



FAMILY FARMING

CONSIDERATIONS FOR AGRICULTURAL POLICIES IN THE CARIBBEAN

for the future of farming



Ph

Inter-American Institute for Cooperation on Agriculture (IICA), 2018



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PRELUDE



Photo: IICA

As a Minister, I have had several first-hand opportunities to observe, interact and value the situations and contributions of farming families. Three critical considerations underscore the importance and timeliness of this topic.

We must value the academic work!

The challenge is to make sure that we identify key issues that face farming families around the country and by extension, the Region. IICA, as one of the institutions leading this work in the Caribbean, is an entity that serves a wide range of countries with different demographics. So it is very important that we understand and be always conscious of the fact that not everything experienced in other parts of the hemisphere or world may be applicable to our scenario.

We must emphasise the data element!

If I enquire about the number of farming families in this country, we would come up short on reliable quantitative information on: who they are, what they are farming and their historical production pattern. Lack of data impacts our ability to make public policy decisions, to assist in terms of incentives and to undertake production planning. If, as policy makers, we can determine that family farmers comprise a significant number of the farming population, then we may be able to target public policy which deals with the particular characteristics and needs of farming families. This is why data is vital to decision making on family farming.

“I do not think farming is a different type of business; I do not think farming is so radically different from other industries.”

*Senator The Honourable Clarence Rambharat
Minister of Agriculture, Land and Fisheries
Ministry of Agriculture, Land and Fisheries
Government of the Republic of Trinidad and Tobago*

We must go beyond... to adding value!

The IICA family farming characterisation study makes several key observations, including the likely or potential impact on employment, poverty and malnutrition is important. Having visited so many farming families, I emphasize the importance of empowering the next generation to engage in value added activities, even if at the most basic processing level. I have observed that much of the output from family farms ends up in wholesale markets. This should signal the need for the next generation to focus on some form of value added - not necessarily massive processing, but simply taking the farm harvest and making it more convenient for the average consumer, through peeling and/or cutting and packaging, either fresh or frozen.



I have often said that I do not think farming is a different type of business; I do not think farming is so radically different from other industries. There are several major business and manufacturing companies in Trinidad and Tobago that are built on the strength of three generations of family members and are still run by families. In these sectors, there is no discussion on the transition of family generations in the business interests; it is an integral element of their vision and business plan, which we take for granted.

For agriculture, I believe that we need to understand how we can transition from generation to generation. Every other business starts off trying to get the required land. For example, no company in the oil and gas industry would contemplate an investment without securing drilling acreages, whether land on-shore or off-shore. There are similar examples in the hotel industry, which is underpinned by land security, some through long lease arrangements for use of State land. Even the major firms and manufacturing companies' family-run businesses are anchored by land ownership, secured through either family or private arrangement, or some type of government concession. This is because investment in these businesses requires long-term security of land ownership, which also enhances access to Government incentives programs,

concessions and other forms of support. Agriculture should be no different.

Somehow in farming, we do not pay attention to the value of land tenure as the cornerstone of the investment. In agriculture, the absence of land tenure has been a demotivating factor, generally. For farming families, specifically, it has constrained succession planning. In this context, land tenure remains the most important element in agricultural development in Trinidad and Tobago, as well as other countries in the Region.

My visits to farming communities also lead me to conclude that differences do exist in the experiences among farming families, even as they are determined to share similar characteristics. I will use three of these experiences to illustrate.

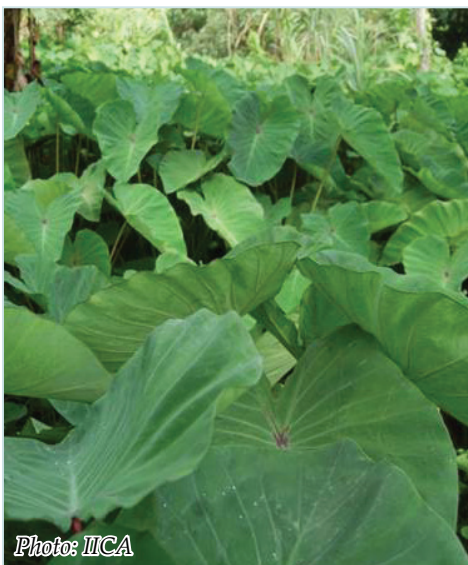


Photo: IICA

Experience #1: A dasheen farmer and his family

I posted a video on social media of the father digging dasheen. With over 14 million views and a viewership beyond Trinidad and Tobago, such a simple video can promote and educate on farming, particularly when there are several individuals locally who do not know where dasheen comes from. Our conversation touched on the potential of getting young family members involved in simple value adding, particularly since the daughter, currently studying agriculture at University, was in a good position to pursue and manage a value adding aspect as part of the family farm business. However, the daughter did not really express an interest in getting directly involved in farming, even though the field is located some 200 feet behind the home. Sometimes, it's the parents who have a preference for their children obtaining an administrative position in the public service. For farmers with an adult child, the message to them is that they were losing a valuable opportunity to develop a family farming business. With a daughter studying agriculture and access to farmed land, the minimum that could be done is to encourage the generation of value and economic opportunity from these lands.



Experience #2: An aged but active patriarch

The farming family is led by a 78-year old father that still farms; a similarly-aged mother that still sells produce in the municipal market; a son with his own family actively farming; a grandson who is studying agriculture at University and also actively farming; and a daughter-in-law who left a secure job in an established financial institution to support the family farming business, through involvement in seedling production, among other farm operations. This family cultivates a combined area of over 100 acres; has worked out the economics of farming; understands the financial requirements, borrowing from the commercial banking sector instead of the Agricultural Development Bank; understands the mechanics of the market; and is currently making use of their combined assets to operate a small, on-site packaging business that adds value to farm output. However, over all the years in farming and, in spite of any resources invested, none of the land that forms the foundation of the family farming business is owned by the family. The family has never actually leased nor owned any piece of this critical asset. An important factor of their transition and advancement as family farmers would simply be land tenure.

Experience #3: Transitioning from Cane Farming

Another farming family, with yet another type of experience. They have a long farming history, evolving from Caroni Cane Farmers into small crop farmers, with a focus on tomatoes while managing a major investment in papaya. The youngest son also attends University studying agriculture and is also a full-time farmer. The responsibilities for the field, marketing, pricing and other operational and business aspects are divided among family members.

This family is a good example of a blend of academics, the family unit, and the traditions of farming. However, the son feels restricted by the fact that the land belongs to his mother and he would like to have his own land to pursue his own family life and business in farming.

In closing, allow me to indicate that a future plan for family farming in Trinidad and Tobago, and I am sure elsewhere in the Region, would need, in particular, a strong focus on land tenure and value adding.

I see land tenure in two ways. As a motivating factor for farmers to invest, allowing families to plan in the current environment where Government incentives offer long-term leases, 30 to 35 years, so that a family can plan for two future generations. It also allows land title to transition through generations smoothly, enabling succession planning. Also from a policy point of view, for specific support in general, and to farming families in particular, so that they can invest in the infrastructure required to develop the farm site and business. This is not different from investment in the development of industrial estates.

Value added is seen as having more appeal to the current and emerging generations than to the current crop of aged farmers. I think that it represents an important element for sustainability for the next generation. It offers an attractive prospect for younger farming family members because it involves mechanized processes, technology, branding among other aspects.



Photo: IICA

The importance of branding, packaging and processing, in terms of building on primary production, can be pivotal to creating and sustaining family farming businesses. Secure land tenure would also enable their transition from primary production to some level of value added.

Family farming and the response required for policy is a very timely discussion that needs to transcend discussions mainly among academic and technical professionals to bring this work to life among and for actual farming families. This is vital to the effort moving forward.

*Senator The Honourable Clarence Rambharat
Minister of Agriculture, Land and Fisheries
Ministry of Agriculture, Land and Fisheries
Government of the
Republic of Trinidad and Tobago*

The prelude raises a number of perspectives, which are important to the family farming (FF) dialogue in the Caribbean, namely:

- family farms are not a homogenous group, which has implications for how a public policy response is approached;
- there is no one-size-fits-all approach and, hence, each country in the Region needs to establish how this concept applies to the local socio-cultural and economic circumstances;
- many of the issues facing family farms may not substantially differ from those faced by the typical farmer;
- the historical dimension of the reluctance of farmers to encourage the next generation into farming is perhaps changing as there is now evidence among many farmers of moving towards more business-oriented units even as the 'stigma' of farming still exists;
- in the current, typical farming structure, there are two inter-related core weaknesses - lack of a business approach and limited inter-generational family continuity - that have eluded sector transformation over decades and which the FF concept may help to overcome;
- there is an expectation that new entrants into the farm/agriculture sector are/should be of a mindset similar to entrepreneurs in other business sectors, which has implications for managing a policy response; ;
- the emphasis on data is key to confirm and/or qualify FF as a viable agricultural development model in a particular country;
- the decision to pursue a public policy response must be informed by clear definition of the benefits of FF vis-à-vis the typical understanding of the traditional farmer, often described in terms of 'size or scale' of operation and not by structure of the farming business.

The bottom line is that there is a certain generalization around the idea that the farmers who belong to this social category have some attributes that identify them, be they family farmers, small producers, peasants or other terminologies. For the Caribbean, it will be important to identify those that exhibit these characteristics and to measure their contributions to food production, employment and poverty reduction.



CONTENTS

PRELUDE	ii
ACRONYMS	vii
SUMMARY	viii
FOREWORD	x
ACKNOWLEDGEMENTS	xi
.....	
INTRODUCTION	1
FAMILY FARMING - A GLOBAL PERSPECTIVE	5
CHARACTERIZING FAMILY FARMING IN THE CARIBBEAN	15
AGRICULTURAL POLICIES IN THE CARIBBEAN - AN OVERVIEW	19
CONSIDERATIONS FOR FAMILY FARMING POLICY IN THE CARIBBEAN	29
.....	
REFERENCES	48
ANNEX 1: POLICY DOCUMENTS CONSULTED BY COUNTRY	50

ACRONYMS



APP	Agricultural Policy Program	IPC-IG	International Policy Centre for Inclusive Growth
CARICOM	Caribbean Community	LAC	Latin America and the Caribbean
CCAP	CARICOM Community Agricultural Policy	MERCOSUR	Mercado Común del Sur/Southern Common Market
CNCDS	Chronic Non-Communicable Diseases	MIS	Market Intelligence System
COTED	Council for Trade and Economic Development	MoA	Ministry of Agriculture
DPP	Differentiated Public Policies	MSMEs	Micro, Small and Medium-sized enterprises
EU	European Union	OECS	Organisation of Eastern Caribbean States
FAO	Food and Agriculture Organization of the United Nations	REAF	Specialized Meeting on Family Farming of MERCOSUR
FF	Family Farming	RFNSP	Regional Food and Nutrition Security Policy and Action Plan
FP-FF	Flagship Project on Family Farming (IICA)	SME	Small and Medium-sized Enterprises
FNS	Food and Nutrition Security	UWI	The University of the West Indies
GAP	Good Agricultural Practices	WCA	World Census of Agriculture
GDP	Gross Domestic Product	WCC	World Coordination Committee (of the IYFF+10)
ICT	Information and Communication Technology		
IICA	Inter-American Institute for Cooperation on Agriculture		
IYFF	International Year of Family Farming		



SUMMARY

The fundamental underlying principle for agricultural development policy in the Caribbean has been on creating the regulatory environment and institutional support services to transition the dominant class of micro, small and medium-sized producers, from largely rudimentary and subsistence practices, into business-driven operations that simultaneously enhance their income-earning potential and increase the value of their contributions to gross agricultural output. While the strategies have differed over time, the absolute importance of improving productivity among smallholder farmers has remained a consistent objective of national policy. This is so, even as, there is a general dearth of updated statistics on the size of and output from small farmers in the Caribbean, whose numbers are estimated to have increased following the decline of traditional plantation-type export commodities (sugar, bananas, etc.).

In 2014, the role of farmers in the Caribbean was brought into even sharper focus with the global effort to recognize and promote the concept of ‘family farmers.’ In fact, the Food and Agriculture Organization of the United Nations (FAO) led this charge, with institutions, such as the Inter-American Institute for Cooperation on Agriculture (IICA), supporting the call to action. To ensure that the family farming (FF) concept found application in the Caribbean Region, two years after the 2014 International Year of Family Farming (IYFF), IICA commissioned a study entitled *Characterisation of Family Farms in the Caribbean: A Study of Guyana, Haiti, Jamaica, and Saint Vincent and the Grenadines* as part of the Institute’s Flagship Project on Family Farming (FP-FF), by David Dolly and Glenroy Ennis (2017)¹.

¹ Publication can be accessed on the IICA website: <http://repositorio.iica.int/bitstream/11324/6104/1/BVE17109315i.pdf>.

This study was a first attempt to apply the varying formulations of a definition and characteristics of FF to a Caribbean context. It established the base for this current effort to determine the nature and scope of policy response for FF in the Caribbean.

This policy discussion paper is also a first for the Caribbean, particularly since there is no tradition or practice, prior to the IYFF-2014, of use of the term ‘family farming’ in any aspect of agriculture and rural development in the Region. The IICA effort supports the global objective of strengthening understanding and capacity among public and private institutions to address FF development needs. A particular interest is the scope for a Differentiated Public Policy (DPP) response to promote and facilitate FF in Caribbean countries. A DPP approach is seen as a tool to enhance the policy framework for addressing FF, strengthen participatory management policy processes and, hence, enhance the impact of such policies to enable FF to increase their income generation and employment capacity in rural communities and contributions to economic growth and food and nutrition security. The paper offers considerations for a policy response and should not be viewed or interpreted as making a case for DPP or as a FF policy framework. It is presented as follows:

Chapter 1 briefly highlights the importance of agriculture in the Caribbean, key features of agricultural production systems and the IYFF-2014. This sets the backdrop for an appreciation of how the FF concept is treated in other parts of the World and IICA’s involvement in support of the global campaign to increase recognition of FF as an important sustainable agriculture development model.



Chapter 2 examines the FF concept, based on a review of the literature and global experiences. Attention is given to the application of the concept and practices associated with the growth and development of FF in Latin America. This provides some context for framing the FF dialogue in the Caribbean with respect to several key issues, which derive from the lack of use and familiarity of the term in the Region. This discussion concludes with an IICA working definition for the FF concept, with an emphasis on the need for clarity in its application to better guide an appropriate policy response in the Caribbean.

Chapter 3 provides a brief summary of the Dolly and Ennis (2017) Caribbean FF characterization study, which sought to articulate and apply the core elements of the FF definition and characteristics in a Caribbean context. This was achieved through a mix of qualitative and quantitative research methods including a survey involving some 51 farmers from four countries in the region.

Chapter 4 undertakes a quick review of existing agricultural policies, programs/projects and legislation in selected countries to ascertain whether the situations of family farmers were explicitly recognized and addressed. And if not, whether these interventions were facilitative of the efforts and development needs of family farms. The results of this review will assist in a determination of: (a) the coverage of issues germane to FF within the current agriculture policy framework, including gaps and areas in need of strengthening, and (b) the scope and potential of pursuing FF, through DPP and/or other intervention mechanism, as appropriate.

