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**Mid-term review of the BAM implementation in the
Windward Islands of the Caribbean (Dominica, St. Lucia., St.
Vincent & Grenadines)**

MISSION REPORT

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Prepared by:

Team Leader: Andrew Lambert

Key Expert 2: Keith Owen

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List of acronyms

ACP	African Caribbean Pacific
ATI	Aid Transparency Index
BAM	Banana Accompanying Measures
BIT	Banana Industry Trust (of St Lucia)
CEDA	Citizen Entrepreneurial Development Agency
CEO	Chief Executive Officer
CIRAD	Centre de Coopération Internationale en Recherche Agronomique pour le Développement
CROSQ	CARICOM Regional Organisation for Standards and Quality
CSO	Civil Society Organisation
GCSO	Government Central Statistics Office
DOM	Dominica
DRR	Disaster Risk Reduction
DSIF	Dominica Social Investment Fund
EC	European Commission
ED	European Delegation
EDF	European Development Fund
EFSA	European Food Safety Authority
EU	European Union
FA	Framework Assistance
FAO	Food and Agriculture Organization
FSC	Farm Services Company
GAP	Good Agricultural Practices
GoSLU	Government of Saint Lucia
GOVT	Government
HACCP	Hazard Analysis and Critical Control Points
ICT	Information and Communication Technology
IICA	Inter-American Institute for Cooperation on Agriculture
MoA	Ministry of Agriculture
MoAF	Ministry of Agriculture and Fisheries (Dominica)
MoAFFRT	Ministry of Agriculture, Forestry, Fisheries and Rural Transformation (St. Vincent)
MoAFPFCRD	Ministry of Agriculture, Food Production, Fisheries, Cooperatives & Rural Development (St Lucia)
MSS	Multi-year sector strategy
MTR	Mid-term Review
NAO	National Authorising Office
NFTO	National Family Therapy Organizations
OECS	Organisation of Eastern Caribbean States
OVI	Objective Verifiable Indicator
PE	Private Equity
PMU	Programme Management Unit
PPP	Public/Private Partnership
PSD	Private Sector Development
SFA	Special Framework Assistance
SLU	St. Lucia
SLNRWP	Saint Lucia Network of Rural Women Producers
SVG	St. Vincent & Grenadines
SWAp	Sector Wide Approach
WIBDECO	Windward Islands Banana Development and Exporting Company
WINFA	Windward Islands Farmers Association (Fair Trade Certified)
WTO	World Trade Organization

1 EXECUTIVE SUMMARY

This mid-term review (MTR) of the 5-year Programme of Banana Adjustment Measures in the Windward Islands was conducted between mid-November 2015 and end-February 2016 and involved extensive field work in each of the three affected islands – Dominica, St Lucia and St Vincent. Its purpose is to i) evaluate progress of the programme, ii) to recommend, if needed, changes or adjustments, and iii) to provide orientations and recommendations that would contribute to guide the allocation of the remaining funds.

The MTR of the BAM programme is set during the latter stages of the D+3 in each of the islands programmes, which limits the extent of the review to provide meaningful recommendations that can be implemented during the remaining BAM Programme¹. Since disbursement is running behind schedule, there is an opportunity to recover some of the arrears in execution during the remaining period and conduct course corrections were feasible.

BAM Funding (Extracted from CRIS 8-4-2016)

Country	Budget €m	Committed @ Apr 2016	% Committed	Expenditure	% Expenditure	Programme Running Costs	Operating Costs
SVG	9 930 000,00	9 761 360,16	98,3%	1 199 689,75	12,1%	516 000,00	5,2%
SLU	10 350 000,00	5 399 242,00	52,2%	2 215 516,19	21,4%	2 142 000,00	20,7%
DOM	15 270 000,00	5 526 204,69	36,2%	2 525 899,85	16,5%	1 175 800,00	7,7%
Total/ Average	35 550 000,00	20 686 806,85	58,2%	5 941 105,79	16,7%	3 833 800,00	10,8%

The BAM programme is a broad-based and ambitious programme, which has been replicated into three similar programmes in each of the specified islands with minor differences according to priorities and stated strategies of each.

The BAM is characterised by a large number of interventions of relatively small size, which require the same level of management time to process as much larger interventions, straining implementing capacity all along the project management chain and constraining outputs and impact.

A key finding of evaluations of preceding EU banana support programmes was, that the BAM funds should be complementary to and in support of such activities, whether Government sponsored or otherwise, instead of stand-alone as in the past. They should essentially be used to strengthen the capacity for developing sustainable programmes where local institutions, be they public or private sector or civil society organisations, take the lead and provide significant counterpart funding as a prior condition for complementary contributions from the EU. After nearly two years' implementation this still appears not to be happening.

The Mid-term review identified the key features of the global programme as manifested in each country:

Dominica:

- There were severe delays in programme start-up exacerbated by storm damage that significantly changed the scope and nature of the intended programme, which appeared overambitious given administrative constraints and the long term nature of the interventions.
- As a consequence of the slow start up, virtually none of the key infrastructure interventions such as the Feeder Roads; Irrigation; Rehabilitation and equipping of Agriculture Stations, Produce Chemistry Laboratory, Molecular Laboratory; had not even been tendered at the time of the mission, apart from the preliminary studies and designs. Other activities were downsized or abandoned.

¹ The Financing Agreements were signed in May 2013 for both Dominica and St Lucia and in March 2013 for St Vincent.

- The delayed and diminished work programme led to a greater focus on the Feeder Roads as a means of utilising the outstanding funds. This now puts the onus on optimising the utility and cost/benefit of the investments through rigorous follow up to ensure productive use of the lands being made accessible. This should involve extensive farm planning services, training, integration of services, etc., complemented by improved Agricultural Information, for example a Producer and Service Provider Registry and a Market Development and Services facility.
- The lack of a ‘Common Vision’ in the programme between stakeholders was a recurrent issue. There is a need to develop well established strategies which are resilient to policy changes and ad hoc adjustments, and which would constitute a foundation for inter-island and regional coordination.
- Commercial Development: The linkages between public and private bodies need to be improved in order to promote and prioritise Value Addition and for the enhancement of broad based enterprise development.

St Lucia

- The design of St Lucia’s BAM programme - and the institutional framework that has been created - are the most coherent and effective of the three countries. It has built upon the experience and institutions of prior EU support Programmes, particularly SFA, and incorporated the experience, implementation capacity and lessons-learned into the day-to-day operation of the programme, to its obvious benefit.
- Where St Lucia may find the long-term results do not meet up to its expectations is in the impact of the quality systems being put in place through the testing laboratory, whose operational costs per unit of product tested may exceed potential clients’ capacity to pay – i.e. the farmers or food processors. The size of any shortfall may also exceed the willingness to pay of the St Lucian authorities. This could lead to a “white elephant” effect, which should be mitigated and avoided in every way possible, including regional agreements to ensure optimum utilisation and throughput rates of the laboratories.
- Other potential weak areas, linked to the above, are:
 - Ensuring greater commitment by the formal private sector to commercial-scale agricultural and agro-processing development and marketing;
 - Creating truly favourable conditions for small entrepreneurs, especially youth and female-headed households, to launch and sustain viable agro-food enterprises, focused on specific and profitable market opportunities.

St Vincent and the Grenadines:

The programme for St Vincent and the Grenadines experienced the same procedural issues as Dominica, despite its closer links with the Ministry of Agriculture. This allowed it to formulate a variety of potentially viable projects, many of which still have to see the light of day. The inability to implement promptly some of these farming projects was apparently due to a lack of effective engagement by the private sector partners who, as in other islands to a greater or lesser degree, expect government to overcome practical difficulties, rather than solve problems directly through their own input. This is another manifestation of a basic lack of private initiative and investment capital in the farming sector that can best be addressed by providing guidance and support to:

- Diversification through Enterprise Incubation, Value Addition & Business Development.
- Rural Resource Management & knowledge interchange.
- Risk Assessment in conjunction with Market Intelligence and Agri-food Best Practice Technical Factors.
- Extension services upgraded to offer Market/Enterprise and Business Development services.
- Regional Coordination approach to Market Development, Intelligence and technology upgrades.

Overall Conclusions of the Mid Term Evaluation

- Insufficient consideration was given to the early establishment of appropriate management structures to accommodate programmes requiring broad levels of integration and cooperation as well as establishment of varied and numerous contract procurement.
- Programmes were overly complex and diverse requiring a strong administrative capacity at the EUD as well as within each programme. It also required a reinforced 'common vision' and agreed strategy by all stakeholders. This was one of the key factors which was apparent and hindered the start-up and progress of all three projects, especially Dominica and St Vincent.
- The BAM Programme involves three separate islands with their respective national policy and strategy frameworks, three administrations, three separate approaches and a combined budget of approximately €35,5m. As at Dec 2015 approximately 24 contracts had been negotiated and launched plus the evaluation and launching of an estimated additional 28+ contracts prior to the D+3. It is highly surprising that the administration of so many contracts under these conditions has been assigned to only one contract officer. This has undoubtedly contributed to the lengthy delays in programme implementation.
- All the islands' Programmes have had to deal with the following constraints:
 - Programmes heavily focused on procurement requiring capacity in tender preparation and coordination - Programme Management therefore critical factor – key lessons: underestimated; inadequate planning at start up.
 - Programme Complexity –poor establishment of 'Common Vision' – limited support processes for integration of interventions.
 - Interventions mainly long term Capacity Building – requiring coordination and follow up to ensure intended results.
 - Slow Procurement resulting in loss of confidence amongst key stakeholders.
- The MTR recommends that the Final Phase of the BAM focus on the following areas that to date have received insufficient attention:
 - Develop Participatory National Agricultural Strategies with farmer 'buy-in'.
 - Logical Framework – Problem Tree Analysis => Re-establish 'Common Vision'.
 - Establish Rural Resource Database and Platform.
 - Introduce Interfaces for field data collection/dissemination (mobile apps/programmes).
 - Establish and develop Business Development Units.
 - Establish In-House capacity for Enterprise Planning/Risk Analysis.
 - Development of improved working coordination with credit programmes such as Farm Services Company (FSC).
 - Re-align Extension Services and in-house training.
 - Strengthen Regional Coordination in quality control systems and laboratories, applied agro-economic research, in Market and Information Exchange and agri-food enterprise development.

2 ORGANISATION OF THE REVIEW

2.1 Overall objective

The objective of the Mid-Term Review is to support the project in facilitating the diversification process following liberalisation of the European market for bananas in the framework of the WTO; and achieving a sustained growth in production and exports of the agricultural sector, leading to increased income for producers and exporters and contributing to employment, poverty reduction, rural development and social environmental and economic stability.

2.2 Purpose

The purpose of the mid-term evaluation is to evaluate progress of the programme, to recommend, if needed, changes or adjustments, and to provide orientations and recommendations that would contribute to guide the allocation of the remaining funds.

2.3 Results to be achieved by the Contractor

- Design of the programme assessed and revised;
- Relevance, efficiency, effectiveness, impact and sustainability of the programme assessed;
- Implementation structure and arrangements as well as reality of interactions between all programme partners assessed;
- Progress in the implementation of the programme assessed;
- Recommendations in terms of need for improvements and/or change, effectiveness of utilisation of programme resources, and proposals for budget re-allocation for the remaining implementation period made and discussed by stakeholders.

In addition to these tasks outlined in the ToR, a priority activity of the MTR is to ascertain the level of private sector involvement in the planning and execution of the BAM activities and any related capacity issues, in both the government and the private sector, including micro and small enterprises. The team will endeavour to identify the key issues surrounding private sector participation and formulate practical recommendations to address them within BAM, where possible.

2.4 Mission Context

The MTR of the BAM programme is set during the latter stages of the D+3 in each of the islands programmes: The imminence of the D+3 as follows:

- St Vincent – March 2016
- St Lucia – May 2016
- Dominica – May 2016

This time frame, limits the extent of the review to provide meaningful recommendations that can be implemented during the remaining BAM Programme.

The final PE of the programme is expected to be 18 months + 6 months' closure period but is only likely to cover minor costs of staffing and administrative/management activities.

2.5 Mission Planning

The Mid Term Review commenced with 2 days of desk review and an initial meeting at the EU Delegation in Barbados on 19/11/15. The effective commencement dates in the region were: 17th November, arrival of KE2; 18th November, arrival of KE1; Thursday 19th November, initial meeting at the EUD.

The planned briefing at Brussels was foregone in favour of saving time on the islands missions, which were running close to the Christmas period. As a result of discussions between the Programme Manager and the Islands it was determined that Dominica and St Lucia should be visited in that order during the first part of the mission, leaving St Vincent to be evaluated during the second mission. Hence, the mission was split into two field missions. The visit to Dominica took place immediately after the briefing in Barbados, and was followed by St Lucia until mid-December 2015. The second mission to include St Vincent, which was not available to host the mission in the run-up to Christmas, took place at the end of January 2016 and was also followed by briefings in Barbados and a return to Europe for a ten-day period. The stand-down of the team was necessary i) to allow time for approval of the contract amendment which would fund the team's additional travel days and expenses and ii) for the representatives of all three islands to assemble in Barbados for the MTR 's final workshop, which was held on February 18, 2016 at the Accra Beach Hotel. On its conclusion, the team returned to Europe for a third and final time to complete the report writing phase.

The resulting schedule (refer final work plan in Annex 1), is as follows:

<p>Barbados 15/11/15 to 18/11/15 Arrival Barbados: EUD briefing Depart for Dominica</p> <p>Dominica: Arrival – Sunday 22/11/15 Start-up meeting –23/11/15 Aide Memoire – 28/11/15 Workshop – 1/12/15 Depart for St Lucia</p> <p>St Lucia: Arrival - Sunday 2/12/15 Start-up meeting –3/12/15 Aide Memoire – 10/12/15 Workshop – 12/12/15 EUD Debriefing Depart for Europe</p>	<p>St Vincent: Arrival – 21/01/16 Start-up meeting – 22/01/16 Aide Memoire – 28/01/16 Workshop – 28/01/16 EUD debriefing – 29/01/16 Depart for Europe – 29/01/16</p>	<p>All-island workshop, Barbados: Arrival – 14/02/16 EUD briefing – 15/02/16 Workshop – 18/02/16 EUD Debriefing – 19/02/16 Depart for Europe – 19/02/16</p>
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3 DOCUMENTARY REVIEW

3.1 Documents Provided for Review

The following documents were provided to the mission prior to mobilisation or on arrival in Barbados:

- Programming document for the Multi-Annual Support Strategy for the Banana Accompanying Measures in favour of Saint Lucia, Dominica and St Vincent and the Grenadines;
- Annex II to financing agreements;
- Technical and administrative provisions for each FA;
- Seminar at the Amaryllis Beach Resort, on the Banana Accompanying Measures for Dominica, St. Lucia and St. Vincent and the Grenadines, Barbados, June 2012;
- Logical frameworks and Indicative Detailed Budgets for each country;
- Private Sector Development and Public/Private Partnership ROADMAP REPORTs for each country;
- ROMs for each country 2013.

Further documentation considered by the team at inception were:

- National Policy and Strategy Papers;
- Multi-Annual Support Strategy for the Banana Accompanying Measures in favour of Saint Lucia;
- SFA Windward Islands Review 2002-2008;
- PE Annual Reports;
- Action Fiches and Technical and Administrative Provisions;
- Hansart BAM Monitoring Mission;
- Programme Estimates;
- National Statistics Reports.

BM Seminar Report (Initiating coordinated vision for stakeholder participation)

3.2 Documentary Review Findings

Some significant preliminary findings emerged from the initial desk review and from the briefing with the EUD programme manager, and were presented in the mission's Inception Report, dated November 23rd, 2015:

BAM is running concurrently with some countries' SFA programmes that are still open, but it differs from the SFAs in that budgets are bigger and cover more diverse areas. While BAM procurements are not necessarily any bigger they are still complex to execute, which has led to extended delays.

The BAM programme is a broad-based and ambitious programme, which has been replicated into three similar programmes in each of the specified islands with minor differences according to priorities and stated strategies of each.

The BAM is characterised by a large number of interventions of relatively small size, which require the same level of management time to process as much larger interventions, straining implementing capacity all along the project management chain and constraining outputs and impact.

In all islands, the scope and diversity of the programmes does not appear to be matched by the required levels of administrative capacities, which is reflected in the delayed procurement reported above and limited achievement of goals. These delays have led to a major refocus in the latter stages of the d+3 period of the programme towards the launching of high capital contracts for infrastructure such as roads and major facilities.

In the light of the delays and implementation limitations, all islands submitted a joint application for extension of the D+3 period as early as Jan/Feb 2015, suggesting an ‘early anticipation’ of the respective implementation capacity constraints.

Limitations in the management and administrative frameworks in each of the islands combined with staffing limitations at the EUD in Barbados as well as at country level, reportedly led to restrictions in programme implementation.

The lack of consistent and inclusive consultation and involvement of stakeholders has been highlighted as one of the key issues that may restrict potential long-term impacts of the programme. There has been limited progress on Public/Private partnerships in any of the programmes with only a minor focus on market and private sector led projects.

Ref Annex 2 for summary fact sheets on each island’s BAM allocations, programmes and implementation to date.

3.3 Review of Prior Evaluations

3.3.1 SFA Review

The MTR team also found highly relevant material in previous reports and evaluations of the region’s EU-supported agricultural development interventions, most notably the SFA Windward Islands Review 2002-2008, whose key findings are provided below

Dominica SFA Review:

Underlying Strategy for the SFA Programme

Dominica’s country strategy advocates support to (i) the commercialisation of the banana industry; (ii) diversification of the agricultural sector; (iii) wider economic diversification; and (iv) social recovery given the social and economic impact of the changes in the banana industry. This reflects Dominica’s realisation that even significant volumes of aid for the banana industry cannot entirely halt its decline and SFA assistance should be directed more towards economic diversification. Of all the Windward Islands, Dominica has the least diversified economy, and therefore is at greatest risk from a downturn in the Banana Industry.

Agricultural Diversification: Despite its importance for Dominica and the major allocations under SFA 2000 and 2001, little progress has been made to date in diversifying the agricultural economy.

Economic Diversification: Dominica’s economic diversification activities under SFA do not follow a coherent and explicit strategy such as can be achieved through a Sector Wide Approach (SWAp) and are therefore not fully consistent with EC guidelines for Sector development. However, the focus is valid, as evidenced by the inclusion of tourism and air access, with recent additions in ICT and private sector development to include support for specific subsectors, through a grant contract for €1M to Dexia, the Dominica Export Import Agency.

Social development: SFA’s social function has been exercised in Dominica through the Dominica Social Investment Fund (DSIF). It supports social projects and the infrastructure needs of rural communities to improve living conditions and assist vulnerable groups in order to mitigate the impact on the populations most affected by the decline of the banana sector. Delays in accessing funding under SFA 2002 have led to a short implementation period remaining before the financing window closes in December 2009. There are no other major initiatives in social development through the SFA instrument in Dominica, nor through the EDF. The Dominica Social Investment Fund is arguably the most indispensable of development initiatives currently underway in Dominica. It effectively complements an already extensive network of government support to the social sector through highly targeted micro-projects with well identified and generally deserving beneficiaries. It tries to address two major issues that need structural reforms in government spending plans to achieve lasting change: rural poverty alleviation and support to vulnerable groups. It

showcases the validity of focused, community-led initiatives and highlights the limitations of standard institutional responses.

Strategy validity: Dominica benefits from a coherent strategic framework for economic development programmes in the Growth and Social Protection Strategy 2004/2005 to 2009/2010 which provides the basis for coordinating external assistance around a single strategy document.

Effectiveness: Overall effectiveness of the SFA programmes in Dominica has been low due to implementation difficulties inherent in the instrument and to some technical issues with irrigation, distribution centres, agricultural diversification, and certain social development initiatives that had to be cancelled or reformulated. The relative isolation of Dominica from the Delegation in Barbados may have contributed to the difficulties in achieving targets for execution of the SFAs.

Efficiency: The SFA Review highlighted one of the lessons that where activities had been overseen by the EDF PMU, the operation had been competent and consistent. Where other line ministries were involved, the results had been less predictable. Although there is a strong incentive to retain overall management in a strengthened EDF PMU for the sake of efficiency, clearly the side-lining of line ministries will be counterproductive in the establishment of a sustainable long term programme for growth. Therefore, more attention could have been given to this aspect in the formulation of the BAM Programme with improved capacity building of line ministries, restructuring of both public and private institutional frameworks and developing capacity in specialised institutions.

Impact: Greatest impact of SFA funding to Dominica was anticipated in the banana sector. However, banana farmer numbers have dwindled from 6055 in 1999 to 650 in 2008 a fall of 90 per cent. Farmer returns per acre have also fallen and it is expected that more farmers and workers will be forced to seek other sources of income, increasing the numbers of persons living in poverty. Hence, the impact of the programme has not been as intended. The long term future of the industry is no more secure now than when the programme started.

Sustainability: Banana Production: Much depends on negotiations between the Latin American producers, the European Union and the World Trade Organization (WTO). If the tariff is dropped from its present level of 176 Euros per tonne to close to 116, then there is general agreement that means the end of a banana export industry, and the only future will be in satisfying the demand of regional markets.

Economic Diversification: The initiative with most potential for sustainability is the rural community tourism development.

St Lucia SFA Review:

Up to SFA 2005, the annual exercises of SFA preparation were based on perceptions by senior decision makers in the National Authorising Office (NAO) circuit of development needs and priorities, but not on an explicit strategy that was systematically and objectively reviewed and updated. St Lucia's main aim with regard to SFA funding was to preserve a vibrant and competitive banana industry that could provide employment and incomes to the banana communities. Since the industry is not fully viable we must conclude that the strategy itself was flawed.

While the instrument has not achieved its aim of halting the decline, it can be argued that it has slowed the process. However, the switch to Free Trade fruit in the last few years was the driving force behind the survival to date, so the SFA instrument played a supporting rather than a leading role. This was taken by the Fair Trade Organisation, its Windward Islands' arm Windward Islands Farmers' Association (WINFA) and by Windward Islands Banana Development and Exporting Company (WIBDECO) as the industry's trading organisation.

Economic diversification: The preparation of a sector wide approach and corresponding long term strategy with clear goals and OVIs is imperative. Coordinated participation from all sectors of society would facilitate adoption of the plan and help ensure coordination during the strategy implementation phases.

Social Development: Greater coordination between social development and agricultural / economic diversification is needed to revitalise run-down ex-banana communities.

Competitiveness support activities: did not take sufficient account of the inherent, but obvious, constraints facing the industry: the small size of the plantations that prevents economies of scale and mechanisation and inhibits the achievement of industry wide productivity at international levels (e.g. >40t/ha of export quality bananas, while current average yields still hover below 30t/ha).

Multiple diversification interventions: have had little measurable impact or sustainability, although agricultural diversification has now become a national policy priority and a coordinated strategy properly rooted in the private sector may now be possible.

It can be concluded that since the SFAs did not halt the decline of the Windward Islands / St Lucia banana industry the strategy itself was flawed, either in its design or its implementation.

In terms of recommendations for future interventions, a number of initial proposals for the preparation of the banana accompanying measures (BAM) under the national Multi-Year Sector Strategy (MSS) follow.

The main strategic focus: of the MSS should be to add value to St Lucian public and private organisations that are active in the agricultural sector. EU BAM funds should be complementary to and in support of such activities whether Government of St Lucia sponsored or otherwise, instead of stand-alone as in the past. BAM funds should be used essentially to strengthen capacity for sustainable programmes where local institutions, be they Government of Saint Lucia (GoSLU), private sector or civil society organisations, take the lead and provide significant counterpart funding as a prior condition for complementary contributions from the EU.

St Vincent SFA Review:

The Windward Highway has brought considerable and long-lasting economic and social benefits and has a life of at least 20 years. The Fair Trade protocols ensure that bananas are as environmentally sustainable as possible and the social benefits help support rural communities.

