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DIRECTORATE OF PROGRAMMING AND EVALUATION
Evaluation Division

Report of the Evaluation of IICA Action
in Jamaica 1984 - 1988

ANNEXES

Volume 1

Kingston, Jamaica

April, 1989



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DIRECTORATE OF PROGRAMMING AND EVALUATION
Evaluation Division

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in Jamaica 1984 - 1988

ANNEXES

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DIRECTORATE OF PROGRAMMING AND EVALUATION

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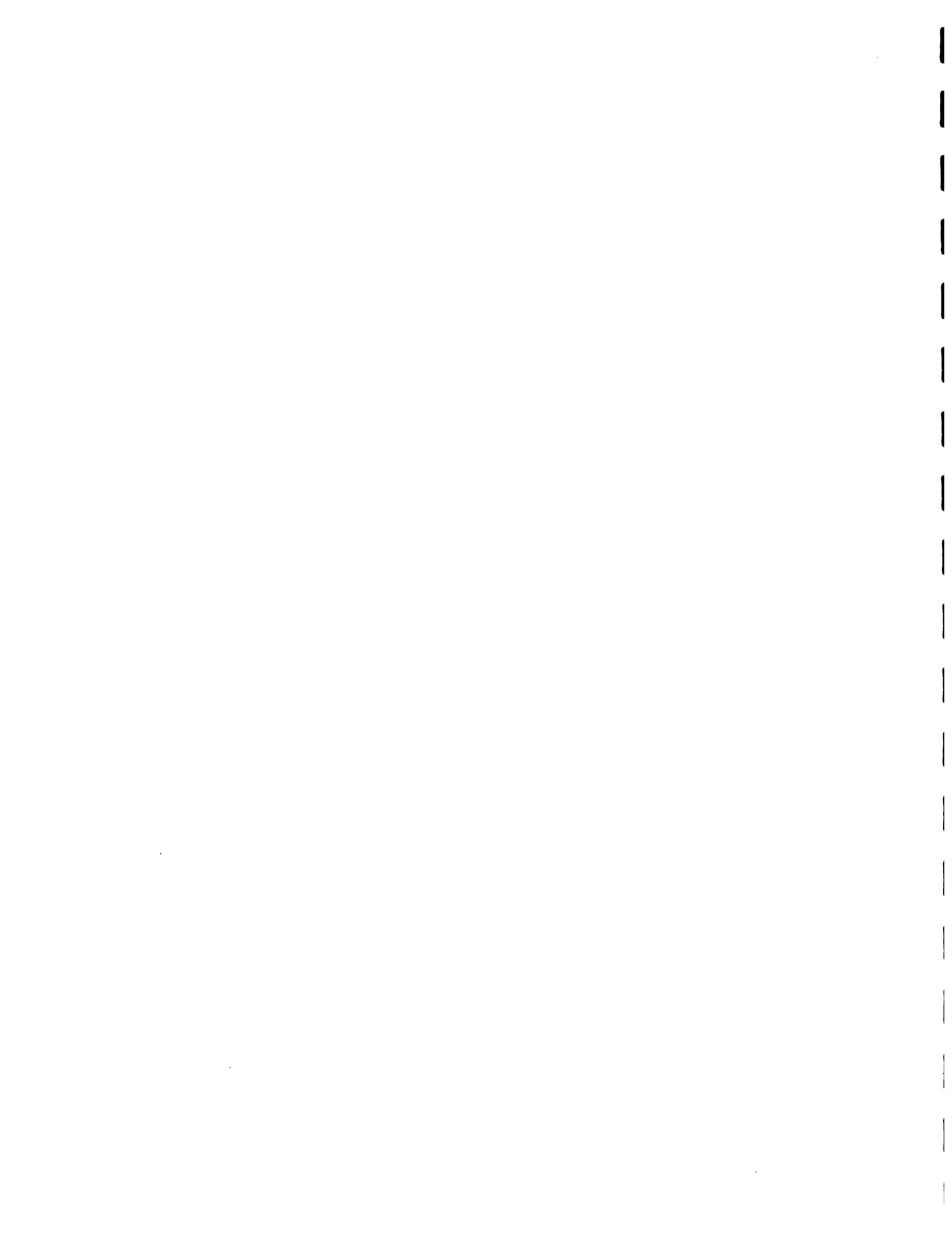
Report of the Evaluation of IICA Action in Jamaica

1984 - 1988

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Volume 1

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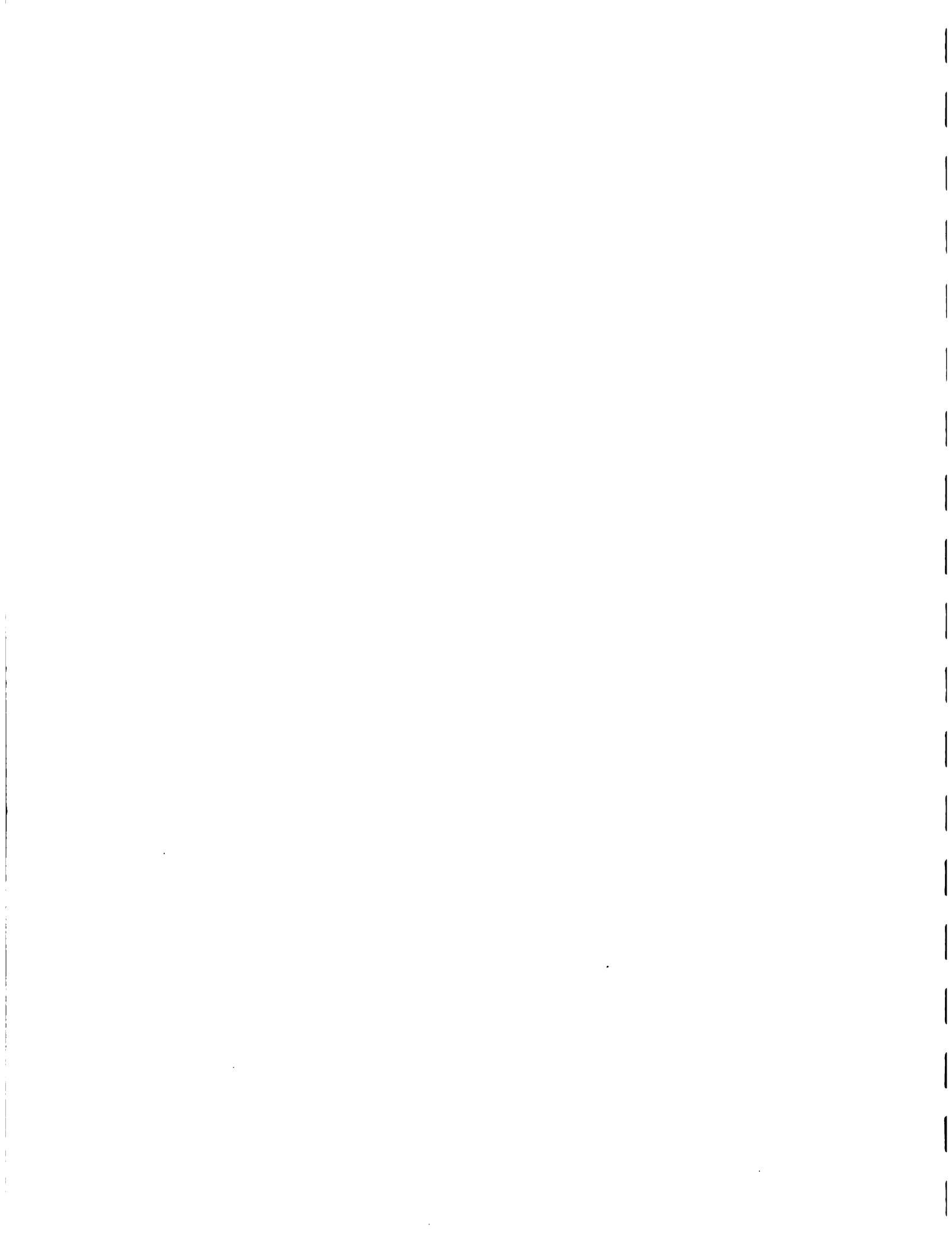
**Report of the Evaluation of IICA Action
in Jamaica 1984 - 1988**