Chapter 5 expands on the findings from the Dolly and Ennis (2017) FF characterization study, the policy overview, the views and opinions expressed by key technicians and stakeholders in national and Regional dialogue during the

IYFF-2014 as well as the rationale, objectives and expected results of IYFF+10. This chapter also highlights the potential benefits of FF from a Caribbean perspective, using the familiar constraints/challenges to agricultural development. This is important to consideration of the nature and scope of a policy response in the Region.

This concluding discussion also identifies some salient issues in pursuit of a policy response for FF in the Caribbean. It is clear that this FF concept and its application in Caribbean agricultural development is still a major work in progress. The 'IYFF+10' provides a strategic watershed for the Region to advance the dialogue and to arrive at consensus on the nature and scope for public policy and domestic support.



Photo: Dolly & Ennis



FOREWORD

Many farmers in the Caribbean produce crops, such as roots and tubers, vegetables and pulses and, to a lesser extent, engage in livestock activities, such as the production of small ruminants, pork and poultry. Some of these farmers also fall into the category of family farms, based on established criteria, and play an important role in meeting the food and nutrition security requirements of local populations. However, there is a paucity of data required for making a determination of the share of family farming units in the farm sector, and for undertaking analysis of how agricultural programs and policies impact on their situation.

It is against this background that it is considered necessary to gather and analyze information on the existing agricultural policies and programs to determine their impact on key stakeholders, including family farms operating in the agricultural sector. Such efforts to gather and analyze information will also serve as a basis for the generation of reliable data on the rural sector and for the development or enhancement of the policies and programs targeting key stakeholders. In the absence of such information and analysis, policy makers will be constrained in their understanding of the unique features of family farms and in their capacity to formulate policies and programs that are responsive to the specific needs of family farms.

This discussion paper on 'Family Farming - Considerations for Agricultural Policies in the Caribbean' is one such public good contributed under the Institute's "Productivity and Sustainability of Family Farming for Food Security and Rural Economy" Flagship Project. More specifically, it falls under the Component "Differentiated Public Policies and Institutional Frameworks for the Sustainability of Agriculture

and Food Security." This component seeks to contribute to the development of family agriculture by strengthening public-private institutions in order to improve the participatory management and the impact of differentiated public policies (DPP).

It draws on the recently concluded study on the Characterization of Family Farming in the Caribbean by Dr. David Dolly and Mr. Glenroy Ennis (2017); information on agricultural policies and programs gathered by the IICA offices in eight Caribbean countries: Barbados, Guyana, Haiti, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, and Trinidad and Tobago; other existing national policies; and plans related to agriculture and food and nutrition security; as well as perspectives from policy dialogue on the subject of family farming shared by stakeholders at Regional and national events.

It is anticipated that improved capacity for policy response at the national level will better enable the emergence of a sustainable farm sector where all producers, including family farmers, benefit from enhanced income and employment opportunities and add value to rural communities, thus contributing more meaningfully to food and nutrition security and economic development.

Alberto Adib

*Coordinator, Differentiated Public Policy and Institutional Frameworks Component, Family Farming Flagship Project
IICA Office in Chile*

Gregg C. E. Rawlins

IICA Representative, Delegation in Trinidad and Tobago

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This effort was largely based on desk research and capitalization of the collective expertise and experiences of IICA professionals in Latin American and the Caribbean. In this regard, special mention must be made of: Dr. Fátima Almada, Leader, Family Agriculture Flagship Project, based in the IICA Office in Paraguay; Mr. Alberto Adib, Coordinator of the Component under which this paper was undertaken, based in the IICA Office in Chile; Mr. Gregg Rawlins, IICA Representative in Trinidad and Tobago; Dr. Curt Delice, IICA Representative in Suriname; and Dr. Kurt Manrique, International Specialist-Technology and Innovation based at the IICA Office in Trinidad and Tobago. Their full engagement, open dialogue and sharing of perspectives, and critical feedback provided as the content of the discussion paper evolved and took shape, were invaluable to this effort and to a successful quality output.

Finally, the dedicated effort of Dr. Shamin Renwick, tasked with the responsibility of mechanical editing to ensure a quality finish is also acknowledged with thanks.

To echo the sentiments of Dr. David Dolly and Mr. Glenroy Ennis (2017), authors of the 'Characterisation of Family Farms in the Caribbean, a precursor to this discussion paper, it is also our hope that this information product advances

understanding of the importance of family farming, provides convincing evidence of its benefits in the continuous search for practical sustainable agriculture solutions in the Caribbean Region, and stimulates appropriate and coordinated public and private sector responses that enhance development prospects at the national level.

*Diana Francis,
International Specialist, Policy and Regional Programming
IICA Caribbean Region*

*Charles Carmichael
Independent Consultant
Agricultural Planning and Development*



Photo: IICA

Multiple varieties of sweet potato, a popular crop among farmers in the Caribbean, being maintained in a Germplasm plot in Antigua & Barbuda



Photo: IICA

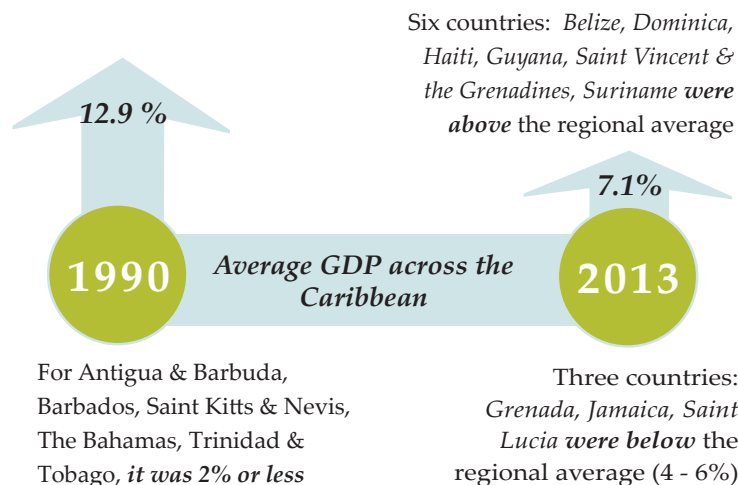


1. INTRODUCTION

For Caribbean economies, the multifunctional role of agriculture, features associated with its structural diversity across countries, socio-economic contributions and development challenges are well documented. A brief summary of its contributions to Gross Domestic Product (GDP), foreign exchange earnings, food and nutrition security and employment generation is provided.

1.1 Agriculture's Socio-Economic Contributions

Contributions to Economic Growth



Agriculture continues to be an important provider of goods (food & non-food) for domestic use, exports, small-scale processing and medium to large-scale agro-industrial development. Over the past decade or more, there has been a policy shift towards the broader concept of agribusiness development, with emphasis on value chain integration, i.e., linking farming, input supply, distribution, food processing and retail operations - to foster more formal connections and coordination among the key chain actors. This shift was also inextricably linked to the pursuit of greater financing and investment, from both private commercial and public goods development perspectives.

Contributions to Foreign Exchange Earnings



Despite its declining relative contribution to GDP, agriculture is still important to foreign exchange earnings. For Trinidad and Tobago, agri-exports averaged US \$464 million annually over 2015-2015 from a relatively vast and more diverse export profile. For the Organisation of Eastern Caribbean States (OECS) countries, total agri-exports contributed an average of approximately US\$120 million (36.8% of total), dominated by products from 'Food and Live Animals' (for Dominica, Grenada and Saint Vincent & the Grenadines), from 'Beverages and Tobacco Industries' (for Saint Lucia and Saint Kitts & Nevis), with Food and Vegetables dominating agri-exports from Belize and Guyana. (Analysis provided by EconoTech Ltd. using data from the Eastern Caribbean Central Bank (ECCB) and the World Integrated Trade Solution Database (WITS))



Contributions to Food and Nutrition Security

Almost all CARICOM countries import more than 60% of the food they consume, with half importing more than 80%. Only three countries, Belize, Guyana and Haiti, produce more than 50% of their consumption (FAO 2015). Food imports, however, also continue to rise - in terms of consumer goods, raw materials and intermediate inputs - to drive agro-industrial activity.

Food imports were estimated at over US\$4 billion, annually, led by: (i) processed foods, (ii) wheat, (iii) rice, (iv) meat (beef, chicken, mutton, pork) and (v) maize (corn), which collectively account for over US\$1 billion or 25% of the annual food import bill. Food imports are projected to continue and to increase to US \$8-10 billion by 2020.

The need to ensure food security and even food self-reliance, through increased productivity in farming and food processing, is therefore being strongly advocated by Caribbean leaders, not only from a national security perspective (given the Region's extreme susceptibility to global market trends), but also, importantly, from the nutritional and health perspective (given the increasing incidence of and costs to treat Chronic Non-Communicable Diseases (CNCDs)).

Contributions to Employment Generation

The sector's contribution to employment generation, including small enterprise development, is of particular importance within a growing trend towards increased urbanization in most countries. A significant proportion of the populations in Caribbean countries still reside in rural communities. For most rural dwellers, farming, on its own or paired with food processing and hospitality economic activities, remains an

important source of livelihood, accounting on average for about 18% of the economically-active population and, in some countries, between 25% to 30% (FAO 2015).

Within the farm sector, Governments in some Caribbean countries have been promoting the development of large commercial farms. However, it is generally agreed that small farms are responsible for most of the farming activity and by extension, most of the food produced. A review of an FAO study on Small Farmers in the Caribbean (Graham 2012) revealed that in eight countries (Antigua and Barbuda, Dominica, Grenada, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines and Trinidad and Tobago), just under 90% of the small-scale farmers operating on less than 10 hectares of land are classified as small farmers and occupy 55.2% of the land area. The majority of these small farmers occupy less than two hectares of land.

CARICOM has organized agriculture's key constraints, consolidating them along four thematic lines, through Thematic Groups, each led by an agency, namely;

1. Agricultural Health and Food Safety Systems, led by the Caribbean Agricultural Health and Food Safety Agency (CAHSFA);
2. Business Development, led by IICA;
3. Climate Change and Natural Resource Management, led by FAO;
4. Research and Human Resources Development, led by the Caribbean Agricultural Research and Development Institute (CARDI) and The University of the West Indies (UWI).



Each of these thematic areas addresses a number of critical aspects, some of which directly relate to the challenges faced by the small- to medium-sized farmers in the Region. Enhancing agricultural production and food security are indisputably linked to improving the production and productivity of the farm sector, which is dominated by the smallholder in the wake of the decline in the traditional plantation-type export crops, such as sugar and bananas. Their contributions to agriculture value added continue to be limited by a number of constraints, as captured in the four thematic areas above, and which affect the various categories of actors, differently.

For the Caribbean, the issue of whether there exists a sufficient portion of farmers, within the general farming community, that exhibit attributes which identify them as family farmers remains to be determined. The global movement in 2014 gave impetus to making such a determination as the basis for improving the positioning of small farmers, in general and recognizing the existence and potential of family farmers.

1.2 International Year of Family Farming (IYFF) 2014

The year 2014 was defined, globally, as the IYFF; designated by the United Nations (UN), to focus world attention on the significant role of family and smallholder farming in eradicating hunger and poverty; providing food security and nutrition; improving livelihoods; managing natural resources; protecting the environment; and achieving sustainable development, particularly in rural areas. The IYFF-2014 was considered by the UN to be of critical importance from the perspective that FF (including small-scale farming):

- is inextricably linked to world food security
- preserves traditional food products, while contributing to a

balanced diet and safeguarding the world's agro-biodiversity and sustainable use of natural resources

- represents an opportunity to boost local economies, especially when combined with specific policies aimed at social protection and well-being of communities.

The IYFF-2014 was a milestone for positioning of FF at the global level, and particularly, at the center of agricultural, environmental and social policies in national agendas. This positioning was essential to stimulate development of differentiated policies for economic growth, social development and environmental management that would advance the importance and development of FF.

Research and experiences of FF in Latin America highlighted some benefits of FF that could have positive application to the Caribbean, for example:

- improvement in the integrity of farm labor force (e.g., greater commitment, trust, efficiency) as use of family labor may also minimize the pilfering of resources from the farm;
- more efficient use of resources;
- stronger social linkages or ties of the family to the wider community;
- the prospect that the family may provide a better platform for adopting good GAP, better natural resource management, including best management practice for climate change;
- the strong likelihood that the farm family would be better stewards for sustainable development than other types of farmers. Through the generational influence, 'family farms' are able to sustain cultural traditions and take care of the rural landscape in which they exist according to standards which they exist according to standards which they may set.

There has been significant debate among stakeholders regarding the relevance of the term FF in the Caribbean context and the implications for agricultural development policy. To establish a conceptual base for FF interventions, IICA undertook several initiatives to clarify the definition and application of the concept and to identify common attributes in its 34 Member countries in Latin America and the Caribbean. Among these is the Dolly and Ennis (2017) Characterisation study, a first for the Caribbean Region, undertaken under IICA's FP-FF.

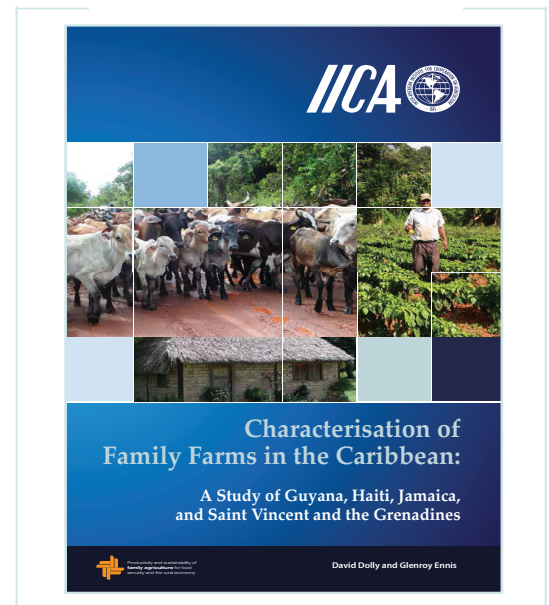
1.3 Conclusion

Two years after the IYFF-2014, Schneider (2016) asserted that “it seems there is no consensus among scholars about the scope and the meaning of family farming.” This should have far reaching implications for how the Caribbean organizes—intellectually and operationally—to integrate this concept into its agricultural development policy framework. In a Caribbean forum of stakeholders, Deep Ford (2014) referred to the term FF in the Caribbean context as a “conceptual challenge.” He stated that “Family does not easily fit a template; therefore, family farm is not readily defined in the different social and economic contexts of the Caribbean.”

In retrospect, in addition to the variations in the type of family structures that exist in the Caribbean, including the relatively large number of female-headed households, the conceptual challenge associated with the term FF in the Caribbean is also exacerbated by the limited and/or complete lack of attention to or interest in determining why and how ‘family’ is important to farming.

Amidst these uncertainties, this discussion paper seeks to enhance comprehension of how the FF concept has been applied in other parts of the world and how it can be interpreted and applied to a Caribbean setting. Such an understanding is an important base for any discussion with respect to determining whether the current agriculture policy environment is supportive of and enables this segment of the farming community to be more productive and contribute to gross agricultural output.

