain agriculture and commerce functions. Given the importance of agriculture in the country and in the Department as presently constituted, the limited time available, and the writer's special fields of responsibility in FAO, concentration on agriculture was considered the most efficient use of time. Despite these limitations it is hoped that the

* Prepared by Dr. D.C. Kimmel, Chief, Agricultural Education and Administration Branch, Rural Institutions and Services Division, FAO, May 1960.

suggestions which follow may be useful in: (1) estimulating increased interest in the importance of the organizational problem and eventually in a request for longer term professional assistance in its resolution; (2) indicating the kinds of agricultural services which the Government will need to provide or arrange to have provided if development is to proceed satisfactorily; (3) providing a guide to the kinds of technical assistance experts required and a framework within which they may work; and (4) giving an indication of the kinds and numbers of personnel required by the Department and thus a guide for planning national training facilities and awarding fellowships.

The proposed organizational structure is one toward which the Department of Agriculture and Commerce might work over a period of years. Such an organization can be developed only as trained personnel and the financial resources required for their employment become available. Filling the various posts with people unsuited by training and experience would not enable the Department to discharge its responsibilities; could lead to loss of public confidence; and would give rise to difficult personnel problems when qualified people do become available. The aim should be to staff first those units which are a pre-requisite to effective operation in any specialized area of agricultural development. First priority should be given to staffing the Office of the Secretary so as to make possible effective representation of agricultural interests in the formulation budgeting for, and implementation of national development plans. Continuing emphasis is fully justified on developing the extension service for teaching and influencing farmers to adopt improved production, conservation and marketing practices in all types of crop and livestock enterprises. Until an effective extension service exists, many technical assistance experts, the results of research and other activities in specialized subject matter areas cannot be fully utilized. The time has come when more attention must be given to credit, farm supplies and marketing facilities. Extension recommendations have no meaning without the credit, supplies, and equipment needed to implement them. Increased production without a market is only a source of disappointment to the farmer.

Following development of basic generalized services, attention can be given to research, facilities and regulatory services in specialized areas according to their importance to development at any particular time. For example, rice and fresh water fisheries, so important to the diet of the bulk of the population, would have priority over coffee for which the market is uncertain. All of these observations are intended to emphasize the points that posts should be filled only when qualified personnel are available and that priorities must be established in training personnel for, and in actually staffing the various units of the Department.

Another matter to be considered is that of relative priorities in staffing at national, intermediate administrative, and field levels. Perhaps at this stage it will be sufficient to make only two observations: (1) a field project cannot survive without support from higher administrative levels and thus a skeleton staff at each level is to be preferred to complete staffing at any one level; and (2) only generalized staff should be provided at lower levels until a fairly complete staff of specialists, to serve the country as a whole, exists at the national level. Some progress must be evident at all times and this is possible only if a minimum staff is operational at each level.

It is to be noted that in the discussion of priorities no mention has been made of agricultural education. This is due to the fact that agricultural education is the subject of another report in the form of a request for assistance from the United Nations Special Fund. It cannot be stressed too strongly that the staffing of a local institution for higher education in agriculture should have first claim on the limited number of college trained agriculturalists presently available in the country. Unless this is done, the country will continue to be dependent on personnel trained abroad and the complete staffing and effective functioning of the Department of Agriculture and Commerce will not be realized in the foreseeable future.

The proposed organizational structure for the Department has been based on the following considerations:

1. The necessity of avoiding conflicting policy and at the same time ensuring effective and efficient operations through concentrating primary responsibility for formulation and implementation of agricultural policy and plans in one Department government.

2. The necessity of providing a workable scheme, that is one which is easily understood and acceptable in principle to the senior officials concerned.

3. The desire to focus attention on service to the farm population as opposed to emphasis on subject matter areas in agricultural development.

4. The necessity to establish within the Department the kinds of operational units and terms of reference which will, through avoidance of overlap and confusion, ensure maximum efficiency and effectiveness with a minimum staff.

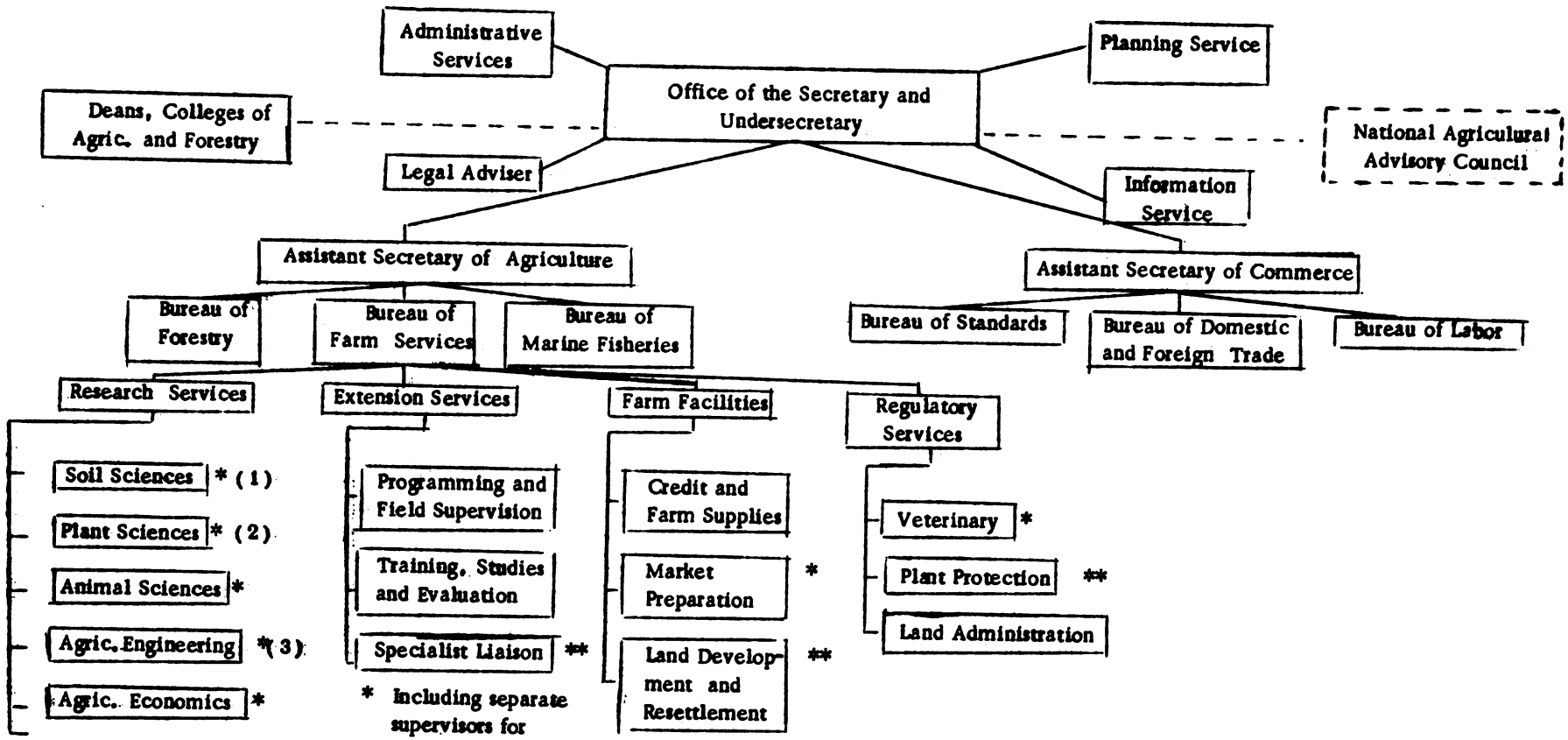
5. The necessity of providing workable liaison arrangements with other departments and institutions.