ANNEX 1

**Scope of Work for Evaluation Mission:
Evaluation of IICA's Action in Jamaica
(Format IERPl)**

Kingston, Jamaica

April, 1989



DIRECTORATE OF PROGRAMMING AND EVALUATION

EVALUATION DIVISION

FORM IERP 1

SCOPE OF WORK FOR EVALUATION MISSION:

EVALUATION OF IICA'S ACTION IN JAMAICA

1. IDENTIFICATION OF REPRESENTATION AND OF PROJECTS INCLUDED IN EVALUATION

IICA Representation in: JAMAICA

Period covered by the evaluation: From January / 1984 to June / 1988

Representative: JAN HURWITCH

Since January/1986

Projects included in the evaluation

In the case of Jamaica, it was decided to evaluate the area of Rural Development, and within it, the project on "Small business management support for the rural development process in Jamaica: II," which is being implemented by the Representation. The Mission will analyze the history of the technical cooperation provided to the country in this area, as well as the direct and indirect results achieved, with special reference to the aforementioned project. In choosing the area of Rural Development, reference was made to the document entitled "IICA's Action Strategy by Country. Jamaica 1988-1989." In addition, the national component of the multinational project on "Survey and monitoring of animal and plant diseases and pests to facilitate increased production efficiency" has been

included in order to examine previous actions carried out in Jamaica in the area of animal health. Following are descriptions of the two projects.

1.1 Representation project

- Title: Small business management support for the rural development process in Jamaica: II
- Code: A2882J1C02100
- Geographic scope: National Headquarters: Kingston, Jamaica
- Title of legal instrument governing project: _____

- Duration: From January / 1988 to December / 1988
- Funding:
Regular resources: Quotas US\$66,650 Other US\$ _____
External resources: National US\$ _____ Other _____
- Counterpart agencies: Ministry of Agriculture, Ministry of Youth and Community Development, and Things Jamaican, Limited
- Head of Project: J. Hurwitch

1.2 Component of a multinational project

- Title: Survey and monitoring of animal and plant diseases and pests to facilitate increased production efficiency
- Code: A2886D1E03200
- Geographic scope: Multinational Headquarters: Trinidad and Tobago
- Title of legal instrument governing project: Agreement between CIDA (Canada) and IICA
- Duration: From July / 1988 to December / 1991

- Funding:

Regular resources: Quotas US\$480,900 Other US\$ _____

External resources: National US\$ _____ Other US\$318,000 (CIDA)

- Counterpart agencies: Ministries of Agriculture in each country of the Caribbean Area

- Head of project: Barry Stemshorn

2. PURPOSE OF THE EVALUATION

- a. To determine the extent to which IICA's technical cooperation (1984-1988) has been and is being adapted to the needs of the country, and identify the factors and conditions that favor this adaptation.

It is important to determine:

- * the degree of initiative that can be exercised for generating a new perception of needs and priorities, and
 - * the viability of offering technical cooperation based on IICA's capacities and comparative advantages
- b. To determine the extent to which IICA's technical cooperation (1984-1988) is consistent with the guidelines of the 1983-1987 and 1987-1991 Medium Term Plans; how these guidelines are spelled out in the IICA Action Strategy by Country documents and how they are reflected in the Representation's capacity to participate in the dialogue on agricultural policies, promote requests for technical cooperation projects, and establish relations with various institutions that play an important role in formulating and implementing public policies. In the case of the Jamaica Representation, it is important to identify:

- * its effective capacity to participate in this dialogue
 - * its possibility of playing an active role in promoting requests for technical cooperation
- c. To examine and appraise the performance and results of the Representative's role in and support for:
- *Maintaining official relations with the country and broadening the base of institutional and financial support for technical cooperation activities, with emphasis on the determining factors of the performance observed.
 - *Managing technical cooperation, including the terms under which technical cooperation instruments are agreed upon and implemented, and the maintenance of smooth relations with public and private sector authorities and with representatives of international agencies;
 - *Internal management of the Representation and attention to formulation of and follow up on projects, and securing of external resources.
- d. To evaluate the effectiveness of the technical cooperation offered to the country and determine the factors and conditions which contribute to such effectiveness; this entails:
- analyzing the consistency of the technical cooperation activities planned for the period covered by the evaluation, and analyzing the design of cooperation and administrative support instruments and the manner in which they are agreed upon and processed for approval;
 - evaluating the ability of the Representation and its projects to adapt to changing circumstances (both in the country and within IICA); and

- analyzing the products generated by the technical cooperation activities carried out, the use which counterpart agencies make of these products and, when pertinent, determining the degree to which they are institutionalized. Indirect results which go beyond the institutional scope and have an impact on the sector as a whole will also be identified.

e. To evaluate results of relations with Headquarters

*With regard to the processes involved in planning and approving projects, particularly:

- the extent to which the procedures fulfill their purpose of ensuring that actions are consistent with institutional mandates, and available resources and capacities;
- the bureaucratic burden of these procedures and their impact on management of the Representation.

To offer suggestions for simplifying these procedures in keeping with the requirements and advantages of Representations such as that of Jamaica

* Concerning staff administration

-extent to which current procedures for staff administration facilitate or impede Representation management.

* Concerning the accounting system

-mechanisms for control, protection and planned use of assigned resources

-in the event that problems should arise, pertinent information on the keeping of records in two currencies.

* support from Headquarters units in:

- identifying, coordinating, formulating and implementing technical cooperation instruments
- securing external resources

f. To characterize the model IICA has developed in Jamaica for organization and coordination of the Representation and its impact on the capacity to meet the Institute's priorities for the future and improve IICA's image in the country. To emphasize how this enables the Representation to:

- * generate innovative thinking;
- * apply the strategy for institutional strengthening;
- * modify IICA's image in the country;
- * be recognized for its comparative advantages in providing technical cooperation services.

What kind of organization is desirable for the Representation, given its volume of activities?

3. BACKGROUND

The Representation is to prepare a document on the history (performance and results) of IICA's technical cooperation to the country during the period covered by the evaluation. This document will be delivered to the Mission.

In order to provide further background information, the Representation should also have the following basic documentation at hand:

- Action Strategy by Country drawn up at the end of 1986, to support the 1988-1989 Program Budget
- Documents that have been drawn up in support of previous Program Budgets (e.g., Action Plan at the Country Level)
- National sectoral development plans in force during the period covered by the evaluation
- Program Budgets for the 1984-1985 and 1986-1987 periods
- Annual plans of operations for 1984, 1985, 1986 and 1987
- Reports on annual budget performance
- Annual reports of the Representation
- Reports on projects in the subject area selected and on the multinational component selected
- Auditor's reports

4. FRAMEWORK OF ANALYSIS

Bearing in mind the different aspects covered by the evaluation of IICA's action in Jamaica, DIPROE has prepared a breakdown of the six purposes under eight headings, listing in each case the results expected from the Mission's analysis. To guide this analysis, there are a number of questions on situations, facts and conditions which should be answered and weighed for purposes of future decision-making. These questions and the other elements of the Scope of Work can be adjusted by authorities and officials of national organizations involved with Institute action, as well as by the Representation staff and by the evaluators themselves, in terms of their expectations for the evaluation.

OBJECT OF THE ANALYSIS	DESIRED RESULT(S) OF THE ANALYSIS	QUESTIONS FOR OBTAINING INFORMATION
1. Adjustment of technical co-operation to national needs	The evaluators determine the extent to which technical co-operation adjusts to the needs of the country, whether a new perception of needs and priorities has been generated, and whether technical cooperation has been offered in view of IICA's comparative advantages.	*To what extent are selected technical cooperation instruments consistent with the needs of the country? *What factors and conditions limit development of a new perception of the country's technical co-operation needs and priorities?
2. Consistency of technical co-operation with MTP guidelines	The evaluators determine the consistency between technical cooperation and the guidelines of the MTP; the capacity of the Representation to participate in dialogue on agricultural policies and promote demands for technical co-operation.	*How is the approach of the MTP interpreted and put into practice with regards to instruments of technical cooperation, studies and events held by the Representation? *How has the Representation's capacity to encourage and participate in the dialogue on agricultural policies and rural development for small farmers and to promote requests for technical cooperation improved?
3. Results of the analysis of the Representative's management and of the support she received in carrying out her duties	The evaluators determine the effectiveness of the Representative's management as such. The evaluators assess the effectiveness of performance in coordinating technical cooperation.	*How effective is the Representative's performance with regard to: -maintaining official relations, and -expanding the institutional base of support for technical cooperation activities and securing external resources? *What impact has the support received by the Representative had on the effectiveness of the performance observed?