Clarity and application of the concept to the Caribbean context is a pre-requisite for any dialogue with respect to the need for and nature of a response for public policy on FF in the Caribbean. In this regard, this discussion paper draws on the IICA's Caribbean FF characterization study as a necessary, but not sufficient base, to inform a public policy response for FF in the Caribbean.



2. FAMILY FARMING - A GLOBAL PERSPECTIVE



The family and the farm are linked, co-evolve and combine economic, environmental, social and cultural functions



2.1 Family Farming - Global Perspectives

According to Garner and de la O Campos (2014), “there is no universally-agreed definition of Family Farms, although various stakeholders have established definitions either for purely analytical purposes or for the implementation of government programs. The term is most commonly used in countries of Latin America as well as in high-income countries, including the United States and some European countries. In many instances the term is used more or less interchangeably with that of smallholders.”

For the IYFF-2014, the FAO described FF as including “all family-based agricultural activities” and “a means of organizing agricultural, forestry, fisheries, pastoral and aquaculture production which is managed and operated by a family and predominantly reliant on family labor, including both women’s and men’s. The family and the farm are linked,

co-evolve and combine economic, environmental, social and cultural functions” (Graeub et al. 2016). It should be noted that this definition does not make reference to farm size but focuses on specific properties, such as source of labor and socio-economic linkages and functions.

In a joint Working Paper, the FAO and the UNDP-International Policy Centre for Inclusive Growth (IPC-IG) observed that “Garner and De La O Campos (2014) found 36 different definitions and meanings for the term FF. Thus, it seems there is no consensus among scholars about the scope and the meaning of FF. From the theoretical and conceptual perspective, FF encompasses a scattered notion, very difficult to define” (Schneider 2016). Notwithstanding this conclusion, Schneider (2016) offered what could be considered as the fundamental distinction between FF and small-scale production and peasantry.



According to Schneider (2016) “in the interest of brevity, it can be said that the difference between FF and small-holding lies in the fact that the former refers to a productive activity (farming) that is performed by a social group (family) connected by ties of consanguinity and kinship, whereas the latter refers to the scale of production related to a particular agricultural producer (since a small-scale producer will not necessarily either be an agricultural producer or live in a rural area). Very often the small-scale is linked to the size of the available land (owned or not) or even just to the area that is usable for farming, but it can also refer to the intensity of use of other factors, especially technology and capital.”

The FAO Family Farming Knowledge Platform (FAO 2018) provided a general description of FF as “... the predominant form of agriculture both in developed and developing countries; family farmers range from smallholder to medium-scale farmers and include peasants, indigenous peoples, traditional communities, fisher folks, mountain farmers, pastoralists and many other groups representing every region and biome of the world. They run diversified agricultural systems and preserve traditional food products, contributing to balanced diets and the safeguarding of the world’s agro-biodiversity. Family farmers are embedded in territorial networks and local cultures and spend their incomes mostly within local and regional markets, generating many agricultural and non-agricultural jobs.”

Quick Summary of some general features of Family Farming



performed by a social group, the family, connected by ties of consanguinity and kinship, found among peasant farmers, indigenous peoples, traditional communities and fisher folks



a productive activity, located mostly in rural areas, with farms ranging from smallholder to medium-scale farmers and tenure varying from owned or leased or squatted



operates diversified agricultural systems (including crop and livestock), owned, managed and worked by family members, including the head of the household



makes a significant contribution to the provision of food and raw material for the family and community and as input to small and medium-sized (SME) agroindustries.

these can all, to different extents, characterise the small-medium size farming sector in the context of the Caribbean.



74% located in East Asia & the Pacific or South Asia [with 35% in China alone & 24% in India]

9% located in Sub-Saharan Africa

7% located in Europe & Central Asia

4% or less of the world's farms located in Latin America, but the Region is considered to be made up of some of the world's most active countries with respect to food production and supply.

4% or less of global farm holdings located in the Caribbean.

Data from The World Census on Agriculture (<http://www.fao.org/world-census-agriculture/en/>), the only survey program which describes the entire farming sector for countries throughout the world in an internationally comparable manner. Data for Latin America and the Caribbean from (Lowder, Scoet, and Singh 2014).



The State of Family Farms in the World determined that “an initial challenge within any review of FF is that the term itself is not clearly defined. The size of an economically viable family farm holding varies by region, production strategy, level of market integration, family structure, access to inputs, technology, and infrastructure and off-farm labor opportunities. Yet, gaining a better understanding of the family farm sector—beyond the smallholder <2 hectares class—is critically needed to better understand its role in global agricultural production for food security and rural development” (Graeb et al. 2016).

In 2004, the Specialized Meeting on Family Farming of MERCOSUR (REAF) was established among the member countries of the Mercado Común del Sur (MERCOSUR/ Southern Common Market) of Latin America to create a framework of regional public policies for FF. MERCOSUR comprises Argentina, Brazil, Paraguay and Uruguay as full members, with Bolivia and Chile as associate members. REAF has been a meeting place for family farmers, rural organizations and institutions in the MERCOSUR Region and an expression of the recognition of the socio-economic and political importance of FF.

According to Márquez and Ramos (2013), in Latin America, FF is described as a model of agricultural production that shows distinctive economic and social features, and which differs from other models because of elements, such as the organization of its production systems and the use of natural resources, as well as production-related factors, labor employed, capitalization levels and market access. Their research also indicated that family farmers always live in the rural areas where they work and their activities have an impact on their development, food security, social containment and people settlement.

Key Features of Family Farming in

Argentina

- *the producer works directly on the farm; does not employ non-family permanent labor and may hire temporary non-family labor;*
- *farm not registered as a joint stock company or other type of commercial company;*
- *upper limits of ‘capital level’ vary by region: i.e., farm size, cultivated farm area, cattle herd size, machinery assets, area planted with fruit trees and irrigated area.*

(HLPE, FAO 2013)

Brazil

- *landholdings less than four fiscal modules;*
- *predominantly utilizes its own family labor;*
- *most household income originates in the family farm;*
- *the family manages the farm.*

(Graeb et al. 2016)



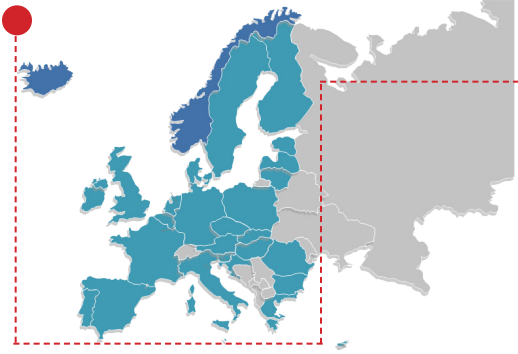


United States of America

All farms, except those organized as non-family corporations, as well as farms operated by hired managers.
(Graeb et al. 2016)

Mexico

- FF or smallholders is a heterogeneous group of agriculture and livestock producers, foresters, artisanal fishermen;
 - have limited resources, including limited access to land and capital;
 - use mainly family labor; head of family assumes management functions and is also directly involved in production, with some division of family labor.
- (Graeb et al. 2016)

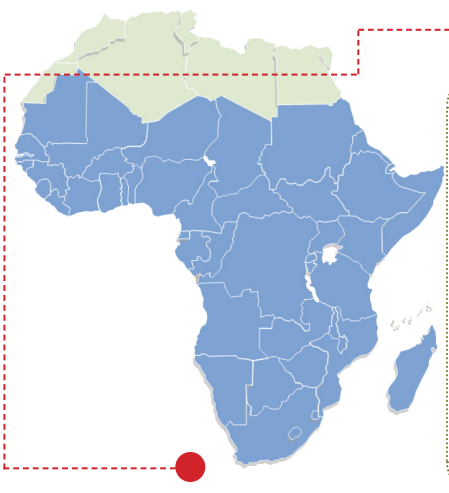


European Union (EU)

• generally a farm business; an organization of agriculture where the family bears the business risk;

- vary greatly by land area, labor and business size, from large to very small (e.g., semi-subsistence or lifestyle);
- often part-time; importance of farm in total household income varies widely, from almost sole source to only a minor component. Single-owner family farms in 2010 accounted for 85% of all EU farms.

(Ragonnaud 2014)



Sub-Saharan Africa

- diverse, relatively small-sized socio-economic units, which are indeed small-scale family farms;
- use of limited landholdings to pursue diverse agricultural, pastoral and natural resource management activities;
- rely mainly on family labor; use own production for self-consumption and sale; some family members also work in non-farm activities and for wage labor.

(Moyo 2016)



2.2 *Towards an IICA Definition for Family Farming*

Within IICA's core mandate is to improve the situation of small farmers and rural dwellers. As such, family farming was prioritized in the IICA 2014-2018 Medium-Term Plan (MTP), through Flagship Project (FP) 'Productivity and Sustainability of Family Agriculture for Food Security and the Rural Economy.' IICA's technical cooperation in the area of family farming has been guided by research that affirms that with respect to family farmers and smallholders, it is clear that they have at least one thing in common: "they all live in rural areas and work the land mostly with their family" (IICA 2017).

The UN promotes three categories/typologies of FF in Latin America:

- 'Subsistence,' 'undercapitalized,' or 'peripheral' FF, comprises farms on which production is primarily for personal consumption, integration into the commercial economy is limited, and resources like land, technology and monetary income are insufficient to guarantee the reproduction of the families concerned.
- 'Specialized,' 'intermediary,' or 'in transition' FF, refers to farms with some access to productive resources, whose output is used both for personal consumption and for sale, but which need to adopt strategies to ensure their sustainability.
- 'Surplus,' 'commercial,' 'capitalized,' or 'consolidated' FF, comprises farms who produce mainly for the market, where the family has access to a large amount of productive resources and consumer goods, sufficient to support the family, producing surplus that allows them to increase the scale of the operation and accumulate further resources.

These three categories/typologies essentially recognize FF as an agricultural production structure, organized around the family unit that may operate at the above three levels of economic activity. It is also important to note that for a Caribbean perspective, these three levels of economic activity are not unique to family farms but also apply to the farming community as a whole.

In arriving at a conceptual reference model to inform initiatives in its member countries in Latin America and the Caribbean, IICA highlights the following common attributes and characteristics, recognizing that the importance of each one varies from country to country (IICA 2017):

- physical proximity of family to the location of productive activity: family farmers live on or close to the rural property, regardless of the type of tenure involved.
- involvement of the whole family in the productive activity: family members are directly responsible and fully-involved in the production and management farm activities.
- integration of non-family labor: family labor is complemented with casual workers, mainly during the busiest periods (such as planting and harvesting seasons), particularly for those who operate in the commercial category; for those operating in the 'subsistence' and possibly 'in transition' categories, given the limited amount of productive and financial resources at their disposal, in many instances, family members perform all (or nearly all) of production activities.
- share of returns of farm income in total family income: Family income comprises a combination of income from agricultural activities, family agro-industries and other non-agricultural activities.



2.3 Conclusion

An understanding of the concept, definition and application of FF in selected regions of the world enhances appreciation of its potential benefits as an important element of a sustainable agriculture development model.

The global experiences suggest that family farming as a distinct agriculture production model is more readily recognized in Latin America and to some extent, in high-income countries, including the United States and some European countries. The conclusion by the FAO that FF is a ‘scattered notion’ (Schneider 2016) and that a lack of consensus and clarity in its definition is a challenge, holds serious implications for promoting FF in countries of the Caribbean where there has been no traditional use of the term, conceptual perspective and explicit actions for FF, prior to IYFF-2014. This makes the observation by the Minister of Agriculture of Trinidad and Tobago, as indicated in the prelude, that *“not everything experienced in other parts of the hemisphere or the world, may always be applicable to our scenario”* very relevant to a discussion on the relevance of FF to agricultural development in Caribbean countries.

The admission that the term is used more or less interchangeably with that of smallholders also has implications for how the Caribbean Region seeks to apply and integrate the concept in its agricultural policy and planning processes.

In the European context FF is associated with family values, such as solidarity, continuity and commitment, and viewed as more than an occupational choice, reflecting a lifestyle based on beliefs and traditions about living and work. The European perspective also focuses on ownership, control and inheritance of business assets, thus stressing the continuity of the farm through inter-generational succession.

Whether for purely analytical purposes or for implementation of government programs, understanding the FF concept and its various forms of applications is germane to inform discussion on the nature and scope of a public policy response. For the Caribbean, major outstanding issues in this regard include: a) whether or not the term can be used more or less interchangeably with that of ‘small farmer,’ b) whether there is a clear distinction between the terms, and c) whether there is a sufficient base of farming units that meet some core criteria to be delineated as FF.

Can the basis for a differentiation, proposed by Schneider (2016), “that FF refers to a productive activity (farming) performed by a socially-connected group (family), whereas the small-scale producer refers to the scale of production related to a particular agricultural producer,” be validated in a Caribbean context? This, among others, is an issue that the FF characterization study sought to determine. It also sought to gain a better understanding of the family farm sector—beyond the typical, size-delineated smallholder (< 2 hectare class)—which is critically needed to better understand its role in agricultural production. These are important considerations that require a decision on whether to pursue public policy to explicitly address FF.

It should also be noted that the assumption that family farmers are only found in rural areas, suggests that this social-based farming category does not apply outside of rural areas. From a Caribbean perspective, this may also need to be clarified and validated, since farming—whether through family units or independent operators—is no longer limited to only rural areas and, further, several rural areas now exhibit features of peri-urban centers as economic development decentralizes.



If family farmers are to contribute more significantly to modern, resilient and sustainable agriculture and food production, then their potential and contributions need to be understood.

Photo: Dolly & Emis

3. CHARACTERIZING FAMILY FARMING IN THE CARIBBEAN



3.1 Reflections from Regional Dialogue

Farms with recognizable family ties undoubtedly, have and continue to exist in Caribbean countries. However, there was no tradition or historical record of these being described, referred to, or catered for as ‘family farms.’ Under the IYFF-2014, promoted and facilitated by the FAO and IICA, Caribbean stakeholders got the opportunity to become familiar with the FF concept and to understand the rationale for its pursuit as a sustainable agriculture development model.

A recurring opinion from this dialogue has been that within the Caribbean context, FF is viewed as small- to medium-scale farms. The question of farm size seems to be a source of some contention. It is important to note that while some countries, such as Brazil, include ‘size’ in their description of FF, for the Caribbean, ‘farm size’ may not be a particularly meaningful characterisation. It can be concluded that with regard to farm size, Brazil’s FF definition would quite easily encompass small, medium, large and mega farms in the Caribbean context.

This publication proposes that understanding of family farming in a Caribbean context not be focused on farm size, but rather, on how the productive activity (farming) is organized within a family whose members are all involved in the farming/agricultural activity. Other factors, such as division and supplementation of family labor, strength of community integration and socio-economic linkages and functions are also used to explicitly identify FF units within the farming community. As implied in the dialogue, the FF concept also needs to find relevance beyond primary production, to embracing linked activities, including adding value to farm output (e.g., food processing and convenience packs) and services (e.g., farm tours).