Figure 1 gives the suggested organizational structure for the Department at the national level. Each of the components is described briefly below.

LIBERIA

FIGURE I - DEPARTMENT OF AGRICULTURE AND COMMERCE

SUGGESTED ORGANIZATIONAL STRUCTURE, NATIONAL LEVEL



* HQ at Suakoko or Branch Expt. Stations.

(1) Including soil survey

(2) Including supervision of seed and nuresery stock multiplication

(3) Including processing of agric. products

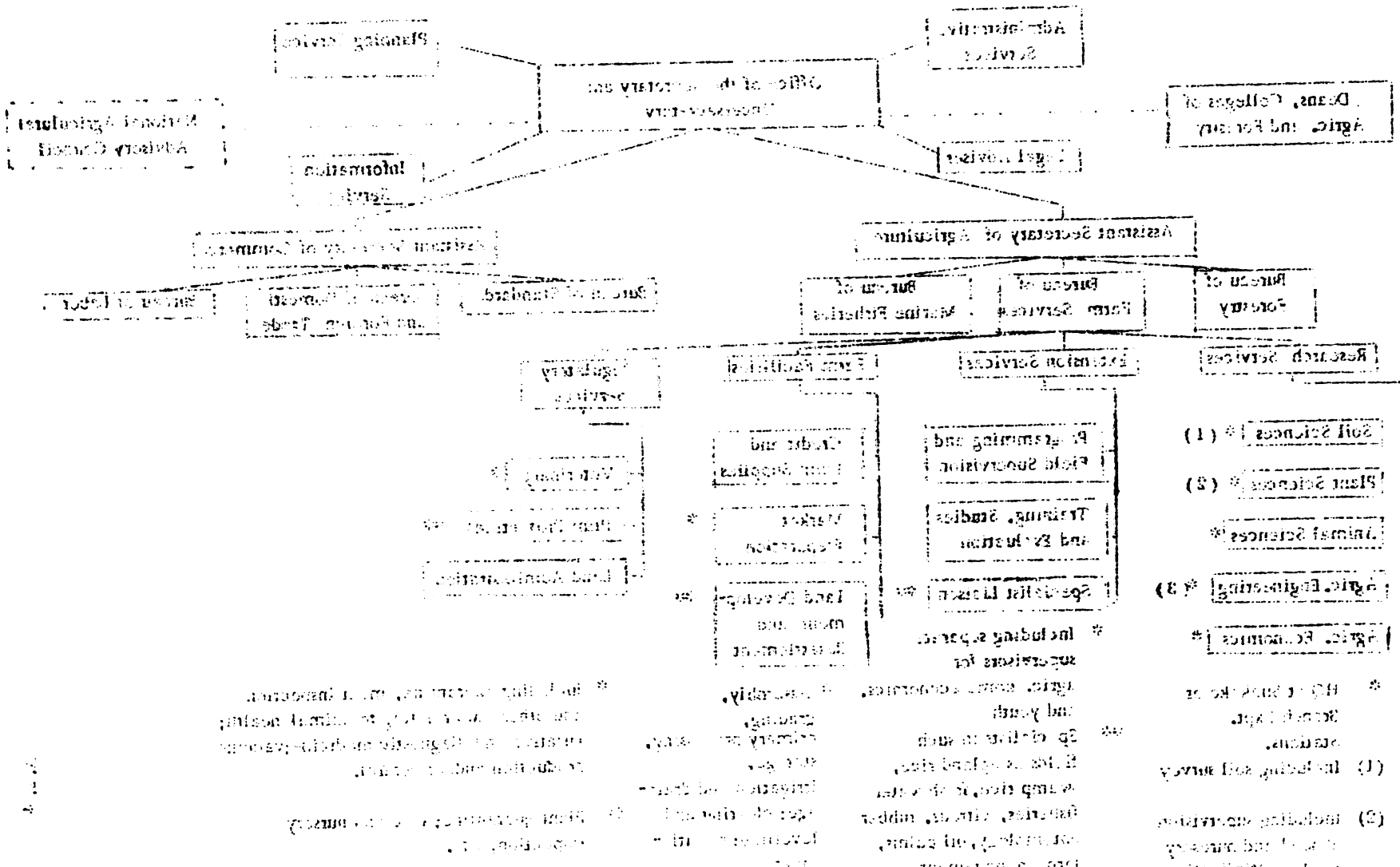
* Including separate supervisors for agric. home economics, and youth

** Specialists in such fields as upland rice, swamp rice, fresh water fisheries, citrous, rubber entomology, oil palms, farm management, marketing, cooperatives animal husbandry, coffee and cacao; agric. policy - incl. tenure, soil conservation.

* Assembly, grading, primary processing, storage, irrigation and drainage; clearing and levelling; resettlement.

* Including quarantine, meat inspection and other laws relating to animal health; curative and diagnostic medicine; vaccine production and/or control.

** Plant quarantine; seed and nursery inspection, etc.



I. The Secretary's Office

A. General: The intention is to place in the Secretary's office those functions which are required in common by the various units or are relevant to the operation of the Department as a whole. It is suggested that the office consist of the Secretary, an Under-Secretary, and administrative, legal, planning and information units. In order that the Secretary may be free to concentrate on matters of policy, to play his full role in the deliberations of the cabinet and also to ensure that the Department operates smoothly in his absence, an under-secretary should be appointed. The under-secretary should be a member of the civil services with broad training and experience in agriculture and administration. He should have full authority to act on behalf of the Secretary.

B. Administrative Services: The unit would be concerned entirely with housekeeping functions including accounting, procurement of supplies and equipment, transportation, personnel recruitment and management, etc. The officer in charge should be trained in public administration or business management. A general knowledge of agriculture would also be helpful.

C. Legal Adviser: The legal adviser would assist the various specialized units of the Department in drafting appropriate legislation for carrying out their responsibilities. Legislation relating to tenure, plant and animal quarantine, market regulation, and concessions would be included. He would also advise the Secretary on the various legal problems arising in the day to day operations of the Department. The legal adviser would not be concerned with enforcement of laws as this task would be the function of units such as the Regulatory Services Unit in the Farm Services Bureau.

Ideally, the legal adviser should be trained in agricultural law.

D. Planning Service: This unit would be the Department's principal contact with the Bureau of Economic Research and such central planning machinery as may eventually be established. The head of the unit should be responsible for advising the Secretary on the lines of agricultural development to be pursued, for integrating the proposals of the various units of the Department into a unified plan which would in turn be integrated into the government's overall development plan. Conversely, when the central planning unit establishes the resources available for agricultural development, the agriculture planning officer would advise the Secretary on how these resources might be most effectively used in the agricultural sphere.

The head of the planning unit would serve as the secretary of committees appointed by the Secretary to elaborate policies and plans for development in the major enterprises of the country. For example, a livestock committee would have members from the Animal Sciences Branch of the Research Service, the Veterinary Branch of the Regulatory Services Division, the Extension Service, Farm Facilities Service, the Bureau of

Foreign and Domestic Trade, and the head of the Animal Sciences Department in the College of Agriculture. The Secretary or the Under-Secretary would chair meetings of the Committees and the Assistant Secretaries would be ex-officio members. In addition to these enterprise committees, there might be an overall planning committee for the Department composed of the Assistant Secretaries, all Bureau Chiefs, and the Deans of the Colleges of Agriculture and Forestry. Such a Committee should be chaired by the Secretary with the head of the Planning Unit serving as secretary. All of these committees might serve as sub-committees of the National Agricultural Advisory Council described later on in this report.

From time to time, the planning service might make studies of the economic feasibility of projects proposed by the various units in the Department. It is suggested, however, that generally the agricultural planning service should draw upon the Agricultural Economics Branch of the Research Service, and possibly occasionally on the Bureau of Economic Research for the information needed to advise the Secretary. This approach is recommended particularly for the immediate future when the planning service might consist of only one officer.