OBJECT OF THE ANALYSIS	DESIRED RESULT(S) OF THE ANALYSIS	QUESTIONS FOR OBTAINING INFORMATION
4. Analysis of the consistency of the technical cooperation planned	<p>The evaluators determine the performance and results of the Representative's participation in tasks pertaining to project formulation and follow up.</p> <p>The evaluators assess the consistency of the objectives, strategy, instruments and resources established for cooperation in the country with the sectoral and institutional problems it seeks to solve.</p>	<p>*The following questions must be answered based on observed performance and results:</p> <ul style="list-style-type: none"> -Are the conditions agreed to for technical cooperation the best for both the country and IICA? -To what extent does the country make use of the different technical and resource-administration services that the Institute puts at its disposal? *Which factors facilitate and limit a more effective participation of the Representative in these tasks? <p>.Based on the Representation's interpretation of sectoral and institutional problems, the mission should answer the following questions:</p> <ul style="list-style-type: none"> -How consistent is the definition of the objectives, strategy, technical cooperation instruments and resources assigned to the Representation? -To what extent did national authorities and technicians take part in the definition of areas for IICA cooperation in the country and how useful was their participation? -Bearing in mind the degree of consistency found, what is the likelihood of reaching the situation described upon termination of IICA technical assistance to the country?

OBJECT OF THE ANALYSIS	DESIRED RESULT(S) OF THE ANALYSIS	QUESTIONS FOR OBTAINING INFORMATION
5. Analysis of the Representation's capacity to adjust to changing circumstances	The mission determines to what degree circumstantial changes affect cooperation objectives and strategy and assesses the capacity of the Representation to make the necessary adjustments to ensure that the on-going technical assistance provided is tailored to the needs of the country, and that the quality, usefulness and timeliness of the desired results is maintained.	<p>*What were the key indicators which allowed the Representation to perceive significant changes in the problems faced in national objectives and in institutional programs and policies?</p> <p>*What positive conditioning factors allowed the Representation to adjust its technical assistance in such a way that the quality, usefulness and timeliness of the desired results were not affected?</p> <p>*To what degree can this adjustment process be reproduced in other Representations?</p>
6. Analysis of results in terms of outcome and impact	The evaluators establish the progress made and the limitations encountered in obtaining the final products established in the instruments of technical cooperation in the subject area covered by the evaluation.	<p>*Do the final products achieved correspond to those expected?</p> <p>*How have these achievements contributed to obtaining the Representation's objectives?</p>
	The evaluators judge the key advances made and limitations encountered in obtaining the specific objective of the instruments included in the evaluation.	<p>*What factors, conditions and events were decisive in obtaining the final products and which were limiting?</p> <p>*Does the relationship between the final products and the specific objective of the projects fulfill expectations?</p> <p>*What foreseen and unforeseen external conditioning factors arose?</p>

OBJECT OF THE ANALYSIS	DESIRED RESULT(S) OF THE ANALYSIS	QUESTIONS FOR OBTAINING INFORMATION
7. Analysis of relations with headquarters	The evaluators determine the impact of the projects and other technical cooperation instruments in sectoral institutions and at IICA.	<p>*Does the use the counterpart agencies make of products generated correspond to expectations?</p> <p>*How do officials and technical experts from counterpart agencies view these products in terms of their quality, usefulness and timeliness?</p> <p>*What results is the counterpart organization achieving that can be attributed to the effects produced by the IICA project?</p>
	The evaluators determine the extent to which project planning and approval procedures ensure that actions are consistent with institutional mandates and available resources and capacity, and the bureaucratic burden of these processes on Representation management.	<p>*Within the planning and project approval procedures, which indicators for adaptation or consistency between actions and institutional mandates, capacities and resources are considered fundamental and necessary and which should be eliminated?</p> <p>*Which phases or steps of the process for planning and approving cooperation instruments are considered essential and which can be eliminated?</p> <p>*How have the management and the image of the Representation been affected by the establishment and application of the current procedures for planning and approving technical cooperation instruments?</p>

OBJECT OF THE ANALYSIS	DESIRED RESULT(S) OF THE ANALYSIS	QUESTIONS FOR OBTAINING INFORMATION
	<p>The evaluators determine the extent to which the accounting and staff-administration procedures facilitate or impede Representation management.</p>	<p>*Which problems associated with supervision, protection (against loss of purchasing power), record keeping in two currencies and use of assigned financial resources have frequently come to bear on Representation management?</p> <p>*Which problems associated with staff recruitment, evaluation, salary adjustment, and promotion have frequently come to bear on Representation management?</p>
	<p>The evaluators determine the importance and timeliness of the support received from the different operating units at Headquarters in relation to the objectives of the Representation and the results of technical cooperation.</p>	<p>*What have been the real benefits of the support received by the Representation and its projects for:</p> <ul style="list-style-type: none"> -identifying, reaching agreement on, formulating and implementing instruments of technical cooperation, -generating and securing national resources as well as those from other external sources?
<p>8. Image and prospects for the Representation</p>	<p>The evaluators characterize the model developed by IICA for the Representation in Jamaica and how it has modified the image of the Institute in the eyes of pertinent officials and sectors.</p>	<p>*What are the main characteristics of the model (structure and management) of the IICA Representation in Jamaica and the factors that explain them?</p> <p>*What is IICA's image in the eyes of national officials with respect to technical cooperation and areas of comparative advantage for the Institute?</p>

OBJECT OF THE ANALYSIS	DESIRED RESULT(S) OF THE ANALYSIS	QUESTIONS FOR OBTAINING INFORMATION
		<p>*What are the Representation's prospects for meeting IICA's future priorities:</p> <ul style="list-style-type: none"> -with respect to the guidelines of the 1987-91 MTP, -in terms of addressing immediate priorities concerning: generating innovative ideas, applying the strategy for institutional strengthening, and identifying priority projects of impact in the country, -with respect to the guidelines set forth in the Declaration of Ottawa, as concerns the Institute?

5. TECHNIQUES AND PROCEDURES

The basic method to be used by the Mission responsible for evaluating IICA's action in Jamaica is that of "guided research," which entails the application of techniques such as: i) observation (analysis of documentary information, reviewing of reports, visits to offices of national agencies benefiting from the projects and, if possible, to the regions where the project activities are carried out; ii) in depth-interviews with national officials and Institute staff, using previously prepared guidelines or questionnaires; iii) group working sessions, in order to reach agreement on assessments made; iv) general discussions with national groups and with technical and administrative Representation staff; v) such others as the Mission may decide upon, depending on the nature, content and scope of the questions set forth in the Framework of Analysis.

The techniques and procedures followed should be designed to help the Mission concentrate on ascertaining the results of the technical cooperation provided and of the Representative's management performance, bearing in mind the process followed (programming, provision of resources, participation of national agencies, reaching of agreements, etc.) and the means used; the evaluators must also identify the causes (factors and conditions) of the results, as a basis for subsequent decision-making and institutional learning.

6. WORK PROGRAM FOR THE MISSION

Following is a proposed work program, drawn up by DIPROE, which will have to be adjusted in consultation with the Representation and members of the Mission.

ACTIVITY	DURATION	OUTCOME
1. Briefing meeting with the Mission and delivery of supplementary documentation	1st day (a.m.)	Clarification and adjustment of the Scope of Work, the program of activities and the contents of the Evaluation Report
2. Implementation of the Framework of Analysis	1st day (p.m.)	Framework of analysis implemented with specific questions in order to locate evidence in the documentation
3. Analysis of information and documentation in order to locate evidence and formulate hypotheses on factors and conditions determining results	2nd day	The Mission reaches preliminary conclusions on the performance and results of the Representation.
4. Preparation of guidelines or questionnaires for interviews	3rd day	The Mission establishes the terms in which the evidence will be corroborated and the hypotheses proved.