The fact that the phrase ‘family farming’ exists and is being attached to certain operations/segments in the agriculture farming community suggests that there is some need to recognize and give more value to certain types of farming enterprises. The word ‘farming’ is well understood by all, within and outside of the agriculture sector. Farming means exactly what it implies—primary production using the land directly (as in open-field farming) or using technologies that complement land resources (protected agriculture, etc.). Hence, farming is cultivation and/or rearing of crops and livestock for food, feed, fiber and other uses, including processing and other value-added production.

Farming is understood as being undertaken by single individual operators or groups of individuals, whether they are part of a family structure, cooperative or Corporation setting, operating in either a formal or informal setting; of any size along the micro, small, medium, large category; along the chain of the subsistence to commercial continuum; and based on crop, livestock, mixed or integrated production; conventional (agro-chemicals, etc.) or eco-friendly (organic, etc.) farming systems (or a combination of the two); and/or, under open-field conditions or using protected agriculture technologies.

Use of the word ‘family’ in front of the word farming, is an attempt to further differentiate among farming operations, i.e., that the farming enterprise/operations—regardless of whether it is undertaken along all the lines mentioned above and others as applicable—is a family run enterprise/operation. The real focus for differentiating the family farm concept from the entire farming population should not be on the word ‘farming,’ but actually on the word ‘family.’

Extracted from a perspective note by Diana Francis/IICA to the FAO Caribbean FF Inter-Agency working group for IYFF-2014 (April 2014).



3.2 *Characterizing Family Farming in the Caribbean*

This section summarizes the findings from the IICA-commissioned study on the Characterisation of Family Farms in the Caribbean by Dolly and Innis (2017). The FF characterization study sought to apply the core elements of the FF definition and characteristics and to deepen the understanding of family agriculture within a Caribbean context as a first step to inform policy dialogue. This was achieved through a mix of qualitative research, using available information, including the most recently available agricultural censuses of several countries within the region, and quantitative research methods and processes, including field studies in four Caribbean countries - Guyana, Haiti, Jamaica and Saint Vincent and the Grenadines. For the field study, selected farmers, deemed family farms based on their operations, were included as key informants on the premise that they could help provide an understanding of the FF concept in the Caribbean.

Quick Summary of some key findings from Dolly & Innis (2017) Characterisation Study



Photo: IICA

- None of the agricultural census data sets have specific information regarding family farms
- Other available data and information were not inclusive enough for a decisive identification and differentiation of family farms
- Farms with recognizable family ties, undoubtedly, have and continue to exist in Caribbean countries
- Farm size is not a key determining feature of a family farm structure
- Farm labor varies in terms of family member and use of hired labor

As indicated by more than 84% of the sample, most farmers: operated either a mix of livestock, mixed crops, or mix of crop and livestock; practiced traditional farming methods passed down from generation to generation, but enhanced through training interventions; and were very involved in community and farmers' groups.



This finding on deficiencies in agricultural census data sets was drawn from a review of Agricultural Censuses for six Caribbean countries (Barbados (1992), Dominica (1995), Jamaica (2007), St. Kitts and Nevis (2000), St. Vincent and the Grenadines (2000) and Trinidad and Tobago (2004). Given that the agriculture census data did not provide any clear indication as to the concept and attributes of family farms in the Caribbean, other available data were reviewed to determine whether they captured or allowed for the clear identification of the characteristics of FF. Indeed, the general lack of up-to-date data and the fact that many countries have not had recent agricultural censuses, which would even allow for the inclusion of family farms, is an area for which information also needs to be gathered.

Of the other data sets examined, i.e., percentage of farms <10 hectares; percentage of farms operated by individuals versus corporations; and the age ranges of farmers in each country, the findings suggest that the majority of farms within the Region are small in size and <10 hectares. Further, there are sizeable populations of active farm ownership by householders in the 35-65 year old group. The data also suggest that approximately 1% of farms are state-owned corporations, which could be interpreted to mean that 99% of the farms are privately owned. Hence, there is the potential that family farms do exist as part of the group of private farms.

The study also observed that “it is incorrect to conclude that all small farms are family farms. Indeed, there are also family farms which belong to medium- and large-sized categories.”

It is clear that such data sets have not and, currently, do not exist in the Caribbean, based on these initial two findings from Dolly and Ennis (2017). Recall the emphasis of the Minister of Agriculture of Trinidad and Tobago, as documented the prelude

that, “if as policy makers we can determine that family farmers comprise a significant number of the farming population, then we may be able to target public policy which deals with the particular characteristics and needs of farming families. This is where data is vital!”

From the sample of 51 farms during the field study in four countries - Guyana (18 farmers), Haiti (12 farmers), Jamaica (8 farmers) and St. Vincent and the Grenadines (13 farmers) - farming operations that span more than one generation (a major feature associated with FF) are clearly indicated: 18 were in operation for two family generations, while 20 spanned three generations.

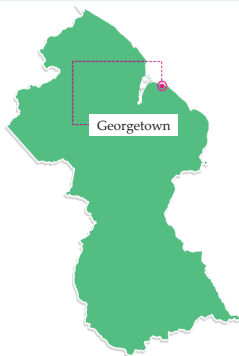
Typically, the head of the ‘family farm’ household developed interest and motivation to farming under the guidance of his/her own parent, grandparent, older sibling or some other close relatives. The farm is primarily managed by the head of the household, but a family decision is essential in the use of the land for FF, including decisions with respect to the provision of capital, which may include pension funds, income from other professions within the family, remittances from abroad and monies used from the sale of farm produce.

The study found several instances where farms are owned and managed by families and may occupy a range of sizes, from the relatively small to medium-sized and large by Caribbean standards. In fact, the majority of the surveyed farms (68.6%) occupied >5 hectares of land. Production activities featured a mix of family and hired labor, with some 25% of the farms utilizing only family labor. There was also a division of labor among family members, with female members more involved in activities associated with harvesting and marketing of produce.



Summary of main findings by Country from direct interviews with stakeholders

Guyana



Most agriculture occurs on the Coast. However, farming and some basic food processing are important to rural communities located in the vast interior, dominated by Amerindians (indigenous natives). These Amerindian communities are noted for their strong family traditions, which are imbued in their methods of land ownership and farming operations. The shared commitment to maintain family traditions, the element of trust and maintaining family cohesiveness are typical and common features. Consequently, farming is perceived to be a way of life rather than a business among the Amerindians. There are differences among the families with an Amerindian background. Not only do these family farm entities provide the mainstay of the family, they also protect native traditions. However, stakeholders admitted to their limited attention to the FF concept, even as the consensus was that about 75% of all farms in Guyana may be categorized as family farms. This is because the majority of the farmers in Guyana rely solely on the farm for their livelihood and they are usually operated by families.

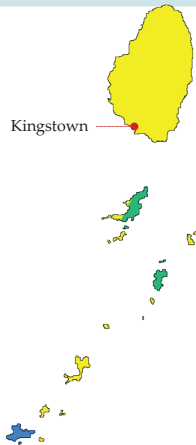
Haiti



Stakeholders generally acknowledged that the family farm characteristics were synonymous with the 'small' farm in Haiti, which accounted for an estimated 95% of all farms. Stakeholders felt it was impossible to separate the two concepts: family farms may be small, medium or large in size (i.e., < 1 ha, 1-2 ha and > 2 ha), while small could be seen as a complex of features and not only the size factor. A key to identifying these farms is their use of family labor, which is not exclusive as these farms must still employ other sets of labor especially during specific periods of cultivation.



St. Vincent & the Grenadines



Perceptions among stakeholders varied, with a general tendency to equate 'family farm' with a 'small farm.' There was, however, an acknowledgement that some key features were more important to family farms, which could serve as a point of differentiation. These included the existence of strong traditions to sustain the farm from one generation to the next and the type of ownership where the family either owns the land outright or the family has a long-term tenure agreement that provides prolonged control over the land. Generally, however, the stakeholders indicated that the concept and practice of FF in Saint Vincent and the Grenadines was somewhat vague and conjectural and may not be fully applicable within the country's landscape.

Jamaica



Ministry of Agriculture (MoA) stakeholders reported that there was no established definition for family farms in Jamaica. However the general responses suggested three categories of farms in Jamaica that could be classified as family farms:

- large family farms controlled by family members with strong generational ties, especially at the ownership and management levels, such as Jamaica Producers, Jamaican Broiler, McConnell, the Turners and Worthy Park;
- smaller family farmers, not as organized as the larger entities, but with some involvement of family members in selected farming operations, such as feeding livestock, sowing seeds and harvesting produce, with an understanding that proceeds from the farm contribute to their livelihood;
- new entrant 'family farms,' which do not have a generational attribute, but which are in the process of doing so. These new entrant farmers start a farming operation with the involvement of their entire family, making decisions as a family. This emerging category of family farm tends to be more predominant among new and younger farmers.



3.3 Conclusion

The findings from the Dolly and Ennis (2017) study concluded that although agriculture is viewed as one of the primary economic sectors in the Caribbean Region, very little or no attention has been paid to developing an understanding of the structural configuration of actors in the sector, including the possibility of the application and practice of FF.

The review of agriculture census data for selected countries in the Caribbean, which is typically organized according to farm size and type of crops/livestock: includes no information on family structure and income; reflects no consideration of the concept; nor does it provide any data or information that could potentially be used to indicate the existence of family farm units as a distinct production or farm organization structure.

Further, confirmation from the field study, that getting younger members involved in the continuation of the farming enterprise was and continues to be both challenging, and often, actually discouraged by the family in favor of other careers appears to be a major hurdle in sustaining FF. This occurred even in situations with a significant involvement of family members on the farms and inter-generational farming operations.

This challenge is found in virtually all Caribbean countries. It has had a profound effect on the adoption of the FF model in the Caribbean, perhaps even more so than in other Regions. Additionally, there is still a wide knowledge gap regarding the size, scope and dynamism of this segment of farm producers that presents challenges for a policy response.

The issue of agriculture as ‘not a preferred career’ is also linked to the issue of access to education and opportunities for work outside of agriculture. This places rural communities in the

Caribbean in a somewhat different situation to some rural spaces in other parts of Latin America. Many family members traditionally would be educated and would secure work in the tourism industries, even on a seasonal basis, and get involved in agriculture on a part-time basis. In fact, the extent of part-time farming in the Caribbean is worthy of mention when considering the labor dynamic in relation to FF. While the Dolly and Ennis (2017) study may not have explicitly recognized this as an issue, it becomes germane to any consideration of engaging in a public policy response.

Dolly and Ennis (2017) called for buy-in among the farming community to arrive at understanding and consensus that all farmers, especially ‘small’ farmers, may not all be family farmers. As such, family farms, where they exist, must be recognized as a distinct group and must be enabled to increase their important contribution to sustainable agricultural development.

They also advised that care should be taken in using the current findings to drive major regional policy framework for rural and agricultural development since the use of only four countries might be limited for a regional representation. While the current findings should be used to continue to stimulate the right kind of discussion on family farms in the Caribbean, efforts should be made to expand the study to include other Caribbean countries and maybe to incorporate a comparative analysis with Latin American countries.

4. AGRICULTURAL POLICIES IN THE CARIBBEAN - AN OVERVIEW



Photo: Abbey Garden Farm, Jamaica

4.1 *The Regional Agriculture Policy Context*

The identification of existing policies and plans that could potentially have an impact on FF, even if indirectly, is very germane to the policy response process. This was recognized during the IYFF-2014 which concluded that as a distinct segment of the production structure, family farmers represent an opportunity to boost local economies, especially when combined with specific policies aimed at social protection and well-being of communities.

For over two decades, the growth and development of the agriculture and agribusiness sector in most Caribbean countries have been guided by national and regional agriculture development policies and plans. However, the findings from the Dolly and Ennis (2017) study provide sufficient evidence that the term ‘family farming’ has not been a well-used or familiar terminology in regional policy dialogue processes. Of the several draft Regional policies addressing a range of key areas in agricultural development, two, namely, the CARICOM Regional Food and Nutrition Security Policy (RFNSP) approved in 2010 and the CARICOM Community Agricultural Policy (CCAP), approved in 2011, provide the over-arching regional framework for decision making and action as well as the delegation of authority and tasks in CARICOM. (CARICOM Secretariat 2011a; 2011b).

This chapter provides the results of this cursory overview of regional and national policy for agricultural and rural development, as well as policies in other key sectors, such as trade, social and community development, education, health, and environment management, which have an impact on agricultural development.



Regional Food and Nutrition Security Policy 2011-2015 (RFNSP)

The 2011-2015 RFNSAP provided a framework for cross-national and multi-sectoral action in four pillars, namely: (a) food availability, (b) food access, (c) proper food utilization for good health, nutrition and wellbeing and, (d) stable and sustainable food supplies at all times (CARICOM Secretariat 2011b). FNS issues were further articulated as one of the five pillars of the CCAP, namely to address production and stability related gaps in the current RFNSP.

While the policy duration indicated 2015, the elements remain valid for the Region. The FAO Caribbean Sub-Regional Office has been fostering implementation of programs and projects linked to the FNS Policies/Plans developed for several Caribbean States. The FAO Country Programming Frameworks identified implementation of FNS Policy/Plans as a top priority.

The RFNSP has a series of policy goals, objectives and strategic actions which are designed to achieve the vision of a food-secure nation, including conservation of natural resources in the context of climate change, positioning domestic agriculture to be competitive and to increase import substitution, developing entrepreneurship among small-scale farmers, with particular attention to women's and youth groups, ensuring food safety and quality for the population, and increasing market access for both traditional and non-traditional crops.

CARICOM Community Agricultural Policy (CCAP)

The CCAP was adopted at the 38th Special Meeting of the Council for Trade and Economic Development (COTED) (October 2011) as a CARICOM agricultural development framework (CARICOM Secretariat 2011a). In addition to Food and Nutrition Security as a key pillar, other pillars are:

- Production-Trade/Value chain: emphasizing cross border investments, public/private sector partnerships, (Sanitary and Photosanitary) SPS regime and standards, intra-regional trade, clusters and investment, agro-processing and sectoral linkages.
- Sustainable development of natural resources: with special emphasis on linking with community policy on sustainable development, environmentally-friendly agricultural practices, energy and renewable energy.
- Rural modernization and youth programs: with special emphasis on indigenous, marginalized/disadvantaged groups, rural urban migration, migration, information and communication technology (ICT), rural attractiveness.
- A modern agricultural knowledge and information system, emphasizing market information systems and capacity building (research and development, technology transfer and extension, HR and institutions, farmer absorptive capacity, regional clearing house for information, ICT, advocacy and public awareness/Information).



Regional policy processes, including policy implementation, have been supported by initiatives of development partners and Regional institutions. Some of the main ones are highlighted below.



- FAO: The Food and Agriculture Organization has provided financial and technical resources to support the preparation of the RFNSP, as well as National FNS Policies and Action Plans that served as the base for action towards enhancing FNS in the respective countries.