The planning service should be the coordinating agency for all technical assistance required in the Department.

The planning officer should be trained as an agricultural economist, have experience in agricultural planning, and the ability to work at the policy making level. It would be highly desirable for this officer to be appointed in time to work with the Northwestern University planning team which is being brought to the country by the U.S. Operations Mission to Liberia. Details of the function of the Planning Service in the Department can only be determined as the functions of the Central Planning Agency, for the Government as a whole are defined. It is presumed that the Northwestern University Planning Team will play a significant role in determining the structure and functions of the Central Planning Agency.

E. The Information Service: This service would have two principal functions: (1) serving as the public relations and information arm of the Department; and (2) handling the processing of all Department informational, technical and extension teaching materials. On the public relations/information side, use would be made of newspapers, magazines, the radio and possibly a periodic information publication might be issued by the Department. The service would also be responsible for broadcasting and otherwise publicizing marketing information assembled in the Bureau of Domestic and Foreign Trade of the Department or in the Bureau of Economic Research. Publicizing new agricultural legislation would be another function.

F. Colleges of Agriculture and Forestry: The proposals for establishment of the College of Agriculture and Strengthening the existing College of Forestry are contained in a separate report (Report to the Government of Liberia on the Preparation of a Request for Assistance from the United Nations

[illegible] and the head of the [illegible] Sciences Department [illegible] Secretary or the Under-Secretary would be [illegible] of the assistant secretaries would be [illegible] enterprise committees, there might [illegible] the Department composed of [illegible] and the Colleges [illegible] committee [illegible] chairs by [illegible] with the [illegible] planning unit [illegible] secretary. All of [illegible] committees [illegible] sub-committees [illegible] the National Agricultural [illegible] [illegible]

[illegible] [illegible] [illegible] [

Special Fund in Higher Education and Research in Agriculture and Extension Training). It is proposed that at least during the early years of development of the College, the Dean should report directly to the Secretary of Agriculture and Commerce. This arrangement gives recognition to the importance of the College to the Department as a whole and will also ensure expeditious handling of all matters relating to the College.

It is essential that close working relationships be established between the University and the Department of Agriculture and Commerce to ensure that the two years of basic sciences training given on the University campus in Monrovia is appropriately related to the two years of applied agricultural sciences offered in Suakoko, thus ensuring an agricultural graduate with a well balanced training of high academic standard. The form of these working relationships will need to be established in Liberia through consultations between the parties concerned. Some possible means of elaborating these working relationships are: (1) Participation of the Dean of the College of Agriculture in University Committees; (2) occasional joint meetings of the faculties of the College of Agriculture and other faculties and departments in the University; (3) representation of the Department of Agriculture and Commerce on the Board of Trustees of the University; and (4) establishment of a national committee on higher education in agriculture composed of Department of Agriculture and Commerce, Departmement of Public Instruction, and University officials and prominent private citizens interested in agriculture.

Although the present status of the existing College of Forestry may differ from what is proposed above, eventually its relationship to the Department of Agriculture and Commerce should be the same as for the College of Agriculture.

G. National Agricultural Advisory Council: The purpose of the Council which would serve in an advisory capacity to the Secretary of Agriculture and Commerce, would be to bring to the attention of the Secretary the views of private citizens and officials of governmental or semi-governmental agencies (outside the Department of Agriculture and Commerce) concerned with agricultural development. The Council, chaired by the Secretary of Agriculture and Commerce, might meet twice yearly and be composed of one representative of each department of government, a representative of each national farmers' organization, a leading private farmer from each Province and County, one representative of each major foreign agricultural enterprise, and one representative of each technical assistance agency working with the Department of Agriculture and Commerce. The head of the planning unit in the Secretary's office would serve as secretary at meetings of the Council and keep records for the Secretary's reference in policy formulation and development planning.

II. The Assistant Secretaries for Agriculture and Commerce - would be responsible to the Secretary for the direction and coordination of all activities in their respective spheres of operation.

III. Bureau's Under the Assistant Secretary for Agriculture

It is proposed that eventually there might be three Bureau's in the Agriculture section of the Department-Forestry, Farm Services, and Marine Fisheries. The Forestry Bureau would handle all work concerned with silviculture, forest management and utilization. Primary concern would be with Government owned land. Similarly, the Fisheries Bureau would be concerned with the management and utilization of a resource which was not privately owned. The Farm Services Bureau, however, would be concerned almost exclusively with serving the farm population. Due to the difference in clientelle to be served and the nature of problems to be dealt with by the bureaus their internal organizational structure might be quite different. It is suggested, however, that in each case, the organization should be developed along functional lines.

Whether a unit in the Department of Agriculture and Commerce should have Bureau or lesser status is a question which should be resolved in the light of the structure of the Government as a whole. For example, units within the Department of Agriculture and Commerce and the Department of Public Works having equal responsibilities should have equal status and thus their heads would receive equal pay. In the absence of knowledge of the practice in Government as a whole, the writer suggests that in the Department of Agriculture and Commerce (Agricultural section), perhaps only the proposed Farm Services Bureau would have sufficient staff and volume of work to justify Bureau status at the present time. Eventually both Forestry and Marine Fisheries with the Farm Services Bureau might be smiliarly elevated. In the event such action were taken, it would be important that some alternative means be found for maintaining close coordination of the inter-related activities of the Research, Extension and Farm Facilities Services of the latter Bureau.

The internal structure of the proposed Farm Services Bureau is treated in some detail below. Forestry and Marine Fisheries are not similarly treated but rather suggestions are made as to where assistance for organizing these Bureaus might be obtained.

A. The Farm Services Bureau would consist of four services - Research, Extensión, Farm Facilities and Regulatory. The objective of the functional classification is to promote greater effectiveness and efficiency through avoidance of overlap and confusion, which sometimes occur when the classification is on the basis of subject matter or enterprise (animal husbandry, agriculture, horticulture, agricultural economics, etc.), or on the bases of both subject matter and function (animal husbandry, agriculture, horticulture, research and extension).

8.2.

[illegible] for Agriculture and Commerce would be [illegible] the directors [illegible] coordination of all [illegible] spheres of operation.

[illegible] Assistant Secretary for Agriculture

It [illegible] proposed [illegible] eventually there might be three [illegible] in the [illegible] Department of Forestry, Farm Services, and [illegible] Fisheries [illegible] which would handle [illegible] Forestry [illegible] would [illegible] land [illegible] the [illegible] services [illegible] would be [illegible] exclusively with services [illegible] to be served and the nature of problems [illegible] but as their internal organization and structure might [illegible]. It is suggested, however, that in each case, the organization should [illegible] along functional lines.

Whether [illegible] in the long term [illegible] have bureau or lesser status is a question which should be [illegible] light of the structure of the Government as a whole. [illegible] within the Department of Agriculture [illegible] Commerce [illegible] of Public Works having equal responsibilities [illegible] that their heads would receive equal pay. [illegible] of the practice in [illegible] as a whole [illegible] Department of Agriculture and Commerce [illegible] only the proposed Farm Services Bureau [illegible] volume of work to justify [illegible] both Forestry and [illegible] Fisheries [illegible] be [illegible] elevated. In the event [illegible] important that some alternative [illegible] coordination of the [illegible] research, [illegible] Farm [illegible] Services [illegible]

The internal structure [illegible] in some detail below. [illegible] rather suggestions [illegible] ing those forces might be obtained.

[illegible] The Farm Services Bureau [illegible] research, extension, [illegible] classification [illegible] agriculture, horticulture, [illegible] of more subject matter [illegible] culture, research [illegible]).

Three of the services - research, extension and farm facilities are so inter-related that development of one without the other two can contribute relatively little to increased and/or more efficient production and thus plans must be made for their more or less simultaneous development.