On-going initiatives in environmentally sustainable tourism will generate revenue and employment for future generations while improvements in private sector competitiveness will facilitate inward investment and stimulate growth in domestic businesses. The shipping study will help remove obstacles to regional trade.

The Social Investment Fund's increased emphasis on community participation and self-determination will help ensure a long term approach to social development, which has been neglected in the push to develop economic alternatives to bananas. The recommendation is that Government of Saint Vincent & the Grenadines (GoSVG) define the mechanisms for long-term sustainability and sharpen its focus on the island's most entrenched social problems, including multi-year programmes for the young and unemployed with an emphasis on income and employment generation.

In education, the emphasis on early childhood programmes, special needs and adult education all complement existing coverage in basic education and have helped build a philosophy of lifelong learning in St Vincent to the benefit of the country as a whole.

The overall sustainability of the banana industry will depend on: i) continued progress in productivity improvements; ii) success at the EU in protecting the current tariff level; iii) SVG banana growers' success in developing the regional market to absorb spare productive capacity from St Vincent in the event exports to Europe continue their decline.

- General Conclusions:

Less than 50% of SFA funding had been disbursed by the end of the 6-year period under review.

But the SFAs had led to:

- ✓ Improved country-level capacity for successful economic diversification;

- ✓ Greater commitment to reduce traditional dependency on bananas;
- ✓ Focused on strengthening essential infrastructure in St. Vincent and Dominica and private sector development in St. Vincent and St. Lucia;
- ✓ Improved social support systems.

Sustainable, broad-based economic development still required greater emphasis on developing more coherent broad-based strategies and programmes that stimulate growth and use more internal resources instead of relying on EU's ACP funds.

The annual exercises of SFA preparation were based on perceptions by senior decision makers in the NAO circuit of development needs and priorities, but not on an explicit strategy that was systematically and objectively reviewed and updated.

The preparation of sector wide approaches and corresponding long term national strategies with clear goals and OVIs is imperative. Coordinated participation from all sectors of society would facilitate adoption of the plan and help ensure coordination during the strategy implementation phases.

The reform of the enabling environment should be conducted on the basis of high quality analysis of competitiveness constraints in a regional and global context, taking into account the nature and location of its inward investment and export targets. The initiatives should mobilise the support of business leaders and legislators as well as government officials.

Social Development: Greater coordination between social development and agricultural / economic diversification is needed to revitalise run-down ex-banana communities

Strengthen the role of civil society and local community organisations in economic and social planning and by unifying social policy.

- Recommendations for the BAM:

EU BAM funds should be complementary to and in support of such activities whether Government sponsored or otherwise, instead of stand-alone as in the past.

BAM funds should be used essentially to strengthen capacity for sustainable programmes where local institutions, be they public or private sector or civil society organisations, take the lead and provide significant counterpart funding as a prior condition for complementary contributions from the EU.

3.3.2 Hansart BAM Evaluation, 2015

This exercise in monitoring and evaluation is on-going. It is restricted to establishing the indicators and data collection system in all the ACP banana countries for monitoring progress in banana productivity and competitiveness. It does not look at the BAM measures in totality. Too early to expect substantive findings.

3.3.3 PPP and PSD under BAM

Private Sector Development and Public/Private Partnership, March 2015, “Advisory Services, Monitoring and Evaluation of the Banana Accompanying Measures”.

This assessment identifies the options for involving private and associative parties in a more diversified agricultural production and commercialisation process:

1. Improved banana cultivation to remain a “niche” player on the UK market and at the same time export to an ever increasing regional market;
2. Import reduction /substitution to reduce the huge import bill of some commodities (especially meat and dairy products);
3. Promotion of modern farming to produce a quality product in a rational and economic manner using modern techniques (seeds, planting material, equipment, etc.);
4. Stimulation of agro-processing to produce added values and valorise surplus productions;

5. Developing and supplying first and second choice markets with a quality product.

The path followed for the identification of potential PPP options starts with:

- Land use planning to define areas for agriculture, housing and public infrastructures.
- The transition for service provision will necessarily involve capacity building in the private sector, from the design of a new system, profile of services, training, research focus re-tooling towards more profitable markets, phasing in of payment for services with a performance-based component (share in farmers' increased yields or revenues by the Service Provider) and farmer participation in the overall design.

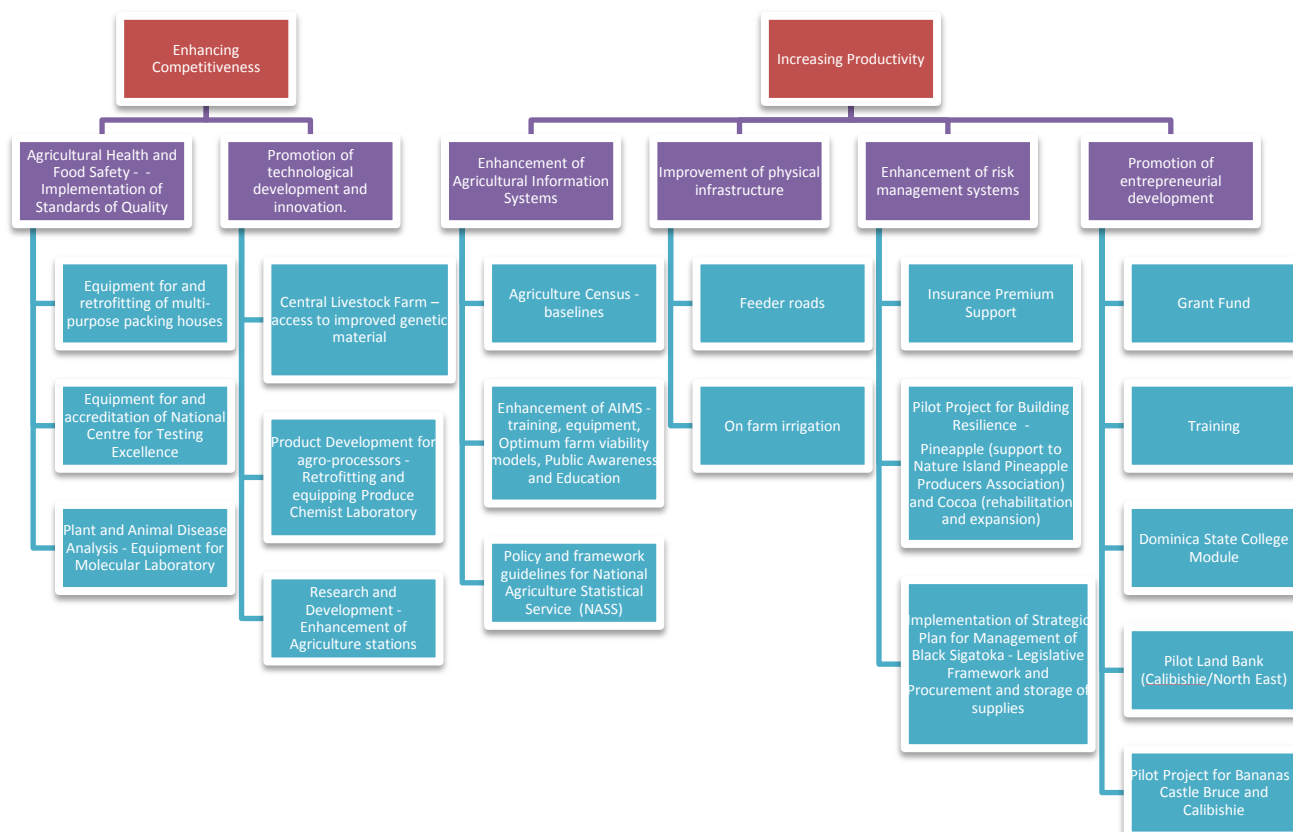
4 PROGRAMME IMPLEMENTATION BY COUNTRY

4.1 Dominica

Dominica Expenditure Table (Ref CRIS Statement Apr 8 2016)

Funding Available	FA Budget €m	Amended Budget	Contracted €	Balance €	Disbursed €	% Contracted
1. Productivity	10.80	10 800 000	2 969 902,88	7 830 097,12	935 535	27,5%
Entrepreneurial Development	2.1	1 100 000	914 746,42	185 253,58	435 622	83,2%
Information Systems	1.2	500 000	465 559,16	34 440,84	47 876	93,1%
Physical Infrastructure	5.3	8 000 000	389 597,30	7 610 402,70	185 535	4,9%
Risk Management	2.2	1 200 000	1 200 000,00	-	95 195	100,0%
2. COMPETITIVENESS	3.3	3 300 000	1 925 421,14	1 374 578,86	677 744	58,3%
Tech. Dev't & Innovation	2.0	2 500 000	1 125 421,14	1 374 578,86	88 594	45,0%
Standards of Quality	1.3	800 000	800 000,00	-	88 589	100,0%
<u>Management</u>	1.17	1 170 000	630 880,67	539 119,33	339 757	53,9%
TOTAL	15 27	15 270 000	5 526 204,69	9 743 795,31	1 953 037	36,2%

4.1.1 Intervention Areas



The Dominica Programme focuses on two key areas of i) Enhancing Competitiveness and ii) Increasing Productivity with six strategies for addressing these focal points mostly through capacity building through a variety of infrastructure works, supplies and training services as shown above. A number of supplementary facilities such as the Pilot Land Bank, Agricultural Census, although recognised as potential components were not clearly defined in practical terms of implementation and were therefore side-lined for action.

4.1.2 Allocations by Intervention Area

The following table shows recent modifications to the original FA budget in terms of the final allocations and those originally approved. Modifications were necessary in the light of delays in implementation due to Storm Erica and of the technical and administrative challenges encountered in executing some of the lesser activities. The areas that have most benefited from the reallocations – all within the original budget of €15.27M – are rural roads (+€2.7M and Technological Development and Innovation (+€0.5M).

Intervention	Initial Budget (€m)	Revised Budget (€m)
1. PRODUCTIVITY	10.8	10.8
Entrepreneurial Development <i>Youth Fund</i> <i>Support to Agro-Processors</i> <i>Land Bank</i> <i>Training</i> <i>Module Development</i>	2.1	1.1
Information Systems <i>Agriculture Census</i> <i>System Upgrade</i> <i>Market Linkages</i>	1.2	0.5
Physical Infrastructure <i>Feeder Roads</i> <i>On-Farm Irrigation</i>	5.3	8
Risk Management <i>Insurance Initiatives</i> <i>Resilience Building</i> <i>Implementation of Strategic Plan</i> <i>Other Disease & Pest Control</i>	2.2	1.2
2. COMPETITIVENESS	3.3	3.3
Technological Development and Innovation <i>Research & Extension</i> <i>Improvement to genetic material</i> <i>Product Development</i>	2.0	2.5
Standards of Quality <i>MPPH</i> <i>NCTE</i> <i>Molecular Laboratory</i>	1.3	0.8
Management	1.17	1.17
<i>Management and Coordination</i>	0.3	0.3
<i>Visibility</i>	0.08	0.08
<i>Monitoring, Evaluation and Audit</i>	0.1	0.1
<i>Contingencies</i>	0.69	0.69
TOTAL	15.27	15.27

4.1.3 BAM Alignment with National Development Strategy

The general objective of the proposed support framework is to achieve sustained growth in production and exports of the agricultural sector, thus providing increased income for producers and exporters and contributing to employment, poverty reduction, rural development and social and economic stability. The program aims to support the Productivity and the Competitiveness of the Agricultural Sector.

4.1.4 BAM Organisational Structure

The BAM programme placed a high premium on the capacity of Programme Management Units to follow EU guidelines for procurement whilst maintaining a clear strategy for implementation and integration of the interventions into the operations and programmes of the Ministry of Agriculture.

The Ministry of Agriculture in Dominica lacked the necessary capacity to manage a partially decentralised programme with extensive EU procurement. The possibility of recruiting professional services to manage the procurement aspects of the programme in order to provide more opportunity of the eventual management

team to focus on technical aspects of the strategies and coordination with other line ministries was considered, but for unclear reasons was rejected.

The NAO office on the other hand, had a long standing experience of EU procurement and therefore adopted overall management of the programme despite their other commitments. It took direct managerial responsibility for the programme supported by an NAO Accountant and a Senior Programme Officer.

This aspect placed an even higher premium on liaison and coordination with the Ministry of Agriculture to bring the required level of technical expertise into the design and integration of the various contracts. Therefore, one BAM Agricultural Liaison Officer was recruited from the Ministry of Agriculture and one BAM Programme Engineer for Feeder Roads.

Whilst the extensive delays in procurement cannot be attributed to programme management alone, there were numerous signs suggesting that coordination and liaison between the BAM programme and line ministries or respective stakeholders could have been somewhat improved. Recruitment of an experienced Project Coordinator early in the programmes to head the management teams working alongside the NAO's, as applied in St Lucia, could perhaps have helped to overcome this problem in the other islands.

4.1.5 Intervention Logic²

The country's BAM programme states as its overall objective "to achieve sustained growth in production and exports of the agricultural sector". This aim is fully aligned with the national development policy of poverty reduction and recovery of the agricultural sector. Hence, in general terms it can be said that programme relevance is high.

The project purpose is stated as fostering competitiveness and enhancing productivity in the agricultural sector, which is to be achieved through

- ❖ Enhancement of the Productivity of the Agricultural Sector:
 - Improved agricultural infrastructure;
 - Promotion of entrepreneurial development;
 - Enhanced Agriculture information systems;
 - Risk Management Systems enhanced;
- ❖ Foster Competitiveness of the Agricultural Sector:
 - Promotion of Technological Development and Innovation;
 - Standards of Quality implemented for Agricultural health and Food safety.

In terms of the programme's specific objective to "increase the level of production and trade in the agricultural sector through improved product quality, value/supply chain efficiencies, adaptation to technologies and resources management", the main priority appears to be increasing the agricultural sector's contribution to economic growth, but the programme does not explicitly focus on poverty reduction, which has always been a key concern of Dominica society. Therefore, the pathways between sector growth and improved livelihoods need to be made clearer. However, by introducing a Rural Population and Youth component, the expected results can potentially achieve this to some extent:

- "Enable the rural population, particularly the youth, to tap into a whole value chain that will generate sustainable livelihoods and create incomes."

Specific mechanisms to ensure these broad benefits accrue where most needed are lacking and as we will see, the implementation of this component has fallen short of expectations.

² See Annex 2 for details

Although the remaining Expected Results are focused on economic outcomes and address the national poverty reduction strategy, they are very much reliant on ‘trickle down’ or ‘ripple out’ assumptions to ensure impact across the sector reaches the most deprived groups. Several tried and tested wealth and job creation activities are foreseen in the programme:

- Expand product and market development through an agri-business focus on product enhancement;
- Reduce risk of disasters in the agricultural sector through pest management and through improved farm infrastructure; and
- Enhance research and technology capability through the provision of diagnostic services to the private and public sectors to complement the new model of agriculture growth.

4.1.6 Implementation Overview

Focus Areas:

- Entrepreneurial and technological development;
- Innovation;
- Quality standards;
- Infrastructure;
- Agricultural information system;
- Risk management systems.

Key Observations and Lessons Learnt:

- Many Key Interventions – strained DOM’s implementation capacity as well as EUD’s;
- Institutional framework for long term growth delayed lacked coordinated visions between line agencies and stakeholders;
- Limited Private Sector {and Farmer organisation} collaboration, therefore weak sustainability;
- Unclear roles of key stakeholders (Facilitation v Direct Intervention);
- EU procedures highly demanding – requiring focus on administrative structure at expense of implementation and management;
- Some delays in procurement were reported due to protracted discussions and disagreements between EUD and the implementation team on the design, approach and implementation of programme components;
- Lack of Coordination between Stakeholders;
- Need for creating an Enabling Environment to ‘stimulate’ rather than ‘push’ growth;
- Potential for inward investment under-estimated, requires more focus.

Primary Implementation Constraints:

- EU Procedures- limited EUD staffing leads to severe delays in implementation;
- Programme Coordination – Despite early logical framework planning, clear lack of Common Vision and coordinated efforts, particularly regarding post-banana agriculture;
- Programme Management split between National Authorising Officer (NAO) and Ministry of Agriculture (MoA) but disrupted by higher level decision making;
- Disconnect between technical planning/management and political decision making;
- Private Sector not prominent and overly active, no apparent initiatives to stimulate increased engagement;
- Severe lack of knowledge base of rural resources. Poor collaboration and integration of the Government Central Statistics Office. – High demand for centralised data management and coordination system – requiring engagement but independent of major actors;
- High demand for improved coordination platforms.

Future and Recommendations:

- Focus on Feeder Roads - high fund use and necessary intervention – but requires follow up to ensure productive use (farm planning, training etc.)
- Need for an agricultural Census and a Producer AND Service Provider Register – Greater use and interaction via mobile technology.
- Need for a Producer and Service Provider Registry to initiate market development and service provision;
- Need for an Agricultural Information System to underpin Business Development through a viable agro business centre;
- Need to develop blueprints and business plans for development of high potential crop and livestock sectors, as well as Cost/Benefit Enterprise Analysis, Value Chain Analysis => Farming Systems Research => Bank liaison and partnerships – RISK;
- Need to establish a Common Vision for the sector – Problem Tree Analysis and Log Frame development - need for 'buy in' and well established strategy resilient to policy changes.;
- Improve Follow up on Market/Enterprise Development – Pineapple initiative? Etc.;
- Create an On line 'project tracker' for management and stakeholders to follow progress of their respective 'dossiers' and to become aware of any issues affecting timely implementation.

Results/Outcomes	Actions	Possible Partnership(s)
1.Enhancement of Productivity Entrepreneurial development; Physical infrastructure; Agricultural information systems; Risk management systems by 2018.	Focus on agro-processors, youth, bananas and plantains; Feeder roads: increasing scope Youth: Share Terms of Reference (ToRs) to explore possibilities for a joint study; Information systems: costs and returns of productions, information sharing with SVG and SLU. Insurance scheme	CEDA: Agribusiness, trainings and youth in agriculture CIRAD: provision of planting material and trainings OECS: Ag information system, risk management system, costs of production and return on specific commodities; CARDI/ITC: coconut value chain IICA: support to implement youth programme (needs assessment, training and set up of business incubators)
2.Competitiveness Improved standards of quality; Technological development and innovation.	Improved livestock breeds: continued Genetic material, Product dev lab and molecular lab frozen; QI National Centre for Testing excellence: supply contract ready, certification	CROSQ: supporting networking between NBOS;

4.1.7 Assessment against Evaluation Criteria

Relevance:

The relevance of BAM to the sustainable economic growth of the agricultural sector in the current market context is limited due to its weak contribution to poverty reduction and the absence of mechanisms to involve and benefit the more resource-poor spectrum of farmers and rural entrepreneurs. The Livelihood Security of the sector is dependent on a diversified base of income and value chain enhancement. More focus on the practical elements of market development, promotion of farming systems development and capacity building for business development with outreach and access to the whole sector, would have helped to target the programme more specifically towards the primary goals of poverty reduction and recovery of the agricultural sector.

Efficiency:

Management: As mentioned in 3.1.3 above, the management structure adopted was ill suited for the scope and complexity of the interventions proposed in the programme. There were clear indications of the lack of a common vision and uniform agreement on strategic approaches between various stakeholders which undoubtedly contributed to the delays both at local level and also at the EUD. The lack of clarity and cohesion in the strategies and contracts presented also impacted on the approval of procurements.

Project Progress: Less than 7% of the programme resources had been absorbed at the time of the MTR just prior to the D+3 with approximately 2 years to complete the programme. Most of these funds were expended for administration, feasibility and design studies for contract preparations and training.

Due to the intervening storm damage to feeder roads and inflation of costs over time it was proposed that a large proportion of the remaining programme components should be abandoned in favour of an expanded feeder roads programme. In light of the clear long standing benefits of improved feeder roads and also in consideration of the difficulties experienced in establishing cohesive strategies to utilise the more diverse components of the BAM programme, it is felt this is the most sensible and appropriate strategy.

As most of the programme can be classified as long term capacity building interventions, the sooner they are implemented the better. This suggests there would have been a considerable value in 'pre project preparations', so that the facilities could have been put to good use during the programme period with the introduction of supporting interventions. With the bulk of contracts being concluded in the latter stages of the programme, much of this 'integration' interventions are unlikely to take place which undermines the eventual potential benefits.

Regional and Local Coordination: There was no indication in any of the programmes where the benefits of regional coordination and liaison had been exploited or pursued apart from cross referencing between the three members of the BAM Programme related to design and management issues. There were no indications of any initiatives where programme activities or resources could be shared and coordinated to create synergies and efficient use of resources. Coordination at local level was very limited which may be a function of the lack of progress in the project. On the other hand, the lack of progress may also be indicative of the lack of local coordination between the BAM programme and line ministries which highlighted in numerous areas throughout the Programme.

Despite the general focus on training, limited attention had been paid to the enhancement of 'overall potential' of the sector as opposed to the 'perceived potential'. In the absence of the planned interventions for value chain analysis and limited training undertaken under the Enterprise Development component, there were no other strategies aimed at the creation of an 'enabling environment' to encourage and engage various stakeholders to coordinate and exchange information and establish improved working relationships.

Limited Rural Financing: Despite the potential of direct and immediate impact on the sector as well as engagement of the Private sector there were no initiatives observed which were likely to lead to improvements in this component. Following early consultations, the major banks supporting the sector assured the programme of their interest in the sector and the availability of sufficient resources. Although it was proposed they joined the Steering Committee this never materialised. There were no proposals or activity towards the establishment of the Youth Fund.

Programme Monitoring: Internal programme monitoring and financial control was good but there were significant deficiencies in external monitoring. The absence of a clear and accurate baseline as well as mechanisms for field reporting impedes not only the BAM Programme but also the Line Ministries, to make accurate observations and evaluations upon which to plan interventions and support. There was limited collaboration with the Central Statistics Office which may have improved this aspect. The Steering Committee, although appropriate in its composition, appears to have had a limited impact on the programme management.

Programme Monitoring and Project Cycle Management: Clearly, the plan of operation and timetable fell well short of the intended programme targets. The financial management and budgeting was well structured. There was some concern on the level of impact component leaders were able to exert in the overall planning process. It appeared the launching of tenders was often conducted under the duress with significant difficulties arising in arriving at consolidated approaches.

Effectiveness:

The effectiveness of the programme has been somewhat constrained by design weaknesses and the shortcomings observed in efficiency. Nonetheless, specific results have been achieved in caprine genetic improvement, banana and pineapple variety improvement and quality systems strengthening with its potential contribution to market development. In the aftermath of Storm Erica, the national management team's ability to address in a timely manner the projected under-spends on a variety of projects by developing the rural roads component demonstrates flexibility and competence that will help ensure the expected results in that area are met in a timely and beneficial manner.

Impact:

The slow start up and implementation issues makes it impossible to provide any meaningful impact assessment of the BAM programme. The agricultural contribution to GDP, agricultural exports etc. were impossible to examine since there were no relative statistics available on these factors covering the period of the programme. Only marginal programme interventions implemented such as Training and the upgrade of the Livestock Farm were likely to have any impact on these key impact assessments.

Whereas some livestock holding facilities had been constructed, it requires completion and follow up of all elements of the programme, including stock imports and establishment of Artificial Insemination Facilities to achieve the full impact intended, albeit long term by nature, in providing a gradual and increasing impact over time. The BAM programme has helped expose a number of areas of weakness in government planning and governance which may also have a detrimental influence on the potential impact of the programme. There was evidence of decisions often being made on the basis of inappropriate information or on subjective evaluation, which tends to frustrate programme managements and misdirect or delay programmes. For example, prevarication or reversal of the necessary approvals from line ministries on previously agreed decisions on the design or locations of planned infrastructure, despite partial or even full preparation of tenders has clearly absorbed significant time and effort in reformulating tenders as well as contributing to overall delays in programme implementation. Poorly defined programming and limitations in consultation may also create similar problems. The proposed Agricultural Census for example, become a seriously contentious issue between the Programme Management and line ministries which could not be resolved due to a dispute over the extent of survey coverage and technical issues in implementation. In this case, it finally led to the abandonment of the activity and wastage of the training and preparation that had already been carried out.