- EU: The European Union, through implementation of two Regional projects with IICA as Executing Agency, namely:
 - the Agricultural Policy Program (APP) - Caribbean Action, with one of three components focused on strengthening Regional agricultural development policies and strategies. Under this component, the CARICOM Secretariat was enabled to provide direct support to selected Caribbean countries for the updating and/or development of National Agricultural policy frameworks and plans that also took into consideration Regional priorities articulated in the RFNSP and CCAP.
 - the Sanitary and Phytosanitary Measures (SPS) project for the commitments undertaken under the Economic Partnership Agreement (EPA). Under two of its three components, the project also included policy support to government regulatory agencies and private sector stakeholders to enhance capacity for increased agricultural production and trade in compliance with international standards while protecting agricultural, human and environmental health.



- IICA. The Inter-American Institute for Cooperaton on Agriculture, through its Flagship Projects which focused attention on agricultural policies and FF, including a 2016 survey in selected Caribbean countries to identify agricultural sector policies and policy instruments that directly or indirectly impact family farmers/small farmers in several Caribbean countries and the 2017 Characterisation Study.



4.2 Regional Agricultural Policy - An Overview

There is an assumption that current agricultural policy in the Caribbean should already contain provisions that facilitate and provide support to farm families, even if indirectly. To determine the scope of current support for family farming in the Caribbean, a desk review of selected agricultural policies, strategies and legislation was undertaken for selected Caribbean Countries (See Annex A: List of Policy Documents Consulted, by Country).

The review is framed within the CARICOM 2015-2019 Strategic Plan, which features Economic Resilience, Environmental

Resilience, Technological Resilience and Social Resilience (CARICOM Secretariat 2016). It is instructive that these four resilience categories also hold significant relevance to the concept and potential benefits of FF.

The information also shows the links between the identified Priority Areas and some of the specific Programs and Actions being implemented in the Caribbean Region as highlighted in the 2016 IICA survey in selected Caribbean countries. It also provides a synopsis of some policy tools and instruments that have been used, over the past decade or more, to facilitate the development of the agricultural sector in identified countries in the Caribbean region.



Policies and Programs related to Economic Resilience

The economic resilience aspect tends to be the most detailed elements of an agricultural policy framework at the national and regional levels. The policy focus generally emphasizes agricultural diversification, including value adding, agro-processing and market development for economic growth and to mitigate the food import bill.

• **Agricultural Diversification:**

This strategy was initially driven by the dilution and loss of preferential markets for traditional crops, such as bananas and sugar. It was used to stimulate production of non-traditional agricultural commodities, such as roots and tubers, small ruminants. In almost all the policy documents consulted, productivity increases in crop and livestock production is a core element. Improved plant and animal health, crop multiplication, livestock breeding and use of protected agriculture are also among the main areas for action, through introduction to appropriate technologies and practices as well as training and skills development.

These initiatives form part of MoA annual work plans supported by externally-funded projects. Continuous productivity improvements is important in the development of production systems that improve yields, reduce production costs, meet market requirements, reduce soil degradation, conserve water and increase farm profits.

• **Value Adding and Agro-Processing:**

Agro-processing and agribusiness development policy is also central in agricultural diversification. This has largely targeted micro, small and medium-sized (MSME) private sector, given its fairly large size and product diversity.



Also, compared to their larger business counterparts, MSMEs have more direct and stronger links with the local farm sector, particularly enterprises led by youth and women. The CARICOM Final Draft Regional MSME Policy (March 2016) highlighted the following as key MSME development issues:

- Policy and Legislative Frameworks
- Business Environment
- Financing
- Competitive Input Factors and Supporting Infrastructure
- Human Resource and Entrepreneurial Skills Development
- Institutional Frameworks and Business Development Services
- Marketing: Markets, Export Promotion and Trade Facilitation
- Innovation and Entrepreneurship

Other Areas and interventions related to the Service Industry (particularly Tourism); Production Integration/Value Chain/Clusters; Intellectual Property; Public Private Partnership; Priority Sectors for Development; Gender Equality, Women Youth Entrepreneurship; Database Development; the role of the Caribbean Diaspora, and Green Economies and Sustainable Production. (CARICOM Secretariat 2016)

The areas described in the Regional MSME Policy are directly relevant to discussion on facilitating development of FF units. However, it is instructive to note, that the only reference to the word ‘family’ or any reflection of ‘family business’ was under the theme “Gender Equality and Women Entrepreneurship” as part of ‘Other Significant Issues and Constraints in MSME Development.’

- **Market Development (Domestic and Export):**

National and Regional Agricultural policy have also favored market-led approaches, based on an assessment of opportunities for a range of fresh and processed agricultural products. Priority has been given to development of value chains, provision of marketing support services, including food-safety and quality assurance, market Intelligence and market infrastructure. The Agro Park initiative in Jamaica designed to boost domestic production towards regional and international exports is one such example of government policy that supports integrated production to market development objectives. The fact that the initiative accommodates small, medium and large farmers suggests that opportunities are open to family farmers interested and capable of taking advantage of government policy to build inter-generational agri-business.

- **Reduction in the Food Import Bill:**

Reducing reliance on food imports is a shared and constant theme in all national agricultural policies. This responds to the high, rising and unsustainable food import bill and to the adverse health impacts from increasing incidences in CNCDS in the Region. Critical areas of policy and program center on the need for self-reliance, largely through import substitution. This focus is inextricable linked to the productivity-enhancing thrust of agricultural diversification and agribusiness policies intended to lead to an expansion in a more competitively priced and diverse range of local food products. Annex C provides some specific types of policy interventions, some involving public-private sector partnership, such as the Commercial Large Farms (Trinidad and Tobago), the Farmer Certification Program (Saint Lucia) and the Irish Potato Program (Jamaica).



Policies and Programs related to Environmental Resilience

The CARICOM Strategic Plan recognizes challenges faced by Caribbean countries from poor environmental management and vulnerability to the significant threats of climate change. Building environmental resilience is positioned in the context of the global dialogue on SIDS (in 2014) and the UN Post 2015 Development Agenda and Sustainable Development Goals.

• **Land and Water Development Policies:**

Pressures on land and water resources are increasing due to rising and competing demand from housing and tourism as well as the impacts of climate change. Effective national land and water development policy becomes even more critical to preserve at least a minimum quantum of optimal land for agriculture. A 2013 FAO study in Antigua and Barbuda, Dominica, Grenada, Saint Kitts and Nevis, Saint Lucia, and Saint Vincent and the Grenadines (Organisation of Eastern Caribbean States (OECS)) sought to assist Governments in reviewing existing land use policies and to develop modified or new policy options to facilitate acceleration of the regional diversification program. The study revealed that insecurity of tenure is the main factor limiting investment in farm improvement (Toppin-Allahar 2013).

Addressing land use and ownership issues is fundamental to the development of FF. The 2013 FAO study proposed a number of recommendations with respect to the amendment, modernization or harmonization of existing laws, including:

- Land use planning and development control: a firm legal basis is required to address the issue of the agricultural land availability, use and transfer across generations. This is important to reduce the large-scale conversion of arable land to non-agricultural use. Important elements include:
(a) administration of Crown/State lands and the provision

of long-term leases to promote greater security of tenure and mitigate the issue of squatting, and (b) land owned by tenants in common, including family land, to facilitate title transfer, while preventing indefinite land fragmentation.

- Agricultural production zoning: this has traditionally existed in the Region. Enforcement, however, tends to be lacking. Existing legislation, therefore, needs to be reviewed, updated and absolutely enforced for successful farm policy. This will complement efforts at land use planning.
- Land as collateral for loans: The OECS study revealed that financial institutions do not lend against leasehold interests in land, which is a major problem for financing agricultural development. Unless the recommended strategy of converting leaseholds to freeholds is adopted, this problem can only be addressed by creating a loan window for land tenants (Toppin-Allahar 2013). Guyana has developed special legislation to allow leasehold to be used as collateral.

The lack of effective institutional mechanisms, including a critical shortage of legal drafters, to ensure the implementation and modernization of land use policies and legislation and planning capacity, appear to be a major limitation shared across the Region. This limitation could prove to be debilitating to efforts at strengthening the situation and contributions of family agriculture in the Region.



- **Disaster Risk Management and Climate Change Adaptation Policies:**

An important strategic objective identified in the policy frameworks of several Caribbean countries is the strengthening of national and community-level capacity for mitigation, management and coordination for response to natural hazards and the effects of climate change. Among the policy instruments to achieve same is the provision of public education and

training programs to increase awareness about the potential impact of climate change and climate variability on socio-economic development. The farming community, in particular small farmers, has been identified as one of the primary target groups for this sensitization effort. This should hold particular significance to family farmers given the characteristic features of being environmentally-friendly, safeguarding agrobiodiversity and making sustainable use of natural resources.



Policies and Programs related to Technological Resilience

Technological resilience is seen as an indispensable factor of sustainable agriculture development. The policy and research had emphasized the need innovation and technology driven productivity increase and competitiveness, particularly in the context of climate-change induced challenges to the farm sector.

- **Technology and Innovation Systems & Practices**

Governments of Caribbean States have been pursuing policy measures aimed at strengthening agricultural research and technological adoption systems to enhance the level of relevance to farmers' needs, including farm families. This underscores the economic and environmental resilience thrusts for agricultural development.

Given the dominance of MSMEs in the sector, the emphasis has been on the development of science, technological and innovation programs and practices appropriate to their operations. Issues of policy attention in this area include improved technology transfer through increased collaboration with national, regional and international research agencies and more effective Extension Services; commercialization of new products; development of sustainable production systems; and product differentiation.





Policies and Programs related to Social Resilience

Building social resilience complements and is complemented by economic, environmental and technological resilience. Generally, agricultural policy expresses social resilience in terms of achieving food and nutrition security; rural inclusion and integration; and empowerment of marginalized groups, particularly women and youth.

- **Food and Nutrition Security (FNS) :**

It was observed that while at the national level, communities and families are central stakeholders in the implementation of FNS Policies/Plans, the concept, reflection and identification of specific interventions linked to FF have not been explicitly, or even implicitly included as part the dialogue and action agenda. It could, however, be suggested that in light of importance of the role attributed to communities and families in contributing to the achievement of FNS policies and plans, consideration could be given to utilizing the FNS framework as a platform for assessing the importance of the concept, principles and values of FF in the Caribbean landscape. In addition, the inter/intra sectoral links embedded in FNS policies present the opportunity for FF to be used as a vehicle, particularly at the community level, to bridge some of the existing inter/intra sector gaps, thereby fostering enhanced collaboration between Agriculture and other sectors, such as, Trade, Health, Education, Community Development and Environmental Management.

- **Inclusion and Empowerment:**

Agriculture policies (national and Regional) have attempted to mitigate issues of an aging farming population (averaged at 50-55 years), migration of young people from rural to urban areas

and shortage of labor available for agricultural production. Among interventions aimed at addressing these, youth in agriculture and gender-equity programs featured prominently. However, as has been observed, these programs were not conceptualized against a background and understanding of the context of FF and the role of youth and female members of a farming family.

A shift in policy approach—that recognizes their FF background and family unit as a business development model and capacity to leverage the family assets to mitigate limitations—may strengthen the success of these target-specific (or differentiated) youth and women in agriculture policies.

It would be instructive to observe whether the 2017 effort of the Government of Jamaica to develop a specific Youth in Agriculture Policy and Plan makes specific recognition of youth who are part of a farming/agribusiness family (Jamaica. MICAF 2017). Also important is whether this effort supports the call for differentiated policy that simultaneously strengthens the family structure and existing family farm enterprise by providing the enabling internal conditions for youth within the farm family and the external enabling policy environment for agriculture development.



4.3 Conclusion

Using the CARICOM Resilience strategy allows for a more strategic review of policies and programs that impact agricultural development in Caribbean countries. It also allows for a determination of how the concept of differentiated policy for FF can be integrated and aligned into the prevailing and emerging national policy frameworks.

This cursory review and stakeholder consultations which informed these policy processes confirm that FF was not identified, reflected nor articulated as an area for agricultural development nationally and Regionally, even after the FAO-led IYFF-2014 promoted Regional dialogue on the concept.

The review also confirmed that small- and medium-scale farmers were/continue to be the primary target of agricultural policies, whether or not this group includes some that meet core FF characteristics. Indeed, the Dolly and Ennis (2017) Characterisation of Family Farms in the Caribbean study did acknowledge that the majority of Caribbean farms do exhibit some of the key FF characteristics.

While not an explicitly-targeted beneficiary group, the policy documents consulted, to some extent, suggest that existing policies and plans do contain provisions that could benefit FF units, albeit indirectly. Some of these provisions, programs and actions, open to all in the farming community, include:

- training and skills development, through a range of interventions, such as Farmer Field Schools, which facilitate farmer and school learning tours that highlight the benefits of improved agricultural practices and modern technology in both farming and small-scale food processing;

- strengthening of critical mass to improve associative processes, through support for farmers' organizations, commodity clusters, which provide a forum where farmers can learn new techniques and share information with each other;
- youth in agriculture programs to introduce and/or enhance interest in and capacity for agricultural activity, generate income opportunities.
- market support and value chain integration which enhances the opportunities to link small farmers into local and regional markets, including government food procurement (schools and institutions), supermarket chains and hotels, with some level of private sector involvement and collaboration.

Collectively, this policy overview, findings from the FF characterization study and outcomes of regional dialogue on FF provide an initial confirmation that applying the FF concept could potentially offer value and yield benefits for innovating the approach to agricultural policy in the Caribbean. However, any decision to pursue a public policy agenda will require a more comprehensive assessment of the farming community to determine the extent of FF and a more strategic review of policies and programs to determine the nature and scope of an appropriate public policy response. This will require a renewed understanding of the drivers of existing policy frameworks, given that the current Regional policy construct focuses on small farmers and not family farms per sé. Further, policies in the Region are also not very differentiated and tend to address the fundamentals facing farmers in general. As a consequence, introducing a distinct target group for which a specific public policy response should be articulated will require a significant paradigm shift informed by careful analysis.



Existing national policy frameworks in several countries may already provide key areas of support for farms displaying EF characteristics



Photo: Dolly & Emitts

5. CONSIDERATIONS FOR FF POLICY IN THE CARIBBEAN



Photo: IICA

5.1 Context

As a seminal policy discussion paper, the absence of reference to the concept of family farming in any aspect of agriculture and rural development in the Region is a key consideration in moving forward. This underscores the importance of strengthening understanding and clarity of the concept as a prerequisite to any efforts towards framing a policy response. Achieving such conceptual clarity requires an acknowledgement that FF issues must be well grounded at the national level and appreciation that while family farms may share some common characteristics, they should not be treated as a homogenous group across the Region.

This chapter does not offer any firm conclusion about whether the current national policy frameworks adequately address the development needs of family farms; it does not validate need for differentiated public policy (DPP) as the basis for a response, nor offer a policy framework. Determining the scope for DPP is a strategic area of research interest for Caribbean countries. A DPP approach is seen as a tool to enhance the policy framework for addressing FF, strengthen participatory

management policy processes and, hence, enhance the impact of such policies to enable family farms to increase their income generation and employment capacity in rural communities and contributions to economic growth and FNS.