1. Research Service: Responsibility for all research and experimentation relating to farming is lodged in this service. This approach simplifies the task of ensuring that there is one national agricultural research program, appropriately balanced between subject matter areas in accord with the requirements of the national development plan. To ensure that other units of the Department have an opportunity to contribute their ideas on the development of the research program, the Assistant Secretary for Agriculture should establish and chair a research advisory committee composed of the heads of each service in the Farm Services Bureau, the heads of research units in the Forestry and Marine Fisheries Bureaus, the chief of the Bureau of Domestic and Foreign Trade, the Deans of the Agriculture and Forestry Colleges, and the head of the Planning Unit in the Secretary's office. The head of the Research Service would serve as secretary of the committee.

The various branches of the Research Service would generally speaking cover the same areas as the corresponding departments in the College of Agriculture. As indicated in the footnote on Figure 2, the Agricultural Engineering Branch would also be responsible for agricultural processing research. The Research Service would not deal with extension but the studies required for successful extension operations would be conducted by the Extension Service. Research in all the areas of agricultural economics would be undertaken by the Branch. All major research required by the Planning Unit in the office of the Secretary of Agriculture and Commerce would be carried out by the Agricultural Economics Branch of the Research Service.

The head of the Service would be responsible for all research and experimentation counducted at the Central Station, for such experimentation as may be conducted at other stations already established or to be established and for field trials. Establishments of contact with research institutions in other countries, particularly in Africa, will be another function. In this connection, it would be highly desirable for the head of the Service to attend the CCTA symposium on agricultural research to be held in Yangambi, Belgian Congo, in August.

For some years to come, at least, the Director of Research might be located in Suakoko. At a later date, when sub-stations are established, more personnel are available, and the Department of Agriculture and Commerce as a whole is further developed, he should be stationed in Monrovia and one of his subordinates named director at Suakoko.

Some interim functions of the Research Service, dictated by the current shortage of personnel and resources, would be: direction of soil survey (by the Soil Sciences Branch); supervision of seed and nursery stock multiplication but not distribution (Plant Sciences Branch); identification of insect pests and diseases (Plant Sciences Branch); for the Plant Protection Branch of the Regulatory Services; and serving as subject matter specialists for the extension services.

2. The Extension Service: This Service would be responsible for all out-of-school educational work in production, conservation and marketing in all crop and livestock enterprises, farm forestry and fresh-water fisheries. Work would be undertaken with farm women and youth as well as with men. As indicated in Figure 1, the Extension Service might have three branches: (1) programming and field supervision with supervisors in agriculture, home economics, and rural youth work; (2) training, studies and evaluation; and (3) specialist liaison. The training, studies and evaluation branch would work in close cooperation with the Department of Agricultural and Extension Education in the College. While the head of the extension subject matter liaison branch might be located in Monrovia to serve as clearing house for requests for the services of specialists and to make close cooperation with the programming beanch possible, subject matter specialists would be stationed at the Central or other experiment stations where research in their particular fields was being undertaken. Any farm forestry extension work undertaken by the field extension staff would be under the technical guidance of the Bureau of Forestry. It is suggested that arrangements might be made to station the rubber extension specialist at the Firestone Plantations, so that advantage could be taken of the rubber research being undertaken there.

The question arises as to which of the extension specialists should be trained and recruited first. It is suggested that, as a first step specialists in any of the fields listed in Figure 1, now employed in other agencies such as the National Production Council,* should be transferred to the Extension Service where they could serve as sources of technical information and guidance to the field level extension workers already employed in the Department. Training and appointment of specialists in such fields as upland rice cultivation, swamp rice cultivation, farm fish ponds, and citrus fruit production might, because of their potential contribution to improved nutrition among the bulk of the population, be given priority.

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* The transfer from the National Production Council to the Department of Agriculture and Commerce of personnel engaged in implementation of agricultural projects would be in line with the principle of concentrating responsibility for formulation and implementation of agricultural policy and plans in the Department of Agriculture and Commerce. Adherence to this principle would not preclude the National Production Council making studies to determine areas, agricultural or other, in which development should be pushed. Such studies carried out by the National Production Council in cooperation with the Bureau of Economic Research and discussed in the Council could help pave the way for the more formal national planning machinery likely to follow the work of the Northwestern University planning team.

3. Farm Facilities: Three types of facilities are included: (1) Credit and farm supplies (seeds, nursery stook, fertilizers, insecticides, etc.), tools and equipment; (2) assembly, grading, primary processing and storage of farm products; and (3) land development and resettlement. It is proposed that the first two of these would be made available by establishing a combined credit supply depot, market preparation and storage center in each district and county. This arrangement will facilitate both granting and repayment of loans in kind. The third, land development and settlement facilities, would be administered from national and provincial offices and be made available in particular areas as required.

As regards credit and farm supplies, reference is made here to the planning, granting, administration and supervision of loans in kind to farmers. Particular emphasis is placed on meeting the farm requirements for small and medium scale farmers, and much of the credit extended would be in kind. What is proposed is supervised credit, which involves the joint efforts of the supply agency and the extension service. A supply store would be established in each county and district to handle granting, collection and administration of loans in kind. The district extension officer and his staff would be responsible for helping the farmers prepare plans for the use of the loan (supplies) and for guiding and supervising actual implementation of those plans. Presumably the Agricultural and Industrial Credit Corporation would: (1) make funds available to the Department of Agriculture and Commerce to purchase the supplies and equipment to be made available to the farmers as loans in kind; and (2) designate the Department, through its farm supply and primary marketing offices, to act as its agent in receiving and channelling applications for and in disbursing and collecting small cash loans.

If the setting up of supply stores in each county and district is not feasible immediately, arrangements may be made to have the necessary items supplied by local merchants at fixed prices agreed upon and controlled by the Department of Agriculture and Commerce. Preferably, distribution of seeds and nursery stock should be handled through the same agency even though production will be under the supervision of the Research Division.

Simple processing, grading and storage facilities should also be made available in association with credit and supply facilities. This arrangement would make possible repayment of loans in kind. In any event some arrangements are needed for assembling and preparing the produce of small farmers for the larger market channels - private buyers and processors or government marketing boards, export agencies, etc. The intention is that those services should be concerned only with the primary marketing operations. As will be seen later in this report, the Bureau of Domestic and Foreign Trade would be responsible for marketing operations beyond this point.

It is suggested that the operation of district farm credit, supply and marketing centers might be considered for trail in the rural area development districts now being planned by the Government and USOM. It is anticipated that the channelling of these governmental services to farmers might later on be taken over to a large extent by cooperative organizations run by the farmers themselves. The extension service will have as one of its functions educating and otherwise preparing farmers for the organization of such cooperative societies.

Land development and settlement - Certain facilities required for making land suitable for agricultural purposes or for increasing productivity of agricultural land already in use are beyond the reach of individual farmers. Major irrigation and drainage facilities and the heavy equipment needed for clearing and levelling new land are examples. Governments may assume responsibility for such activities either to improve privately owned land or to prepare government owned land for settlement. If settlement is anticipated, some unit in government must plan the project, arrange coordination of services (extension, farm facilities, research, etc.) involved and also assume responsibility for those functions not logically falling within any other unit of the Department. The Kpain project currently operated by the National Production Council involves both land development and resettlement and is the type of project for which the Land Development and Settlement Branch might be given overall responsibility. If in the future, the volume of activities in land development and settlement expands, separate branches might be established to deal with each.

4. Regulatory Services: The development of a prosperous agricultural industry requires the enactment and enforcement of certain laws and regulations. Three branches are proposed for the Regulatory Services: (1) veterinary; (2) plant protection; and (3) land administration. None of these branches would engage in either research or extension work. Both research and extension support will be required for the effective operation of each of the branches but such work will be carried out by appropriate units of the Research and Extension Services.