ACTIVITY	DURATION	OUTCOME
5. Carrying out of interviews and visits to agencies	4th and 5th days	Results and the factors and conditions explaining them have been established (conclusions).
6. Preparation of Evaluation Report (including typing and reproduction)	6th and 7th days	Preliminary version of evaluation report is produced.
7. Presentation of the preliminary findings of the evaluation to Representation staff.	8th day	Comments from Representation staff are received with a view to possibly making adjustments in the report.

7. COMPOSITION OF THE MISSION

Members of the Mission

- Mr. Huntley G. Manhertz, Jamaica
- Mr. John Spence, Trinidad and Tobago
- Mr. Miguel A. Araujo, Technical Secretary of the Mission

8. DECISION-MAKING PROCESS AS RELATED TO THE RESULTS OF THE EVALUATION

The Mission will deliver the final version of the report to the Director of DIPROE on March 14, , for its subsequent transmittal, to the Programming Committee. Plans are for the Mission to present its main findings, conclusions and recommendations to the Programming Committee at a special meeting to be held on March 28, 1989. The Committee will analyze it from the standpoint of the implications which the findings of the evaluation have for IICA and will recommend approval by the Director General, with such adjustments as may be considered necessary.

The Director General will study both the Report and the Committee's recommendation at a Cabinet meeting, and will decide on IICA's position regarding the evaluation. A copy of the report will be sent to the authorities of the counterpart agencies, for information purposes, through the Representative.

An in-house IICA group, made up of representatives from Operations, the Programs and DIPROE, will analyze the recommendations of the evaluations conducted in Jamaica, Guatemala, Venezuela and Paraguay, and will suggest measures to be taken; these may entail making changes in duties, organizational structure and institutional procedures.

DIPROE will follow up on the application of these measures by the IICA units to which they are addressed, and will report to the Director General on its findings. In addition, DIPROE will analyze the opinion of the consultants on the relevance and usefulness of the concepts, methods, procedures and forms used, with an eye to making adjustments and to improving the evaluation system as a whole.

DIRECTORATE OF PROGRAMMING AND EVALUATION
Evaluation Division

Report of the Evaluation of IICA Action
in Jamaica 1984 - 1988

ANNEX 2

IICA Action Strategy in Jamaica: 1988-1989
IICA Office in Jamaica, Kingston 1986
(Summary)

Kingston, Jamaica

April, 1989





INTER-AMERICAN INSTITUTE FOR COOPERATION ON AGRICULTURE

IICA ACTION STRATEGY IN JAMAICA

1988 - 1989

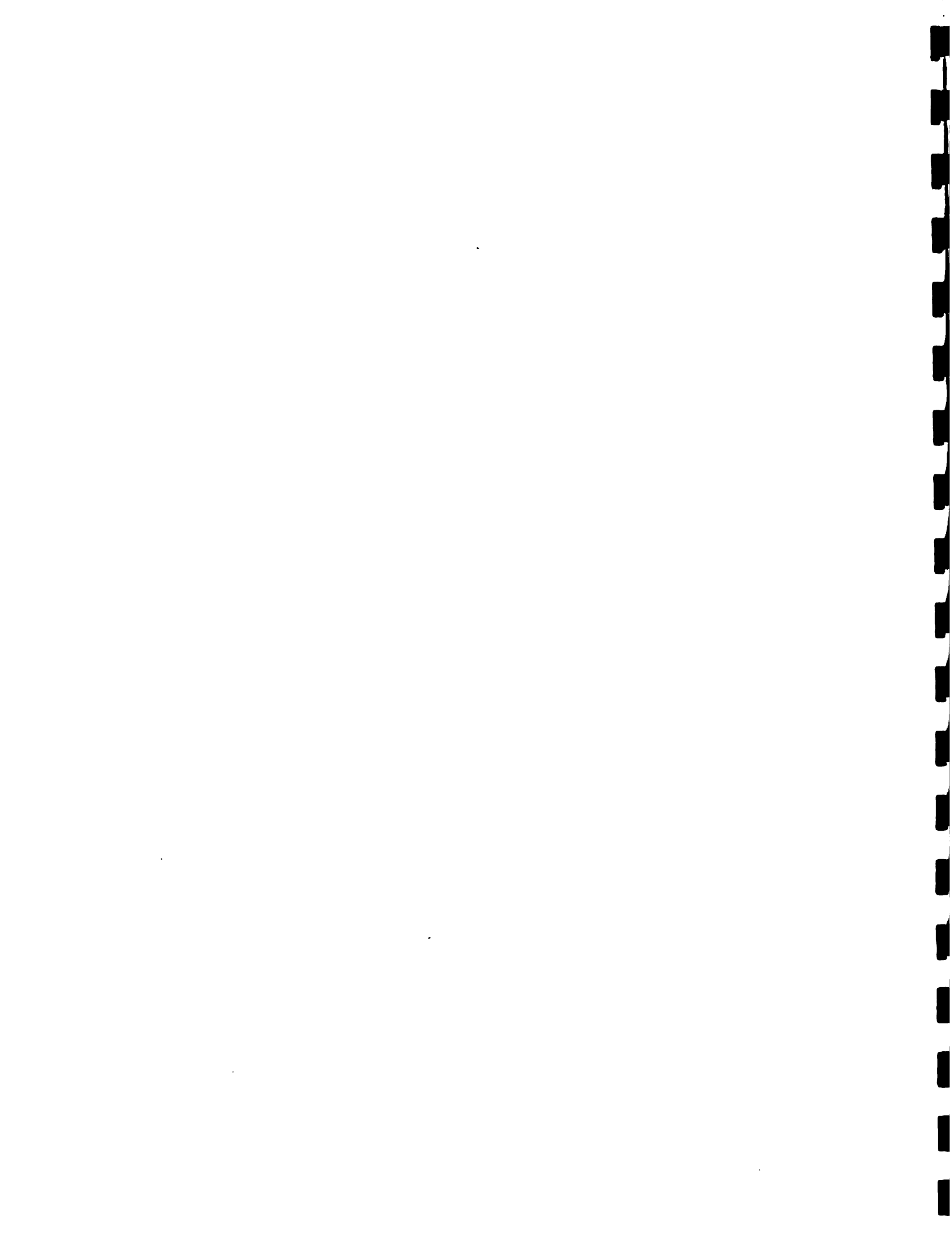


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EXECUTIVE SUMMARY

Jamaica's total land surface is 1,099.2 thousand hectares; 46.4% is dedicated to agriculture. Of the land dedicated to agriculture, 31.8% is considered arable, 14.5% is used for perennial crops, 3.8% for grassland, 43.9% for forest and open woodlands and 5.9% for other. There are 34.6 thousand hectares under irrigation.

Jamaica has a total population of 2.3 million, with 58% rural and 35% economically active. The GDP per capita growth is -5%, while the contribution of agriculture to the GDP is 8.8%. Jamaica's foreign debt balance is 3,225 million US dollars.

Problem areas identified by the Government include:

- (a) high level of rural population (60%) considered rural poor; high average age of farming population (over 50 years);
- (b) lack of land titles, access roads and water availability;
- (c) hilly, rugged and eroded land, 60% of which is unsuitable for mechanical tillage;
- (d) farming inputs inaccessible to farmers due to lack of foreign exchange or financing;
- (e) institutional weaknesses including limited resources, trained personnel, coordination, analysis and interpretation of critical data;
- (f) limited transfer of technology to small farmers due primarily to institutional weaknesses;
- (g) increased agricultural credit availability has not led to increased utilization by small farmers due to high interest rates, low levels of land entitlement, limited managerial experience with higher capital levels;

- (h) unavailability of adequate marketing arrangements due to insufficient planning and coordination, processing facilities, and dispersement of small farmers;
- (i) animal health and plant protection systems require strengthening due to lack of trained personnel, complete information base and disease eradication programmes.

The Sector, although declining by 3.4% in 1985, has the potential and the capability to achieve positive growth, given the number of projects already initiated. During the 1988-1989 period, the Government expects progress in a number of areas, namely:

- . increase in the number of legal land titles;
- . increase in the number of new farms on a freehold basis;
- . likely increase in the use of credit;
- . likely improvement in the disposal of produce, and reduction in post-harvest losses;
- . further development of income-generating projects to alleviate rural poverty.