The critical value of designing suitable management approaches to suit the respective programmes has been strongly highlighted, especially in regard to projects with high procurement demands and interventions with long term implications. The impact of the delays has had serious negative impacts and 'knock on' effects such as: currency losses due to devaluation and inflation; reduced public and private sector confidence; eroded programme momentum and; subsequent loss of impact.

The MTR itself has highlighted the lack up to date and accessible information in all cases as well as the knock on impact of this on programme implementation and coordination. Closer linkages and exchange of information need to be established between producers and public/private service providers as a priority.

Sustainability: The interventions were designed with a view to disburse EU funds in areas of national priority and lack an exit strategy whereby national stakeholders would ensure the continuity of the activities in a self-sustaining manner. In this context, the BAM's sustainability is severely constrained. However, the situation would improve if the MTR recommendations are systematically applied, as they have been identified with a view to correcting some of the omissions or errors in the conception of the programmes and

incorporate the lessons learned in the process of implementation, not only of the BAM in Dominica but also in the other islands and through the preceding SFA projects.

4.1.8 Recommendations

Utilisation of Funds: The primary concern for management at this late stage of the programme is clearly focused on the ability to commit the significant remaining funds within the timeframe imposed by the impending D+3 to gain optimum benefit. Also, in light of the difficulties already faced in the logistics of programming implementation of multiple components, there is a natural concern for the scope and numbers of final commitments. The remaining activities should therefore be focused on lower numbers of high capital investments such as infrastructure, which will have a long term beneficial impact. Hence, the focus on **Feeder Roads** during the final stage of the programme is therefore a logical strategy which has already been adopted and planned for. This will absorb a major portion of the remaining funds remaining and will also limit the number of procurements required. In order to optimise the cost/benefit of this intervention it is therefore important there is a concerted effort to follow up with field studies and extension services in collaboration with the Agriculture Department to ensure optimal and productive use of the farming areas that will be ‘liberated’ by the road improvements. This will involve the collection of data, the development and introduction of improved farm planning, training, logistical support etc. and facilitation of the necessary rural finance.

Addressing Informational Gaps: In the absence of the intended agricultural census and significant limitations in the data available, it will be necessary to improve the informational framework necessary for supporting any follow up activities on the roads as well as to promote general rural development activities. This will undoubtedly require the introduction of low cost mobile technology and systems of data collection and improved collaboration with the Government Central Statistics Office (GCSO) and will also require a collaborative arrangement between the Ministry of Agriculture, GCSO and the primary stakeholders throughout the rural sector. Therefore, the remaining programme should focus strongly on the development of a sustainable informational framework which will serve the sector in the long term.

Market Development: In order to promote commercial development of the sector and improve value chains, the development of a Market Information Service will be necessary. A key element of this service will involve the process of data collection and collaboration of stakeholders from each value chain. It requires involvement from producer to end market agencies. The starting point therefore is a detailed mapping exercise of producers and production inventories. This will provide valuable knowledge which will be necessary to engage and leverage the collaboration of the Market Facilitators. Based on the accumulative data initiated by this process, this will provide a solid foundation for the introduction of Market Intelligence and Support Services. This is one of the areas in which the Agricultural Extension Services needs to redirect their attention. Enhancement of Value Chains is a crucial factor in the primary goals “achieving sustained growth in production and exports of the agricultural sector”. It is important that emerging enterprises are provided with the most up to date market information as well as support in exploration and establishment of new markets and general market intelligence.

Business Development and Commercialisation of the sector: There are various approaches which can be applied to support and promote commercial agricultural enterprise, but whichever process is adopted, the common foundation is its reliance upon valid and up to date information. There must be a continuous processing of data on a daily basis in order to provide the best possible information and intelligence to emerging entrepreneurs, whether at subsistence level or in highly commercial ventures. It is also necessary to learn from successful ventures at the same time in order to transmit the most relevant lessons to budding businesses. Hence, Extension Services must address two key issues in re-aligning itself towards this type of function: Firstly, it must establish an efficient Agricultural Information Framework and, thereafter develop a capacity for analysing the commercial aspects of rural enterprises. This will involve collaborating with market information services and service providers as well as the producers, in order to collect and convey this information in the most appropriate way.

Commercial Analysis and Development of the Sector: A starting point for the introduction of business development into extension services, is to undertake a sector wide analysis of the most central enterprises. It will evaluate Technical and Production Packs for each enterprise and will also involve establishing blue prints and business planning models for the development of high potential crop and livestock sectors. It will undertake an Enterprise Cost/Benefit and Value Chain Analysis in all the primary Farming Systems which will enhance ant Farming Systems Research. A major aspect of this study will involve the analysis of ‘RISK’ of each enterprise at various levels: Agronomic, Environmental, Financial, Market inter alia. This will help leverage increased involvement of Banks and promote improved collaboration between the financial sector and rural entrepreneurs.

Establishment of a Common Vision – There is no short cut in achieving this and it is clearly difficult to overcome natural barriers of personal differences. Therefore, the start of any programme must involve engagement of all parties in a ‘common understanding’ and ‘ownership’ of the problems to be overcome as well as the work programme and strategies to resolve them. There is no single solution to this objective, but there are various tools which can help to speed up the process. It must also be a key element, not only in the ‘structures’ of programmes, but also in the ‘processes’ involved. There is no substitute for good management practices, but the establishment of a commonly agreed blueprint at regular intervals will certainly assist the various managers involved.

One of the most common starting points which is often used to good effect is a process of Problem Tree Analysis and Log Frame development. It is an intensive and time consuming process which results in a clear blueprint and a detailed programme strategy which all key participants have contributed to and are in approval as signatories. The blueprint must be sufficiently detailed in order to avoid future disputes and as far as possible be resilient to policy changes. The initial exercise is undoubtedly the most important, but follow up exercises may need to be done at regular intervals. One of the most significant problems in this process lies in the ensuring engagement of the higher level stakeholders due to the time requirement. For example, it is not uncommon, especially at the start-up, for a workshop to require the full time attendance of all stakeholders for 3-5 days, preferably at a secluded retreat without distractions.

Thereafter, the process for communication and collaboration must be maintained through open dialogue, mediation and early identification of problems which will require a common ‘Communications Framework’ to be established in addition to formal discussion forums. The introduction of Project Tracking Systems and Crowd Sourcing platforms may also form part of the Communications Framework. Whatever system is established, it is important that it adequately enables general vision on progress and problems as well as communications between participants. This facility can easily form part of the general Agricultural Information System.

4.1.9 Stakeholder Consultations

Dominica:	
	NAO
	(Senior Programme Officer)
	BAM Agricultural Liaison Officer):
	Director of Agriculture (MoAF)
	Executive Manager, Credit & Business Development NBD
	Manager Credit & Business Development NBD
	Executive Manager, Marketing & Product Management NBD
	Chief Veterinary Officer Ministry of Agriculture and Fisheries
	CEO Dominica Agricultural Industrial and Development Bank
	Credit Officer – Dominica Agricultural Industrial and Development Bank
	Executive Director National Development Foundation of Dominica.
	Technical Officer, Projects & Services Min of Agric
	Ministry of Agriculture and Fisheries
	Programme Officer - BAM
	Senior Engineer, Min of Public Works and Ports
	Programme Accountant NAO
	Consultant on BAM Banana Plantain Study
Consultant re Banana economics?	
Economist re Banana strategy?	

4.1.10 Project site visits

Project site visits were organised to the following locations on 30 November 2015:

1. Botanical gardens Roseau to see pineapple plant distribution to commercial growers
Comment: Good quality vegetative material was being collected by growers during our visit, providing evidence of commercial growers' commitment to the sector, despite complaints of occasional difficulties in disposing of the harvest at peak times. One elite grower, a retired medical doctor with good contacts, claimed his ability to mobilise institutional buyers was key to his commercial success, while others recorded disposal and price problems due to seasonal market gluts. Processing did not appear to be priorities to any of the growers interviewed.
2. Castle Bruce to see irrigated banana production based on tissue culture plants
Comment: Newly planted tissue-culture plants bred by an Israeli company had been planted out on small irrigated holdings close to the main road. Plant vigour and phenotype were uniform, but harvest was still several months away. The farmer was not present, but his Haitian worker was, and seemed competent in tending the field.
3. National Livestock Centre to see pure-bred goat production
Comment: Inspected animal stalls and livestock; interviewed stockman; observed possible inadequate nutrition of stud animals due to suspected inadequate fodder stocks; noted over-reliance on genetic improvement and insufficient attention to basic animal husbandry good practice; noted reports of infrequent contact between livestock farmers and the centre.
4. Portsmouth to see tissue culture facilities
Comment: Absence of genetic material to inspect.
5. Feeder road requirements observed during tour
Comment: Storm Erica damage to main roads and bridges clear evidence of the likely impact on less permanent structures such as feeder roads, which now become an ever greater and more urgent priority than before the storm, justifying the allocation of additional resources.

4.1.11 Seminar

The Island workshop was held 1/12/15 at the Ministry of Planning and attended by the key BAM programme staff, representatives of the Ministry of Agriculture and selected stakeholders of the sector. The main findings of the mission were shared with the participants, followed by discussions on the potential options to be undertaken during the final phase in order to optimise the results and final impact.

The key issues highlighted were:

- Severe delays in implementation and procurement and the need for intensive procurement activities for utilisation of the remaining funds;
- The need for integration of the interventions into the operations of the government and stakeholders throughout the sector, as well as the need of involvement of the private sector in the overall programme;
- Significant discussion centred on the causes and impact of the delays in implementation of the BAM in terms of erosion of confidence in both government and the private sector, disruption of government planning and general loss of programme momentum;
- The seminar concluded with a discussion on the key areas that need to be focused on during the final phase of the project in order to optimise the implementation and final impact of the Programme.

4.1.12 Conclusions

- The severe delays in programme start-up in conjunction with the impact of storm damage, had a significant impact on the nature of the intended programme and respective components which required considerable effort and strategic planning on the part of the programme managements to adjust the ongoing programme to compensate. In light of the long term nature of the interventions and the administrative burden of implementing the original programme interventions in addition to the necessary re-alignments of programmes, the expected results given appeared somewhat overambitious.
- As a consequence of the slow start up, virtually none of the key infrastructure interventions such as the Feeder Roads; Irrigation; Rehabilitation and equipping of Agriculture Stations, Produce Chemist Laboratory, Molecular Laboratory; had even been tendered at the time of the mission, apart from the preliminary studies and designs. These delays diminished the extent of potential works that could be completed within the budget due to inflation of costs over the intervening period. Tropical storm damage during this period also created additional works to be undertaken. The result of these factors combined resulted in a reduction of the targeted goals and scale of works to be completed.
- Other activities were also downsized or abandoned for various reasons. For example: i) The Agricultural Training component was adjusted from 4 to 2 semesters for 5 students and the intended study for revision of the curriculum skill sets was abandoned due to poor coordination with other programmes. Furthermore, it also led to protracted disagreements on the proposed allocation of funding towards the development of the farm, tools & equipment, agro-processing etc. instead of the original training. ii) The proposed agricultural census was eventually abandoned following initial training. There was disagreement between the GCSO and Ministry of Agriculture on the practicality and methodology required. The dispute was never resolved which led to its abandonment and the waste of the training undertaken.
- The delayed and diminished work programme led to a consequent reliance and focus on the Feeder Roads as a means of utilising the outstanding funds. A logical and understandable solution and reasonable use of the funds, especially in consideration of the extensive storm damage suffered to access roads which has inhibited extraction from productive areas. However, in order to optimise the utility and cost/benefit of the investments to be undertaken, an extensive follow up is required to ensure productive use of the lands being made accessible by the planned works. This would involve farm planning services, training, integration of services, etc.
- The proposed Agricultural Information Service component of the programme was grounded on the completion of the agricultural census. Although the abandonment of the census undermined this component, it did however highlight the need for introducing a systemic approach for collection of field data as opposed to costly, static methods such as national census surveys. To explore methods for acquiring and updating knowledge from the sector on a daily basis rather than on static periods. First and foremost, there is an urgent need for registration of not only Producers but also Service Providers in a combined register. The integration of mobile technology can make it possible to collect and link geo tagged data of lands owned, cropped or supporting animal production, with the individual household registers. This capability may possibly awaken the interest and involvement of the private sector and facilitate the integration of a broader range of databases that can be linked at no additional cost. The proposed GPS plotting of households by GCSO presents a clear opportunity to integrate a short form to link heads of households to a combined Farmer Register. This will require coordination and perhaps utilisation and sharing of programme funding. Although the potential of resuscitating this component currently appears unrealistic, it is quite possible that with good will and coordination between the Ministry of Agriculture and Fisheries (MoAF), NAO and the GCSO, there is a distinct possibility of developing a cohesive plan that can not only achieve, but even exceed, the original goals even without the census.

- A logical progression and potential activity in the final phase of the project, following the establishment of a Producer and Service Provider Registry, is to initiate the establishment and operation of a Market Development and Services facility in conjunction with the producer/service provider register. This combination will form an essential interface between producers and the service providers which will also enable the collection of market intelligence for further processing and dissemination.
- The importance of a viable and dynamic Agricultural Information Service is essential for the promotion and development of commercially and economically sound agricultural practices throughout the sector. The introduction of a Business Development Centre staffed by specially trained extension personnel that has the capacity to analyse and promote commercial farming enterprises from inception, funding, and completion is a logical compliment to the AIS. Unless information gathered is put to good use, there is not much logic in collecting it. All farming enterprises to be seen as commercial enterprises from the smallest to the largest. The guiding principle being the development of a capacity to support innovative ventures enabling all rural entrepreneurs to graduate to the next level which requires a unit with the ability to provide comprehensive services to advise, plan and manage the expansion and development of innovative ventures. This requires up to date and accurate information on all resources relevant to the sector.
- A Business Development Centre would be required to develop blueprints and business plans for the development of high potential crop and livestock sectors, as well as undertaking Cost/Benefit Enterprise Analysis, Value Chain Analysis, market research etc. Farming Systems Research can also be integrated into this process of rural business modelling. Risk plays a significant role in the rural sector, especially where investment of labour and finance is concerned. Banks are reluctant to invest private funds into the sector without high levels of collateral. Hence the capacity for risk analysis of enterprises is essential for integrating rural credit schemes and commercial banking into the sector.
- The lack of a ‘Common Vision’ in the programme between stakeholders which often resulted in programme delays, obstruction and cancellation of components was a recurrent issue. Even if programme planning was conducted at the outset, it is always beneficial to undertake regular ‘in-house’ or even contracted Problem Tree Analysis and Log Frame development, especially with long term programmes which have suffered environmental and economic changes. The success of programmes especially involving complex and broad based interventions such as the BAM, is heavily dependent on the need for ‘buy in’ from all major stakeholders. There is a need to develop well established strategies which are resilient to policy changes and ad hoc adjustments.
- Commercial Development: There is an apparent lack of capacity within government to follow up, encourage and support private venture opportunities such as Market/Enterprise Developments or Agro Processing. The linkages between public and private bodies needs to be improved in order to promote and prioritise Value Addition and for the enhancement of broad based enterprise development.
- In general, for project management and stakeholders alike to follow the progress of their “dossiers” and become aware of any issues affecting their timely implementation, it was felt that the introduction of an ‘on-line project tracker’ would improve the coordination of the programme. It would help to engage and edify more stakeholders and perhaps increase coordination.

4.2 St Lucia

St Lucia Expenditure Table (Ref CRIS Statement Apr 8 2016)

Funding Available	FA € m	Amended Budget €	Contracted €	Balance €	Disbursed €	% Contracted
Agri-enterprise for Youth	1,83	629 670	629 670	-	2 004 943	100,0%
Agri-enterprise Facilitation	1,30	1 556 500	1 556 500	-	455 877	100,0%
Disaster Risk Reduction in the Agricultural Sector	2,60	2 463 000	1 109 140	1 353 860	486 207	45,0%
National Diagnostic Facility	2,48	3 271 341	222 000	3 049 341	115 920	6,8%
Operating Costs	1,49	1 778 489	1 778 489	-	877 352	100,0%
Visibility	0,07	71 000	55 000	16 000	24 759	77,5%
Monitoring, Evaluation and Audit	0,08	80 000	48 443	31 557	44 825	60,6%
Contingencies*	0,50	500 000	-	500 000	-	0,0%
TOTAL	10,35	10 350 000	5 399 242,00	4 950 758	4 009 886	52,2%

4.2.1 Intervention Areas

Enabling the rural population, particularly the youth, to tap into complete value chains that will generate sustainable livelihoods and create incomes;

- Expanding the value chain through an agri-business focus on product/services enhancement, and product/services and market development;
- Disaster risk reduction (DRR) in the agricultural sector through a better coordinated DRR framework and systems focused on pest management, risk insurance and improved agricultural infrastructure, including roads and drainage; and
- The enhancement of research and technology capability through the establishment of a national Diagnostic Facility to support the testing of new products, monitor established ones and provide diagnostic services for the private and public sector to complement the new model of agriculture growth.

4.2.2 Allocations by Intervention Area

The following table shows recent modifications to the original FA budget in terms of the final allocations and those originally approved. Modifications were necessary in the light of delays in implementation due to the technical and administrative challenges encountered in executing some of the more complex activities. The areas most affected by the reallocations – all within the original budget of €10.35M – are Agri Enterprise Youth Programme (-€1.2M), Agri Enterprise Facilitation (+€0.26M) Research and Technology Facilitation (+€0.791M) and Operating Costs (+€0.29M).

Budget Heading / Activity	FA Original Budget €	Variance in Budget €	Revised FA Budget €
1.1 Agri Enterprise Youth Programme	1,830,000.00	(1,200,330.00)	629,670.00
1.2 Agri Enterprise Facilitation	1,300,000.00	256,500.00	1,556,500.00
1.3 Disaster Risk Reduction for Agriculture	2,600,000.00	(137,000.00)	2,463,000.00
1.4 Research and Technology Facilitation	2,480,000.00	791,341.00	3,271,341.00
Operating Costs	1,489,000.00	289,489.00	1,778,489.00
Visibility	71,000.00		71,000.00
Expenditure Verification	80,000.00		80,000.00
Contingencies	500,000.00		500,000.00
Total	10,350,000.00	0.00	10,350,000.00

4.2.3 BAM Alignment with National Development Objectives

The 2010 National Adaptation Strategy³ responds to a perceived need for a radical overhaul of the agricultural sector and expects that such an overhaul will result in the banana sector having a smaller share of the total agricultural output, although with increased yields, productivity and output. A number of other crops and activities is expected to complement the continued dominance of bananas in the agricultural sector.

The country's BAM programme, as stated in its Intervention Logic⁴ has the Overall objective of "assisting Saint Lucia improve revenue generating potential of the rural sector [so as] to improve the social and economic wellbeing of the country". This aim is fully aligned with the national development policy of poverty reduction and recovery of the agricultural sector. Hence, in general terms, it can be said that programme relevance is high. In terms of the programme's Specific Objective to "increase the level of production and trade in the agricultural sector through improved product quality, value/supply chain efficiencies, adaptation to technologies and resources management", the main priority appears to be increasing the agricultural sector's contribution to economic growth, but does not explicitly focus on poverty reduction. The pathways between sector growth and improved livelihoods need to be made clearer.

To some extent, the *Expected Results correspond* to this aim by introducing a Rural Population and Youth component:

- "Enable the rural population, particularly the youth, to tap into a whole value chain that will generate sustainable livelihoods and create incomes."

However, specific mechanisms to ensure these broad benefits accrue where most needed are lacking and, as we will see, the implementation of this component has fallen short of expectations.

The remaining Expected Results are all focused on economic outcomes and hence do not directly address the national poverty reduction strategy, which requires a greater emphasis on socioeconomic infrastructure and services such as security, health and education; instead, they rely on "trickle down" or "ripple effect" assumptions, unsupported by specific programme features to reach the most deprived sectors of the agricultural sector:

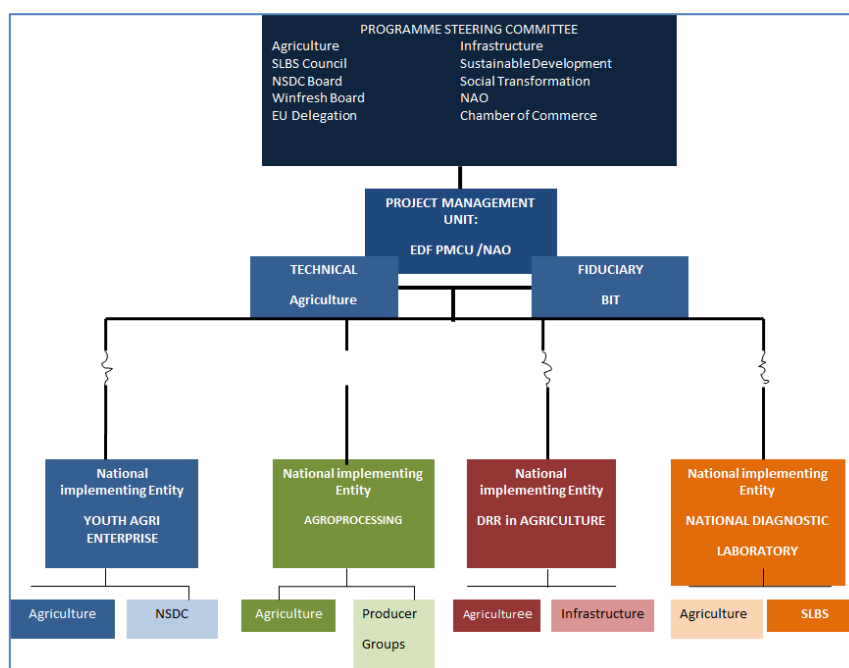
- Expand product and market development through an agri-business focus on product enhancement;
- Reduce risk of disasters in the agricultural sector through pest management and through improved farm infrastructure; and
- Enhance research and technology capability through the provision of diagnostic services to the private and public sectors to complement the new model of agriculture growth.

4.2.4 BAM Organisational Structure

The organisational Structure was based upon a logical division of responsibilities with regular coordination activities.

³ The National Adaptation Strategy for agriculture in Saint Lucia was developed in the context of Banana Accompanying Measures that the European Union is providing to the country as it seeks to adjust to the new competitive conditions for the trade in bananas.

⁴ See Annex 2 for details



There are clear institutional advantages in the chosen management structure as shown above. However, this structure is also strengthened by the institutional and personal strengths built into it as follows:

- The Programme Manager has a background as Director of Agriculture which provides considerable advantage in the necessary coordination with the Ministry of Agriculture. He is recruited into a full time position which enables full attention avoiding split responsibilities.
- Administration is split into two key areas of Technical expertise and Fiduciary/Procurement. There is joint responsibility with the NAO office.
- Fiduciary/Procurement aspects are managed by the Banana Industry Trust which is headed by manager with extensive experience and competence in Finance as well as EU Procurement regulations and procedures. This enables Project leadership to be more focused on the coordination and liaison aspects of the programme as well as translating the technical aspects of the programme into appropriate and well thought out interventions and tender preparation.
- Each of the 4 focus areas of the programme are assigned coordination groups selected according to the key activities with agriculture representation maintained as the common liaison factor throughout the programme feeding back to the BAM programme planning. This structure helps to create a strong linkage to the respective stakeholders with a respect for participatory inputs towards planning.
- The element of ‘team work’ is well engrained into the project management where all components are enabled to contribute to the programme design. Regular coordination meetings are held with standard templates for reviewing both physical and financial progress as well as future planning.