Functions of the Veterinary Branch are indicated in Figure 1. It will be noted that in addition to the enforcement of laws relating to the animal industry, veterinary officers will also be called upon to undertake diagnostic work and the practice of veterinary medicine. The combination of regulatory and direct services is proposed due both to the limited size of the animal industry and to the lack of veterinarians.

For the immediate future, the primary function of the Plant Protection Branch would be the enforcement of plant quarantine laws. Inspection of seeds and nursery stock would be an additional task. At a later stage, and particularly if the Commerce section of the present Department of Agriculture and Commerce, should become a separate department, the Branch might be called upon to assume broader responsibilities including establishment of standards for insecticides and fungicides and control of their utilization.

The Land Administration Branch would be charged with the: enforcement of tenure arrangements; oraganization of effective land administration including adjudication of properties, cadastral surveys, and registration; and the regulation of concessions.

B. The Forestry Bureau: It is suggested that an appropriate organizational structure for the Forestry Bureau might be elaboratated by Dr.Friedrich of the FAO mission to Liberia, Mr. Watterson, the FAO Regional Forestry Officer (drawing also on FAO Headquarters Forestry Division), and the USOM forestry officers. As a result of discussions with Dr. Friedrich, the writer has given some indications of the requirements for forestry personnel at intermediate administrative levels.

C. The Marine Fisheries Bureau: It is suggested that the real need for the establishment of an effective fisheries bureau are: (1) a thorough examination of the role that Government should play with respect to the industry and the resources; (2) the incorporation, in forms of legislation, of the answers to the above questions; and (3) the establishment of a bureau or a department which will have the task of administering the legislation and the policies laid down.

The initial work could be accomplished by a careful survey of what the situation calls for in the light of what the Government itself desires. Such a survey would probably require the services of two experts for three to four months. The team of experts, together with the FAO Regional Office for Africa and Headquarters, could produce reports upon which the Government could base its policy.

Having described the functions of such a bureau, the task would then to be secure the necessary personnel which for the most part will have to be trained in their administrative jobs, a task with which FAO could assist. In this connection it may be worth nothing that a graduate of the University is now studying at the Marine Fisheries Institute in India and that six students graduated from the University in zoology have special training in fisheries.

IV. Bureau under the Assistant Secretary of Commerce

Due to his lack of familiarity with the nature of government action required in the broad area of commerce, the writer is not in a position to suggest changes in the basic structure of the Commerce section of the Department. All that is attempted here is to draw attention to those commerce functions which are very closely related and complementary to those discharged in the Agriculture Section. Of the present three Commerce Bureaus --Standards, Foreign and Domestic Trade, Labour -- the first two are of special interest in this connection. It is suggested that if the Commerce section eventually becomes a separate Department, a number of functions

of these two bureaux (produce inspection and certain other aspects of agricultural marketing), should logically be retained and incorporated in the Department of Agriculture.

The Bureau of Standards is already engaged in the establishment of grades and standards and in inspection of produce. It is important that the Bureau work closely with the Extension Service of the Farm Services Bureau, the Forestry Bureau and also with the Information Unit in the Secretary's office to see that grades and standards are publicized and farmers and traders are taught the importance of adhering to them. Similarly, the Bureau of Standards will need to have inspector stationed at the main primary marketing and processing centers proposed for establishment by the Farm Facilities Service.

Activities of the Bureau of Standards will have to be expanded to imclude establishment and enforcement of grades and standards in such new areas as fertilizers, feedstuffs, locally processed foods such as juices, and forest products. It is understood that the Bureau will require assistance in planning laboratory facilities and personnel requirements for undertaking this new work.

Close cooperation would be essential for the effective discharge of responsibilities of both the Farm Facilities Service of the Farm Services Bureau and the Bureau of Domestic and Foreign Trade. While the Farm Facilities Service would be responsible for assembling, grading and primary processing of the produce of small farmers at district and county centers, the Bureau of Domestic and Foreign Trade would arrange the larger markets --export, wholesale purchases, commercial processing out-lets, etc. Another function of the Bureau of Domestic and Foreign Trade should be the implementation of such price, production and marketing control and estabilisation measures as may be promulgated by the Secretary.

A major question in the Commerce section of the Department of Agriculture and Commerce at present is its role in the collection, analysis and dissemination of statistics on trade, prices, production, etc. The Bureau of Statistics formerly located in the Commerce section of the Department has recently been transferred to the Bureau of Economic Research. A decision is needed on division of responsibilities between the Bureau of Economic Research, the Planning Unit in the Secretary's office and the Commerce section. The FAO agricultural statistician assigned to Liberia might be invited to make suggestions in this regard. Perhaps the Northwestern University planning team will also be able to contribute to the solution of this problem. Only when this important decision is taken can the question of what unit assembles market news, for dissemination by the Information Unit, be fully resolved.

For guidance as to the approach to be taken in a general strengthening of work in the Commerce section of the Department, it is suggested that the Assistant Director-General of FAO's Economics Department be consulted.

The FAO Economics Department would also be able to assist in working out the detailed functions of the Planning Unit attached to the Secretary's office.

V. Organizational Structure and Staffing at Field and Intermediate Administrative Levels

The suggested organizational structure and the basic staff* requirements for the Department of Agriculture and Commerce** at field and intermediate administrative levels is given in Figure 2. In arriving at this proposal, the guiding factors were the need to minimize both the number of administrative levels and the number of personnel to a point consistent with effective operation.

A. Field Level: It will be seen from Figure 2 that the only staff proposed for continuing work at the field level consists of agricultural and home economics extension officers. Ultimately, the field extension staff might consist of one agricultural extension officer and one home economist for each 600 farm families. On the basis of farm population estimates this might mean a total requirement of 300 of each. It is suggested that field extension officers should be graduates of Booker T. Washington Institute, or other secondary schools offering training in agriculture, and that after graduation they should receive one year of special extension training at the site of the central agricultural experiment station and college of agriculture. The year of special training at the central experiment station is needed since secondary agricultural education is not the responsibility of the Department of Agriculture and Commerce and thus the students do not have the close contacts with agricultural research required in extension and other types of Department employees.

Although Department of Agriculture and Commerce units, other than extension, would have occasional work to do at the field level, it is believed that due to the relatively small number of personnel likely to be required this can be accomplished most efficiently by personnel stationed at district, county, provincial or national levels. In addition, various regulatory and control personnel would have to be stationed at important points of entry to the country, at major market centers and in areas of major concentration of livestock. Personnel in charge of the various units of the work at all administrative levels above the field (i.e. all personnel occupying supervisory positions) should be college graduates.

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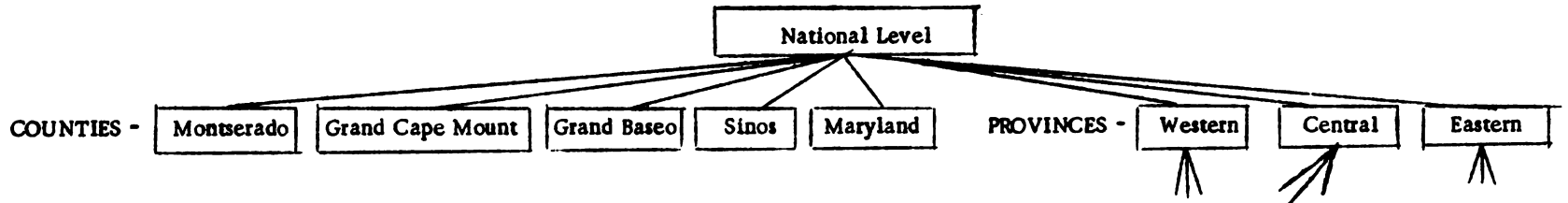
* Requirements for supporting and specialized staff can only be determined on the basis of knowledge of population density, communications, and relative importance of enterprises in the coiuntries, provinces and districts.