IICA's areas of action for 1988-1989 will focus on the articulation of research and technology transfer activities within the Ministry of Agriculture, as well as the development of investment funding requiring IICA's expertise. Support to Government agencies in the areas of small enterprise and institutional management will be a second area of concentration for the period. A possible project addressing problems in marketing and agro-industry is also being considered by the Office as dialogue with Government continues.

IICA's strategies and types of action in the country will include training, technical assistance, research and administrative support. The two major projects will be called "Support for the Generation and Transfer of Agricultural Technology" and "Management Support for the Rural Development Process".

The outcomes projected for IICA's action for 1988-1989 are the following for the above-mentioned projects:

1. A reorganization of the Research & Development Division will be pursued as well as a definition of a national system for agricultural research and development through which farmers will be benefitting from improved technologies regarding farming systems including the cultivation of permanent crops and rearing of livestock on hillside levels and complementary cash crop production using selected annual crops.

2. Improved cost of production methodology and data base for crops and livestock activities. Design and implementation of a record keeping system with selected participating farmers. Increased numbers of administrative and skilled personnel trained in farm management, management of rural small enterprises and in the formulation, evaluation and implementation of projects for small farmers. Generation of technical and economic information to analyze factors constraining small farmers productivity and development for economic policy, extension and research recommendations.

COUNTRY SUMMARY

COUNTRY JAMAICA

A. Basic Indicators

1. Population

Total inhabitants 2,311,100

Total rural population 1,350,000

Percentage of economically active population 35

2. Rural Illiteracy not available

3. Gross Domestic Product

- Total Country 1,852.7 million J\$

- Per capita 0.801.65 J\$

- Total growth - 7.54

- Growth per capita - 5.0

- Per cent of agriculture contribution to the GDP 8.8

4. Balance on foreign political debt 3,225 million US\$

5. Average annual rate of inflation 1985/1981 101%

6. Surface area

- Total country 1,099.20 thousand ha

- Agricultural 509.3 thousand ha

7. Structure of land use

- Agriculture 46.4%

- Arable 350 thousand ha.

- Perennial crops 159 thousand ha.

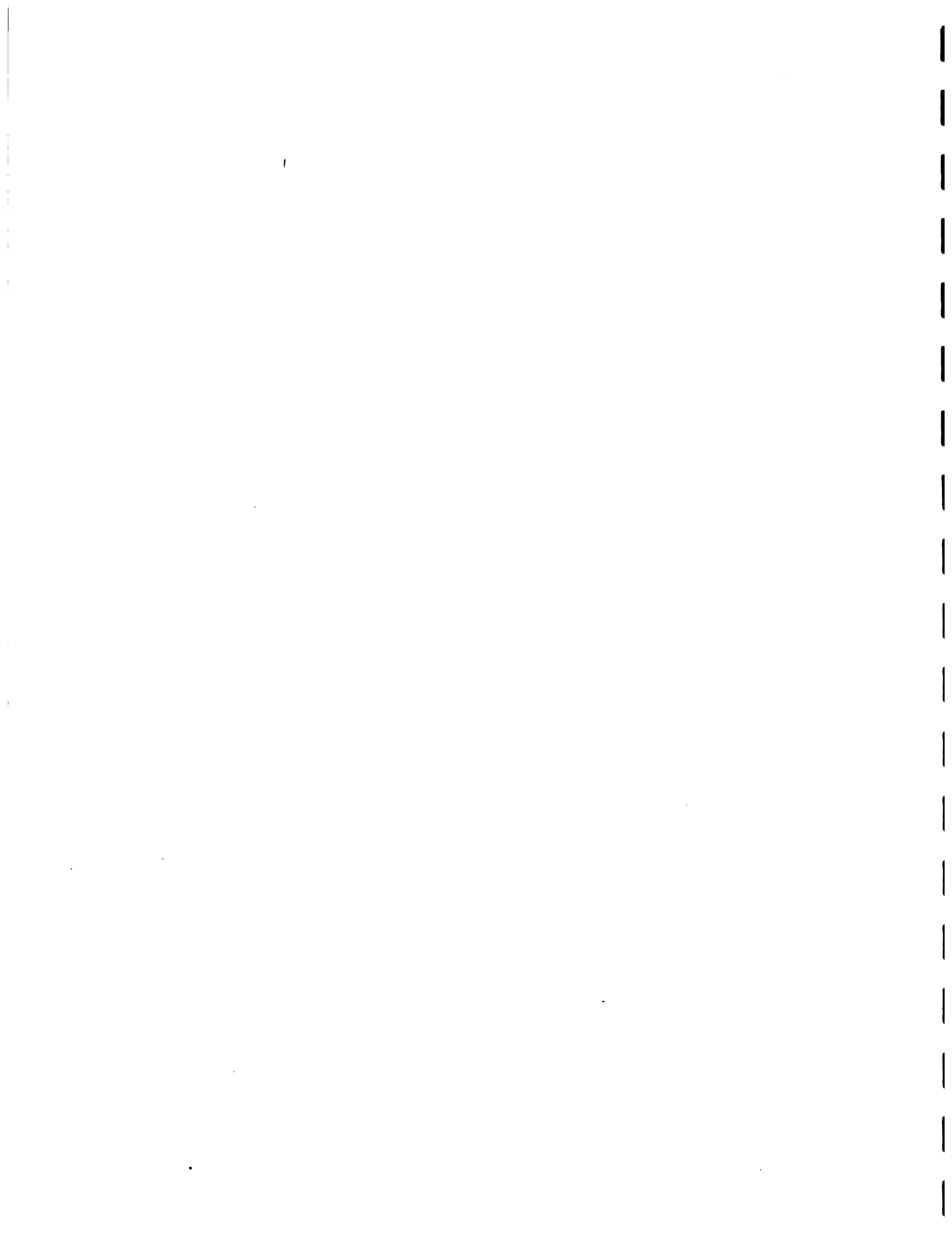
- Grasslands 3.8

- Forest and open woodlands 43.9%

- Other 5.9%

- Under Irrigation 34.6 thousand ha.

- 8. Structure of Land Tenure (see Table 1 attached)
- 9. Structure of Aggregate value of Agriculture (See Table 2 attached)
- 10. Exports
 - Total country US\$ Millions 568.5
 - Agriculture US\$ Millions 118.5
- 11. Imports
 - Total country US\$ Millions 1,143.9
 - Food Products US\$ Millions 181.5



I. INTRODUCTION

The purpose of this document is to provide the Institute with an analysis of the agricultural and rural development sectors in Jamaica. This has provided the foundation for the action strategy of the IICA Office in Jamaica during the biennium 1988-1989.

The main problems encountered in the Agricultural Sector are grouped according to the following factors: land, human, farming inputs, technology levels, marketing facilities, and credit facilities. These are the problem areas voiced by national authorities.

The document was prepared by the Director ad interim and technical staff of the IICA Office in Jamaica, in consultation with national authorities and officials from bilateral and multinational agencies with offices in Jamaica. The participation of Dr. Irving E. Johnson who consulted with the staff for the preparation of Sections II and III is greatly appreciated. Key written resources included the following:

1. Economic and Social Survey of Jamaica, 1985. Planning Institute of Jamaica.
2. Five Year Food and Agricultural Policy and Production Plan 1983/84 - 1987/88.
3. Budget Debate 1986-1987, delivered by the Minister of Agriculture, the Right Hon. Dr. Percival Broderick, in the House of Representatives, May 8, 1986.
4. Jamaica Agricultural Sector Analysis (prepared for the Jamaica USAID Mission) by William R. Furtick (April 1986).
5. Report by the IDB Representation in Jamaica for the tentative agriculture work programme (February 1986).
6. Analysis and Perspectives of the Agricultural Sector, IDB Representation in Jamaica, March 1984.
7. IICA Country Level Action Plan 1981

II. SYNTHESIS OF THE SOCIO-ECONOMIC SITUATION OF THE COUNTRY

2.1 Major Problems which affect the country

In 1985, the economy showed negative growth for the second successive year. GDP (Constant Prices - 1974) declined by 3.7% to J\$1,852.7 million in 1985, following a marginal decline of 0.4% in 1984 and a positive growth in 1982 (1%) and 1983 (2.0%).