There were various signs indicating significant outreach and coordination with stakeholders in the field as well as with Line Ministries and organisations. However, there were also signs where there were disparities in coordinated visions for implementation, especially in respect of infrastructural planning and locations. In general, despite the delayed implementation, the organisational structure was assessed as strong and appropriate to the programme.

4.2.5 Intervention Logic

As stated in Section 5.2.3, the country’s BAM Intervention Logic is fully aligned with the national development policy of “poverty reduction and recovery of the agricultural sector”. Its Specific Objective to “increase the level of production and trade in the agricultural sector” focuses on economic growth, but does not explicitly seek poverty reduction or improved livelihoods for the clearly impoverished and precarious rural population even if it is an objective taken for granted.

4.2.6 Implementation Overview

Focus Areas

- Develop value chains to strengthen rural livelihoods particularly for youth;
- Promote an agri-business focus on product/services enhancement and market development;
- Reduce agriculture's disaster risk through improved pest management and agricultural infrastructure;
- Enhance agricultural research and technology through the establishment of a national diagnostic facility.

4.2.7 Assessment against Evaluation Criteria

Relevance

- Objectives are aligned with the ACP-wide BAM overall goals and with Government of St Lucia (GoSLU) development priorities;
- Selected interventions designed to increase growth and competitiveness of the agricultural sector, island-wide;
- Includes attention to socioeconomic issues such as youth unemployment;
- Stimulates private entrepreneurship;
- Strengthens capacity of the private sector.

Practically speaking, this can be compromised by:

- Passive wait-and-see attitudes of beneficiaries (e.g. cocoa processing equipment);
- Weakness of producer organisations;
- Over-reliance on government and donor initiatives.

Efficiency

A number of the key areas of concern which impacted on programme efficiency were noted as follows:

- EU Procedures & limited staffing;
 - Regional coordination and liaison;
 - Low Private Sector engagement and stimulus - Insufficient provision for Private/Public interaction;
 - Limited Rural lending;
 - Weak Rural Resource Database – resource management; coordination;
 - Statistics: data handling, processing and projection (already being targeted in final phase);
 - Retention of 'donor culture' and 'direct government interventions'.
-
- ❖ Management: As mentioned in 3.2.4 above, the management structure adopted was well suited to the interventions proposed in the programme. However, there were some indications of disputes in site locations and design of infrastructure interventions which contributed to some delays in procurement.
 - ❖ Project Progress: Approximately 32.5% of the programme resources had been expended at the time of the MTR just prior to the D+3 with approximately 2 years to complete the programme. Most of these funds were expended for administration, feasibility and design studies for contract preparations and training.
 - ❖ Due to the long term nature of capacity building interventions, the sooner they are implemented the better. The suggestion of 'pre project preparations' would have helped to ensure the facilities could have been established and introduced to fully during the programme period with the introduction of supporting interventions.
 - ❖ Regional and Local Coordination: Local coordination and liaison appeared good with indications of line ministries and private sector integrated into the general programme. There was also cross referencing between the three members of the BAM Programme related to design and management issues. However, there were no indications of any initiatives where programme activities or

resources could be shared and coordinated at a regional level to create synergies and efficient use of programme resources. For example, diagnostic facilities could be specialised in each of the islands offering the potential of coordination between islands. Similarly, standardisation of data collection, especially in the areas of market prices, enterprise modelling, land inventory and production recording, inter alia, could provide considerable potential for regional monitoring, coordination of market development and information services, sharing of enterprise knowledge accumulation, etc.

- ❖ The ‘overall potential’ of the sector could be greatly expanded through the provision of Enterprise Development or Business Incubation Units. Details of the value chain analysis carried out along with the Technical Packs developed by CARDI could be put to good use towards promoting diversified and strengthened rural enterprise.
- ❖ Limited Rural Financing: There were no initiatives observed suggesting engagement of the Private sector which were likely to lead to improvements in this area.
- ❖ Programme Monitoring: Internal programme monitoring and financial control was good but there were recognised deficiencies in the methods of collections and the statistical processing of data collected. Baseline data was also limited as well as mechanisms for field reporting.
- ❖ Programme Monitoring and Project Cycle Management: Financial management, budgeting and programme review and revisions were well structured.

Effectiveness

- Implementation arrangements facilitate coordinated action by stakeholders;
- Clear, differentiated distribution of tasks between NAO, MoA and Banana Industry Trust (BIT) provides transparency and accountability, facilitates communication with EUD;
- EUD HR limitations and demanding procedures constrain ability to deliver results;
- Period of full implementation is much shorter than planned due to delays in contracting – reducing final results;
- When fully implemented BAM will contribute to the country’s agricultural and national development strategies.

Impact

- Slow start up and implementation issues = too early to provide any meaningful impact assessment of BAM programme.

Key Indicators:

- Agric's contribution to GDP, Exports etc. not possible to assess;
- Youth training in Rural Enterprise Planning approximately 50% of targeted (despite severe difficulties in land issues, 66 of the 78 students trained established on 2-3 acre plots with approx. 1/3 in production).

Unintended impacts:

- Issues arising whilst contracting for major designs and implementation have helped to guide and improve government approaches in procedural and quality issues.
- Extended delays have exacerbated currency devaluation costs.
- Independent road assessments exposed deficiencies in previous design and works contracts.

Sustainability

Achieving the sustainability potential of the Programme depends on a coordinated effort from all stakeholders and beneficiaries, united through a single, strong leadership, to ensure:

- Effective and efficient implementation;
- Broader social that effectively involves youth (male and female);
- Stronger self-reliance of producer associations in risk-sharing partnership with private operators such as hotels and supermarkets, hucksters, logistics providers (regional and international);
- Broader and more in-depth efforts on diversification to a) increase value adding b) increase unit value of products – more high value products c) diversify geographic focus d) spread market risk.

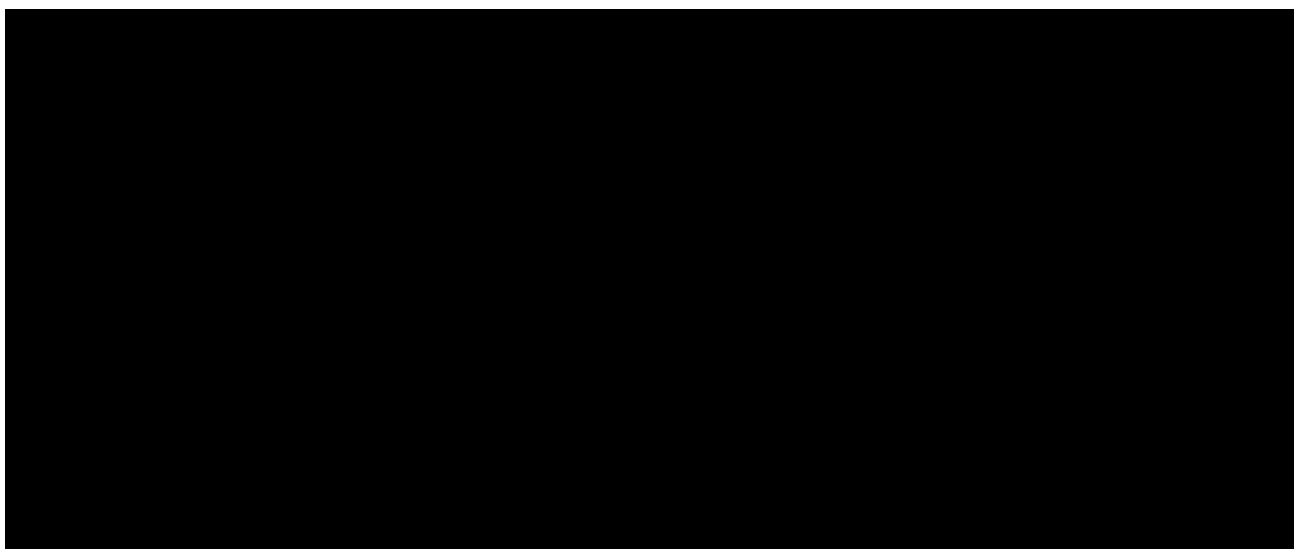
Overall Findings

- Programme Management is critical;
- EU procedures demanding and processing slow;
- Interventions require follow up and coordination to optimise impact and sustainability;
- Significant additional scope for Private Sector development;
- Strengthen Role of Govt-Institutional framework to promote self-determination of private sector
- Coordination of Farmer Groups;
- Coordination of data on rural producers and service providers;
- Important to focus on diversification and value addition as well as Banana and Plantain strategies – e.g. fruit juices & products, ground provisions, cocoa, aromatics, flowers, animal products including honey, organics, fresh and processed vegetables, etc.;
- Impact of Diagnostic labs;
- Enhancement of extension services;
- Value of Farming Systems Research aligned to rural enterprise development;
- Land issues sensitive- requires in depth study possibly positive returns;
- Enterprise Business Modelling;
- 'Risk Analysis' – enterprise planning, Market development draw private funding.

4.2.8 Recommendations

- It is essential to Follow Up on Feeder Roads to ensure productive use (coordinate farm planning, training etc.);
- Diversification – Enterprise Incubation, Value Addition, Improving production of short shelf life products with processing and certification;
- Data and Knowledge Accumulation: Other activities – Statistic Analysis to be supported by operational systems of data accumulation & knowledge interchange;
- Rural Resource Registry;
- Risk - Stable Systems: Focus on analysis and promotion of robust Farming Systems;
- Coordination of Programmes: Data Exchange Platform and Project Tracking System;
- Market/Enterprise and Business Development => viable agro business centre linking into Extension zone offices;
- Specialisation of Extension Services: Rural Enterprise Support and Planning; Farming Systems Development; Market Liaison etc.;
- Regional Coordination and links in Market Development and Intelligence.

4.2.9 Stakeholder Consultations



Comment: Location and setting of site are very suitable. Existing facility is equipped and still operational, but generates insufficient farmer engagement; raises question of financial viability of new investment, which will be more expensive to run.

- Visit to Agro processing facilities;

Comment: Rehabilitation underway to accommodate HAACP. Will have greater capacity to produce commercial quantities to higher standards. Considerable potential impact if backed by enterprise development training for entrepreneurs.

- Fond Assau -; passing through
- La Caye Mille Fleurs Honey Producers NFTO

Comment: To be based at the La Caye IRDC. Producers keen to see the adaption of the warehouse take shape. Showed the usual wait-and-see passive attitude that marks most SLU EU interventions

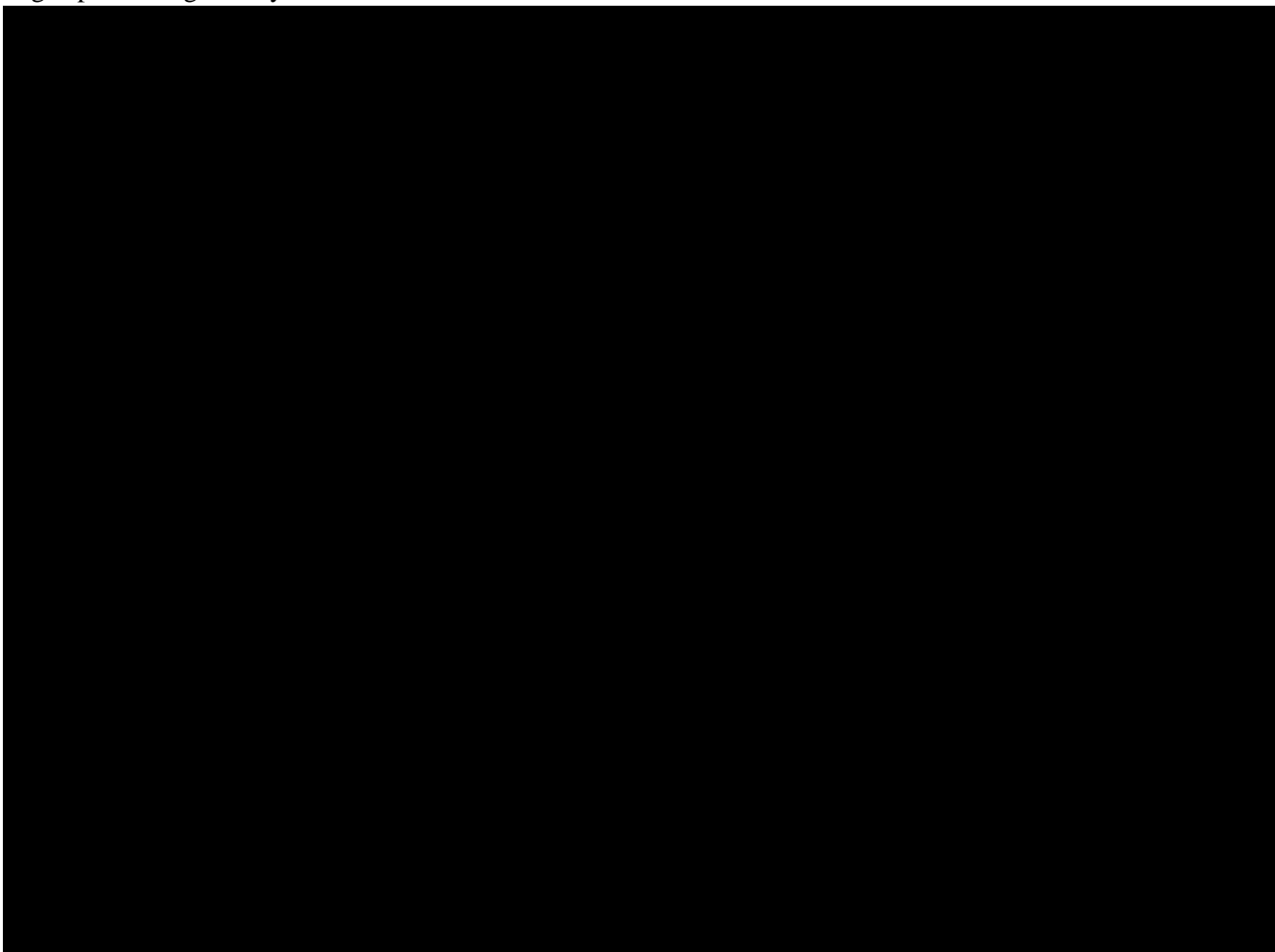
- Anse Ger; passing through;
- Cocoa Micro-fermentary;

Comment:

No progress on commissioning this facility in 5 years since Team Leader's last visit to the facility. No reasonable explanation for the inactivity. The infrastructure is not secure and has started to deteriorate due to lack of use and neglect.

- Saint Lucia Network of Rural Women Producers (SLNRWP);

Comment: Energetic leader concerned to see EU and GoSLU programmes to be more proactive and above all quicker in delivering planned deliverables. Some results over 5 years late and still no progress, plus technical mistakes made along the way that are expensive to correct, e.g. height of work surfaces in women's agro-processing facility.





During the workshop, the main findings of the mission were shared with the participants followed by discussions on the potential options to be undertaken during the final phase in order to optimise the results and final impact.

The key issues presented related to:

- Severe delays in implementation and procurement and the need for intensive procurement activities to ensure utilisation of the remaining funds.
- The need for integration of the interventions into the operations of the government and stakeholders throughout the sector, as well as the need of involvement of the private sector in the overall programme.
- Significant discussion centred on the causes and impact of the delays in implementation of the BAM in terms of erosion of confidence in both government and the private sector, disruption of government planning and general loss of programme momentum.
- The seminar concluded with a focus on the key areas requiring attention in order to optimise the implementation and final impact of the Programme.

4.2.12 Conclusions

- The design of St Lucia’s BAM programme - and the institutional framework that has been created - are the most coherent and effective of the three countries. It has built upon the experience and institutions of prior EU support Programmes, particularly SFA, and incorporated the experience, implementation capacity and lessons-learned into the day-to-day operation of the programme, to its obvious benefit.
- Where St Lucia may find the long-term results do not meet up to its expectations is in the impact of the quality systems being put in place through the testing laboratory, whose operational costs per unit of product tested may exceed the capacity to pay of the potential client – the farmer or food processor – and the size of any shortfall may also exceed the willingness to pay of the St Lucian authorities. This could lead to a “white elephant” effect, which should be mitigated and avoided in every way possible, including regional agreements to ensure optimum utilisation and throughput rates of the laboratories.
- Other potential weak areas, linked to the above, are:
 - Ensuring greater commitment by the formal private sector to commercial scale agricultural and agro-processing development and marketing;
 - Creating truly favourable conditions for small entrepreneurs, especially youth and female-headed households, to launch and sustain viable agri-food enterprises, focused on specific and profitable market opportunities. Business development and market intelligence services can play a crucial role in ensuring these apparent gaps in the BAM programme are effectively filled.

4.3 St Vincent and the Grenadines

St Vincent Expenditure Table (Ref CRIS Statement Apr 8 2016)

Funding Available	FA € m	Amended Budget	Contracted €	Balance €	Disbursed €	% Contracted
Activity 1: Agricultural infrastructure.	6 160 000	7 070 000	7 050 659	19 341	439 278	99,7%
Activity 2: Credit support and Risk Reduction	300 000	-	-	-	-	
Activity 3: Promotion of sustainable land use practices/environmental management.	1 190 000	1 095 000	967 000	128 000	251 269	88,3%
Activity 4: Incentive Support Programme.	610 000	361 000	361 000	-	89 617	100,0%
Activity 5: Strengthen Public-Private Partnerships.	1 150 000	420 000	419 912	88	115 285	100,0%
Administrative Cost (Vehicle and Office Equipment)	90 000	75 000	72 500	2 500	68 733	96,7%
Operating Cost	270 000	761 000	760 347	653	189 143	99,9%
Communications and Visibility	55 000	43 000	43 000	-	19 411	100,0%
Monitoring, External Evaluation and Audit	65 000	65 000	46 943	18 057	36 359	72,2%
Contingency*	40 000	40 000	40 000	-	8 934	100,0%
TOTAL (Euro)	9 930 000	9 930 000	9 808 303	168 640	1 218 031	98,8%

4.3.1 Intervention Areas

- Food and nutritional security;
- Reduction of non-communicable diseases;
- Enabling production and marketing environment for small-scale commercial farming;
- Management and control of trans-boundary pest, diseases and invasive species.

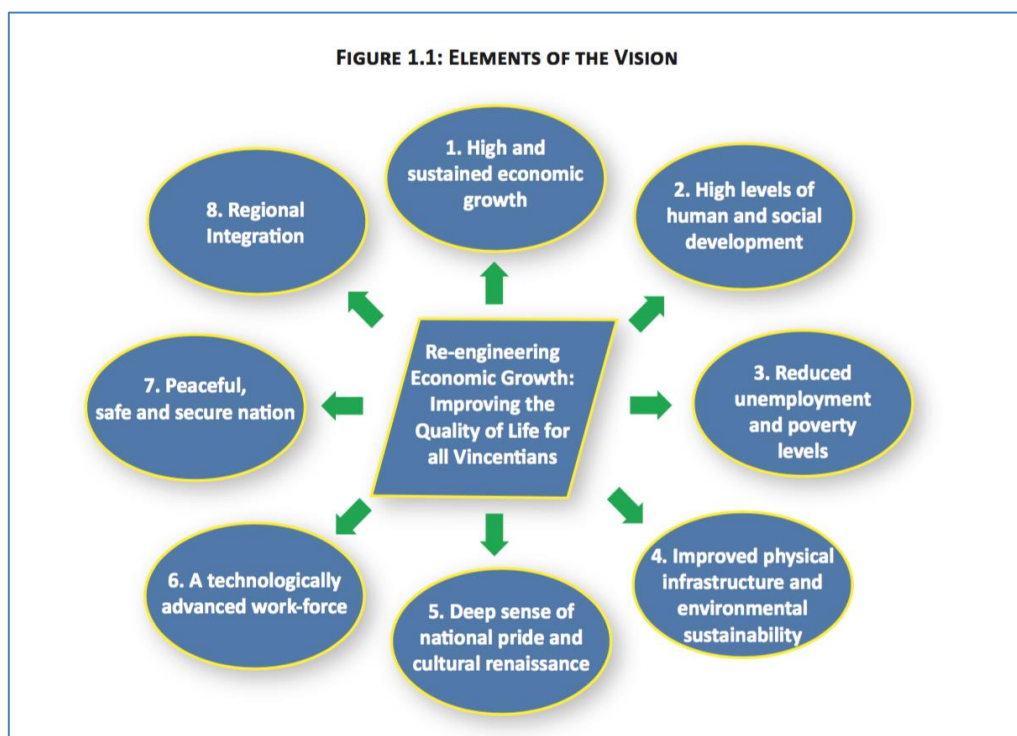
4.3.2 Allocations by Intervention Area

The following table shows recent modifications to the original FA budget in terms of the final allocations and those originally approved. Modifications were necessary in the light of delays in implementation due to technical and administrative challenges encountered in executing some of the lesser activities. The areas that benefited from the reallocations – all within the original budget of €9.93M – are agricultural infrastructure (+€0.91M) and operating cost (+€0.491M) while all the other Activity, that are more qualitative and hence more demanding in management resources have been either eliminated (Credit support and Risk Reduction) or significantly reduced. Agricultural infrastructure is clearly a priority; the operating cost increase is due to the inclusion under the BAM budget of all the NAO office activities, which include management of all EU funding in the country.

Categories	EU contribution €	Reallocation €	New EU contribution €
	A	B	C = A + B
Activity 1: Agricultural Infrastructure	6,160,000	910,000	7,070,000
Activity 2: Credit support and Risk Reduction	300,000	-300,000	0
Activity 3: Promotion of sustainable land use practices/ environmental management	1,190,000	-95,000	1,095,000
Activity 4: Incentive Support Programme	610,000	-249,000	361,000
Activity 5: Strengthen Public-Private Partnerships	1,150,000	-730,000	420,000
Administrative cost (vehicle and office equipment)	90,000	-15,000	75,000
Operating cost	270,000	491,000	761,000
Communication and Visibility	55,000	-12,000	43,000
Monitoring, external evaluation and audit	65,000	0	65,000
Contingencies	40,000	0	40,000
Total	9,930,000	0	9,930,000

4.3.3 BAM Alignment with National Objectives

The country's national development plan has 8 major objectives (see below), the first four of which focus on economic growth.



The plan contains a strategy for agriculture, which requires the sector to undertake a “continuous transformation at all levels - pre-production, production, harvesting, processing and marketing, in keeping with changes in the global production and trading environment and its own capacity constraints. Its specific objectives are as follows:

- Objective 1: To strengthen policy formulation and framework for agricultural development;
- Objective 2: To increase agricultural sector productivity, efficiency and competitiveness;
- Objective 3: To increase market access for agricultural produce;
- Objective 4: To increase youth involvement in agriculture;
- Objective 5: To improve the legislative and institutional framework of the agricultural sector.

The National Adjustment Strategy that underpins the BAM echoes this requirement for “continuous transformation” and establishes its own set of strategic objectives:

- stimulation of private sector investment;
- increase productivity, efficiency and competitiveness in the agricultural sector;
- increase market access and exports;
- improve legislative and institutional framework for fostering commercialisation of the agricultural sector;
- the sustainable use of land, forestry and marine resources;
- commercialize the livestock sector; and improve exotic pest and disease management.