** Excluding Marine Fisheries.

FIGURE 2. - DEPARTMENT OF AGRICULTURE AND COMMERCE
SUGGESTED ORGANIZATIONAL STRUCTURE, FIELD AND INTERMEDIATE ADMINISTRATIVE LEVELS



Basic County Staff *

1. District Agr. Ext. Superviser
2. " Home Economics Superviser
3. " Cooperatives Officer
*4. " Veterinary Officer
*5. " Commerce Officer

* Senior officer to be designated as coordinator.

** Only at ports of entry or where livestock is an important enterprise.

*** Produce inspection; liaison with central marketing and processing channels.

Basic Provincial Staff

1. Director of Agr. and Commerce
* 2. Provincial Agr. Ext. Officer
3. " Home Economics Ext. Officer
4. " Youth Ext. Officer
** 5. " Ext. Specialists
6. " Credit Supply and Marketing Officer
*** 7. " Research Officer
(1) 8. " Veterinary Officer
(1) 9. " Plant Protection Officer
(2) 10. " Commerce Officer
11. " Land Development and Resettlement Officer
12. " Forestry Officer
(1) 13. " Land Admin. Officer

* Coordinator of Ext. Group and possibly only Extension officer in immediate future.

** May be none or several.

*** At least one but possible eral.

(1) Perhaps only one Regulatory Services Officer to be appointed initially. All Regulatory Services work to be carried out by national or provincial staff.

(2) Reporting to Assistant Secretary for Commerce representing Bureau of Standards and Domestic and Foreign Tr de.

Districts -

Field -

Basic District Staff *

1. District Agr. Ext. Superviser
2. " Home Ec. Superv.
3. " Farm Facilities Officer
4. " Forester
** 5. " Veterinarian Officer
*** 6. " Commerce Officer

* Senior officer to be designated as coordinator

** Only at ports of entry or where livestock is an important enterprise

*** Produce inspection, liaisons with central marketing and processing channels.

Field Staff

1. Agr. Extension Officer
2. Home Ec. Ext. Officer

One of each to every 600 farm families.

B. County and District Level: Counties and districts should have similar staffing patterns. The minimum professional staff suggested for each would be one agricultural extension supervisor, one home economics extension supervisor, one farm facilities officer and one commerce officer. In addition, a forestry officer would be required in each district but not in the counties since forestry is not an important enterprise in the coastal belt. Where livestock is important, a district or county veteriniary officer would also be required. The senior officer stationed in a district or county would be designated as coordinator of the entire Department of Agriculture and Commerce staff. Officers stationed in districts would be responsible to their counterparts in the provincial offices while those stationed in the counties would report directly to the Department of Agriculture and Commerce in Monrovia.

The district agricultural and home economics extension officers would assist and supervise field extension personnel in preparation and implementation of their programs and also see that the services of extension specialists and other facilities such as in-service training available at regional and national levels were made available to them. District farm facilities officers would be in charge of the credit office, farm supply, processing and marketing facilities. The district agricultural extension officers, through their field staff, would assist farmers in preparing plans for the use of loans and also supervise the carrying out of the plans. Veterinary officers would be responsible for enforcement of various animal health laws, meat inspection and medical treatment of farm animals. The commerce officer would be responsible for produce inspection, contact with central marketing and processing channels, and for the collection of statistics on production sales and prices (at least pending a final decision on responsibility for collection of market information). (The duties of the district forester will need to be determined by the officer in charge of the Forestry Bureau).

C. Provincial Level: Each of the three provinces would have a basic staff consisting of a provincial director of agriculture who would serve as the representative of the Secretary and thus a coordinator of all Department of Agriculture and Commerce officers in the province; a farm facilities officer responsible for a provincial credit office and associated farm supply, processing and marketing facilities; a commerce officer; a veterinary officer; a provincial forester; a plant protection officer; a land development and resettlement officer; a land administration officer; and agricultural extension officer; a home economics extension officer; a youth extension officer; and a Research Services officer to supervise field trials and the operation of nurseries and seed multiplication schemes.

This basic staff might, depending upon the nature of agricultural enterprises in a particular province, be supplemented by additional research officers and extension subject matter specialists. The desirability of having an agricultural experimental center in each of the three provinces has been suggested in connection with the proposed UN Special Fund request for

assistance in higher education and research in agriculture and extension. One of the three would be the central station at Suakoko and the other two would be so situated as to make possible dealing with agricultural enterprises not common to the Suakoko area and testing for local adaptation of the findings of the central station. Any research staff stationed in the provinces would also, for some years during the period of personnel shortages, serve as extension subject matter specialists in their particular fields of competence. Extension specialists in subject matter areas not dealt with by the provincial research staff but, nevertheless, important to the province, should be appointed after a complete set of specialists at the national level, serving the country as a whole, has been appointed.

It is recognised that achievement of a complete staff at provincial, county, district and field levels, can only be achieved over a period of years. As indicated earlier in this report, in working towards a full staff, it is important to do so by selecting certain services and geographical areas and providing a basic minimum staff at each administrative level from national through to the field rather than proceeding with full staffing at one administrative level on a countrywide basis. The new Rural Area Development program would appear to be a step at least in the direction of concentrtion on a given geographical area.

The location of provincial, county and district staffs for the Department of Agriculture and Commerce is a point worth considering. Ideally, headquarters for all departments of government at provincial, county and district levels should be situated in the same place. A further consideration with reference to the Department of Agriculture and Commerce activities is the possible desirability of having all such activities based on the agricultural experimental centers where such exist. The lack of coordination prevailing in many countries in which the various departments have chosen separate sites for their intermediate level administrative headquarters argues strongly against following that approach.

VI. Concluding Observations

The purpose of this report is to suggest in outline form an organizational structure which indicates the nature and inter-relationship of services to be arranged or provided by the Department of Agriculture and Commerce. Details of internal structure, function and staffing for each of the services or units must be worked out by the relevant specialists. Particularly, this is true of the Commerce section, the Marine Fisheries and Forestry Bureau but it also holds, though to a lesser degree, for all of the units suggested in the Secretary's office and the Farm Services Bureau.

As regards staffing, it will be seen that reference is made only to the central core of professional staff required at various levels.* Determination of numbers and qualifications for supporting and specialist staff is again a task for the specialists in the various fields. It is hoped, however, that the suggested organizational structure does provide the broad framework within which specialists in the various disciplines may pursue their work with maximum effectiveness and a minimum of overlap in functions between units. Once the details of the organizational structure have been elaborated, the next step will be an examination of existing legislation followed by such revision as may be necessary to put the modifications proposed into effect.

Reference has been made in the report to the need to consider the organizational structure and administrative procedures for the Department of Agriculture and Commerce in relation to those of the Government as a whole. In particular, attention is directed to such matters as job classification and the establishment of uniform salary scales, tenure and promotion opportunities in all Departments. Establishment of the conditions under which a unit of government should have bureau, service, or branch status is an associated problem requiring government-wide treatment. These are the kinds of questions and problems to be dealt with by an expert in public administration. It is understood that assistance in this area may be forthcoming from USOM. If this assistance does not materialize, the United Nations Technical Assistance Organization might be requested to supply an expert. Perhaps this expert could begin his work using the Department of Agriculture and Commerce as the pilot department.

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* Except for extension, where the field staffing pattern is suggested.