This chapter presents an explicit discussion on the potential benefits of FF from a Caribbean perspective vis-à-vis the familiar constraints/challenges to agricultural development to set the frame for a contemplation of an appropriate response. This response could be either in the form of public policy considerations or institutional strengthening or a combination of both. It also offers some key considerations germane to the pursuit of public policies to support family farming. These considerations are informed by the findings from the Dolly and Ennis (2017) FF characterization study; the conclusions from the brief policy review; the views and opinions expressed by key technicians and stakeholders in national and Regional dialogue during the FAO-led IYFF-2014; as well as the rationale, objectives and expected results of IYFF+10. The 'IYFF+10' is positioned as a strategic watershed for the Region to support the policy dialogue and consensus-building process.



IYFF+10

The Decade of Family Farming, or IYFF+10, i.e., 2019-2028, 'extends the global campaign in

favor of FF, peasants, artisan fishing, pastoralists and indigenous people' for 10 more years. It aims to continue improving public policies in favor of FF; working with the FF National Committees; creating guidelines for the promotion of FF; and improving the relationship between research centers and FF organizations. The 'IYFF+10' advocates three key areas (a) The Promotion of National Committees, (b) Global Guidelines for FF, and (c) Promotion of Participatory Research (IFAD et al. 2018). The World Coordination Committee (WCC) notes that IYFF+10 serves as a framework to promote better public policies on FF, among other contributions to human development, as espoused in the Sustainable Development Goals (SDGs). Other important aspects of the IYFF+10 Resolution that provide strategic considerations for the Caribbean Region's pursuit of FF public policies are that: (a) the IYFF-2014 "raised the profile of the role of family farming, pastoralism (livestock farming) and smallholder farming in contributing to the achievement of food security and improved nutrition" (IFAD et al. 2017); and actions of special relevance include the promotion of the exchange of expertise and experiences 'farmer to farmer'; the integrating concept of FF, which includes forests, aquaculture, pastoralism and family fishing; as well as the fundamental role that women and young people play in FF.

For details on IYFF+10, visit <http://www.familyfarmingcampaign.net/en/news/2017/12/the-decade-of-family-farming-2019-2028-officially-adopted-by-the-united-nations-general-assembly>

5.2 The Renewed Policy Context – IYFF+10

The effort to define a policy framework that explicitly reflects the situation and addresses the development needs of family farmers in the Caribbean must form part of a broader global effort. Fortunately, this global effort, led by the United Nations, confirmed that FF is a topic of interest among countries; thus, providing a firm base for advancing from the IYFF-2014.

The global campaign goes beyond family farmers, to explicitly include 'peasants, artisan fishing, pastoralists and indigenous peoples,' which describe significant segments of the primary agriculture sector in the Caribbean, in more familiar terminology. This broader, more familiar and more inclusive scope of understanding the IYFF+10 also provides the Caribbean with a more effective platform to articulate public policies targeting these differentiated groups of producers that include, but not limited to, a focus on family farmers.

For the Caribbean, this is of strategic importance, since it expands the scope of the concept beyond just those stakeholders deemed to meet the FF characteristics. Importantly, it explicitly recognizes the role of 'smallholder farming,' which captures the majority of the farming community in the Region. This should not be interpreted, however, as making 'size' an important FF characteristic, since this would disqualify, for example, rice farmers in Guyana and Suriname. The second point provides some very clear directions—in terms of support and interventions—that are relevant and, also, very feasible as part of a Caribbean policy response to FF. This includes priority on raising the profile of and empowering women and youth in agriculture.



It is clear that the IYFF-2014 was a pivotal point; extending the movement to a decade is ripe with opportunity to bring clarity for action, including approaches to the pursuit of a policy framework. It is clear that while some countries in Latin America have defined FF public policies (such as Argentina and Brazil) that suit their context, there has not yet been an effort to define a global policy framework for FF. Indeed, the three key areas of the IYFF+10 suggest that this constitutes an important focus and outcome of the movement.

It is important to reiterate that the IYFF-2014 was considered by the UN to be of critical importance from the perspective that FF:

- is inextricably linked to world food security
- preserves traditional food products, while contributing to a balanced diet and safeguarding the world's agrobiodiversity and sustainable use of natural resources
- represents an opportunity to boost local economies, especially when combined with specific policies aimed at social protection and well-being of communities

The latter is key and essential if public policy for FF as a sustainable agricultural development policy is to succeed.

5.3 Specifying the Benefits Offered to the Caribbean from a Family Farming Model

The IYFF-2014 general statements on the importance of FF are helpful to start a dialogue and promote understanding on the concept. However, for clarity of concept to the Caribbean, it is strategic to directly identify the potential benefits offered by an FF production structure vis-à-vis the typical farming

community. This is an important first base to show that there is value to be derived from further pursuit of the FF as an explicit agriculture development model; one that converts an often informal and implicit tendency, evident in several Caribbean countries, into a formal and structured business practice.

To underscore the potential benefits of FF, the familiar 'constraints and challenges' facing agriculture in the Caribbean will be used as the basis for identifying same (see table 1). It must be reemphasized that consolidating and strengthening and the 'bonds' of 'family,' in whatever format it exists, is a pre-requisite for extracting meaningful benefits from the FF concept, taking fully into consideration the observation by Deep Ford (2014) that "family does not easily fit a template; therefore, family farm is not readily defined in the different social and economic contexts of the Caribbean'.



Photo: IICA



Table 1: Constraints/Challenges and Benefits offered through Family Farming

Constraints/Challenges	Benefits offered through Family Farming
<p>Aging farm population</p> <p>Farm abandonment or conversion into non-agriculture use when farmer becomes too aged</p>	<p>Succession Planning and Farming: supported by a strong family unit fully involved and invested in the farming enterprise, the issue of aging farmers will become less acute since successive generations will maintain and build on the farming business leading to continuity of farming through inter-generational family ties and involvement. Global experiences suggest an improvement in the integrity of the farm labor force (e.g., greater commitment, trust, improved efficiency). Use of family labor may also minimize pilfering of farm resources and output.</p>
<p>Youth not attracted to/discouraged from agriculture</p> <p>Increased migration of youth from rural to urban areas</p> <p>Poor image of farming and agriculture relative to other economic activities</p>	<p>Youth Engagement and Involvement: Young family members will be incentivized to maintain and develop the farm: an incentives system, built on incentivizing each member of the FF unit, will improve the perspective and situation of the household head, which will make him/her less likely to steer children away from the farming business and will encourage the children to view the farm as a business entity capable of generating acceptable earnings and status over time. Retaining youth through a strong family farming foundation and value system will be a vehicle for real transformation of the sector and for inter-generational development of agriculture. Expansion of the family farm unit is also facilitated in the same manner as expansion of the family, provided that grown children desirous of starting their own family farming business has access to additional land outside of that which is locked into the family farm.</p>
<p>Women marginalized/ limited access to productive resources</p>	<p>Empowerment of Women in Agriculture: Strong and recognized family farming business structures will go a long way in addressing barriers to female farmers’ capacity to own and leverage assets to access financing. It will strengthen the situation for women without necessarily depending on the lengthy legal reform. Recognition of the importance of each family member within the family farm unit will mitigate the challenges which marginalize women’s access to productive resources. This is important to the Caribbean given the extent of female-headed households and the greater tendency for women to be involved in farming and small food processing activities associated with farm output. Women will be assured of a fair share in the family farms assets and returns and will also be afforded the opportunities for continuous self-improvement and empowerment. An empowered and positive female farmer will be more inclined to encourage young family members to get involved and continue the family business.</p>



Table 1: Constraints/Challenges and Benefits offered through Family Farming

Constraints/Challenges	Benefits offered through Family Farming
Declining vitality of rural areas and high rural to urban drift	Rural Socio-Economic Vitality: Family farmers enhance the vitality of the rural economy and preserve traditional cultures. The global experiences provide sufficient evidence of stronger social linkages or ties of the family to the wider community. Hence, successful FF units will lead to more dynamic and vibrant host communities, including as a source of employment for a growing FF business as well as spawning of other small-scale/artisan community enterprises that provide goods and services to the FF unit. One practice in both Argentina and Brazil is apparently to link FF to community markets, such as school feeding and hospitals. This facilitates income growth based on peer pressure to ensure quality.
Farming not seen or approached as a business	Business-orientated Farming: The traditional mindset of small farmers is to grow and sell. Good practices, adherence to standards as well as safety and quality issues have been introduced over decades, as studies will confirm. These still present issues and challenges in the current period. The apparent slow uptake of regulations in a largely non-regulated farm sector is blamed on the 'lack of a business approach' in farming. There is great potential for this constraint to be more effectively addressed and reversed through strong family farming units. A farming family, intent on using the farming business to support the family and to diversify the economic opportunities from the farm, will employ the basic principles of good business; will be more inclined to adopt an entrepreneurial mindset; and embrace business-enhancing practices and technologies. The incentive is to leave behind a healthy income-generating business, centered on the farm, to heirs and successive generations. If this inter-generational family dynamic is absent, then the drive to approach farming as a business will be less strong.
Limited access to financing and investment	Enhanced capacity to access productive resources: Leveraging the family assets—including skills, qualifications and future earnings of young family members—to 'make-up' for the deficiencies of the aged family members and enhance capacity to mobilize financing and investment in a manner that reduces the farming risk profile.



Table 1: Constraints/Challenges and Benefits offered through Family Farming

Constraints/Challenges	Benefits offered through Family Farming
<p>Limited use/adoption of new and improved technologies</p>	<p>Modernization of Farming Practices & Systems: Youth are more inclined to adopt innovation and to innovate. Their full involvement in the family farm business significantly increases the likelihood of a technology and innovation transition on the farm that leads to continuous productivity improvements and diversified farming operations.</p>
<p>Limited access to productive labor has been a major challenge in all countries</p>	<p>Improved Security of Farm Labor: One of the defining features of FF is that family members provide most of the labor needed for the farming operations. This feature is critical since 'limited access to productive labor' has been a standard complaint of farmers in all countries in the Region. Involving younger family members in farm operations not only mitigates the labor issue (shortage, cost and capacity), but also stimulates innovation in farm operation and management practices where labor-saving technologies are tried, adapted and introduced to reduce the drudgery, time and problems associated with manual operations. Family members invested in achieving farm productivity to boost profitability will be more inclined to adopt improved practices, innovation and technology, which are essential to transform the farm into a commercially-run operation. Dolly and Ennis (2017) study described this benefit of the FF farm business model as leading to 'an improvement to the integrity of the farm labor force, e.g., greater commitment, trust, more structured family, improved efficiency and apparent modelling of purposeful work by family member, which may also minimize the pilfering of resources from the farm.</p>
<p>Inadequate marketing and promotion of local products</p> <p>Inconsistent/declining supply and quality of farm products</p>	<p>Enhanced Supply Capacity: A key characteristic of the FF is the distribution of labor of family members in the FF business. Families come with a range of skills across generations; providing that the FF incentives system includes opportunities for the young members to acquire training and qualifications in skills and competencies that strengthen the FF business, the capacity to significantly improve marketing and promotion of farm products will be a boost to the sector in general, particularly given the inclination of youth to use of social media platforms and network marketing tools. This could revolutionize the traditional concept of 'niche marketing' driven by dynamic FF units.</p>



Table 1: Constraints/Challenges and Benefits offered through Family Farming

Constraints/Challenges	Benefits offered through Family Farming
<p>Limited integration of ‘small farmers’ into value chains (including processing) and inter sectorial linkages</p>	<p>Stimulus to Product Diversification and Development: FF units are more inclined to engage in post-farm operations to diversify their farming business and enhance business development to complement earning opportunities. Experience has shown that promoting value adding to farm output is an important avenue to maintain dynamism of the farming enterprise across generations. It is now well appreciated that some form of value adding—even as simple as cutting and packaging fresh output for fresh/chilled/frozen market—becomes a logical extension to the farming operation to enhance income opportunities and reduce waste in operations. It has also been shown that female family members are more inclined to start and grow these linked value adding operations. Enabling FF as an agribusiness model therefore helps to mitigate the constraints of ‘marginalization of women in agriculture,’ ‘limited post-farm linkages, including production of value added products,’ and ‘limited integration’ of the local farm sector into value chains and the wider productive economy.</p>
<p>Low consideration for good environmental practices/stewardship</p>	<p>Stronger Sensitivity for Good Practices: The strong inter-generational farming culture within a farming family will ensure good stewardship of the core asset that must transition from generation to generation to sustain the farming enterprise. Cultural attachment to farming and land, particularly on long-owned family holdings, also plays a major role in the sustainability of family farms. Maintaining the farm unit also removes the problem of land sub-divisions into smaller and less economic units, and/or ‘selling-off’ of family land thus mitigating the indefinite fragmentation of agricultural land.</p> <p>The global experiences provide sufficient evidence that indicates the strong likelihood that the farm family will be better stewards for sustainable development than other farmers and make better use of resources. Through the generational influence, ‘family farms’ are able to sustain cultural traditions and take care of the rural landscape in which they exist according to standards which they may set.</p> <p>The family may also provide a better platform for adopting GAP, better natural resource management, including best management practice for climate change.</p>



IICA does recognize that family farms play a major role in supplying food for societies, optimizing the work of families in rural areas, driving local and territorial economies and contributing to the management of the environment and biodiversity (IICA 2017).

An approach which seeks to glean and identify the benefits of FF using the familiar ‘constraints’ opens up an opportunity to analyze existing policies through the lens of the family farm. Using the oft-lamented constraint of an ‘aging farming population,’ can one readily identify policies in countries of the Region designed specifically to address the attendant issues?

The generic answer would tend to be, ‘yes,’ since there is consensus that a focus on the youth and promoting their involvement in the sector is a necessary action for sustainable development. But, this is usually not conceptualized specifically within the context of the family farm. However, the youth, within the framework of the family business model, is different from general youth involvement.

It is the recognition of such differentiation that may drive consensus on the scope for DPP for youth participation in agriculture as part of the family farming unit. This analysis can also be applied to other areas.

If it is accepted, even within the Caribbean ‘family’ and ‘farming’ reality, that FF is understood as ‘a means of organizing all agricultural, forestry, fisheries, pastoral and aquaculture production which are owned, managed, and operated by a family, with assured arrangements for inheritance of business assets for inter-generational succession,’ then the concept does offer significant benefits as a viable sustainable development model for agriculture.

This is irrespective of scale of operation, choice of crop/livestock/mix or farming system employed. However, these benefits can only be realized, optimized and sustained within an enabling national policy and domestic support framework.

Note the emphasis on national and not agricultural sector, since the focus on family demands an integrated development policy and support system that attends to the requirements of a family, involved in an agricultural business. This caveat is a good starting point for an understanding of how current agricultural policy in the Caribbean facilitates family farming.



Photo: IICA



5.4 *Important Perspectives for a Policy Response*

Signals from a multi-stakeholder, multi-country consultation to promote awareness of FF suggested that existing policy frameworks, as articulated in several countries, already address key areas of support for farms displaying the characteristics of FF. It was suggested that instead of spending time, effort and resources on a differentiated policy approach targeting a segment in the farming community for which no data exists, policy makers should instead focus on ensuring more effective implementation of existing policies and programs. This is a fundamental point to consider, since even as an extension of policy frameworks is pursued to address FF, it must be established that existing policies are being implemented effectively and have the desired impact.