BAM programme interventions are focused mainly on increasing banana, livestock, fruit and vegetable production. The mechanisms for application of these strategic objectives within those commodity sectors are described in the BAM Logical Framework (intervention logic). The overall objective is to reduce the levels of poverty in St. Vincent and the Grenadines through increased production, investment, exports and employment in the agricultural sector and its purpose is to support the Government's efforts to increase income in the agricultural sector. The following results are to be achieved:

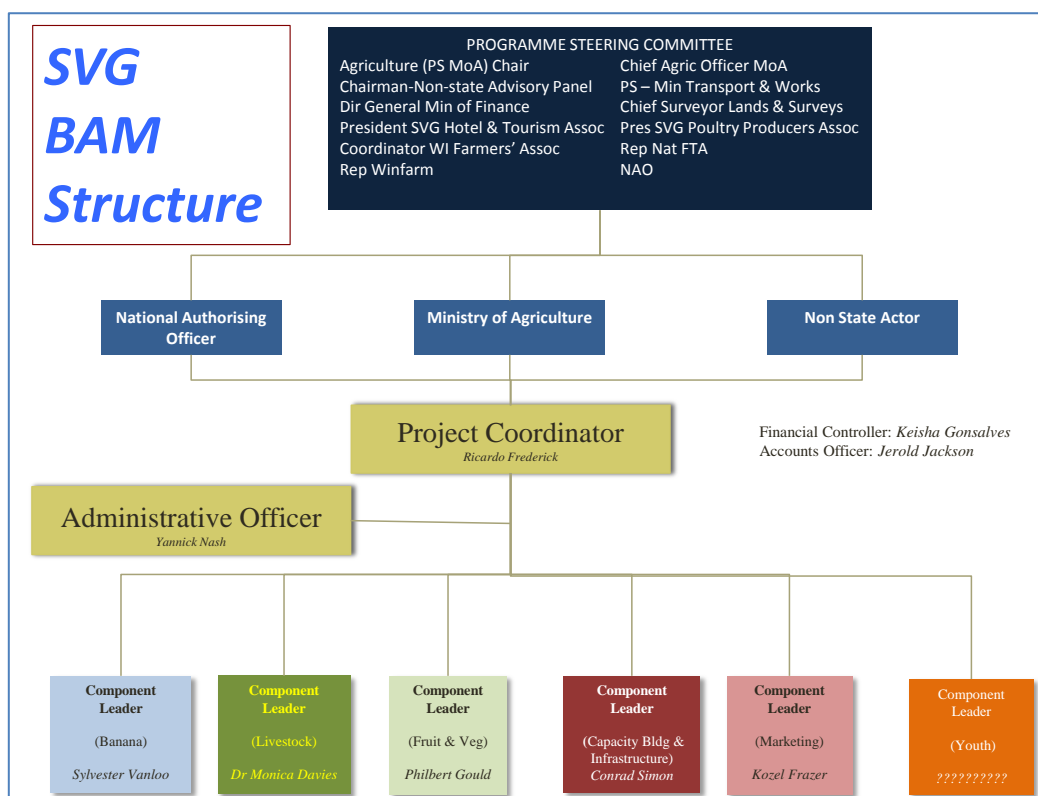
- Agricultural infrastructure improved;

- Access to credit and risk insurance with linkages to production and marketing contracts improved;
- Sustainable land use practices and good environmental management systems established and used;
- Youth agriculture incentive support programme developed and technical assistance procured;
- Public-private Partnership strengthened for production, pest and disease management and marketing to ensure a sustainable agriculture (bananas, fruits and vegetables, poultry and pork products).

BAM incorporates key lessons from previous interventions:

- Past EU funding insufficient to halt the decline in in Banana exports or overcome industry constraints;
- Producers unable to exploit opportunities to improve quantities and quality;
- EU support has helped to avoid collapse by supporting the industry through market transition and downsizing and reducing the cost of adaptation to free trade regimes;
- Agricultural diversification now national policy opening potential for public private partnerships and possible linkages with growth sectors in tourism, manufacturing and the service sectors;
- Public sector to facilitate as opposed to direct intervention;
- Knowledge accumulation and dissemination important to support programme design, management and implementation;
- On-farm infrastructure must be linked to wider farm management support programmes of training, standards compliance, credit access and diversification of Farming Systems;
- Improved financial management to be linked with irrigation facilities to avoid misuse of farm income.

4.3.4 BAM Organisational Structure



The organisational structure of the St Vincent BAM programme is headed by a Steering Committee of 12 members drawn from appropriate stakeholders. Whilst the broad scope of the selected members provides adequate coverage of the proposed BAM activities, but it had been suggested that the committee provided less guidance than had been expected. This observation was not confirmed by most of the other stakeholders.

The Programme Management Unit is headed by Project Coordinator who is responsible to a supervising body comprised of the Ministry of Agriculture, National Authorising Officer and a Non State Actor. Administrative support to the Project Coordinator was provided by an Administrative Officer, Financial Controller and an Accountant.

Six component leaders were recruited, mostly from the Ministry of Agriculture, covering the main sub sectors of the overall programme, including Bananas, Livestock, Fruit & Vegetables and also some of the key focus areas of Capacity Building & Infrastructure, Marketing and Youth.

Whilst, in principle, the general management structure is reasonable, the Project Coordinator is crucial for the cohesion of the unit. This aspect has been highlighted by the three stages of management experienced in the project. Initially the Project Coordinator responsibility was undertaken by the Permanent Secretary in addition to his other duties. Whilst this seemed a sensible decision in respect of the high levels of coordination and liaison with the Agriculture Department required. However, it also suggested a great underestimation of the demands required of this position and the level of competence required in EU Procedures and Regulations.

After some time, the position was advertised and Technical Assistance recruited from Grenada. Although appropriately qualified and experienced, the officer reportedly failed to mobilise sufficient collaboration from Line Ministries and the programme failed to progress. Due to the expiring time frame and inadequate progress in procurement, it was decided to recruit the necessary experience from the NAO's office, in order to reformulate the programme and mobilise the preparation of tenders in order to commit the maximum funds prior to the pending D+3 deadline. The Project Coordinator and Financial Controller were therefore recruited into the programme and headed the formulation of the final contract tenders. As a result of the delays and consequent efforts to recover on progress, various aspects of the work programme such as coordination and integration of the BAM programme into the ongoing activities and programmes of stakeholders tended to suffer as well as undermining and weakening the potential inputs of the Component Leaders.

4.3.5 Intervention Logic

The National Adjustment Strategy (NAS) outlines a primary set of strategic objectives in its bid for "continuous transformation" as stated in Section 5.3.3. The BAM Intervention Logic clearly targets most of these primary objectives which include:

- Stimulation of private sector investment;
- Increasing productivity, efficiency and competitiveness in the agricultural sector;
- Increasing market access and exports;
- Improving legislative and institutional framework for fostering commercialisation of the agricultural sector;
- Sustainable use of land, forestry and marine resources;
- Commercialising the livestock sector; and improving exotic pest and disease management.

However, the logic of the interventions embedded in the BAM programme assumes close collaboration with the public and private stakeholders. The logic and effectivity of most of the BAM interventions, especially in regard to the investments in infrastructural assets, rests or falls on the presence of a suitable collaborative environment and capacity to fully utilise them. This places a major challenge on programme management requiring effective and innovative leadership to overcome the apparent limitations in operational framework.

4.3.6 Implementation Overview

Activities under PE2 (1st September 2014 to 31st August 2015)

Results/Outcomes	Challenges	Actions	Partnership
1. Agricultural infrastructure	Major infrastructure	Abattoir: Work contract unlikely to be signed before D+3, relocate the funds to	

Results/Outcomes	Challenges	Actions	Partnership
improved.	still being designed; TD should be launched soon	roads and irrigation for the Rabbaca scheme which would also support the green house park. Abattoir: can we assist individual butchers to meet quality standards? Or EU funds finance the design and GoSVG will find the resources to support the building of the abattoir? Poultry: new proposal from Community college to develop a training programme that would require the construction of the slaughter house. Design should be available by end of October College could do the supervision. Service contract for design of those facilities should be cancelled. Green house parks: final design ready by mid-October: We should build two smaller GHP. Palletisation centres: Works might fall short of D+3... Design should be ready by end of October	Partnership with CROSQ, IICA, OECS and CEDA on the certification of those parks and the marketing of the products.
2. Access to credit and risk insurance with linkages to production and marketing contracts improved.	Initial proposal with DFID and micro collapsed.	Resources could be mobilised to do business plans and other studies that would make banks more comfortable to issue loans to the sector.	IICA and CDB could be approached. Wincrop could also expand their coverage to non-banana crops.
3. Sustainable land use practices and good environmental management systems established and used.	Supplies should be provided soon.	Fisheries: Equipment to be provided to MoA Fisheries dept. lab.	Partnership: EU- GCCA on sustainable land management. Partnership with FAO on the fisheries component. SPS project implemented by IICA set national committees
4. Youth agriculture incentive support programme developed.	Attempts to buy livestock to distribute to young farmers failed. Contracting consultants to draft the Youth policy.	Seek for derogation to proceed with direct purchase based on two failed tenders.	Set a cluster for all involved partners to jointly support the youth components: IICA, CEDA, FAO, BAM. FAO will take the lead of the donors group.
5. Public-Private Partnership strengthened for			SVG Gaps: CROSQ will take the lead on this component on the three

Results/Outcomes	Challenges	Actions	Partnership
production, pest and disease management and marketing to ensure a sustainable agriculture (bananas, fruits and vegetables, poultry and pork products).			islands.

4.3.7 Assessment against Evaluation Criteria

Relevance

In terms of design, the Programme is fully aligned with the country's development priorities. In practical terms, however, the achievement of the expected results is unlikely to make significant contributions to the desired "continuous transformation of agriculture" due to the many limiting factors that are identified in the following paragraphs.

Efficiency

- Choice of implementation modalities, entities and contractual arrangements were not conducive for achieving the expected results mainly due to the:
- Budget: The Total Expenditure at the time of the MTR (incl. PE#3) = €4,183 = 42.1%. Whilst great efforts were made to fully utilise the outstanding funds covering most of the project components outstanding, some of the programmes were understandably dropped. Tenders were launched for additional roads which had the potential for exhausting all the remaining funds should there be any failing the other tenders. This is seen as a suitable strategy.
Special Commitments anticipated under finalisation expected to use < 100%
- Most Activities of the programme were designed for long term Project Results such as infrastructure, capacity building and training.
- The primary activities have mostly involved various training interventions. The limited information and reporting on these programmes makes it difficult to assess the efficiency of implementation.
- Livestock pens were constructed but this programme is currently awaiting the arrival of livestock.
- The Component Leaders which were mostly drawn from the Ministry of Agriculture, have split responsibilities which may have negatively impacted on programme planning.
- Regional coordination and liaison has been limited to Programme Planning. There appeared to be significant limitations in the establishment of a common vision for the programme activities as well as plans for adoption of the programme assets following programme closure.
- There were no apparent initiatives aimed at Private Sector participation. There were no strategies presented within the BAM programme, or within the Ministry of Agriculture for the promotion of Private/Public interaction.
- Rural Lending Programme was mainly restricted to Farm Services Company (FSC)⁵. There was no BAM/FSC interaction with this programme, despite its access to US\$12m privately sourced grant and loan funds. It is regretful that there was insufficient time available to arrange formal arrangements for some of the programme components since this could have provided significant synergy, both to BAM interventions as well as to FSC. The MTR noted that this initiative was not mentioned in any of the consultations, even though, having been created after BAM had started, it

⁵ FSC was created while the BAM was already being implemented so the partnership was not in the initial agreement. However, there were discussions to implement the on farm implements component via FSC but this was dropped as the legal adjustment would take longer than the time remaining before D+3.

appeared to be operating quite effectively despite its constraints. It was therefore well placed to provide sound advice and support towards the development of a revolving facility in support of commercial production, marketing and risk insurance for example and perhaps thereafter become more involved in the longer term. This significant potential synergy was not exploited, possibly due to other obstacles which were not made evident to stakeholders or indeed to the MTR team.

- Limited sharing of Rural Resource management – There was considerable potential for BAM to support many of its capacity building programmes such as: Market Development initiatives, Testing Laboratories, Enterprise Information and Training Packages etc.
- Statistics: The statistics available were of limited utility or relevance to the programme. Rural Development Programme such as BAM could benefit greatly by enhancing coordination and collaboration with the GCSO offices.

Effectiveness

- Implementation arrangements facilitate coordinated action by stakeholders.
- Clear, differentiated distribution of tasks between NAO, MoA and NSAs provides transparency and accountability, facilitates communication with EUD.
- EUD HR limitations and demanding procedures constrain ability to deliver results.
- Period of full implementation is much shorter than planned due to delays in contracting – reducing final results.
- When fully implemented BAM will contribute to the country's agricultural and national development strategies.

Impact

- Slow start up and implementation issues in conjunction with the long term nature of interventions means that it is far too early to provide a meaningful impact assessment of the BAM programme.
- Even if statistics on the Agricultural contribution to GDP and Exports were available, it would be impossible to assign any impact value to the interventions undertaken. The lack of progress on the primary interventions however, mean that no meaningful impact assessments can be done.
- There were no other OVI's yet available to assess any impact and the lack of information on the training programmes made it impossible also, to make any projected assessments on their direct impact.
- Training has been limited to proposed training in associated business planning and propagation as well as coordinated training with WINFA.
- There has been no apparent direct support given to youth under the programme. These objectives are pending the installation of the Greenhouses.
- It was not possible to confirm the level of certification for Agricultural Products

Unintended impacts:

- The problems of Implementation highlighted the need for improved coordination and information exchange between government and stakeholders as well as general access to the rural producers.
- The BAM programme has highlighted the lack of a cohesive strategy for agricultural sector development. Good efforts are being undertaken by various stakeholders in isolation from others which fail to draw any synergies of cooperation. There is a general need for an overall strategy to draw together these diverse interests into common goals.

Sustainability

- The Programme has been designed with sustainability as major criteria, as is reflected in the concern to ensure private sector engagement in poultry and vegetable production, as well as infrastructure development. It was clear from interviews with management staff and value chain officials at the ministry of Agriculture that a sound technical grasp exists of the challenges and

opportunities in fulfilling the sustainability aims, although in the view of the MTR greater emphasis is needed on:

- Effective and efficient implementation.
- Broader social reach ensuring youth (male and female) effectively involved.
- Stronger self-reliance of producer associations in risk-sharing partnership with private operators such as hotels and supermarkets, hucksters, logistics providers (regional and international).
- Broader and more in-depth efforts on diversification to a) increase value adding b) increase unit value of products – more high value products c) diversify geographic focus d) spread market risk.
- All this requires a coordinated effort from all stakeholders and beneficiaries, united through a single, strong leadership.

Overall Findings:

- Programme Management is critical. Requires good balance between technical ability and creditability.
- EU procedures demanding and processing slow – knock on effects place added burden on project management and government programmes.
- Interventions require longer term follow up and coordination to optimise impact and sustainability
- Significant additional scope for Private Sector development.
- Strengthen Role of Government-Institutional framework to promote self-determination of private sector. Creation of 'Common Vision' vital to efficient implementation.
- Coordination of Farmer Groups important to mobilise sector.
- Coordination of data on rural producers and service providers.
- Enterprise Business Modelling and Risk Assessment Requirement of Strengthened Diversification Unit to promote Business Development - Value of Farming Systems Research aligned to Agricultural Enterprise development.
- Importance of diversification and value addition as well as Banana and Plantain strategies – e.g. fruit juices & products, ground provisions, cocoa, aromatics, flowers, animal products including honey, organics, fresh and processed vegetables, etc.
- Impact of Diagnostic labs in association with Value Addition Initiatives, for example incorporating into the Value chain development strategies and work plans support for HAACP certification. These need to be based on highly detailed, professional and reliable market studies for each supported commodity in their respective target geographies. These studies are to accurately document the requirements for MRLs, certificates of origin, rules on packaging materials and standards, and labelling rules, as well as conducting competitiveness analysis and prognoses.
- Enhancement of extension services. Mobile Data Systems lacking. Poor in house Internet facilities.
- Land issues and geo-location in conjunction with enhanced Producer Registration has significant value in Extension as well as Praedial Larceny Programmes.

4.3.8 Recommendations

- Feeder Roads and Infrastructure Follow Up -to ensure productive use (coordinate farm planning, training etc.).
- Diversification – Enterprise Incubation, Value Addition, Improving production of short shelf life products with processing and certification in conjunction with Business Development Unit.
- Data and Knowledge Accumulation (Rural Resource Management): Other activities – Statistic Analysis to be supported by operational systems of data accumulation & knowledge interchange.
- Risk Assessment Unit - Stable Systems: Analysis of robust Farming Systems in conjunction with Market Intelligence and Technical Factors.
- Coordination of Programmes: Data Exchange Platform and Project Tracking System – Requires urgent upgrade of Ministry of Agriculture Internet.

- Market/Enterprise and Business Development linked up with Extension officers via mobile systems.
- Regional Coordination and links in Market Development and Intelligence and Agronomic Developments.

4.3.9 Stakeholder consultations

Meetings:

	Chief Statistician (SO)
	PS Min of Agriculture Forestry, Fisheries and Rural Transformation
	Dep Chief Agriculture.
	BAM Banana Coordinator
	Agricultural Planning Officer/H O Planning Unit
	Surveys Statistician
	Agricultural Diversification Officer MAFFRT
Manager FSC	
BAM Programme Officers	

4.3.10 Project Site Visits

1. Hucksters' Association, Kingstown
Comment: Extremely active pack-house and despatch, testament to the vibrancy of the huckster trade, though variety of product was limited to basic crops such as banana and root crops. Potential for diversification into higher value perishables.
2. Banana Export Packaging unit, Kingstown
Comment: Interview with Mr van Loo, who noted continued decline in banana trade
3. Ecotourism site, Pembroke
Comment: Small niche bar and hospitality enterprise 4 kilometres inland from Buccament Bay; little potential for expansion due to remote location and urban proprietors' absence of commercial motivation
4. Arrowroot production site, Georgetown
Comment: Visited a small-scale raw material production unit with yields of ~5-8 tons/ha, well below potential. Processing facility not available for inspection, but reported to be in dis-use and disrepair. Met with local constabulary investigating praedial larceny, which is a wide-spread phenomenon and strong disincentive to farmers wishing to engage in production of higher value crops and especially livestock.
5. Fish market, Kingstown
Comment: Well-organised, donor-supported facility
6. Supermarkets and Kingstown central market
Comment: Predominance of imported products and relative scarcity of local products in supermarkets with exception of bottled drinks, fresh banana and root crops, some hot pepper preparations and cocoa products. Presentation is unattractive partly due to poor layout and lighting. The market is vibrant and vendors generally helpful, though the product range is narrow.

4.3.11 Seminar

Due to the heavy demands upon the BAM staff in the preparation of tender documents prior to the pending D+3, the Island workshop was presented in a slightly less formal format with BAM programme staff on 28 January 2016 at the Ministry of Finance and Economic Planning offices. The meeting was attended by the key BAM programme staff and the main findings of the mission were discussed, followed by a round table discussion on the potential options that could be undertaken during the final phase to facilitate implementation and optimise the overall impact.

The key issues presented related to:

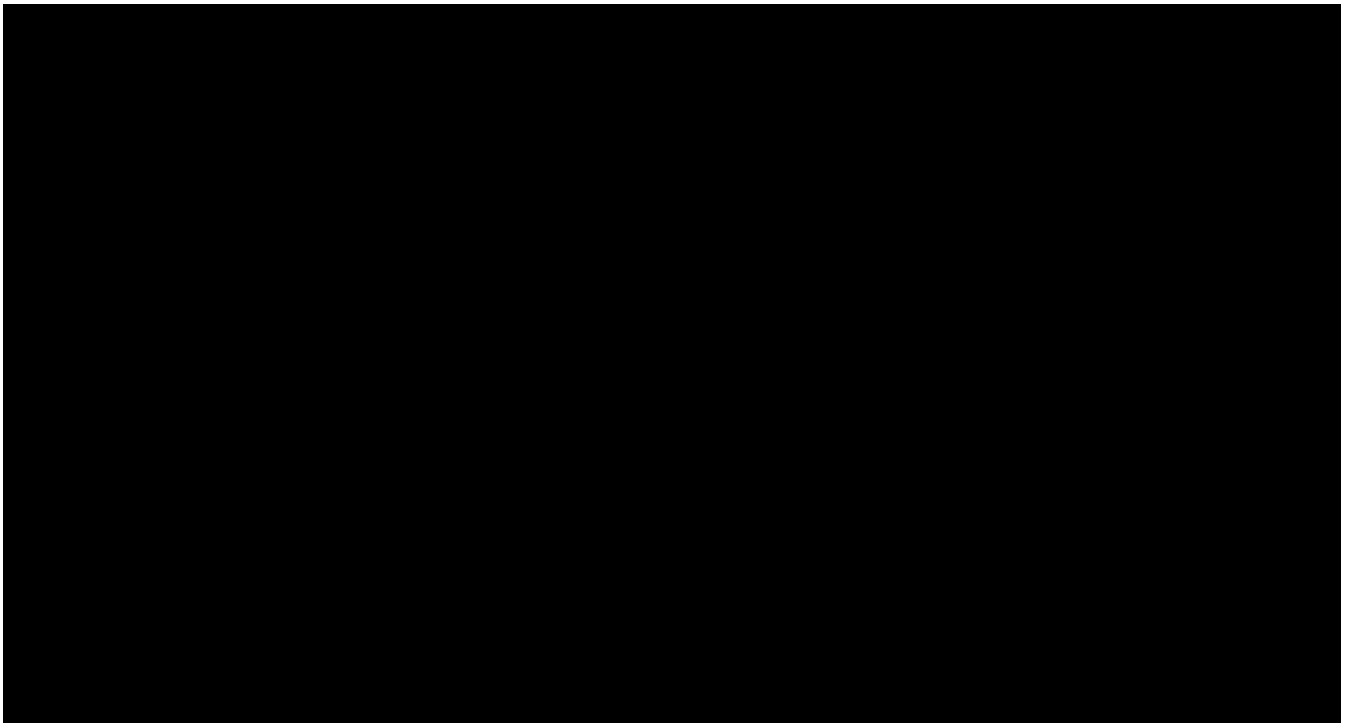
- Severe delays in implementation and procurement and the need for intensive procurement activities for utilisation of the remaining funds.
- Mechanisms to ensure private sector engagement in BAM-supported projects, in particular the greenhouse production of vegetables

4.3.12 Conclusions

The programme for St Vincent and the Grenadines experienced the same procedural issues as Dominica, despite its closer links with the Ministry of Agriculture. This allowed it to formulate a variety of potentially viable projects, which still have to see the light of day. The inability to implement promptly some of these farming projects was apparently due to a lack of effective engagement by the private sector partners who, as in other islands to a greater or lesser degree, tend to wait passively for government to overcome practical difficulties, rather than contributing directly to the solutions through their own input. This is another manifestation of a basic lack of private initiative and investment capital in the farming sector that can best be addressed through the measures outlined in the recommendations, above, by providing guidance and support to:

- Diversification through Enterprise Incubation, Value Addition & Business Development.
- Rural Resource Management & knowledge interchange.
- Risk Assessment in conjunction with Market Intelligence and Agri-food Best Practice Technical Factors.
- Extension services upgraded to offer Market/Enterprise and Business Development services.
- Regional Coordination approach to Market Development, Intelligence and technology upgrades.

5 ALL-ISLAND WORKSHOP RESULTS



The consultants delivered a summary of their findings prior to the workshop and also a presentation of potential improvements to the programme, the key features of which were:

- The need for each programme to establish an on-line project tracker for stakeholders and beneficiaries to be kept aware of project implementation issues.
- Greater focus on Enterprise development and the establishment of agribusiness development centres.
- Knowledge management to become a central feature of all BAM programmes.
- Establishment of rural resource registries.
- Regional coordination mechanisms to be established to link BAM programmes to regional initiatives and foster the development of a Common Vision for a more competitive and diversified agricultural sector.