Negotiations were held with the IMF and the World Bank to seek financial assistance in overcoming the problems limiting the performance of the Jamaican economy. The resulting Structural Adjustment Programme (SAP) initiated in 1982/83 set certain stringent conditions for loan qualification. A number of problems arose in pursuing the programme of export expansion and private investment. The major problem was that of shortage of foreign exchange. The reduction in Foreign Exchange (F/E) earnings was largely due to the closing of 3 mining companies between late 1984 and the end of 1985, effects of which were exacerbated by the lower than expected F/E from Tourism. National economic problems were further compounded by massive devaluations of the Jamaican dollar. These occurrences underlined the vulnerability of the economy to external forces. The SAP was intended to reduce these disabilities.

The Agro-21 programme which emerged initiated the Food Sufficiency Programme and the Crop Diversification Programme. Simultaneously the volume of traditional exports declined considerably and World Bank funding (Export Crops Project) was obtained to assist in changing this picture.

Population: The population of 2,311,000 for 1985 increased by approximately 1.5% over that for 1984. Crude birth rate decreased from 25 to 24.3 per 1,000; crude death rate increased from 5.8 to 6.0 per 1,000; and rate of natural increase declined from 19.2 to 18.3 per thousand. Net outflow of population (13,400) increased by 27.6% over that for 1984.

Labour Force: The mean labour force (LF) of 1,042,300 in 1985 decreased by 0.3% from that for the previous year. The Agricultural Sector's employed labour force (ELF) of 279,800 (75.6% males) in 1985, accounted for 35.8% of the ELF, compared with 33.1% of LF in 1984. Agriculture retained its position of being the highest employer (66.8%) of labour among the Productive Sectors. (Agriculture (66.8%), Mining (1.6%), Manufacturing (23.6%) and Construction (8.0%). Agricultural Sector's contribution in 1984 was 65.2%. Although the Labour Productivity of the Productive Sectors continued to decline over the period from 1:1.9 to 1:1.5 (that is a unit of GDP produced J\$1,500 GDP) in 1985, the labour productivity for the Agricultural Sector remained a low and static (1:0.6) over the last five years.

Gross Domestic Product (GDP): National GDP declined from J\$1,923.8 million in 1984 by 3.7% to J\$1,852.7 in 1985. Agricultural Sector GDP declined by 3.4% from that in 1984 but its portion of GDP remained the same 8.8% for 1984 and 1985, remaining fifth of all Sectors for the fourth consecutive year, displacing the Bauxite Sector.

Foreign Debt: Foreign debt continued to increase over the last five year period. The total debt due for repayment in 1985 increased by US\$77.2 million to US\$826.8 million compared with 1984. Actual repayments during 1985 amounted to US\$485.5 million (including interest) due to rescheduling of debts. Servicing the national debt continued to be a major charge on the budget, pre-empting 43.6% of the budget in 1985. Foreign debt for 1984 was US\$1,776.7 million and is estimated at about US\$3,225 million at the end of 1985.

Balance of Trade: The Balance of Trade of goods and services in 1985/86 was - US\$555.3 million compared with US\$473.4 million in 1984/85. The value of receipts declined from US\$1,327.4 million in 1984 to US\$1,208 million in 1985, while payments reduced from US\$1,800.8 million to US\$1,763.3 million. The increase in the gap between imports and exports was a continuation of the trend observed over the last 15 year period.

Receipts from the mining industry for 1985 (largely bauxite) declined (34.6%) by US\$153.6 million from the 1984 value. Receipts from traditional agriculture decreased by 15.1% from US\$95.9 million in 1984 to US\$81.4 million in 1985. This deterioration of the balance of payments in 1985 represented a reversal of the 1984 improvement by US\$145 million over 1983.

Inflation: The Consumer Price Index (CPI) used as the measure of inflation remained high in 1985 with a mean percentage movement of 25.5% compared with 27.8% for the previous year. Some of the policies implemented to control the demand for scarce foreign exchange earnings resulted in increased costs of goods to consumers.

Farmers were handicapped due to inability to obtain production inputs which are of external origin, due to lack of F/E coverage: high unit costs of imported inputs and high interest rates. Repairs for machinery and equipment were considerably affected.

2.2 Economic, Social and Political objectives in development plans

These have been designed in general to create conditions for improving the quality of life of the population, with reduced input from the public sector and greater involvement of the private sector. The effects of two severe cuts in public sector personnel (1984-1985), reduction in F/E earnings from Tourism and Bauxite, re-emphasized the vulnerability of the economy to the high dependency on externally directed industries. The conditions laid down in the Structural Adjustment Programme for the whole economy were also to be applied to Agriculture and other productive sectors - Agriculture largely under Agro-21, and Manufacturing (Garment industry) under the 807 Programme.

The policy and measures adopted for the social services were largely intended to reduce the Government's cost of supplying certain services in the areas of health and education in particular. Health services were considerably reduced at the levels of the hospitals and public health. In Education as in Health, the policy was to reduce the level of government spending and rely to a greater extent on private and voluntary participation.

The policy for countering some of the immediate losses caused by the redundancy exercises included the introduction of the Solidarity Programme, designed for the self-employment of youths aged 19-25 years in certain targeted areas under supervised credit arrangements. Other social policies related to the improvement of social security benefits and the relaxation of taxes for low income earners.

Political objectives enunciated included that of private ownership, particularly of agricultural land rather than leasehold tenure which had been favoured by the previous Government.

Impacts on the Agricultural Sector were both positive and negative. The restrictions within the structural adjustments were applied through:

- (a) Deregulation of Commodity Boards (External Marketing Organizations) to reduce their monopoly powers in order to accommodate wider participation of private sector agencies, and to divest themselves of non-marketing operations.
- (b) Divestment of selected GOJ activities to the Private Sector.
- (c) Stringent fiscal and monetary strategies.
- (d) Considerable devaluation of the Jamaican Dollar.

The fiscal and monetary policies significantly limited Sector performance specifically in relation to:

- . importation of machinery and parts for farming operations;
- . credit arrangements, especially rates of interest;
- . high cost of all inputs, and unavailability of key inputs due to F/E constraints;
- . reduction of a number of services previously undertaken by Government, through the creation of largely programme/project oriented extension.

2.3 Role of the Agricultural Sector

The Agricultural Sector is expected to:

- . increase export earnings,
- . reduce the level of dependence on imported products,
- . assist farmers in increasing incomes from agriculture, and
- . provide increased employment opportunities in agriculture.

The Sector, as one of the major productive sectors, accommodates 67% of the employed labour force, and 35.8% of the total employed labour force. Apart from tourism and bauxite it is the largest earner of F/E earnings. In addition, it provides raw materials for the Manufacturing Sector, including sugar cane for sugar and products, milk for processing, tobacco and copra.

III. SUMMARY OF THE PROBLEMS AND OUTLOOK FOR THE AGRICULTURAL SECTOR

3.1 Performance of the Agricultural Sector

Agricultural Sector performance as indicated by its GDP was J\$163.9 million in 1985, decreasing by 3.4% from J\$169.9 million in 1984. Sector GDP was 8.8% of National GDP (Constant Prices - 1974) and ranked fifth among the economic sectors for the fourth consecutive year, displacing the Mining Sector over the last four years, due largely to a recession in the Bauxite sub-sector.

The Sector has five sub-sectors, namely Domestic Agriculture, Export Agriculture, Livestock, Fishing, Forestry and Logging.

In 1985 the Domestic Agriculture sub-sector continued to dwarf all other sub-sectors accounting for 52.4% of the Sector GDP (averaging 50.2% over the last five-year period). Domestic Agriculture was followed by Livestock, 26.3%; Export Agriculture, 14.5%; Fishing, 5.6% and Forestry and Logging, 1.2%.

Domestic Agriculture: GDP decreased marginally (1.3%) in 1985 largely due to unfavourable weather conditions and reduction in crop acreage reaped. Roots and Tubers and Vegetables were important groups of producers. The impact of its non-traditional export crops sub-group was due mainly to the influence of the Agro-21 Programme created under the SAP.