AGRICULTURAL* EDUCATION, RESEARCH, EXTENSION AND CREDIT**

INTRODUCTION

The importance in agricultural development of education, research and extension, has been the subject of discussion for many years. More recently agricultural credit, and the need to coordinate the four with each other and with other agricultural development services, have also received increasing attention in discussions and in professional articles. Concrete action to ensure that these services, individually and collectively, are specifically adapted to the requirements of development, has not, however, always been forthcoming. With the continuing pressure of population growth, lagging agricultural production and the intensification of activity in the field of land reform, action is urgently required. The purpose of this paper is threefold:

1. To indicate some of the major weaknesses and to suggest measures for strengthening these services.

2. To suggest some approaches to achievement of better coordination of the complex of services and institutions directly involved in agricultural development.

3. To indicate some current possibilities for external assistance to Latin American governments desiring to strengthen their agricultural, education, research and extension services and institutions.

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* "Agricultural" is used here in the broad sense of covering all fields of specialization in food and agriculture - crops, soils, land and water development, forestry, animal husbandry, veterinary medicine, agricultural economic fields, agricultural engineering, home economics, agricultural industries, etc.

** Presentation made by Dr. D.C. Kimmel at The Latin American Conference on Food and Agriculture, FAO, 1965.

WEAKNESSES AND MEASURES FOR STRENGTHENING

Agricultural Education and Training

Education for Economic and Social Development was the theme of a Latin American Conference held in Santiago in March 1962. Prominent among those missing from the Conference were delegates concerned with either agricultural education or agricultural development. It is, however, this type of education which requires considerable re-thinking and possible departures from past approaches if specific adaptation to development is to be achieved.

A comprehensive long term national plan for the development of technical education and training in food and agriculture is essential for national investment in establishment of institutions and programs. Such a plan must cover all levels and fields of specialization, and include and indication of priorities for strengthening or establishment of the component institutions. This overall plan would reveal possibilities for effecting economies through minimizing the number of separate institutions required in terms of levels, fields of specialization or for preparation of staff for particular projects. To ensure qualitative and quantitative adaptation of this plan to the requirements for agricultural development. ministries of agriculture will need to take the lead but ministries of education and central planning authorities will be essential partners. There is a pressing need to bring together ministries of agriculture and education to determine exactly what each can and cannot do in the field of agricultural education, and for central planning and financial authorities to allocate budgets on the basis of this determination.

Even before a comprehensive plan is prepared it is possible to identify some apparent weaknesses and possibilities for improvement at university, intermediate and farmer training levels. Since the university level has received the most attention to date - through meetings, Special Fund, FAO and other assistance agencies - attention here is focused on the intermediate level and farmer training, with emphasis on the former.

It is the man with the intermediate level of training who is today required in greatest numbers, is perhaps most effective in working with semi-literate or illiterate farmers; also, this training period is relatively brief and both training and employment are less costly than in the case of university graduates. To perform his function well this intermediate level trainee must have a practical training oriented to preparation for specific jobs; he will, most generally, be working directly with farmers in extension services or cooperatives, he must also have a certain degree of maturity.

This practical, job-oriented training must be given and administered by people who are familiar with the agricultural development process, the kinds of positions to be filled in ministries of agriculture and other developing agencies, and who have ready access to practical training situations - farms, pilot extension areas, applied experimental stations, etc. Rarely does an agency other than the ministry of agriculture meet these requirements, although the task is frequently assumed by ministries of education which may adopt the philosophy that, at secondary, and sometimes primary levels, students can be simultaneously prepared for farming, public employment in agriculture or for further education. These ministries can and must do a better job of general education, including agricultural orientation, in rural areas to make it possible for rural students to take up applied agricultural training, and to gain entrance to universities. It is this set of circumstances which makes it so imperative that ministries of education and ministries of agriculture get together to agree upon the complementary action required to produce, with maximum economy, the intermediate level cadres so vital to agricultural progress.

Farmer training is another area deserving more attention by ministries of agriculture. On-the-farm training of practicing farmers is dealt with by extension services which are the subject of another section of this paper. The training of young, potential farmers, however, appears to call for a new approach. At the present time this type of training is often undertaken in the same manner and even at the same time as the intermediate level training referred to above, on the widely current but highly questionable assumption that if boys know how to farm they will farm. However, it is often forgotten that boys will stay on the land only if they have the motivation and possibility to do so, i.e., if this represents the most attractive alternative. This means that, in addition to being taught how to farm, they must have access to sufficient land under proper tenure arrangements, to credit on favourable terms, to favourable markets, and to the supply of production requisites, as well as decent living conditions. It cannot be over-emphasized that the training of prospective farmers must be a part of a comprehensive agricultural development program which makes farming possible and attractive, if there is to be a halt to the senseless migration to the cities in countries where urban employment is unable to absorb the "surplus" rural manpower.

Agricultural Research

In 1963, the United Nations Conference on Science and Technology for the Benefit of Less Developed Areas was held in Geneva. The theme of this Conference has always been prominent in all of FAO's work. Translating this theme into action in Latin America will require policies, plans and organizational arrangements to ensure (i) that research efforts are directed to the solution of problems actually hampering agricultural development; and (ii) that the findings can be applied.

While research directed to expanding the frontier of knowledge, without regard to the possibility of early application of findings, must be pursued, the human and financial resources of many Latin American countries are so scarce as to suggest that the priority and emphasis at this stage must be on the kind of research the results of which can find early application. The basic research might perhaps be left to universities and regional institutions such as the Inter-American Institute of Agricultural Sciences Center in Turrialba, Costa Rica. As the ge eral level of education rises and the pace of development accelerates, both the need for and capacity of ministries of agriculture and other action agencies to undertake more fundamental research will become apparent.

What practical measures can be taken to relate research and experimental work more closely to the requirements of development? Obviously, continuing contact must be established between research administrators, the agricultural planning authorities, the farm, forestry and fisheries communities, agricultural industries and the universities. All of these groups should have a role in preparing the national agricultural research plan.

Preparation of a plan is not in itself enough. There must be suitable organizational and administrative machinery for its effective and economical implementation. Most problems impeding agricultural development require for their solution a team effort on the part of a number of specialists - the soil scientist, the plant breeder, the animal nutritionist, the agricultural economist, the rural sociologist, etc. This consideration suggests the desirability of a strong central research organization which will facilitate bringing toghether all of the essential disciplines in dealing with a particular problem, and will at the same time ensure maximum economy. One can visualize, for example, a central research station where general work of applicabil ty throughout the country is undertaken. Such a station would be supplemented by regional or specialized stations as soil, climatic and other conditions require. The point to be emphasized is that before extensive expenditures are made on individual stations, a plan for the total national research establishment should be formulated, and priorities for the component stations and their staff established. A government having such a plan is in a strong position when seeking external assistance, particularly if adequate machinery exists for conveying the results of research to the extension service in a form suitable for practical use.

Research stations in ministries of agriculture generally concentrate on purely technical research. As already discussed under item 9 (a), with the increase in production for market required for improved levels of living for farmers, greatly increased attention will have to be given to farm management, including the economics of production and marketing. It is not enough to know that, for example, more wheat can be produced per hectare by applying a given quantity and type of

fertilizer. The increased production must more than pay for the cost of the fe tilizer. Similarly, with the creation of new farms through land reform, the point of interest to the farmer is not necessarily maximum yield per acre or maximum return for a given enterprise but rather the combination of enterprises which for the resources at his command will give him the greatest total return. In land reform and settlement involving transfer of families from one location to another and to new types of agriculture, social and cultural considerations assume considerable importance. It is in this new environment, brought about especially by land reform and settlement schemes, that ministers of agriculture may wish to consider establishing the policy and providing resources for research programs to deal with technical, economic, managerial and social aspects of agricultural problems. These comments apply equally to the orientation of the work discussed under the following heading.

Agricultural Extension

Agricultural extension work assumes special importance in Latin America owing to the increasing emphasis on land reform. The new farming units are for the most part, assigned to peasants who will have to make their own technical and economic decisions for the first time.