The representative of the EU Delegation in Barbados saw a need for:

1. More cohesive policy frameworks with practical strategies.
2. Roadmaps for introduction of business modelling and PP investment.
3. Ways in which the MoA can be more integrated and involved (Director of Agriculture, Dominica was very keen to explore ways in which the extension services could be realigned).
4. Reducing the excessively onerous administrative burdens on all parties, EUD included and further expansion of ideas for improved management structures.

6 PROGRAMME ASSESSMENT

6.1 Programme Design

The respective programmes, although differing in their respective programmes, were each compiled with similar sets of components focusing on the most key areas of weakness in the respective rural sectors which we more or less common to all. These key focal areas were:

- i) Capacity Building
- ii) Enterprise Development and Innovation
- iii) Youth Development and Engagement
- iv) Finance and Risk
- v) Value Addition

The mission confirmed a clear need in each of the respective islands for strengthening of these focal areas which suggests a high degree of relevance in addressing the sectoral needs. However, the weaknesses in programme design were partly highlighted in the somewhat over ambitious programmes lacking an overall strategy or prioritisation in the respective activities.

In light of the central role of the EUD in a partially decentralised management programme where the Commission controls ex ante all the procurement procedures, especially in such complex programmes with so many contract negotiations with three island administrations to coordinate with, it is surprising this form of management was chosen with only one officer responsible at EUD. It was therefore not surprising there were serious delays in implementation and processing both at EUD and at country levels, the two being closely inter-dependent, with multiplying effects on both sides of any delays that may occur at any stage in the lengthy “chain of command”.

With such a strong focus on procurement, this aspect occupied far too much time and effort of the programme management teams at the expense of the coordination of activities necessary to ensure observance of strategic orientations and the proper integration and coordination with all stakeholders.

6.2 Programme Assessment:

6.2.1 Relevance

- The relationship between the problems to be addressed and the objectives, taking into account the political, institutional and economic context of the programme

Dominica: The relevance of BAM to the sustainable economic growth of the agricultural sector in the current market context for bananas national is limited due to its weak contribution to poverty reduction and the absence of mechanisms to involve and benefit the majority of small farmers.

St Lucia: Objectives are aligned with the ACP-wide BAM overall goals and with GoSLU development priorities

- Selected interventions designed to increase growth and competitiveness of the agricultural sector, island-wide.
- Includes attention to socioeconomic issues such as youth unemployment.
- Stimulates private entrepreneurship.
- Strengthens capacity of the private sector.

However, capacity to fulfil the aims of the programme is undermined by:

- Passive wait-and-see attitudes of beneficiaries (e.g. cocoa processing equipment).
- Weakness of producer organisations.
- Over-reliance on government and donor initiatives.

St Vincent and the Grenadines: In terms of design, the Programme is fully aligned with the country's development priorities. In practical terms, however, the achievement of the expected results is unlikely to make significant contributions to the desired "continuous transformation of agriculture" due to the many limiting factors that are identified in the following paragraphs.

6.3 Efficiency and Effectiveness

Programme Design and Management: The overall BAM programme placed a high premium on the capacity of Programme Management Units to follow EU guidelines for procurement whilst maintaining a clear strategy for implementation.

This aspect was seriously underestimated, especially in the cases of St Vincent and Dominica. St Lucia established an appropriate management structure which combined a strong institutional knowledge of EU procurement procedures (from the BIT) as well as a team involving the NAO and Ministry of Agriculture with well-defined roles. It was headed by a competent full time Programme Manager with strong credibility and contacts within the Ministry of Agriculture. However, even in this case, despite its management structure, severe delays were also experienced but it was however, clearly apparent the interventions carried out and planned for in the final phase were far more integrated with high levels of engagement of respective stakeholders.

Project Progress: Less than 35% of the programme resources had been contracted at the time of the MTR just prior to the D+3 with approximately 2 years to complete the programme. Most interventions involved programme design and contract preparations involving feasibility and design studies as well training and support contracts. Since these are long term interventions of building capacity, it will be an even longer time before the benefits of these investments are realised.

A large proportion of programme components have been adjusted during the implementation period for various reasons in favour of high cost infrastructure projects such as roads, buildings and irrigation which have been left towards the end of the programme. Only two components were either abandoned or scaled down: risk insurance across the three beneficiaries and census in DOM. Some infrastructure activities were evaluated as unprofitable or unsustainable and resources were reallocated.

The programme would therefore have been served better if preparations for these components had been completed even prior to the programme commencement so that the facilities could have been put to good use during the programme as well the introduction of supporting interventions initiated within the project period.

Regional Coordination: There was no indication in any of the programmes where the benefits of regional coordination and liaison had been exploited or pursued. The only form of coordination observed was in the form of cross referencing between the respective administrations in regard to programme design and management issues. There were no indications of any initiatives where programme activities or resources could be shared and coordinated to create synergies and efficient use of resources. Each programme operated relatively independently.

Some of the key areas identified which could easily have saved programme resources and improved synergies between the projects were for example:

- i) Diagnostic Laboratories planned in each programme, could be specialised to serve the region rather than these efforts being duplicated in each island.
- ii) Studies in Technical Packs (as carried out by CARDI) could easily be shared throughout the islands since the conditions are relatively similar. It would only be necessary to make slight amendments and to append the respective price structures to each technical pack in each islands to produce relevant business models appropriate to each programme.

- iii) The unification of data collection systems for farmer registration and the development of market information systems could easily be shared which would provide a platform for regional coordination and market development services. Combined efforts in this area could provide a stable and strong platform for regional development and to enhance the prospects of expanding international market outreach.
- iv) Data sharing via joint coordination platforms would also enable considerable benefits for the enhancement of links to Donors and Support Organisations especially in the area of commercial development.

Private Sector Engagement: Private/Public interaction is traditionally very low in each of the islands. However, there were very limited initiatives in place which were likely to have any foreseeable impact in that area. Although this aspect is mentioned in each of the programmes along with a general consensus on its importance, there does not appear to be any clear strategy developed for addressing this objective.

Many of the initiatives mentioned such as the launching of joint private ventures in the leasing of agro-processing facilities in St Lucia or the leasing and management of greenhouses in St Vincent, were dependent on the completion of the respective facilities. So this component has consequently been delayed also.

Youth training and establishment of model farming units etc. were likely to provide benefits towards private sector engagement, but is unlikely to initiate any long term participation and engagement of the private sector in general. 'Long Term Engagement' of the private sector will require an improvement in areas which could have been explored further under the BAM programmes such as: a) exchanges of information, b) establishment of improved levels and methods of dialogue, c) sharing of responsibilities through outsourcing of support mechanisms, for example offering banks or development agencies the opportunity for designing and subsequent management of development funding d) provision of business development services, e) promotion of investment programmes in association with enterprise development research, f) value chain research and extension mechanisms g) review and remedial measures of virtual/real monopolisation in market and inputs/services, h) provision of market information services, i) integrated credit and investment services, j) initiating and enhancing the formation of Farmer Organisations with a link to sustainability.

Limited Rural Lending: There were no active initiatives observed in any of the programmes that were likely to lead to improvements in this component despite a number of earlier proposals being tabled. An anticipated Risk Insurance Scheme with DFID and Micro would have addressed this important area but unfortunately the initiative collapsed. The most significant intervention to address this constraint was in St Vincent via the Farmer Support Company, but unfortunately their operations were not integrated into the BAM programme. Significant potential benefits could have been derived through improved coordination with this initiative which could have been replicated as a model in the other islands. Many banks visited indicated significant interest in collaborative ventures in this area, but would require suitable development bodies to provide the necessary vision and support for establishing a working model.

Rural Resource Database Foundation: – With the exception of individual databases, significant general deficiencies in the availability of rural resource information were observed in all islands. There was no evidence of coordinated management of available data which could be used to provide meaningful information on the rural sector as a whole. An up to date register of banana producers in St Vincent for example was maintained by one department on the basis of data obtained from the FTA but was not available for cross referencing between other data management services such as the ongoing Farmer Certification programme or any other farmer records. The benefits of this data resource therefore is limited to the Banana sector alone.

Databases are often established by special interest groups, such as vegetable and horticulture, livestock producers, bee keeping, etc. but much of the overall value of these databases is lost due to their independent nature. Considerable benefits and synergies can be derived if each of these databases is combined and linked to an overall household register for example, especially if the data is geo tagged. This will provide a

significant Planning Base where up to date reports and baselines in the sector as a whole can be generated at any time. Support initiatives can be targeted more effectively and reports such as crop forecasting, extension, disease control, etc., can be made far more effective. There will be less need for costly national agricultural censuses. This factor has been partially recognised in St Lucia in their attempts to design and launch a tender for developing improved capacity for statistical and economic analysis.

Statistics: The need for data handling, processing and projection was highlighted as key constraint in all cases. In each of the islands, statistics relating to the rural sector are only available following their publication which is seldom less than two years old. Hence they are of limited validity for programme or project planning. There is clearly a need to build the capacity for collection and preparation of information on a more daily basis which is adequate for programme management as opposed to national statistic publication. Hence independent initiative which can work in conjunction with the respective GCSOs should be launched.

Coordinated Vision: To a greater or lesser degree, in all of the islands, there was limited evidence of fully coordinated visions between line agencies and stakeholders which could help to provide the necessary institutional frameworks for long term growth and utilisation of the interventions.

St Lucia however, made significant progress in most of their activities for developing a coordinated programme and facilitating the integration of the BAM interventions into the operations of the Ministry of Agriculture. Despite this, there still appeared to be prevarication and disputes on previously agreed decisions evidenced in the serious delays in expediting some of the necessary land allocations required in the programme.

Although Ministry of Agriculture staff were recruited into the programme management team of both Dominica and St Vincent management teams were unable to leverage adequate coordination and liaison with the line ministry. This was further exacerbated in Dominica from the outset due to the function of Programme management being taken over by the due to the reported inexperience of managing EU procedures within the Ministry of Agriculture. As a result, serious areas of contention in the programme appeared to hinder decision making and consequently the rate of implementation and adherence to the original plans. The lack of coordination with other line ministries and departments such as GCSO, also appeared to seriously disrupt progress and limited various programmes and interventions resulting in a seemingly disjointed programme. The contribution of agricultural staff to the decision making processes in both these programmes tended to be overlooked due to the heavy demands placed on tender preparations.

Coordination - Programme Management and EUD: The heavy administrative burden at both Programme Management and EUD levels has clearly placed a high demand on coordination. The difficulty of establishing highly functional management structures in each of the islands in conjunction with the concurrent need to establish an overall accord between the local stakeholders, line ministries as well as the EUD in a wide range of programme activities has been highly challenging.

This places an additional demand and further challenge on the EUD for providing even more clear and unambiguous dialogue on the agreed strategies to assist the islands in their coordination efforts. This two way dialogue must also include all the respective stakeholders in the programme implementation chain. Any breakdown in this dialogue can lead to considerable frustration and, in some cases such as the livestock programme in Dominica, lead to a potential break down or incompleteness of the component. This issue is not a reflection of any one party, but the result of numerous factors which require time consuming and deliberate efforts to rectify or resolve in each case.

Coordination between Stakeholders: Despite the general focus in all the islands in the area of training, more attention could be paid to building upon and extending the studies that had been undertaken in the programme towards enhancement of 'overall potential' of the sector as opposed to the 'perceived potential'. The creation of an 'enabling environment' where various stakeholders are encouraged to coordinate and exchange information on a regular basis and establish improved working relationships requires mechanisms for the updating and dissemination of this information. As part of this approach, attention should be focused

towards the potential for inward investment as well as promotion of innovative and improved farming practices.

Programme Monitoring and Project Cycle Management: Clearly, the plan of operation and timetable in all islands fell well short of the intended programme targets. The financial management and budgeting appeared well structured in all programmes with the only concern raised relating to the level of impact component leaders were able to exert in the overall planning process. It appeared the launching of tenders were mostly conducted under the duress of time with significant difficulties arising in arriving at consolidated approaches. Programme monitoring in the islands was quite varied between the islands. St Lucia for example prepared extensive monitoring forms covering finances, tendering processes and practical progress in implementation, which were reviewed by the management team on a regular basis. Whereas in the other islands even though regular meetings were held, there was less evidence of a systematic and documentary approach. This appeared to also be reflected in the role played and impact exerted by the designated steering committees.

6.4 Impact and Sustainability

The slow start up and implementation issues of all islands makes it impossible to provide any meaningful impact assessment of the ultimate goals of the BAM programme in any island. The agricultural contribution to GDP, exports etc. were impossible to examine since there were no relative statistics available on these factors covering the period of the programme in any island. In addition to this, there were only marginal programme interventions implemented such as the training, livestock pens, and works contract designs etc. which were likely to have any impact on these key impact assessments anyway.

The level of support given to youth in the projects was mainly in the form of training and, in this respect, this was one of the main positives of the programmes. Youth training in Rural Enterprise Planning in St Lucia for example, attained approximately 50% of the projected target. Despite severe difficulties in land issues, 66 of the 78 students trained were established on 2-3 acre plots with approximately 1/3 of the plots currently in production. The St Vincent programme, in collaboration with the National Skills Development Centre undertook part of the initial training of an estimated 100 students. On the other hand, the targeting and support to youth in Dominica was mainly in the form of establishing Grant Funds targeting Youth and Agro Processors under the Entrepreneurial Development component, but there was virtually no activity in this area.

Banana production in St Vincent had increased from 850 to 1025 acres (21% increase) with an eventual target to stabilise at 2500 acres expected by the programme end. There were reported, but unconfirmed, gradual improvements in yields and an unverified increase in the use of irrigation. It is unclear however, how much of these trends can be attributed to any BAM intervention.

Whereas some livestock pens had been constructed, the livestock programmes in St Vincent, St Lucia and Dominica, require the completion of all elements of the respective programmes, including stock imports and establishment of Artificial Insemination Facilities to achieve the full impact expected. Although these interventions are likely to have a significant positive impact on the sector, they are long term by nature which provide a gradual and increasing impact over time. Hopefully the respective imports can be completed and issues regarding the Dominica programme can be resolved soon in order that the interventions carried out will start the long term growth and development process.

The BAM programme has helped to expose a number of areas of weakness in government programme planning. It has highlighted the issue of governments, perhaps too often, making arbitrary decisions often against agreed strategies which tend to frustrate programme managements and misdirect or delay programmes on the basis of inappropriate information as well as poorly defined commonly agreed programmes suggesting a lack of problem ownership.

There have also been key lessons learnt on the necessity for improving procedures to ensure quality issues in contracting for major design works. There have been serious delays related to this factor where both time and

resources have been wasted due to contractors utilising substandard materials or techniques in construction which often result in lengthy exchanges and occasional cancellation or amendment of contracts. Poorly executed contracts, whether in materials or services can have a major negative impacts on programme success and progress.

The critical value of designing suitable management approaches to suit the respective programmes has been highlighted strongly, especially in regard to projects with long term implications. The cost of the delays has serious negative impacts and 'knock on' effects due numerous factors, such as; currency losses due to devaluation and inflation; loss of public and private sector confidence; loss of programme momentum and; subsequent loss of impact.

The difficulty of preparing a reasonable impact evaluation of the programme highlights the extreme need for more up to date and accessible information in all cases. This issue is of equal value to programme management. It highlights the need for regular updating of information which needs to be reviewed and evaluated as part of the ongoing programme management. The fact that information is not generally available means that programmes are operating in partial isolation or independence from the primary stakeholders. Closer linkages and exchange of information need to be established between producers and public/private service providers as a priority.

In general, the overall impact of the remaining interventions planned in respective programmes when completed, are likely to have significant impact on the long term goals in the long term. The capacity building components and related interventions are all supportive of achieving these goals. However, almost all the programme components simply provide the basic framework for capacity building of the key players only. It must be seen as the 'beginning' of the process and will not be a 'completed project' until all interventions are fully operational and integrated into general functions of the government and respective stakeholders. It can be compared to providing army troops with the necessary weapons to win a battle, training them in their use but unless there is a ground plan of how the battle will be undertaken, secure lines of communication and a clear definition of roles, the end result is unlikely to be achieved.

Realistic targets must be set for each of the sub sectors, such as in St Vincent with the establishment of generally accepted target levels for banana production. The overall growth of the agricultural sector can then be viewed and promoted 'as a whole' with the necessary diversity of production that is required to be promoted. Broad based agro-processing as a key component of value addition and enhancement must be promoted as a priority with appropriate enterprise development support. There must be a more concerted effort to broaden the scope of focus towards diversified agriculture moving away from exclusive focus on banana and plantain production. These clearly have a key role to play in the economy but there is a wealth of potential also in diverse production which will strengthen the rural economy and general livelihood security throughout the sector. Considerable effort must be directed toward the establishment of the necessary administrative and support framework to the other sectors that had previously been provided to the banana sector. With these additional aspects of programme support, the BAM impact can be considerably enhanced in all the major programme goals.

6.5 Target groups

The beneficiaries of the BAM and the contract in object are the farming communities in the beneficiary countries, the public service institutions supporting the sector like the NAO or the Ministries of Agriculture, works, the Bureau of standards, and the private sector involved in agricultural commodities value chains like traders, processors, banks, associations etc....

7 CONCLUSIONS AND RECOMMENDATIONS

- Insufficient consideration was given to the early establishment of appropriate management structures to accommodate programmes requiring broad levels of integration and cooperation as well as establishment of varied and numerous contract procurement.
- Programmes were overly complex and diverse requiring a strong administrative capacity at the EUD as well as within each programme; in neither case was sufficient account taken of the additional administrative burdens that the BAM would generate at the regional and national levels. It also required a reinforced ‘common vision’ and agreed strategy by all stakeholders. This was one of the key factors which was apparent and hindered the start-up and progress of all three projects, especially Dominica and St Vincent. With hind-sight, the extensive concertation that the island authorities and stakeholders held with the EUD in Barbados at the design stage appear to have been insufficient to forge that common vision. It appears that future efforts in that regard would benefit from a more systematic approach, such as in-depth SWOT and problem tree analyses as precursors to logical framework development for an integrated region-wide BAM strategy.
- The BAM Programme involves three separate islands with their respective national policy and strategy frameworks, three administrations, three separate approaches and a combined budget of approximately €35,5m. As at December 2015 approximately 24 contracts had been negotiated and launched plus the evaluation and launching of an estimated additional 28+ contracts prior to the D+3. It is highly surprising that the administration of so many contracts under these conditions has been assigned to only one contract officer. This has undoubtedly contributed to the lengthy delays in programme implementation.
- All the islands’ Programmes have had to deal with the following constraints:
 - Programmes heavily focused on procurement requiring capacity in tender preparation and coordination - Programme Management therefore critical factor – key lessons: underestimated; inadequate planning at start up.
 - Programme Complexity – poor establishment of ‘Common Vision’ – limited support processes for integration of interventions.
 - Interventions have major long term Capacity Building components, requiring a high level of internal and regional coordination and close follow up to ensure intended results.
 - Slow Procurement and extended implementation windows that have resulted in loss of confidence amongst key stakeholders.

Recommended Priorities for the Final Phase of BAM:

- Development of participatory formulated National Agricultural Strategies ensuring farmer ‘buy-in’
- Logical Framework – Problem Tree Analysis => Re-establish ‘Common Vision’.
- Strengthen economic development linkages in areas affected by Infrastructure Initiative
- Establish Rural Resource Database and Platform (see Annex x).
- Introduce Interfaces for field data collection/dissemination (mobile apps/progs).
- Establish and develop Business Development Units (see Annex x).
- Establish In-House capacity for Enterprise Planning/Risk Analysis.
- Develop working coordination with credit programmes (e.g. FSC - SVG).
- Re-align Extension Services and in-house training.
- Strengthen Regional Coordination in Market and Information Exchanges
- Strengthen collaboration with the region’s major successful agricultural economies such as Dominican Republic, Jamaica, Martinique and Guadeloupe, in particular regarding applied agronomic and economic research into value chain and market access development for high-quality, high-value fresh and processed agricultural and livestock products, for a range of markets, both regional and global
- In coordination with and supplementary to the CARDI and IICA networks, establish / renew and/or reinforce systematic academic exchange, research and extension activities with leading agronomic

research organisations in the region, drawing on the strengths of institutions such as CIRAD in Guadeloupe - <http://antilles-guyane.cirad.fr/aux-antilles-et-en-guyane/guadeloupe/site-de-neufchateau> , Instituto Dominicano de Investigaciones Agropecuarias y Forestales (IDIAF) http://www.idiaf.gob.do/el_instituto/el_idiaf.php, CATIE in Costa Rica, EMBRAPA in Brazil, Colegio de Postgraduados in Chapingo, Mexico, etc. etc.

- Establish regional agreements to ensure optimum utilisation and throughput rates of the laboratories being created or improved through BAM

Proposed activities under the consolidation phase: (Ref: Annexes 4 & 5. *Proposed Consolidation of BAM Programme and Agri Food Enterprise Development*)

The following areas are a series of proposed key activities which can be introduced in stages both during the remaining BAM programme as well as post BAM. They can be supported within the limitations of the BAM funding, but also supported by possible regional programming support and integrated government and private sector contributions.

✓ **Establishment of a Coordinated Vision and Stakeholder ‘Buy In’.**

This aspect has been clearly identified as a key limitation throughout each of the programmes. It should not be regarded as a one-off activity, but should be instituted as part of constant project cycle management acting as an integral part of the development process.

It requires a framework enabling constant evaluation of the sector and regular reappraisal of strategies. It is advisable that before launching such an initiative, the EUD obtain from national government leaders high-level commitment to the required capacity building process to ensure that talented and committed senior management officials and technical officers form country teams to develop that common vision and design sub-initiatives that will lead address specific constraints and opportunities through the implementation of concrete and relevant projects within suitable and manageable time-frames.

✓ **Design and Establishment of Rural Resource Management Platform:**

The improvement of rural resource management requires a framework for comprehensive data collection from the sector. It should initiate and develop linkages to all primary stakeholders in order to draw enriched data collection and improved coordination of activities. See Annex xx.

✓ **Programmed introduction of Market Information Services.**

This initiative is a logical progression which is built onto and linked with the rural resource management platform. It will involve the collection and dissemination of information and secondly to analyse and develop market potentials both nationally as well as regionally.

It will by extension establish networking protocols and mechanisms for collaboration with Marketing Agents and provide coordination and liaison with government agencies.

✓ **Establishment of Business Development Unit with Rural Enterprise Planning Facility**

Supported by the foregoing initiatives of data and information collection and also making use of the Technical Packs studies and Value Chain Analyses a Rural Enterprise Modelling system can be digitised into a form that will enable business and risk evaluation to be carried out and results disseminated easily.

Existing Enterprise Models and field research can be imported into the Modelling System facilitated by a field data retrieval system. Interactive systems for engagement of extension services will need to be established which will require re-alignment of the Extension Services.

As part of this initiative, mechanisms for the progressive integration and capacity building of the financial sector can be introduced and developed. Both direct and on-line consultancy support for farm and **Rural Enterprise Planning** facilities can be introduced which will also provide significant in-house support and training for government extension services. These services will develop improved forms of Rural Enterprise ‘Risk’ Analysis to provide advice on potential strategies for general and targeted risk management and to

assist in the engagement of private financial institutes. Annex xx provides and outline design of the proposed facility.

✓ **Realignment and Training of Extension Services:**

In order to optimise the use and impact of the upgraded facilities, Extension Services will be provided with specialised training and re-alignment. It will require an institutional evaluation and HR study leading to restructuring and training programme especially in the area of Commercial Enterprise Extension Support.

Extension services will need to be re-equipped to provide linkages and direct communication with the Rural Resource Database, Rural Enterprise Knowledge Base, Market Information Services and Communications framework.

A long term restructuring plan of ministry units should be developed to optimise mobile technology to the fullest integrating on line marketing services, business development, agronomic and veterinary support, financial liaison etc.

✓ **Creation and Establishment of Coordination and Communications Platform**

Both internal and external coordination can provide significant benefits to the long term progress and development of the islands. This will require the design and introduction of Public/Private Participation Interface which is directly linked to the rural resource framework.