Export Agriculture: GDP decreased (3.4%) in 1985. Sub-sector GDP contribution to the Sector GDP decreased marginally to 14.44%. Export value of this sub-sector was US\$89 million. All traditional export crops experienced significant increases in export value even when export volumes had decreased, largely due to the effects of massive devaluations of the J\$. Sugar remained the highest earner of foreign exchange in this sub-sector. Increases in foreign exchange (J\$ equivalent) were: Sugar 20.8%; Coffee 18.4%; Pimento 37.0%; Citrus 28.5%; Cocoa 29.4% and Banana 28.2%.

Livestock sub-sector: had a negative growth of 8.9% in 1985 and contributed a smaller percentage of Sector GDP largely due to reduced production in the poultry industry (broiler meat and eggs).

Fishing sub-sector: declined marginally in GDP in 1985 while achieving a slightly increased percentage of Sector GDP.

Forestry and Logging sub-sector: experienced a significant increase (40%) in GDP over that for 1984.

3.2 Principal Problems of the Sector

The problems of the Sector are conveniently presented grouped by factors specified: land factors; human factors; farming inputs; levels of technology; marketing facilities; and credit facilities; and animal and plant health.

Land Factors (including water)

- (a) Considerable soil erosion and low productivity exist on thousands of small farms in hilly, rugged and often inaccessible, usually high rainfall areas, largely Classes III and IV lands.
- (b) Terrain of over 60% of land in agriculture is unsuitable for mechanical tillage operations.
- (c) Unsuitable access roads creates problems in securing farm inputs and in getting produce out to market.
- (d) Lack of security of land through appropriate legal titles significantly limits the ability of farmers to participate in credit and other development programmes.
- (e) Land fragmentation, permitted by existing inheritance laws is also induced by the high demand for agricultural land.
- (f) Water availability is characterized by seasonal excesses in most hilly and high rainfall areas, extended dry periods in some rain-shadow areas and inadequacy of water for irrigation on some alluvial plains.

Human Factors

- (a) 60% of rural population are considered rural poor and 50% of rural poor are considered ultra poor.
- (b) Precarious nutritional status of subsistence farmers and landless
- (c) High population density limits the size of plots which are allocated for agricultural purposes.
- (d) High average age of farming population (over 50 years).
- (e) Low levels of literacy and production and management skills of a high percentage of the farming population.
- (f) Absence or shortage of trained personnel in a number of critical areas such as: seed production; seed technology; crop production - cereals; tissue culture; rapid multiplication techniques (cassava).
- (g) Insufficient capability in the R&D Division of MINAG for formulating and implementing investment projects.
- (h) Inadequate analysis and interpretation of causes and scope of rural poverty and of corrective programmes and projects.
- (i) Inadequate co-ordination among institutions responsible for formulation, implementation and evaluation of Rural Development policies, programmes and projects.
- (j) Inadequacy of resources and facilities available for improving performance of institutions providing services to the rural population.

Farming Inputs: Many problems arise with respect to the procuring of farming inputs. These are:

- (a) Unavailability of inputs when required.
- (b) Inability of some farmers to purchase inputs when available due to high costs or lack of financing arrangements.

Major inputs in the Jamaican context include:

- . Fertilizers
- . Insecticides, pesticides and other pharmaceuticals
- . Water - for irrigation purposes
 - for domestic uses and for livestock
- . Concentrate feed ingredients for livestock and poultry
- . Improved seeds required for local production

- . Cultivars for expanding production, e.g. cassava
- . Improved breed stock for livestock production

Levels of Technology: The main problems are:

- (a) Available technology is not being readily transferred to or adopted by farmers.
- (b) Transfer of technology is seriously affected by massive reduction in Extension personnel.
- (c) While some farmers remain wary of adopting new technology, many do not adopt due to inability to purchase key inputs and for sociological reasons.
- (d) Unclear policies and inappropriate measures being pursued by MINAG for technology development and transfer.
- (e) Inadequacy of linkages between Research and Development, Production and Extension, Farm Management and Training in MINAG.
- (f) Inadequacy of existing organization and management of national technology generation and transfer systems and institutions.
- (g) Little attraction of investment due to insufficiency in the number of projects being formulated to address agricultural problems which have high national importance.
- (h) Inadequate assistance and encouragement for the use of research findings for policy making decisions at national levels.
- (i) Inadequacy of expertise for designing, testing and implementation of mechanisms to facilitate co-ordination of public and private sector involvement in programmes and projects.

Marketing Facilities: Unavailability of adequate marketing arrangements continue to affect farmers. Major problems are:

- (a) The existence of several small producers widely scattered in inaccessible areas.
- (b) Heavy crop losses due to post harvest spoilage, and high degree (25-50%) of praedial larceny.

- (c) Inadequacy of planned marketing arrangements prior to starting production and inability to dispose of products.
- (d) Inadequacy of processing facilities available.
- (e) Policy limitation in relation to correcting inefficient inter-regional projects and reducing the unfavourable balance of trade in agriculture.

Credit Facilities: A major factor limiting increased production and productivity relates to agricultural credit availability. In spite of increased credit supply there exists a number of problems:

- (a) Deterrents caused by high interest rates.
- (b) Unwillingness of farmers to seek development loans due to doubts concerning their ability to repay.
- (c) Low degree of legal entitlement to farm land.
- (d) Lack of credit-worthiness of many farmers.
- (e) Low level of ability to use appropriate technology or to manage enterprises having a high credit input.

Animal Health and Plant Protection: Major problems include:

- (a) Inadequacy of trained personnel to carry out assessment of livestock and crop losses caused by principal diseases.
- (b) Incomplete information base regarding pests which affect imported plants.
- (c) Incomplete information base regarding diseases and pests used as criteria for prohibiting importation of plant material of economic plants into the U.S.A., Canada, and EEC countries.
- (d) High incidence of screw worm damage and tick damage which cause heavy economic loss in the livestock industry.

In addition to the major problems already described, there are others which relate to the reactions to Government's overall policy for the Sector, as seen through the eyes of industry agencies.

The main problems which have surfaced relate to the Structural Adjustment Programme for the Sector, which in addition to factors already raised, include closure of 3 sugar estates and the diversification of sugar cane lands for purposes which have sparked controversies with sector interests.

Controversies arose in relation to:

- . the expectation that small farmers would obtain high technology, specifically for non-traditional and ethnic crops, through involvement in the "mother farm" (central farm) concept;
- . hardships resulting from stringent fiscal and monetary devices;
- . the proposals to close certain estates, given the inability of the country to meet national requirements for sugar; and
- . the high sugar production potential of some of the estates closed.

3.2 Prospects for the Agricultural Sector

The Sector's growth, although declining by 3.4% in 1985, has the potential and the capability to achieve a positive growth, given the number of projects already initiated. However, torrential and destructive rainfall, one of the major factors limiting growth in 1985 has already seriously affected production during 1986. Over a longer period, given the projects already implemented, sector performance should improve.

Progress is expected in a number of areas namely:

- . Increase in the number of legal land titles.
- . Increase in the number of new farms on a freehold basis.
- . Likely increase in the use of credit.
- . Likely improvement in the disposal of produce, and reduction in post-harvest losses.
- . Further development of income-generating projects to alleviate rural poverty.

IV. IICA'S TECHNICAL COOPERATION

4.1 Historical synthesis of IICA's Cooperation in the country.

The major thrust of IICA's cooperation to the Government of Jamaica has been in the areas of technology generation and transfer and management for rural development. During the period of the last Medium Term Plan (1983-1987), the following areas were covered:

4.1.1 Programme I

Cooperation in planning started in 1984 with a conjunctural activity which provided assistance to the Government in the preparation of agricultural projects. Later project activities concentrated on the training of Ministry of Agriculture technicians in the area of design and analysis of projects and sectoral policy analysis.

4.1.2 Programme II

IICA's technical cooperation through the Programme for Technology Generation and Transfer during the last few years has addressed problems in the area of formulating and implementing the research programme in grains, vegetables, rice, and irrigation and drainage in the BRUMDEC project through the application solely of external resources provided by the IDB.