For both, technical and economic reasons, one of the first points meriting consideration is the possibility of developing a strong centralized extension service covering all subject matter areas, and serving all farmers, whether established or newly settled, whether on irrigated or non-irrigated land and no matter whether they are specialized or general farmers. On the technical side, it is imperative that farmers have a general extension advisor who can look at the farm as a whole as the farmers themselves must. Achieving the right combination of enterprises to make most efficient use of resources may assume greater importance than maximum production from a given enterprise. This overall advice cannot be provided by a number of specialized services each of which sends its own adviser to the farmer. The specialists are needed but their role is to give technical backstopping to the generalist at the field level and to provide liaison with research and technical services to agriculture such as settlement, irrigation, etc.

From the standpoints of economy and optimum results in the long run, it is difficult to justify separate extension services either in specialized fields or to serve particular projects. Total administrative costs are inevitably higher and there is the usual unproductive use of time in attempting to coordinate agencies assigned the same functions. It is highly likely that a policy decision to concentrate

responsibility for all extension work in one agency would bring about greatly enhanced effectiveness at a considerable saving in human and financial resources. (This does not imply that more intensified and specialized staffing at the field level is not required under special circumstances such as land reform or pilot projects, regional development corporations and in highly specialized areas).

A second point deserving consideration is how an extension program may be developed to make an optimal contribution to the preparation and implementation of the national agricultural development plan. This requires an extension program at the local level which reflects national policies for agricultural development and at the same time the needs felt by the farmers themselves, taking into full account local conditions. The extension planning process can also be an important vehicle for obtaining the active participation of farmers in the preparation and implementation of plans intended for their benefit.

One of the major obstacles to effective operation of extension services has been the lack of properly trained personnel. Extension officers often have adequate training in agriculture but seldom training in methods of teaching and influencing farmers. Short term ad hoc training centers are not the answer. Permanent facilities, offering both pre-service and in-service training, are required. At the highest level, faculties of agriculture will need to introduce courses, as some are already doing, in extension education, so that students may simultaneously learn subject matter and how to put it to work. Ministries of agriculture (as indicated in the preceding section on agricultural education) will have to accept direct responsibility for the training of intermediate level personnel who work directly with farmers.

A further major issue requiring policy level consideration and action is the provision of conditions of service for extension field staff sufficiently attractive to draw and retain qualified personnel. Increased salaries, security of tenure with promotion prospects, provision of transportation and perhaps in some cases special field duty allowances, will be required, at least comparable to those received by their colleagues possesing similar levels of education and working in other public agencies (and in some circumstances, competitive with employment conditions in private industry) if extension services are to be made more effective.

Agricultural Credit

Agricultural development programs in Latin American have been greatly restricted by the lack of an adequate credit system. The situation is critical for medium and small scale farmers who numerically constitute the bulk of the farming population in the Region. If farmers are to increase production and improve their working and

living conditions, they must have easy access to adequate credit and advice on how to use it.

All too often agricultural credit institutions are irresistibly attracted to commercial credit operations, and frequently neglect those most in need - the small or peasant farmers. As a result, operators of small and medium sized farms either go without credit or are forced to apply for non-institutional credit (from money-lenders, traders and shop keepers) which is provided with a minimum of delay and formality and often provides supply and marketing services which are not normally available from credit institutions. What is usually needed is an institution, such as a multipurpose cooperative, which deals with credit, supply of farm requisites and credit.

It appears that the approach of many credit institutions to the problem of agricultural credit is passive and traditional. Loan applications are in sufficiently examined and supervision of the use of credit is badly organized or non-existent. Exaggerated importance is sometimes attached to the security of real estate, instead of considering re-payment capacity as the main factor of agricultural credit. Security is often seen as a protection of the creditor only and not as a means to safeguard the repayment capacity of the debtor and to promote agricultural development.

To have an adequate impact on agricultural production, the provision of credit must be accompanied by and coordinated with technical advice.

The prevailing tendency in Latin America to consider agricultural credit as an isolated subject is bound to yield poor results, if not complete failure. In a few countries of the Region attempts have been made to link credit with extension education (supervised credit) and to combine it with supplementary services such as farm supply, marketing, storage, price regulation, land tenure, etc.

Farm credit institutions in Latin America need to adopt modern and more dynamic methods and policies. No substantial strengthening of the agricultural credit structure can be anticipated unless governments realize this fact. A vigorous attempt must be made to provide

more and better training and education facilities for the staff of agricultural credit institutions at all levels.

Any action for strengthening the agricultural credit structure in a country requires thorough investigation to identify the main problem areas and to determine to what extent the minimum pre-requisites for a successful implementation of a credit system are actually met. This is the purpose of the proposed ICAD study on agricultural credit in Latin America in which FAO is participating.

COORDINATION OF AGRICULTURAL DEVELOPMENT SERVICES

Improvement in either education, research, extension or credit alone will not necessarily lead to agricultural progress. Each of these elements, and others such as production requisites and favorable markets, must be available in a timely and coordinated manner. The ideal way of ensuring the necessary coordination is by building it into the total administrative framework of services for agricultural development. Concentration of responsibility for agricultural development in one ministry having clearly defined but inter-related departments would greatly facilitate efficient and economic service to agriculture. Where early improvement of the organizational framework is not feasible, temporary means must be devised for coordinating work carried out by the several ministries and autonomous or semi-autonomous agencies. The form of this coordinating machinery will have to be worked out in each specific case but a strong central planning agency can in any event exercise a powerful coordinating influence. An agricultural development advisory committee composed of representatives of all agencies and private interests involved in agricultural development and reporting to the minister of agriculture and the planning authorities, could be most helpful. Even where a suitable government organization exists, such an advisory committee is highly desirable.

SOME CURRENT POSSIBILITIES FOR EXTERNAL ASSISTANCE

It will be obvious from previous sections of this paper that improvement of agricultural services individually and collectively, demands careful planning based on comprehensive collection and objective analysis of facts. The tentative identification, in this paper, of some key problem areas and possible remedial measures is no substitute for objective study and planning by the national authorities concerned. Several of the agencies active in agricultural development in Latin America assist governments in this task through the Inter-American Committee for Agricultural Development (ICAD), which is discussed under item 8. Other agencies such as the UN Special Fund, UNESCO, ILO and AID also cooperate in projects within their spheres of interest. The Committee is prepared, on request,

to assist national groups carry out comprehensive studies of agricultural education, extension and research or of agricultural credit. Such studies will help local authorities responsible for these services: to determine the nature and magnitude of the tasks in the development process to be performed by agricultural education, research, extension and credit services and institutions; analyze the weaknesses of existing facilities and programs; and to devise specific projects for effecting improvement. The information will be invaluable to central planning authorities, and projects based upon such analysis are likely to prove attractive to external agencies providing both technical and financial assistance. In this connection, it is encouraging to note that the UN Special Fund is already assisting in an ICAD study of extension, education and research in one Latin American country as a means of deciding whether or not requests for assistance in the fields of agricultural education and research merit support.

The Conference may wish to consider:

(a) The measures which need to be taken to ensure the specific adaptation of technical education and training, in food and agriculture, particularly at the intermediate and farmer levels, to the requirements of development.

(b) The policies and organizational arrangements required to ensure that resources (human and financial) available for research in food and agriculture are directed to solution of the technical, economic and social problems impeding development and to ensure that the findings of research may find early application.

(c) The means of increasing the effectiveness and economy of operation of extension services.

(d) How the supply of credit to small farmers may be expanded and the organization required for planning and supervision of its use.

(e) The type of organizational and administrative arrangements needed to ensure most efficient use of human and financial resources in providing in a timely and coordinated manner all of the services required in furthering agricultural development.

(f) Taking advantage of assistance available through the Inter-American Committee for Agricultural Development in making the comprehensive studies required as a basic planning and implementing measures to strengthen agricultural education, research, extension and credit.