It requires the establishment of linkages and collaboration frameworks and agreements with Finance Institutions, Market Agencies, NSA groups, NGOs, Donors. The mechanisms and protocols for establishment of regional collaboration services will need to be founded covering the access, use and distribution of: market intelligence - coordination of capital investments for sharing of facilities - exchange of rural knowledge and information including Farming Systems development and entrepreneurial advancement – Rural Management Systems etc.

ANNEXES

ANNEX 1: Work Plan

		TL		KE2		Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Mon	Tue								
		Fees	Per diem	Fees	Per diem	15/11	16/11	17/11	18/11	19/11	20/11	21/11	22/11	23/11	24/11	25/11	26/11	27/11	28/11	29/11	30/11	01/12	02/12	03/12	04/12	05/12	06/12	07/12	08/12	09/12	10/12	11/12	12/12	13/12	14/12	####	
Travel to Barbados afternoon meetings (overnight London)	travel time			1																																	
Meetings EUD Barbados; review of key documentation	Barbados	2	2	2	2																																
Design of stakeholder and beneficiary interview instruments		1	1	1	1																																
Preparation and Submission of inception report		2	2	2	2									R																							
Total desk phase inception			5	5	5	5																															
TL Travel to Dominica	Dominica	1			1																																
Meetings with BAM management and key stakeholders		0.5		0.5																																	
Detailed mission planning		0.5	1	0.5	1																																
Documentary data collection and analysis		1	1	1	1																																
Project site visits and interviews		3	3	3	3																																
Preparation of aides memoires from field missions		2	2	2	2																	AM															
Stakeholder workshop preparation and organisation		2	3	2	3																		W														
Workshop consolidation and follow up		1		1																																	
Dominica total			10	11	10	11																															
TL Travel to St Lucia		St Lucia	1			1																															
Meetings with BAM management and key stakeholders	0.5			0.5																																	
Detailed mission planning	0.5		1	0.5	1																																
Documentary data collection and analysis	1		1	1	1																																
Project site visits and interviews	3		4	3	4																																
Preparation of aides memoires from field missions	2		2	2	2																																
Stakeholder workshop preparation and organisation	2		2	2	2																																
Travel to Barbados	1		1		1																																
Follow up brief for EUD - KE1	1		1																																		
SLC Total			10	13	9	12																															
Travel to Europe KE2																																					
Travel to Europe KE1																																					
Travel to Barbados																																					
TL Travel to St Vincent	St Vincent	1	2	1	2																																
Meetings with BAM management and key stakeholders		0.5		0.5																																	
Detailed mission planning		0.5	1	0.5	1																																
Documentary data collection and analysis		0.5		0.5																																	
Project site visits and interviews		2.5	3	2.5	3																																
Preparation of aides memoires from field missions		2	3	2	3																																
Stakeholder workshop preparation and organisation		2	2	2	2																																
Workshop consolidation and follow up		1	1	1	1																																
St Vincent total			10	12	10	12																															
Preparation of summary of findings in ppt presentation		Barbados	1	1	1	1																															
Prep. & org. Regional Stakeholder Workshop	Barbados	2	3	2	3																																
Travel to Europe																																					
Preparation and submission of full draft report	Europe	4		2																																	
Incorporate EU comments / submit final report	Europe	3		1																																	
Total Synthesis Phase		10	4	6	4																																
		TL		KE2																																	
		Fees	Per diem	Fees	Per diem																																
Total		48	48	40	48																																

ANNEX 2: Island BAM Factsheets

Dominica:

BAM ALLOCATION EUROS 15.27m

Objectives:	providing increased income for producers and exporters employment, poverty reduction, rural development social and economic stability.
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Strategy:	entrepreneurial and technological development innovation quality standard infrastructure agricultural information system risk management systems.
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Indicators Related to Result 1 -

R1 - Enhancement of the productivity of the Agricultural Sector					
- Improved agricultural infrastructure					
R1.1	Total production of banana	MECS/year	BOS; MoA		
R1.2	Increased Yield for banana/plantain	T/Acre/Year	MoA; DAPEX; DEXIA; FairTrade		
R1.3	FOB (Free on Board)	USD/Kg	Central Statistics Office (CSO)/MoF		
R1.4	Banana/plantain total exports	T/year	DAPEX; DEXIA; FairTrade;CSO	2013	
R1.5	Acreage for banana/plantain production	Acres	MoA; DAPEX; DEXIA; FairTrade	2013	
R1.6	R&T,F&V total exports	T/year	DAPEX; DEXIA; CSO	2013	
R1.7	Acreage for R&T; F&V production	Acres	MoA; DAPEX; DEXIA	2013	
R1.8	Small ruminants	Heads	MoA	2014	
R1.9	Pigs	Heads	MoA	2014	
R1.10	Acreage under irrigated agriculture	Acres	MoA; FairTrade	2013	
- Promotion of entrepreneurial development					
R1.11	Total Number of agro processors /agro enterprises	Number	BOS; MoT	2013	
R1.12	Number of agro processors /agro enterprises meeting required standards	Number	BOS; MoT	2013	
R1.13	Level of investment for agro processors/enterprises	MEC \$/year		2013	
R1.14	Number of women in agriculture sector	Number	MoA; National Dev.Fondation (NDF); Dominica Youth Business Trust	2013	
R1.15	Number of youth (under age 35) in agriculture sector	Number		2013	
- Enhanced Agriculture information systems					
R1.16	National Agriculture Statistics System (NASS) functional				
- Risk Management Systems enhanced					
R1.17	Acreage of banana insured	Acres	WINCROP	2013	
R1.18	Acreage of non banana insured	Acres	WINCROP	2013	

Indicators Related to Result 2 - Foster Promotion of Technological Development and Innovation
Implementation of standards of quality

R2 - Foster competitiveness of the Agricultural Sector			
- Promotion of Technological Development and Innovation			
R2.1	Certified Planting material	Number	MoA
- Standards of Quality implemented for agricultural health and food safety			
R2.2	Acreege for certified DOMGAP banana production	Acres	BOS; MoA
R2.3	Acreege for certified DOMGAP non banana production	Acres	BOS; MoA
R2.4	Decreased incidence of Black Sigatoka	kg active ingr./acre	BOS; MoA

Results/Outcomes	Actions	Possible Partnership(s)
1.Enhancement of Productivity Entrepreneurial development; Physical infrastructure; Agricultural information systems; Risk management systems by 2018.	Focus on agro-processors, youth, bananas and plantains; Feeders roads: increasing scope Youth: Share ToRs to explore possibilities for a joint study; Information systems: costs and returns of productions, information sharing with SVG and SLU. Insurance scheme	CEDA: Agribusiness, trainings and youth in agriculture CIRAD: provision of planting material and trainings OECS: Ag information system, risk management system, costs of production and return on specific commodities; CARDI/ITC : coconut value chain
2.Competitiveness Improved standards of quality; Technological development and innovation.	Improved livestock breeds: continued Genetic material, Product dev lab and molecular lab frozen; QI National Centre for Testing excellence: supply contract ready, certification	CROSQ: supporting networking between NBOS;

Complementary Actions:

- Investments from the EU to develop the ATI. BAM will support training programmes offered by the Institute.
- TA from the governments of Argentina and Taiwan for development of livestock
- TA from the FAO for training of livestock farmers.
- Strengthening of plant health and quarantine systems by the EU through FAO.
- TA by the EU for GAP and HACCP compliance in the fisheries and banana sub-sectors.
- TA from the Gov't. of Israel to study greenhouse technology.
- Production coordination for greenhouse producers by the TTM The BAM will be used to expand on this model.
- Establishment of public-private joint venture (Vincyfresh, Winfresh & ECGC)
- The Government's contribution to the programme is through the provision of technical services, labour, land and other assets

Performance Indicators:

- Increase employment to at least 300 new workers.
- 200 new youth workers.
- 15% increase in average annual growth rate.
- Increase banana export.
- Reduce import bill of fruits and vegetables Increase domestic supply of pig and small ruminants 6. Reduce the food import bill for poultry. 7. 60% of commercial farmers in compliance with SVGGAPs.
- Increase value added for meat, fruits & vegetables and banana.

ST LUCIA

BAM ALLOCATION €10,350m

Objectives:	Improve the revenue generating potential of the rural sector and its contribution to economic growth
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Strategy:	<ul style="list-style-type: none"> ❖ Enabling the rural population, particularly the youth, to tap into complete value chains that will generate sustainable livelihoods and create incomes; ❖ Expanding the value chain through an agri-business focus on product/services enhancement, and product/services and market development; ❖ Disaster risk reduction (DRR) in the agricultural sector through a better coordinated DRR framework and systems focused on pest management, risk insurance and improved agricultural infrastructure, including roads and drainage; and ❖ The enhancement of research and technology capability through the establishment of a national Diagnostic Facility to support the testing of new products, monitor established ones and provide diagnostic services for the private and public sector to complement the new model of agriculture growth.
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Points to Note:

- 2010 NAS recognises less banana dominance but expect better outputs;
- gender equality sensitive technologies, training modalities, choice of enterprise;
- Co-management principles; stakeholder consultations; decentralisation;
 - Geographical spread of the proposed agri-enterprises and infrastructure lead to improved governance.

Activities Related to Result 1 -

R1 - Enable the rural population, particularly the youth, to tap into a whole value chain that will generate sustainable livelihoods and create incomes;				
R1.1	Number of farmers under age 35, in % of total number of farmers	%	MoA Statistics Section	
R1.2	Number of people under age 35 engaged in agriculture sector (including agri-business)	Number	MoA Statistics Section	

Activities Related to Result 2 –

R2 - Expand product and market development through an agri-business focus on product enhancement					
R2.1	Number of agro processors	Number	MoA Statistics Section and MoC		
R2.2	Value of local processed agricultural products on the market	EC \$	MoA Statistics Section and MoC		
R2.3	Number of agro processors receiving credit from financial institutions	Number	Central Bank and MoF		

Activities Related to Result 3 –

R3 - Reduce risk of disasters in the agriculture sector through pest management and through improved farm infrastructure					
R3.1	Acreage of planted banana	Acres	MoA Statistics Section; NFTO		
R3.2	Total production of banana	T/year	MoA Statistics Section; NFTO		
R3.3	Yield of banana marketable	T/ha	MoA Statistics Section; NFTO		
R3.4	Decreased incidence of Black Sigatoka	kg active ingr./acre	B. Sigatoka Management Unit (BSMU)		
R3.5	Acreage of destroyed agricultural production	Acres	MoA Statistics Section		
R3.6	% acreage for certified banana production	%	BGA		

Activities Related to Result 4 –

R4 - Enhance research and technology capability through the provision of diagnostic services to the private and public sectors to complement the new model of agriculture growth					
R4.1	Number of people benefitting from diagnostic services	Number/year	BAM reports, MoA and SLBS		

ST VINCENT

BAM ALLOCATION EUR 9,930,000

Objectives:	Reduce levels of poverty - increased production, investment, exports and employment
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Strategy:	<ul style="list-style-type: none"> ❖ Food and nutritional security; ❖ Reduction of non-communicable diseases; ❖ Enabling production and marketing environment for small-scale commercial farming; ❖ Management and control of trans-boundary pest, diseases and invasive species
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Activities Related to Result 1 - Agricultural Infrastructure Improved:

R1 - Agricultural infrastructure improved					
R1.1	Number of farmers certified (GlobalGap)	Number	MoA/Banana Services Unit (BSU)	2013	
R1.2	Volume of production of marketed F&V	T/year	MoA	2015	
R1.3	Volume of meat under HACCP conditions	Kgs/year	MoA AHPD; MoH	2014	
R1.4	Volume produced under irrigated agriculture	T/year	MoA	2014	

Activities Related to Result 2 – Access to Credit and links to market:

R2 - Access to credit and risk insurance with linkages to production and marketing contracts improved					
R2.1	Increased access to credit for farmers/ processors	Number	MoA (NAMIS)	2014	

Activities Related to Result 3 – Sustainable Land Practices

R3 - Sustainable land use practices and good environmental management systems established and used					
R3.1	Acreage of planted banana	Acres	MoA/BSU	2015	
R3.2	Production of marketed banana (Yield)	T/ha	MoA/BSU	2015	
R3.3	Percentage (area) of commercial farms certified SVGGAP	%	MoA	2015	60%
R3.4	Decreased incidence of Black Sigatoka	kg active ingr./acre	MoA/BSU	2015	

Activities Related to Result 4 – Youth Incentive Support

R4 - Youth agriculture Incentive support programme developed					
R4.1	New workers under age 35 in agriculture sector	Number	MoA; NIS	2015	200

Activities Related to Result 5 – Public-Private Partnerships (Disease and Marketing)

R5 - Public-Private Partnerships strengthened for production, pest and disease management and marketing to ensure a sustainable agriculture					
R5.1	Number of associations with PPP fully operational	Number		2014	10
R5.2	Market Intelligence System in place	Yes/No		2014	
R5.3	Pest & Disease Early Warning System operational	Yes/No		2014	

Projects from PE2 (1st September 2014 to 31st August 2015)

Results/Outcomes	Challenges	Actions	Partnership
1. Agricultural infrastructure improved.	Major infrastructure still being designed; TD should be launched soon	Abattoir: Work contract unlikely to be signed before D+3, relocate the funds to roads and irrigation for the Rabbaca scheme which would also support the green house park. Abattoir: can we assist individual butchers to meet quality standards? Or EU funds finance the design and GoSVG will find the resources to support the building of the abattoir? Poultry: new proposal from Community college to develop a training programme that would require the construction of the slaughter house. Design should be available by end of October College could do the supervision. Service contract for design of those facilities should be cancelled. Green house parks: final design ready by mid-October: We should build two smaller GHP. Palletisation centres: Works might fall short of D+3... Design should be ready by end of October	Partnership with CROSQ, IICA, OECS and CEDA on the certification of those parks and the marketing of the products.
2. Access to credit and risk insurance with linkages to production and marketing contracts improved.	Initial proposal with DFID and micro collapsed.	Resources could be mobilised to do business plans and other studies that would make banks more comfortable to issue loans to the sector.	IICA and CDB could be approached. Wincrop could also expand their coverage to non-banana crops.
3. Sustainable land use practices and good environmental management systems established and used.	Supplies should be provided soon.	Fisheries: Equipment to be provided to MoA Fisheries dept. lab.	Partnership: EU-GCCA on sustainable land management. Partnership with FAO on the fisheries component. SPS project implemented by IICA

			set national committees
4. Youth agriculture incentive support programme developed.	Attempts to buy livestock to distribute to young farmers failed. Contracting consultants to draft the Youth policy.	Seek for derogation to proceed with direct purchase based on two failed tenders.	Set a cluster for all involved partners to jointly support the youth components: IICA, CEDA, FAO, BAM. FAO will take the lead of the donors group..
5. Public-Private Partnership strengthened for production, pest and disease management and marketing to ensure a sustainable agriculture (bananas, fruits and vegetables, poultry and pork products).			SVG Gaps: OECS will take the lead on this component on the three islands.

Complimentary Actions:

1. Investments from the EU to develop the ATI. BAM will support training programmes offered by the Institute.
2. TA from the governments of Argentina and Taiwan for development of livestock
3. TA from the FAO for training of livestock farmers.
4. Strengthening of plant health and quarantine systems by the EU through FAO.
5. TA by the EU for GAP and HACCP compliance in the fisheries and banana sub-sectors.
6. TA from the Gov't. of Israel to study greenhouse technology.
7. Production coordination for greenhouse producers by the TTM The BAM will be used to expand on this model.
8. Establishment of public-private joint venture (Vincyfresh, Winfresh & ECGC)
9. The Government's contribution to the programme is through the provision of technical services, labour, land and other assets.

Performance Indicators:

1. Increase employment to at least 300 new workers;
2. 200 new youth workers;
3. 15% increase in average annual growth rate;
4. Increase banana export;
5. Reduce import bill of fruits and vegetables Increase domestic supply of pig and small ruminants 6. Reduce the food import bill for poultry. 7. 60% of commercial farmers in compliance with SVGGAPs;
6. Increase value added for meat, fruits & vegetables and banana.

Budget Composition

Component	Actions
R1 Agri- enterprise for Youth €1,83m 150 youth trained and mentored	<p>1.1 Development of Technological Packages for selected commodities.</p> <p>1.2 Assessment of on farm infrastructure and equipment requirements.</p> <p>1.3 Supply of equipment and related farm infrastructure</p> <p>1.4 Training in Food Safety Systems. As part of the farm to table</p> <p>1.5 Technical Training and Mentoring of Youth Agri Entrepreneurs</p> <p>1.6 Technical Assistance for Development of Business plans</p>
R2 Agri- enterprise Facilitation €1,3m Capacity building and the establishment of standardised facilities, with at least four producer groups and processors for at least three (3) commodities	<p>2.1 Development and Implementation of Value chain Strategies for selected commodities</p> <p>2.2 Capacity Building in Business Management for Agro Entrepreneurs.</p> <p>2.3 Cluster Facilitation and Coaching for Agro Entrepreneurs.</p> <p>2.4 Retrofitting/refurbishing of Processing facilities.</p> <p>2.5 Training in Standards and Certification for Organic Farming</p> <p>2.6 Support for Agribusiness Centres.</p> <p>2.7 Supply of Packaging Material for Agro Processors.</p>
R3 Disaster Risk Reduction in the Agricultural Sector €2.6m Reduced risk from various natural disasters in the agricultural sector.	<p>3.1 Supply of Inputs for Pest and Disease Management</p> <p>3.2 Supply of sustainable water resource management systems</p> <p>3.3 Installation of water harvesting systems</p> <p>3.4 Assessment, Design and Supervision of Road works.</p> <p>3.5 Rehabilitation of Farm Access Roads.</p>
R4 National Diagnostic Facility €2.48m Research and Technology will be facilitated through establishment of a National Diagnostic Facility	<p>4.1 Construction of National Diagnostic Facility</p> <p>4.2 Design and Supervision services for Construction of the National Diagnostic Facility</p>

Operating Costs €1,1.489m	
Visibility €0.71m	
Monitoring, Evaluation and Audit €0,8m	
Contingencies* €0,5m	
TOTAL €10.35m	

Annex 3: Final Workshop Material

Mid-term review of the BAM implementation in the Windward islands of the Caribbean (Dominica, St. Lucia, St. Vincent & Grenadines)

Draft Notes For Participants of All-Island Workshop, February 18, 2016, Barbados.

1. Findings from other Evaluations of EU Banana Support

1a) SFA Windward Islands Review 2002-2008

Less than 50% of SFA funding had been disbursed by the end of the 6-year period under review.

But the SFAs had led to:

- ✓ Improved country-level capacity for successful economic diversification.
- ✓ Greater commitment to reduce traditional dependency on bananas.
- ✓ Focused on strengthening essential infrastructure in St. Vincent and Dominica and private sector development in St. Vincent and St. Lucia.
- ✓ Improved social support systems.

Sustainable, broad-based economic development still required greater emphasis on developing more coherent broad based strategies and programmes that stimulate growth and use more internal resources instead of relying on EU's ACP funds.

The annual exercises of SFA preparation were based on perceptions by senior decision makers in the NAO circuit of development needs and priorities, but not on an explicit strategy that was systematically and objectively reviewed and updated.

The preparation of sector wide approaches and corresponding long term national strategies with clear goals and OVIs is imperative. Coordinated participation from all sectors of society would facilitate adoption of the plan and help ensure coordination during the strategy implementation phases.

The reform of the enabling environment should be conducted on the basis of high quality analysis of competitiveness constraints in a regional and global context, taking into account the nature and location of its inward investment and export targets. The initiatives should mobilise the support of business leaders and legislators as well as government officials.

Social Development: Greater coordination between social development and agricultural / economic diversification is needed to revitalise run-down ex-banana communities

Strengthen the role of civil society and local community organisations in economic and social planning and by unifying social policy.

Recommendations for the BAM:

EU BAM funds should be complementary to and in support of such activities whether Government sponsored or otherwise, instead of stand-alone as in the past.

BAM funds should be used essentially to strengthen capacity for sustainable programmes where local institutions, be they public or private sector or civil society organisations, take the lead and provide significant counterpart funding as a prior condition for complementary contributions from the EU.

1b) Hansart BAM Evaluation, 2015,

This evaluation is on-going. It is restricted to establishing the indicators and data collection system in all the ACP banana countries for monitoring progress in banana productivity and competitiveness. It does not look at the BAM measures in totality. Too early to expect substantive findings.

1c) “Private Sector Development and Public/Private Partnership, March 2015, “Advisory Services, Monitoring and Evaluation of the Banana Accompanying Measures”.

This assessment identifies the options for involving private and associative parties in a more diversified agricultural production and commercialisation process:

1. Improved banana cultivation to remain a “niche” player on the UK market and at the same time export to an ever increasing regional market,
2. Import reduction / substitution to reduce the huge import bill of some commodities (especially meat and dairy products),
3. Promotion of modern farming to produce a quality product in a rational and economic manner using modern techniques (seeds, planting material, equipment, etc.),
4. Stimulation of agro-processing to produce added values and valorise surplus productions,
5. Developing and supplying first and second choice markets with a quality product.

The path followed for the identification of potential PPP options starts with

- Land use planning to define areas for agriculture, housing and public infrastructures.
- An evaluation of public assets that could be transferred to private or associative parties, thus relieving the Ministries of Agriculture or Trade of the burden to maintain these assets.

2. Summary of the BAM MTR Findings to Date

BAM Funding

Country	Budget €m	Expenditure to date €m	% Expenditure	Programme Running Costs
SVG	9,93	4,18	42.1%	€516,000 (5.20%)
SLU	10,35	3,36	32.5%	€2,142,000 (20.70%)
DOM	15,27	4,71	31.0%	€1,175,800 (7.70%)
Total/ Avg.	35,55	12.25	34.4%	€3,833,000 (10.78%)

2a) MTR Objectives

The objective of the Mid-Term Review is to support the project in facilitating the diversification process following liberalisation of the European market for bananas in the framework of the WTO; and achieving a sustained growth in production and exports of the agricultural sector, leading to increased income for producers and exporters and contributing to employment, poverty reduction, rural development and social environmental and economic stability. The purpose of the mid-term evaluation is to evaluate progress of the programme, to recommend, if needed, changes or adjustments, and to provide orientations and recommendations that would contribute to guide the allocation of the remaining funds.

2b) Expected Results of the MTR:

- Design of the programme assessed and revised;
- Relevance, efficiency, effectiveness, impact and sustainability of the programme assessed;
- Implementation structure and arrangements as well as reality of interactions between all programme partners assessed;

- Progress in the implementation of the programme assessed;
- Recommendations in terms of need for improvements and/or change, effectiveness of utilisation of programme resources, and proposals for budget re-allocation for the remaining implementation period made and discussed by stakeholders.

2c) Programme Design

A detailed review of the log frames for each country is underway. Revisions will be proposed.

2d) MTR preliminary results by country

St Vincent €9.93M

Focus Areas:

- Food and nutritional security;
- Reduction of non-communicable diseases;
- Enabling production and marketing environment for small-scale commercial farming;
- Management and control of trans-boundary pest, diseases and invasive species

Efficiency

- Most Activities lead to long term Project Results. Primary activities - ‘Training’. Livestock pens constructed, awaiting livestock;
- Budget: Total Expenditure incl. PE#3 = €4,183 = 42.1%;
Special Commitments anticipated under finalisation expected to use < 100%;
- Operations team from MoA split responsibilities. Impact on planning?
- Regional coordination and liaison – Limited to Programme Planning. Limited common vision;
- Private Sector stimulus is limited. Unclear strategies for Private/Public interaction;
- Rural Lending Programme mainly FSC – BAM/FSC interaction limited;
- Limited sharing of Rural Resource management – potential for BAM to support capacity building; coordination=>Marketing initiatives;
- Statistics: Limited utility – of little relevance towards assessing impact;
- Limited integration into operations of non-banana sectors.