This reflects the strong opinion that since the majority of the farms in Caribbean countries exhibit some elements of the FF characteristics, they would already be benefiting from existing agricultural policy. This issue of who ‘qualifies’ to be denoted as a FF unit is, and will continue to be a recurring one, within the farming community, if it is perceived that they are being targeted for preferential policy and development assistance. In this regard, clarity of concept is an absolute prerequisite to inform policy response. In order to avoid the confusion and potential discord within the farming community, it may be more prudent to initially undertake some strategic adjustments in existing policy frameworks that accommodate principles of the emerging FF concept. This could significantly enhance the efficacy and effectiveness of policy for all stakeholders, including those identified as ‘family farmers.’

Recall the conclusion of chapter 1, which referred to the opinion of the former FAO Coordinator for the Caribbean

Region stating that FF in the Caribbean context is a “conceptual challenge.” As such, since family does not easily fit a template, family farm is not readily defined in the different social and economic contexts of the Caribbean.

The Dolly and Ennis (2017) FF characterization study offered an interesting glimpse into the possibilities of applying the FF concept fully as an important economically- and socially-relevant sustainable agriculture model for the Region. The country-specific findings suggest that, even if there is a generic FF policy framework, countries would have to tailor this framework to their specific context, given the defining significance of ‘family’ within a development model that is no longer just purely based on economic considerations.

The issues for policy emerging from the Dolly and Ennis (2017) FF characterization study point to some key considerations. Their ten recommendations are discussed in this chapter, not in the order that they are presented in the Dolly and Ennis (2017) study, but based on their relevance to perspectives and considerations highlighted.

- **Recommendation #7.** *There is need to recognize the importance and contribution of the family farm to economic, social, environmental and cultural development, especially in rural areas of the Caribbean:* This provides context for the other proposals and reiterates the calls for recognition of the benefits of FF as a development model. During an IICA-organized FF consultation, Dolly reflected that “it is clear that agriculture in the Caribbean needs an urgent stimulant to forge ahead and that the FF characterization process could offer that worthwhile spark. Policy makers should be encouraged to accept the renewed measures to deepen their understanding of the farmers in the Caribbean region.”.



5.3.1 *Satisfying the principle of 'evidence-based policy':*

Given the relative 'newness' of the FF terminology in regional policy and agricultural development dialogue, the need to 'get enough evidence' that the core FF characteristics exist among a sufficiently large number of farmers in countries of the Region has to be a starting point for any decision to promote and pursue policies that favor this stakeholder group.

It appears that there are enough common core characteristics to allow the process to move forward. Therefore, more emphasis should be placed on efforts to enable this group to increase its contribution to national and regional development.

Recommendations:

- #1. There must be a registry of family farms in the region.*
- #2. There is need for routine census which document the characteristics of family farms and their changes over time.*
- #3. Criteria for the considerations of the qualities of family farms – guide for determining indicators.*

Recommendation #1, to establish a registry of family farms within the Region cannot be understated. Typically, capturing adequate data on the farm sector and maintaining a registry have been a very challenging area for countries in the Region, even for the established farm sector. Census are very overdue in many countries and data sets, at best, are incomplete. Although challenging, maintaining such as registry can serve to guide policies for family farms and help to monitor such farms and their future development.

Recommendation #2, reinforces the first, and calls for adjustment in the manner in which agricultural censuses are undertaken, such that they properly seek, capture and document the characteristics of family farms and their changes over time. It is instructive to indicate that countries, such as Peru, are well advanced in upgrading their farm census to capture data specific to the FF construct.

These two recommendations emphasize the importance and means of acquiring the data for evidence-based policy planning.

Recommendation #3 offers important criteria which may be useful in developing the registry and census and in the design of policies around the farm household. Indeed, this perspective was reinforced during the aforementioned consultation, where stakeholders emphasized the importance of farm household data and information systems as a critical requirement to determine the structure, characteristics, challenges and opportunities associated with farms that could be characterized as FF.

This would enable astute planning, policy and program development. However, in the current economic environment, Caribbean countries will need to confront how such investment to address data needs related to this specialized group can be met? Is there sufficient analysis and justification to drive Governments to make this investment?



5.3.2 Matching the integrative nature of the family-centered unit with integrated policy and planning:

The findings from the selected field research confirmed that there are strong social linkages, ties and leadership roles of farm families to the wider community. Therefore, by allowing the integrative nature of the family-centered unit to permeate the wider community, this may be a more desirable and effective home-grown medium to build community cohesion as a platform for sustainable development.

Positioning FF within the various sectoral policy frameworks is another fundamental issue for consideration. This approach will provide the analysis to determine whether FF should be addressed through agricultural sector policy, principally, or through a combination of policies which should be integrated within a rural or community development framework. In virtually all Caribbean countries, community development, social development, education and vocational training, health and nutrition, commerce and related policies all influence the family unit and, in turn, the family farming household. The issue is, therefore, how far policy response should strive to build multi-dimensional and multi-sectoral mechanisms similar to the approach taken for FNS policy.

Recommendations:

- #6. Gender gaps on family farms must be recognized and alleviated. In this regard, both genders should be treated fairly. There should be no attempts to make one gender (especially women) invisible.***
- #8. Development practitioners and policy makers should effectively synchronize developmental initiatives with the culture of the farm family.***

- #9. The family farming system may serve as a desirable medium through which to channel sustainable development initiatives to foster greater resource-use efficiency.***

Matching the integrative nature of the family-centered unit with integrated policy and planning approaches will also capture and deficiencies in the family structure, including the existence of gender gaps and inequalities, as in recommendation #6. If the focus is on the farm household (as a FF firm), then an effective policy will mitigate for these gender or other gaps, if they exist, and would ensure that both genders (especially women) and different age groups are equitably resourced and empowered. There is sufficient evidence in Caribbean countries that female family members have and continue to play a critical role in business development, including acceptance of innovations that impact on the economic well-being of the family.

This principle is reinforced in recommendation #8 which calls for integrated planning to ensure that the intended development captures the norms and values of the FF system. Efforts should be made to identify strategies that will include the family unit at every stage of the developmental process and to identify adaptable strategies—which foster trust and encourage innovative—that complements, and not replace, good and appropriate traditional knowledge and practices.

Recommendation #9, which was in effect an important principle base for policy, underscores the absolute need for an integrated policy approach. It stresses that FF, as an essential part of the sector's operating structure, offers benefits that countries of the Region have not yet begun to appreciate, with an especially strong leaning towards environmental benefits.



5.3.3 *Targeting domestic support and incentives where they matter most:*

Recommendations:

#4. The state and where possible non-governmental organizations should offer special incentives which would serve to encourage the perpetuation of family farms

#5. There should be special policy incentives to encourage young members of family farms to learn about their family farm traditions and to feel empowered by their relationship with such farms.

Taken together, these recommendations provide the base for the development of policy instruments that can ‘incentivize’ farm families to strengthen the core features which differentiate them from the typical farmer, irrespective of the size of the farming operation. These incentives could appropriately relate to special farm credit facilities and subsidies for the purchase of inputs, special incentives for technology innovation on family farms and special incentives for those family farms which consistently contribute to food security. While this suggests a role for DPP based on targeting, the challenge relates to how the targeting process is managed, as such ‘special’ incentives may encourage all small farmers to try to fit within the FF criteria in order to qualify for such special and differential treatment.

Though not exhaustive, these perspectives offer an important transition between dialogue and a definitive pursuit of public policy. Prior research and experience lead to some clear conclusions for pursuing a policy response to strengthen the recognition and role of FF as a distinct and viable dimension of the agriculture, rural, FNS development model for the Region:

- recognition that the Region is starting from a place where FF is a ‘foreign concept’ in terms of terminology, but familiar and, sometimes, very present in terms of traditional practices. This requires need for a ‘proxy’ descriptor to represent the FF terminology in a relevant manner.
- need for absolute clarity on the purpose of pursuing FF policy, whether differentiated or not. If the purpose of pursuing this policy path is not clear or accepted, then the process will be significantly stymied. The farming community will be required to accept pursuit of an FF development model that purports to represent their perceptions of self, operational situations and development needs. The farming community is clear that past and current policies have not always enabled their development. Similar clarity on the FF concept, however, and how it translates into more enabling policies and differs from traditional policy for ‘farmers’ is absent.

An important point of departure must be seen to explicitly treat with the ‘farming household’ as opposed to the farmer, or farmer groups. This has wide and, perhaps, the most fundamental implications for how the FF policy is pursued in a Caribbean context. What will it take to get ‘full employment/engagement’ of the farming household in the farming business? What type of incentives and support are necessary to consolidate the often weak and ad hoc family involvement in the farming enterprise into a formal and sustained FF business?

The issue noted in point (b) is most critical, since it demands country-specific considerations and cautions on the tendency to address this as a regional imperative. At the country level, there is need to define the FF differentiating characteristics and, based on these outcomes, determine the extent of FF as a basis for further consideration.



Photo: IICA



A PROPOSED Characterization Criteria Checklist For Identifying Family Farmers

The tendency to equate a small farmer with a family farmer should be avoided at all costs and, instead, clearly establish what will cause any farm operation, whether small medium or large, to be classified as a FF operation. To this end, an attempt was made to collate the various elements of characterization criteria into a checklist to stimulate and facilitate the discussion process. This is provided in Table 2. Note the numbers denote no priority among the Criteria but provide a common reference for commenting on or referring to one or more of the proposed criteria.

Table 2: PROPOSED Characterization Criteria Checklist For Identifying Family Farmers				
Criteria:	Description	Importance		
		H	M	L
Social Elements				
Farming must be organized around members of a family; linked by recognizable family ties (kinship & consanguinity) not on 'individual' operators	This also includes extended family members	✓		
Farming family group must farm and live in rural areas, regardless of type of land tenure, scale of operation or farm size	This is important to maintain rural vitality by discouraging rural to urban migration		✓	
Farming family must live on or close to the rural property, regardless of type of land tenure, scale of operation or farm size	This ensures an element of strong ties to the rural area and provides some level of security for the farm assets		✓	
Should have/lean towards a generational attribute of farming experience, i.e., must be a 'unit of succession' to allow for traditional production practices to be 'passed down'	This will ensure strong traditions to sustain the farm from one generation to the next - important to address serious and longstanding concerns about succession and youth involvement; Also accommodates the trend in 'new entrants' i.e., new farmers who enter into farming with their families and do not yet have a generational background, but is oriented and/or organizing towards same	✓		
Must be embedded/involved and provide leadership in host community, territorial networks and local cultures	This also ensures an element of strong ties to the rural area and integration into the development process of the rural economy		✓	



Table 2: PROPOSED Characterization Criteria Checklist For Identifying Family Farmers

Criteria:	Description	Importance		
		H	M	L
<u>Economic Elements</u>				
All members must contribute/be involved in providing direct farm labor & making management decisions, regardless of gender; type of land tenure; scale of operation; farm size; or division of labor among family members	This is not limited to field work, but includes other responsibilities and functions that ensure success, including innovation, marketing, adding value, etc. and is critical to sustain interest & engagement of younger family members	✓		
Family farming activities must be operated as a productive business, regardless of type of land tenure, scale of operation, single purpose or diversified systems, or farm size	This can be progressive, based on the three typologies: 'Subsistence' to 'in-Transition' to 'Capitalized'; but must reflect an element of business & profit-driven orientation, important for business sustainability & inter-generational farming	✓		
Farm returns contribute a significant (but not sole) share of total family income of type of land tenure, scale of operation or farm size	This ensures that the farming activity is the primary livelihood for the family	✓		
<u>Ecological Elements</u>				
Their productive activity and practices are based on the use and preservation of natural and native (indigenous) genetic resources of the farm	The farm acts as a conduit for passing down traditional practices, vulnerability of which has increased weather events (increased maximum temperatures, drought, intense rainfall patterns, etc.) become more extreme and farmers are required to adopt improved technical knowledge, including climate smart practices, for sustainable production and preservation of local biodiversity	✓		
Natural resource use is not intended only for income and nourishment purposes, but also for medicinal purposes and as a source of energy	Use of traditional knowledge handed down by word of mouth generation after generation also promotes diverse utilization of local biodiversity to support the varying needs of the household		✓	

H= High; M = Medium; L = Low



5.4 *Towards a Policy Response for Family Farming in the Caribbean*

Building issues specific to FF into public policies in the Caribbean should be guided by the objective of the IYFF-2014, which is still relevant, i.e., to “promote policies in favor of the sustainable development of Family Farming by adopting concrete and operative measures and strategies, making budgetary allocation.”

The emphasis on “making budgetary allocations” (IFAD et al. 2018) underscores the need to go beyond concept promotion and to take concrete actions that improve the situation and increase the contribution of family farms to agricultural and rural development. However, for the Caribbean, given the current economic environment allocating limited resources among competing needs to specifically support FF, at this stage appears to be highly unlikely.

The IYFF-2014 recommended actions, such as increase: (a) public investment in infrastructures and services in the rural areas, (b) rural employment especially among young people, (c) capacity building programs, and (d) technical and economic stimuli in agrarian research, are already envisaged and included in national agricultural development policy frameworks and programs.

As emphasized previously, the onus will be on countries to determine how far these existing interventions enable the development of family farms as part of the general farming community.

The purpose of a policy response in countries of the Region should accommodate decisions with respect to:

- improving and building on existing national sectoral policies, policy instruments and mechanisms for policy implementation, which could provide greater traction, since there is a general agreement that these policies provide a good base, but need to be strengthened, especially with respect to instrumentation choices and implementation mechanisms;
- carving out, as necessary, special and differentiated policies and/or delivery support mechanisms for FF designed to address and treat with those unique issues not adequately addressed through the existing national policies and programs.

These options should not be viewed as mutually exclusive. In fact, it is strongly recommended that an essential first step should be to address the adequacy of the existing policy frameworks, not only in agriculture, but also in other areas as they impact FF. The existing policy frameworks may then require tweaking or overhauling depending on the circumstances. This tweaking or overhauling could then involve the articulation of special and differentiated policies and/or delivery support mechanisms to close critical policy gaps.

Both options, however, require clarity of understanding of the different segments operating in the sector, taking on board the wider view of the IYFF-2014, which embraces family farming, pastoralism (livestock farming) or smallholder farming will be an essential starting point. Pursuing both options also requires that national policy processes aimed at defining a FF policy response should adhere to some key principles and good practices. These are briefly highlighted below.



- **Preparatory research and analysis for evidence-based policy to address some of the deficiencies recommended in the Dolly and Ennis (2017) study.**

These include strengthening the information/data sets on small farms and family farms; undertaking a multi-sectoral policy review to ascertain the provisions in strategic national policies complementary to agricultural policy, such as education, health, trade, business and community development; and identifying and improving mechanisms for use of direct support instruments (e.g., investment, loans, deeds of ownership) that can strengthen the existing policy environment favorable to these specific stakeholders. The results of this analysis should also reinforce some other objectives of the IYFF-2014, specifically, the:

- economic and social relevance and importance of FF and specific challenges facing this sustainable agriculture model;
- important role of women and youth in FF and their specific rights;
- legitimacy and capacity of farming associations, including indigenous farming, to represent the interests of FF and to be essential interlocutors with the public sector in the policy making process.