Effectiveness

- Implementation arrangements facilitate coordinated action by stakeholders;
- Clear, differentiated distribution of tasks between NAO, MoA and provides transparency and accountability, facilitates communication with EUD;
- EUD HR limitations and demanding procedures constrain ability to deliver results;
- Period of full implementation is much shorter than planned due to delays in contracting – reducing final results;
- When fully implemented BAM will contribute to the country’s agricultural and national development strategies.

Impact

- Slow start up and implementation issues + long term nature of interventions = Too early to provide meaningful impact assessment of BAM programme.

Key Indicators:

- Agric contribution to GDP, Exports etc. no OVI’s yet available to assess;
- Youth training in Rural Enterprise Planning approximately 50% of targeted (despite severe difficulties in land issues, 66 of the 78 students trained established on 2-3 acre plots with appr. 1/3 in production).

Unintended impacts:

- Implementation highlighted some key issues for government attention;
- Procedures and quality issues in contracting for major designs (DF);
- Extended delays have exacerbated currency devaluation costs.;
- Independent road assessments exposed deficiencies in previous contracting.

Sustainability

- Some potential but depends on:
 - Effective and efficient implementation;
 - Broader social reach ensuring youth (male and female) effectively involved;
 - Stronger self-reliance of producer associations in risk-sharing partnership with private operators such as hotels and supermarkets, hucksters, logistics providers (regional and international);
 - Broader and more in-depth efforts on diversification to a) increase value adding b) increase unit value of products – more high value products c) diversify geographic focus d) spread market risk.
- All this requires a coordinated effort from all stakeholders and beneficiaries, united through a single, strong leadership

Overall Findings

- Programme Management is critical. Requires good balance between technical ability and creditability;
- EU procedures demanding and processing slow – knock on effects place added burden on project management and Govt programmes;
- Interventions require longer term follow up and coordination to optimise impact and sustainability
- Significant additional scope for Private Sector development;
- Strengthen Role of Govt-Institutional framework to promote self-determination of private sector. Creation of 'Common Vision' vital to efficient implementation;
- Coordination of Farmer Groups important to mobilise sector;
- Coordination of data on rural producers and service providers;
- Enterprise Business Modelling and Risk Assessment Requirement of Strengthened Diversification Unit to promote Business Development - Value of Farming Systems Research aligned to Agricultural Enterprise development;
- Importance of diversification and value addition as well as Banana and Plantain strategies – e.g. fruit juices & products, ground provisions, cocoa, aromatics, flowers, animal products including honey, organics, fresh and processed vegetables, etc.;
- Impact of Diagnostic labs in association with Value Addition Initiatives;
- Enhancement of extension services. Mobile Data Systems lacking. Poor In house Internet facilities;
- Land issues and geo-location in conjunction with enhanced Producer Registration has significant value in Extension as well as Praedial Larceny Programmes.

Recommendations

- Feeder Roads and Infrastructure Follow Up -to ensure productive use (coordinate farm planning, training etc.);
- Diversification – Enterprise Incubation, Value Addition, Improving production of short shelf life products with processing and certification in conjunction with Business Development Unit;
- Data and Knowledge Accumulation (Rural Resource Management): Other activities – Statistic Analysis to be supported by operational systems of data accumulation & knowledge interchange;
- Risk Assessment Unit - Stable Systems: Analysis of robust Farming Systems in conjunction with Market Intelligence and Technical Factors;
- Coordination of Programmes: Data Exchange Platform and Project Tracking System – Requires urgent upgrade of Min of Agric Internet;

- Market/Enterprise and Business Development linked up with Extension officers via mobile systems;
- Regional Coordination and links in Market Development and Intelligence and Agronomic Developments.

St Lucia €10.35M

Focus Areas

- Develop value chains to strengthen rural livelihoods particularly for youth;
- Promote an agri-business focus on product/services enhancement and market development;
- Reduce agriculture's disaster risk through improved pest management and agricultural infrastructure;
- Enhance agricultural research and technology through the establishment of a national diagnostic facility.

Assessment

Relevance

- Objectives are aligned with the ACP-wide BAM overall goals and with GoSLU development priorities;
- Selected interventions designed to increase growth and competitiveness of the agricultural sector, island-wide;
- Includes attention to socioeconomic issues such as youth unemployment;
- Stimulates private entrepreneurship;
- Strengthens capacity of the private sector.

Practically speaking, this can be compromised by:

- Passive wait-and-see attitudes of beneficiaries (e.g. cocoa processing equipment);
- Weakness of producer organisations;
- Over-reliance on government and donor initiatives.

Efficiency

Primary Constraints:

- EU Procedures & limited staffing;
- Regional coordination and liaison;
- Private Sector stimulus is low. Insufficient provision for Private/Public interaction;
- Limited Rural lending;
- Weak Rural Resource Database – resource management; coordination;
- Statistics: Defined need for data handling and processing and projection;
- Retention of 'donor culture' and 'direct intervention'.

Effectiveness

- Implementation arrangements facilitate coordinated action by stakeholders;
- Clear, differentiated distribution of tasks between NAO, MoA and BIT provides transparency and accountability, facilitates communication with EUD;
- EUD HR limitations and demanding procedures constrain ability to deliver results;
- Period of full implementation is much shorter than planned due to delays in contracting – reducing final results;
- When fully implemented BAM will contribute to the country's agricultural and national development strategies.

Impact

- Slow start up and implementation issues = too early to provide any meaningful impact assessment of BAM programme.

Key Indicators:

- Agric contribution to GDP, Exports etc. not possible to assess;
- Youth training in Rural Enterprise Planning approximately 50% of targeted (despite severe difficulties in land issues, 66 of the 78 students trained established on 2-3 acre plots with appr. 1/3 in production).

Unintended impacts:

- Implementation highlighted some key issues for government attention;
- Procedures and quality issues in contracting for major designs (DF);
- Extended delays have exacerbated currency devaluation costs;
- Independent road assessments exposed deficiencies in previous contracting.

Sustainability

Some potential but depends on:

- Effective and efficient implementation;
- Broader social reach ensuring youth (male and female) effectively involved;
- Stronger self-reliance of producer associations in risk-sharing partnership with private operators such as hotels and supermarkets, hucksters, logistics providers (regional and international);
- Broader and more in-depth efforts on diversification to a) increase value adding b) increase unit value of products – more high value products c) diversify geographic focus d) spread market risk;
- All this requires a coordinated effort from all stakeholders and beneficiaries, united through a single, strong leadership.

Overall Findings

- Programme Management is critical;
- EU procedures demanding and processing slow;
- Interventions require follow up and coordination to optimise impact and sustainability;
- Significant additional scope for Private Sector development;
- Strengthen Role of Govt-Institutional framework to promote self-determination of private sector
- Coordination of Farmer Groups;
- Coordination of data on rural producers and service providers;
- Important to focus on diversification and value addition as well as Banana and Plantain strategies – e.g. fruit juices & products, ground provisions, cocoa, aromatics, flowers, animal products including honey, organics, fresh and processed vegetables, etc.;
- Impact of Diagnostic labs;
- Enhancement of extension services;
- Value of Farming Systems Research aligned to rural enterprise development;
- Land issues sensitive- requires in depth study possibly positive returns;
- Enterprise Business Modelling;
- 'Risk Analysis' – enterprise planning, Market development draw private funding;

Recommendations

- Feeder Roads Follow Up -to ensure productive use (coordinate farm planning, training etc.);
- Diversification – Enterprise Incubation, Value Addition, Improving production of short shelf life products with processing and certification;

- Data and Knowledge Accumulation: Other activities – Statistic Analysis to be supported by operational systems of data accumulation & knowledge interchange;
- Rural Resource Registry;
- Risk - Stable Systems: Focus on analysis and promotion of robust Farming Systems;
- Coordination of Programmes: Data Exchange Platform and Project Tracking System;
- Market/Enterprise and Business Development => viable agro business centre linking into Extension zone offices;
- Specialisation of Extension Services: Rural Enterprise Support and Planning; Farming Systems Development; Market Liaison etc.;
- Regional Coordination and links in Market Development and Intelligence.

Dominica €15.27M

Focus Areas:

- Entrepreneurial and technological development;
- Innovation;
- Quality standards;
- Infrastructure;
- Agricultural information system;
- Risk management systems.

Key Observations and Lessons Learnt:

- Many Key Interventions – strained DOM’s implementation capacity as well as EUD’s;
- Institutional framework for long term growth delayed lacked coordinated visions between line agencies and stakeholders;
- Limited Private Sector {and Farmer organisation?} collaboration – link to sustainability;
- Unclear roles of key stakeholders (Facilitation v Direct Intervention);
- EU procedures highly demanding – requiring focus on administrative structure at expense of implementation and management;
- Long delays in processing and unclear signals on implementation policy between EUD and DOM
- Lack of Coordination between Stakeholders;
- Need for creating an Enabling Environment to ‘stimulate’ rather than ‘push’ growth;
- Potential for inward investment under-estimated, requires more focus.

Primary Constraints

- EU Procedures- limited EUD staffing leads to severe delays in implementation;
- Programme Coordination – Despite early logical framework planning, clear lack of Common Vision and coordinated efforts, particularly regarding post-banana agriculture;
- Programme Management split between NAO and MoA but disrupted by higher level decision making;
- Disconnect between technical planning/management and political decision making;
- Private Sector not prominent and overly active, no apparent initiatives to stimulate increased engagement;
- Severe lack of knowledge base of rural resources. Poor collaboration and integration of GCSO. – High demand for centralised data management and coordination system – requiring engagement but independent of major actors;
- High demand for improved coordination platforms.

Future and Recommendations:

- Focus on Feeder Roads - high fund use and necessary intervention – but requires follow up to ensure productive use (farm planning, training etc.);
- Census => Producer AND Service Provider Register – Greater use and interaction via mobile technology;
- Producer and Service Provider Registry to initiate market development and service provision.
- AIS => Business Development => viable agro business centre;
- Need to develop blueprints and business plans for development of high potential crop and livestock sectors, as well as Cost/Benefit Enterprise Analysis, Value Chain Analysis => Farming Systems Research => Bank liaison and partnerships – RISK;
- Common Vision – Problem Tree Analysis and Log Frame development - need for 'buy in' and well established strategy resilient to policy changes;
- Follow up on Market/Enterprise Development – Pineapple initiative? Etc.;
- On line 'project tracker' for management and stakeholders to follow the progress of their "dossiers" and aware of any issues affecting timely implementation.

Annex 4: Proposed Consolidation of BAM Programme

1. Introduction:

1.1. Key Focal Areas in BAM Programme:

- Enterprise, Innovation and Value Addition
- Finance & Risk
- Capacity Building & Coordination
- Participatory Sectoral Planning

1.2. Critical Weaknesses Highlighted in BAM Projects

In general, the BAM programme provided a wide selection of key interventions focused strongly on the building of capital facilities and training. Whilst these interventions will all eventually contribute in varying degrees to the overall capacity of the sector, these gains are likely to be severely diluted without a concomitant improvement in the institutional framework for programme management and a realignment of support/extension services in both the government and private sectors. It is clear that the weaknesses identified in the MTR are all central elements of standard Programme Management:

- Limited levels of cohesion and understanding of ‘Problem Ownership’ and disjointed agreements on remedial strategies.
- Limited Rural Resource Information and sectoral M&E
- Poor engagement and participation of Private Sector and Financial Services as well as persistence of ‘Dependency Syndrome’
- Lack of National and Regional Coordination frameworks.
- Limited Integration of BAM Interventions into Government Programmes

1.3. Remedial Measures

Whilst each of the BAM programme management units have already undertaken efforts to address some of these issues in varying degrees, the overall remedial measures necessary to ensure ‘optimal impact’ of the BAM interventions is likely to far outweigh the existing capacity and perhaps funding (in light of the D+3 restrictions), especially in light of their ongoing heavy procurement commitments and workload in the latter phase of the programme.

For the BAM interventions to achieve their full potentials in conjunction with any future government interventions and related support services, what could be termed a ‘General Adjustment Programme’ is required that aims to build a Rural Resource Management capacity both within Government Extension Services with ‘meaningful integration’ of private sector stakeholders, service providers and rural entrepreneurs/producers. Any initiatives to be applied can and should be integrated and coordinated with the final stages of operations of the BAM Programmes to optimise the benefits of the institutional knowledge and experience carried by the programme management teams.

The follow up programme will need to target a number of key areas:

- Developing a framework and system for collection and dissemination of critical field data and the capacity for processing of information in conjunction with the establishment of a Knowledge Accumulation and Distribution Base.
- Development of a Business Development Unit dovetailed into the Data and Knowledge frameworks to promote commercial aspects of rural enterprise development.
- Realignment of Extension Services upgrading with mobile services to feed into and to benefit from, the improved facilities as well as enhance the commercial aspect of their extension services.
- Develop a sustainable Market Information Exchange programme in each country linking into a National and Regional MIS system.
- Create a Stakeholder Interface and Communications Platform supporting participatory exchanges at all levels including Extension Services, Market Information, Credit Services, and Procurement etc.

Significant cost, operational and collaboration benefits and synergies may be gained by the introduction of a unified Regional Programme.

2. Programme Strategy:

2.1. General

One of the key areas of success of the BAM programme interventions in the long term will mostly depend upon the general management capacity of government services as well as the extent to which it can engage and collaborate with the private sector and the primary producers. To initiate and maintain this level of enhanced management and collaboration, the establishment of a general management framework as well as a significant realignment and restructuring of the government support services will be required. The government must adopt a ‘facilitation role’ in order to engage and support the sector ‘as a whole’ through comprehensive dialogue and collaboration which will require a systematic restructuring of the Extension Services and a redefinition of institutional roles.

It is important that the eventual programme designed to achieve this, adopts a logical and step by step approach where all the key weaknesses are targeted progressively creating a unified structure built into an institutionalised framework. Failing to follow logical and sequential steps, or initiating too many elements of the support programme at the same time, may even be counterproductive to the overall programme. Introducing too many elements at the same time can dilute and divert the focus away from the primary goals which may in turn, lead to excessive preoccupation in the practical aspects of programme implementation whilst losing overall cohesion of the programme as highlighted in some cases under the BAM. Similarly, incorrect or inappropriate sequencing of implementation may fail to provide the prerequisite foundational works supporting the following components thereby undermining the overall credibility of the programme. For e.g., Establishing Market Information Services, or upgrading of Extension Services in advance of establishing a process of comprehensive data collection supplying the Rural Resource databases of Producer/Market registers, land inventories, Enterprise Knowledge Bases and providing a platform for data exchange, is likely to result in diminished impact, increased costs of establishment, operation and maintenance, consequently resulting in unsustainable, inconsistent or unreliable services.

Rural Resource Management Programmes, similar to any business venture, must be based on consistently reliable and up to date information ‘at all times’. This is the foundation upon which all investment decisions must be built upon. Thereafter the focus can be turned towards the follow up activities such as the creation of participation and collaboration platforms. Accumulated data must be processed and transformed into appropriate knowledge to encourage the engagement of the primary stakeholders and to further leverage the exchange of information and knowledge throughout the sector. Based upon this ‘informed’ platform, the processes and mechanisms for long term rural resource management can be developed on a more robust and sustainable foundation.

With uniform systems firmly established in each island, the platforms and information can easily be collated and integrated into a regional framework for the development of an ‘exchange and coordination platform’ improving synergies and cost effectiveness throughout the region.

2.2. Key stages:

It is recommended that the programming of the BAM consolidation phase in conjunction with the establishment of a long term rural development framework for self-determination and commercialisation of the rural sectors should follow a series of logical stages as follows:

1. Establishment of Programme Foundation: (Rural Resource Information and Collaboration Platform) – Creating linkages with stakeholders and establishing critical mass.
2. Establishment of Rural Enterprise Planning Services and Knowledge Base.
3. Institutional Review of Extension Services - alignment with mobile systems and commercial support.
4. Introduction of Market Information Service.
5. Promotion of Public/Private Participation Programme.
6. Integration and Engagement of Financial Sector.

2.3. *Primary Outputs:*

The primary outputs from the foregoing stages are expected to include the following:

- ❖ Interlinked Geo tagged Registers of Producer/Service Providers, Lands and Land Use Inventories, General Rural Resources....etc.
- ❖ Rural Enterprise Knowledge Base.
- ❖ Realigned and upgraded Extension Services.
- ❖ Stakeholder Coordination and Communications Platform linked to extension services.
- ❖ Marketing and Procurement Support facilities.
- ❖ Rural Enterprise Planning/Business Development Unit linked to Extension Services and Rural Enterprise Knowledge Base.
- ❖ Programme Monitoring and Rural Resource Management Unit.
- ❖ National and Regional Coordination Facilities (Marketing, Support Services, Programme Development, Resource Management etc.)

3. **Proposed Follow-up Interventions for long term support of the BAM Interventions:**

#1. Discovery Mission and Establishment of Coordinated Vision and Stakeholder ‘Buy In’.

This involves the Identification of Constraints, Logical Framework and Problem Analysis to establish Problem Ownership and to stimulate engagement and buy-in of all stakeholders. It will involve:

- ✚ **Scoping:** *Reviewing the ‘scope’ of services required.*
- ✚ **Constraints and Capacities Assessment:**
- ✚ **Common Understanding of Requirements:** *Establish ‘a Shared Vision’*
- ✚ **Targets for success:** *Establish ‘Measurable Targets’*
- ✚ **Review of Resources:**

#2. Design and Establishment of Rural Resource Management (RRM) Platform:

Establishment of the Rural Resource Data Registries including mechanisms for data collection for the creation and updating of Producers/Service Providers Registers (including finance providers and credit services), comprehensive Land Use Inventories for cropping and land use, Enterprise performance data, etc.

Initiating and developing linkages to both fixed as well as working registries of government and participating private sector actors – such as government land registries and National ID, as well as the registries of Market Agents, Special Interest groups and associations such as: horticulture, livestock, banana producers etc.

Establish Programme Monitoring feeds and mechanisms. (leading to crop forecasting, targeted extension, marketing and procurement services, disease control, support to Praedial Larceny Programmes etc.).

#3. Programmed introduction of Market Information Services.

This will involve the design and establishment of ‘a Model’ for Marketing Information Services Unit. The model must include detail of the operational processes and the practical/institutional structures for the collection and two-way dissemination of information to selective targets. It must ensure that the capability for analysis and development of market intelligence to facilitate, exploit and promote the potentials of both national, regional and even international markets.

The model must be sustainable in the long term, providing consistent and up to date information at all times and can be effectively and selectively distributed throughout the sector linking both the producers/processors as well as the end market agents.

Linkages must be established with RRM Platform to ensure optimal use of data and information in enterprise development and analysis, farming systems research and also procurement services to the sector.

Networking protocols and mechanisms for collaboration with Marketing Agents will need to be established including the design of liaison formats, mechanisms and reporting.

It will also be important to develop reporting mechanisms which will link and coordinate government central statistics offices with Agricultural Services to provide improved logistical and policy planning.

#4. Establishment of Business Development Unit with Rural Enterprise Planning Facility

The establishment of a Business Development Unit or Business Incubator will require the design and development of the following key factors:

- ✚ Standardised Digital Rural Enterprise Modelling System.
- ✚ Digitisation and integration of Enterprise Models - importation of available enterprise models - create field data retrieval system of new farming systems:
- ✚ Interactive systems for engagement of extension services as well as producers as primary mechanism for feedback and Farming Systems development.
- ✚ Programme for integration of and collaboration with financial sector.
- ✚ On line systems as well as direct consultancy support for farm and **Rural Enterprise Planning** facilities integrating the government extension services.
- ✚ Established linkages to Market and Inputs data collection points.
- ✚ Systems for the evaluation of Rural Enterprise 'Risk' leading to potential strategies for general and targeted risk management.

#5. Realignment and Training of Extension Services:

The Extension services will form a central role in the formulation and establishment of the Rural Management System. This will require considerable re-alignment of the structure and operations of the Services. The following aspects will need to be programmed into the consolidation phase:

- Undertake an institutional evaluation and HR study leading to restructuring and training programme.
- Equipping of extension services to provide linkage and direct communication with the Rural Resource Database, Rural Enterprise Knowledge Base, Market Information Services and Communications framework.
- Training of Extension staff towards Commercial Enterprise Extension Support.
- Restructuring of Ministry units for integrating of on line marketing services, business development, agronomic and veterinary support, financial liaison etc.

#6. Creation and Establishment of Coordination and Communications Platform

Coordination between all Key Stakeholders has been highlighted as a central issue. It impacts on developing common bonds and understanding between stakeholders which will contribute to the element of common 'ownership' of problems. The Coordination Platform can be in-built within and interlinked to the information provided by the General Rural Resource Management Platform. It will require an appended communication portal as well as 'information access protocols'. The key components of this programme are as follows:

- Design and introduction of Public/Private Participation Interface.
- Establish linkages and collaboration frameworks and agreements with Finance Institutions, Market Agencies, NSA groups, NGOs, Donors...
- Establish mechanisms and protocols for establishment of regional collaboration services providing: – market intelligence - coordination of capital investments for sharing of facilities - exchange of rural knowledge and information including Farming Systems development and entrepreneurial advancement – Rural Management Systems.

Annex 5: Concept Note for a Project for an Agribusiness Development Laboratory and Incubator in the Windward Islands

- Purpose:** Establish an enterprise development scheme to provide practical, commercial training, advice and support to new and expanding agribusinesses and investors who establish viable enterprises in their countries and region.
- Results:** 3 successful new or expanded agribusinesses per country after 12 months of operation of the scheme
- Funding:** EU BAM funds, regional funds and WWI governments
- Duration:** June 2016-July 2017
- Location:** Kick-off promotional road shows in each country and then collective group sessions in a single location, to create team spirit, common values and regional approach

Justification:

- Downsizing of banana industry, loss of rural jobs and household incomes, lower GDP, slow or lacking emergence of alternative industries, uncoordinated expansion of sales to small regional markets, also made up of SIDS
- High unemployment with large contingents of youth lacking business skills and motivation
- Abundance of potentially viable opportunities to convert to viable and bankable agribusiness projects
- Promoters' and support services' lack of practical, commercial experience in research and market development for agribusiness
- BAM's capacity-building, business development and infrastructure investments provide a platform for a more pro-active approach to agribusiness development that will spawn new businesses in a finite time span.

Activities:

- Establish the incubator as a live laboratory for practical training in business development with an agri-food focus
- Establish a select group of committed and dynamic potential entrepreneurs and business support service providers willing and able to follow a 12 month-long training process leading to the establishment of viable businesses
- Provide this group with hands-on training, support and oversight to:
 - a) identify new agribusiness opportunities in their countries
 - b) review and assess projects for potential viability against strictly commercial and financial criteria
 - c) focus on bringing key projects to fruition through a series of planned and fully supported and monitored activities
 - d) give participants the opportunity to engage with target markets and devise practical solutions to technical and management challenges
 - e) get involved in start-up and expansion of key opportunities
 - f) help manage a real business.

Budget Estimate for 14 months of operation:

Item	Cost €
Secure periodic access to a well-equipped and connected venue for training and business incubator activities	€25,000
International and regional agribusiness expertise - expert fees and direct costs - 80 fee days and 80 per diem days each for one international and 2 regional experts – int'l €100,000, regional €80,000	€180,000

Training expertise – 6 sessions of 5 days each	€24000
Funds for participant travel to the group sessions and for hands-on market research in target markets – 10 days per project, 9 projects @ €250/day + €300 per flight = €2250 + €2700	€5050
Operating costs	€10,000
SubTotal	€244,050
Contingency 10%	€24,405
Grand Total	€268,455