With respect to point (b), it is important to reiterate that many countries in the region have been developing programs and projects to support youth and women empowerment. Including considerations of FF provides an opportunity to better define the policies that underpin the empowerment of women and youth as agents of community development and link the broad social policies related to youth and women to the FF construct.

- **Adequate and representative national consultations to present and verify the findings of the evidence-based research and obtain consensus on recommendations on way forward.**

This includes stakeholder perspectives on the proposals for differentiated policies and/or development of specially-targeted and sector-integrated programs designed for these specific stakeholders. Importantly, this process should be keyed into the WCC-led process to define Global Guidelines for FF, which provides leverage for country-based mobilization of resources to support implementation of FF-specific projects and actions.

- **Formal policy and program approval:**

This is needed to confirm public sector support and budgetary allocations of approved programs for implementation of projects and actions that enable these specific stakeholders to improve their situation and increase their role and contributions to contributing to gross agricultural output, food security and improved nutrition.

These two latter steps would be managed by the National FF Committee, which would also ensure complementarity with the wider sectoral development process. Importantly, this Committee would also act as the national reference point for the WCC-led global process.



In terms of the policy content, issues deemed particularly strategic to a policy response for FF and which are sufficiently important to developing and sustaining the FF model in the Caribbean, have been identified as follows:

- **Security of Land Tenure**

In a Region where open field farming still dominates, this continues to be a long-standing, vexing and politically-charged issue facing a fairly large proportion of all farmers in all Caribbean countries. However, lack of security of land tenure is, perhaps, the most damaging limitation to sustaining the FF unit. In the typical ‘small farming’ structure, the issue of ‘succession planning’ has been virtually absent, compounding the worrisome reality of an ‘ageing farming population.’ For the FF unit, the inability to bequeath the foundation of the farming business—land—to heirs and their successive generations works in cross-purposes of a farm family model. Resolving this matter must be treated as foundational and is of sufficient and strategic importance to be pursued through special or differentiated policy.

- **Integrated Risk Management Services.**

This should build on the fact that FF policy is required to address a ‘family’ as a unit, where the family may already have access to other ‘insurance products’ and, hence, a special insurance for the farm unit could be negotiated as an additional instrument to provide income and livelihood security. It should be clear that such an instrument only applies to those that meet the farm family criteria. There is a wealth of research and proposals for strengthening ‘insurance products’ for agriculture. Reviewing these through the lens of the FF construct may offer some innovative and pragmatic responses to risk management in agriculture.

- **Farm (as an economic unit or firm) Business Diversification**

This builds on the agriculture chain concept where different family member interests may spawn linked business opportunities up/down stream and/or horizontally. This will optimize the skills of the family, contribute to business dynamism and flexibility as well as spread risk.

The promotion and facilitation of value adding and embracing of innovative and ICT-enabled marketing strategies are also important aspects. This ensures that, in an FF context, production and marketing are no longer treated as separate activities but are inextricably linked. Integrating marketing into the decision-making processes will ensure that all options for disposal of products are explored, from the traditional generic marketing to differentiated or targeted consumer marketing, including institutional purchasing which could be an explicit part of the FF domestic policy support. A special incentive package would need to be developed to incentivize this for those operations that meet the FF criteria.

5.5 Conclusion

Given the global institutional effort to achieve recognition of FF by the governments of the different nations and the consequent clear interest among several countries to amplify the role of FF in development, the focus of IYFF+10 to continue to improve public policies in favor of FF provides a strategic watershed for the Region to engage the process. As concluded by Dolly and Ennis (2017), this is still a major work in progress. Although agriculture is viewed as one of the primary economic sectors in the Caribbean Region, very little or no attention has been paid



in the past to developing an understanding of the structural configuration of actors in the sector or to the conceptualization and practice of FF associated with agriculture. This conclusion was revealed in both the FF characterization study and the research undertaken for the preparation of this policy discussion paper.

The articulation and documentation of global 'best practices' with regards to the ways in which FF is being used as a tool/vehicle for addressing some of the critical challenges facing the sector, would also help to strengthen the assertion that highlighting the practice of FF could have a positive impact on the Region's agricultural sector.

The 'knowledge gap' in FF needs to be bridged as one of the primary goals of development institutions supporting agriculture in the Region, including IICA, working within the institutional and civil society partnerships that epitomize the IYFF+10.

The conversation now demands that many farm entities should no longer be viewed in isolation, merely as an activity being performed by an individual or a group of people. It must now be recognized that the family farm is the "life blood" of the family, permeating all aspects of its survival (food, amenities, education, health, clothing, transportation, entertainment, gifts, etc.) while being self-sustaining.

This thinking must be the driver for effective agricultural policies - adding new dimensions for planners to consider in their deliberations for development. For instance, one consideration should be that the FF usually relies largely, if not fully on the farm as a source of income and is fully committed to the farm. Family farms are very pragmatic. They cannot afford to operate based on mere chance or on heavy reliance

on development support. Hence, authenticity is very essential and a driver of their innovativeness.

The key conclusion from chapter 2 of 'no consensus on the definition of the term FF' is very applicable in the Caribbean context. Further, the conclusion of Garner and de la O Campos (2014) that "...the term is used more or less interchangeably with that of smallholders" has significant implications for how the Caribbean Region seeks to apply and integrate the concept into public policy.

For the Region, further analysis is definitely needed to determine whether clear points of departure and differentiation exist, in sufficient strength, between the typical small producers and the farming families before decisions are made to pursue public policy for FF.

It must be emphasized that a decision to embrace public policy for FF cannot be approached as a short-term response or as a response to a global movement. It must be driven by clear evidence in the countries that this group does exist in sufficient strength and does confer benefits for agricultural development beyond what is obtained from the typical small-medium sized category of farmers.

A decision to pursue a public policy response for FF will require long-term policy stability to arrive at a state where family farms are recognized and enabled as a major constituent in the sustainable agricultural development process.

An equally-important decisive step is for the agencies involved in this process, including IICA, to determine the extent of future involvement and be prepared to sustain the effort in the long-term to ensure that meaningful outcomes occur.



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ANNEX 1: LIST OF DOCUMENTS CONSULTED BY COUNTRY

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Country	Reference Documents
Antigua and Barbuda	<ul style="list-style-type: none"> • A Food and Nutrition Security Policy for Antigua and Barbuda (2012): Prepared by the Government of Antigua and Barbuda with Technical Support from the Caribbean Food and Nutrition Institute (CFNI/PAHO/WHO) and FAO
Dominica	<ul style="list-style-type: none"> • The Food and Nutrition Security Policy for the Commonwealth of Dominica (2014): Prepared by the Dominica Food and Nutrition Council with technical support from The Caribbean Public Health Agency (CARPHA), FAO and IICA • Invest in Dominica-Secure Agriculture: National Agricultural Policy 2007-2025: Draft Agriculture Policy Framework (final draft prepared in 2007, with support from IICA)
Grenada	<ul style="list-style-type: none"> • Grenada National Agricultural Plan 2015-2030 (2015), prepared with funding from the EU 10th European Development Fund (EDF) APP • Grenada Food and Nutrition Security Policy 2013: Prepared by the Government of Grenada with Technical Support from the FAO
Guyana	<ul style="list-style-type: none"> • A National Strategy for Agriculture in Guyana 2013-2020 (Vision 2020): Prepared by the Ministry of Agriculture (2013) • Guyana National Land Use Plan - June 2013: Prepared by the Guyana Lands and Surveys Commission with assistance from Development of Land Use Planning Project Supported by the EU • Strategic Plan 2012-2022 for the Rice Industry of Guyana: Prepared by Guyana Rice Development Board (GRDB) 2012 • Guyana National Policy on Inland Fisheries and Aquaculture: Final Draft October, 2012 • An Assessment of the Economic Impact of Climate Change on the Agriculture Sector in Guyana: ECLAC 2011 • Food and Nutrition Security Strategy for Guyana 2010-2020: Ministry of Agriculture • Private Sector Entrepreneurship into Agribusiness - Guyana Strategic Plan and Annual Operating Plans - Aquaculture Cluster: Agriculture Export Diversification Program, 2010 (GFA Consulting Group) • Guyana Agricultural Insurance Component- Pre-feasibility Study Report: World Bank (LAC), May 2010 • Trade Policy Review Report - Guyana: World Trade Organization (WTO), 2009 • A National Competitiveness Strategy for Guyana: Government of Guyana/ the private sector, 2006



Annex 1: List of Documents Consulted by Country	
Country	Reference Documents
Haiti	<ul style="list-style-type: none">• Triennial Program for Agricultural Revival 2013-2016: Ministry of Agriculture, Natural Resources and Rural Development (MANRRD)• Disaster Risk Management Plan for the Agriculture Sector 2013–2018: Ministry of Agriculture/FAO, April 2013• Agricultural Development Policy 2010-2025: Republic of Haiti, Repiblik Ayiti, Ministry of Agriculture, Natural Resources and Rural Development (MANRRD)• Haiti National Agricultural Investment Plan: Ministry of Agriculture, Natural Resources and Rural Development, 2010
Jamaica	<ul style="list-style-type: none">• National Youth in Agriculture: Policy and Implementation Plan- Final Draft: Ministry of Industry, Commerce, Agriculture and Fisheries (MICAFA), 2017• Trade Policy Framework- Jamaica: UNCTAD 2015• Government of Jamaica Strategic Business Plan 2013 – 2016: Ministry of Agriculture and Fisheries• Climate Change and Agriculture in Jamaica: (FAO/IDB, 2013)• Policy Brief- Policy Instruments to Support Agriculture Development in Jamaica: Prepared by Joaquin Arias, Diana Francis, Adriana Campos, CAESPA, 6 June 2011• Vision 2030 Jamaica-Agriculture Sector Plan 2009-2030: Agriculture Task Force
Saint Kitts and Nevis	<ul style="list-style-type: none">• Agricultural Development Strategy and Action Plan 2017-2021 (Draft): Government of Saint Kitts and Nevis, Department of Agriculture (2016)• Saint Kitts 2013-2016 Agriculture Development Strategy (ADS): Ministry of Agriculture, Marine Resources and Cooperatives. Department of Agriculture, 2013. Department of Agriculture, Saint Kitts and Nevis.
Saint Lucia	<ul style="list-style-type: none">• Food and Nutrition Security Policy and Plan - Government of Saint Lucia: FAO, 2013• National Food Production Plan: Ministry of Agriculture, Lands Forestry and Fisheries (2013-2016)• Policy Brief- National Agricultural Policy 2009 – 2015: Ministry of Agriculture, Lands Forestry and Fisheries

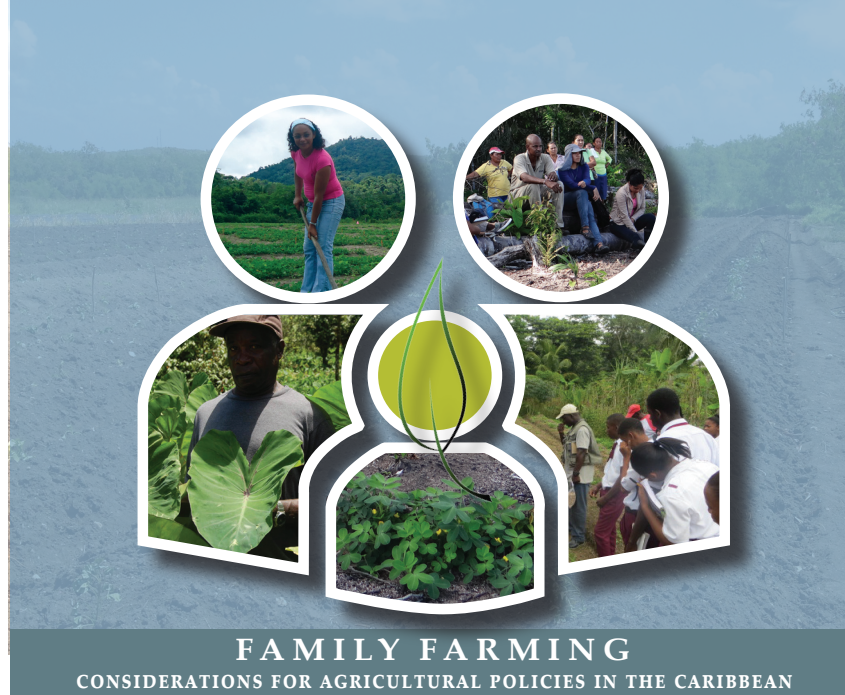


Annex 1: List of Documents Consulted by Country

Country	Reference Documents
Saint Vincent and the Grenadines	<ul style="list-style-type: none"> • Food and Nutrition Security Policy and Action Plan (2014)- Government of Saint Vincent and the Grenadines - Prepared by the FAO, 2013 • National Economic and Social Development Plan for Saint Vincent and the Grenadines (2013-2025) • The Agriculture Sector Modernization and Development Program under the Banana Accompanying Measures (BAM/EU funded program (2013-2018) • A Fisheries and Aquaculture Policy for Saint Vincent and the Grenadines (October 2012): SOFRECO • Policy Framework and Strategic Plan for Agricultural Development 2011-2018
Suriname	<ul style="list-style-type: none"> • Government of Suriname- Food and Nutrition Security Policy and Plan: FAO- 2015 • National Action Plan for the Prevention and Control of Non-communicable Diseases 2012-2016: Prepared by the Ministry of Health Suriname
Trinidad and Tobago	<ul style="list-style-type: none"> • Food and Nutrition Security Policy and Action Plan (2014) Government of Trinidad and Tobago: Prepared by the FAO, 2013
OECS	<ul style="list-style-type: none"> • Land Law and Agricultural Production in the Eastern Caribbean: A Regional Overview of Issues and Options - Christine Toppin-Allahar (FAO 2013) • Organisation of Eastern Caribbean States (OECS). 2012. Revised OECS Regional Plan of Action for Agriculture: 2012 – 2022
CARICOM	<ul style="list-style-type: none"> • CARICOM Community Agricultural Policy. Georgetown, Guyana: CARICOM. October 2011, CARICOM Secretariat • Regional Food and Nutrition Security Policy Action Plan, October 2011, CARICOM Secretariat • Strategic Plan for the Caribbean Community 2015-2019: Repositioning CARICOM. Vol 1 – The Execution Plan. 2014 • Final Draft Regional Micro, Small and Medium (MSME) Policy, 2016



Photo: Dolly & Emris



The Inter-American Institute for Cooperation on Agriculture (IICA), as an international body with hemispheric mandates, seeks to generate public goods to inform the search for innovative responses to improving the situation facing small farmers and rural dwellers.

Historically, Latin America and Caribbean (LAC) countries have targeted public policies aimed at enabling the socio-economic inclusion of small farmers and reducing poverty and inequality in the rural areas. To some extent, the results have not been as envisaged; they have been uneven and sometimes disappointing. However, the efforts undertaken and investments made in several initiatives pursued by LAC countries have yielded a number of best practices and valuable experiences which, moving forward, could be most instructive.

This publication advances IICA's effort to contribute critical analysis on issues related to family agriculture in Caribbean countries, promote and inform dialogue, and build consensus and capacity among public and private institutions to address the development needs of family farmers.