The Institute also assisted the Government of Jamaica in formulating and implementing a research programme on cassava through the application of regular resources together with extra-quota resources from the Simon Bolivar Fund. A short-term action followed for the multiplication of productive cultivars.

Finally, in Programme II, the Institute has assisted the Government of Jamaica in formulating and implementing an on-farm research project through the application of mixed funding from IICA's regular resources, Government of Jamaica, and external resources from IDRC.

4.1.3 Programme III

In the last three years, the Institute has been concerned with strengthening Jamaican Rural Development Programmes through Human Resource Development, specifically to increase the capability of national institutions to advise rural micro-entrepreneurs in the management of small rural enterprises.

Working with over 20 Jamaican institutions, among them the Ministry of Agriculture, the Ministry of Youth and Community Development and the National Development Foundation, IICA has developed training materials, trained over 250 trainers and provided technical services to enhance the training of over 2,000 micro-entrepreneurs. This project has been implemented with regular and USAID resources.

4.2 Determination of Potential Areas of Action for IICA in 1988-1989.

Potential areas of action for technical cooperation by the Institute can be defined for each one of the five Programmes. Only areas considered for urgent attention in the country have been described. This criteria for selection of areas has been applied considering the present limitations of the Institute. A more precise description of areas selected is shown in Appendix I. In summary, these are:

Despite the fact that stated objectives concerning areas of concentration in Programme I have not been found, there is a potential area of action to be addressed by IICA. The problem of limited data base for defining alternative agrarian strategies and the low data analysis capability due to lack of sufficient trained personnel, suggest that this Programme can be of great assistance to the Ministry of Agriculture in the solving such problems.

For Programme II, there is a wide range of areas in which IICA can provide assistance to the Ministry of Agriculture. Problems faced now by this Ministry in the design of technological policy and in organization and management indicate that some kind of assistance may be requested. Also, the development and/or enhancement of human resources in several technical areas is a permanent necessity for personnel in the Research and Development Division. The reciprocal cooperation and international coordination of research and technology transfer is needed in order to speed up the rate of transfer of appropriate technology to farmers. The formulation and implementation of projects to generate and transfer agricultural technology are subject to investment funding requiring IICA's expertise.

Most areas of concentration for Programme III are potential areas of action in which IICA can give its support. There are recognized needs to combat rural poverty and accelerate the development in the Agricultural Sector encouraging the use of available credit to small farmers. This leads to a pursuit of possibilities for loans, grants and technical assistance in which Government agencies need to improve services. For all these problems, the improvement of management and technical staff as well as the extension staff is urgent.

The Government of Jamaica has placed a priority on improving export possibilities as well as in reducing imports that can be produced in the country. This is an area for Programme IV to assist. There are development objectives needing prompt attention such as providing improved marketing infrastructure, improving processing facilities and reducing post-harvest losses. One example of agro-industry development is the attempt to produce cassava chips to replace imported corn in animal feed production. Additionally, there is interest in increasing the exports of non-traditional commodities. In general, Programme IV can have a positive impact on Jamaica's balance of payments.

All areas of concentration in Programme V are of permanent need for IICA's assistance. For instance, the continuous update information base regarding diseases and pests which are actually present in the country, as well as those potentially dangerous ones which can be brought through importation of agricultural goods and livestock, is a requirement to support the national economy. Training of personnel handling these problems is constantly demanded by the Ministry of Agriculture.

4.3 Discussion of the feasibility of IICA addressing the areas identified.

Taking into consideration the three conditions relating to the feasibility of IICA addressing the above, (national interest, institutional structure, IICA's capacity) the following is a discussion of those areas:

4.3.1 IICA could assist in strengthening the capability of technicians to detect, gather information and analyze problems that are affecting the development of the Agricultural Sector with emphasis on agricultural production and technology and its impact on exports, foreign exchange earnings and income of small farmers.

4.3.2 The proposal to create the National Agricultural Research and Development Institute (NARDI) has been of concern to the Ministry of Agriculture since 1983. Some documents have been written on this subject but little has been achieved. So far, no assistance has been requested from IICA regarding this problem.

IICA, because of its experience and contacts with the IARC's, Universities, International Programmes such as INTSOY, and funding agencies, is well equipped to be the catalyst to bring together the Ministry of Agriculture with appropriate training institutions and funding agencies. IICA can also assist the Ministry of Agriculture in formulating projects to achieve the

objective of improving the knowledge and skills of their personnel. Areas to be addressed are seed production, seed technology, crop production, and the formulation and implementation of investment projects. It is expected that external funds will be needed to pay for training and associated costs.

The Ministry of Agriculture wishes to obtain IICA's assistance in the formulation of a proposal to extend the IICA/IDRC Cropping Systems Project during the period 1988 to 1991, and in seeking external funding, administering the external funds, and providing technical support to the Ministry of Agriculture. IICA is well equipped to provide the assistance needed by the Ministry of Agriculture.

4.3.3 In analyzing the problem areas faced by the country which were found to be consistent with the areas of concentration of Programme III, eight main problem areas emerged which IICA has real possibilities of addressing. In summary, these are:

- (i) inadequate coordination among national institutions working in rural development;
- (ii) scarcity of skilled human resources in national institutions;
- (iii) low levels of production and management skills in rural populations;
- (iv) under-utilization by farmers of available credit and lack of know-how in managing credit.
- (v) inadequate information, analysis and interpretation of causes and scope of poverty of the small farmer;
- (vi) low technical skills in the formulation and management of projects aimed at assisting small farmers;
- (vii) inadequate assistance and information on investment returns;
- (viii) low technical skills to design and implement training programmes in business management.

These problems have also been the focus of an existing IICA 'Rural Development' project which has been in progress since 1984. This project was initiated at the request of six Jamaican institutions. An additional activity to commence in 1987 will assist in strengthening the capability of the Ministry of Agriculture in the areas of Farm Management, identification and formulation of projects and analysis of rural development programmes and projects.

However, for IICA to address sufficiently the problems in this area, external resources must be obtained and efforts in this regard are already underway.

4.3.4 There has not been an expressed interest on the part of the Ministry of Agriculture, or any other national institution, in obtaining IICA's assistance to cope with marketing and agro-industry problems, except for the specific case of producing dried cassava chips. A project has been proposed for this objective but IICA does not have a Programme IV Specialist in the country. It is possible that external funds could help in financing this Specialist, plus other expenses, so the project can be pursued.

As far as the promotion of technical cooperation for inter-regional trade and food security is concerned, IICA has already initiated contact with CARICOM in order to assist Caribbean countries in the development of the Regional Food and Nutrition Strategy. Through this strategy all objectives stated could be achieved. External funds are also required in this case.

4.3.5 It seems feasible for IICA to provide assistance to the Government of Jamaica in order to achieve the objective of continuously updating its information base regarding the diseases and pests which affect commercial plants in countries which export plant material to Jamaica, as well as the diseases and pests which are used as criteria for the prohibition of importation of commercial plant material into the U.S.A., Canada and countries of the E.E.C.

This assistance could be developed as a Project with the Ministry of Agriculture and be integrated as part of the multinational Plant Protection Project but external funding would be needed.

Regarding the strengthening of health protection and emergency systems, it does not seem feasible that IICA can provide any more assistance than is being provided now through the regional animal health projects.

4.4 Definition of projects in the areas of action selected for biennium 1988-1989

A detailed definition of projects is offered in Appendix 2. A description of the same follows:

4.4.2 A project in Programme II entitled the "Generation and Transfer of Agricultural Technology" will address the problem areas identified and relate to the Programme's areas of concentration by executing two activities:

Activity 1: Research and Development Institutional Support. This activity is reflected in assistance to the Ministry of Agriculture in the identification and analysis of problem areas affecting the process of generation and transfer of agricultural technology which will lead to the reorganization of such a process and the formulation of a Plan of Action for its implementation.

Activity 2: Supporting and conducting Generation and Transfer of Agricultural Technology Projects. Supporting the Ministry of Agriculture in their execution of the Cropping Systems Project which was initiated in November 1984 through funding provided by the International Development Research Centre of Canada (IDRC). Additional support from IDRC through the provision of funding for an Agricultural Economist starting in 1987 is under negotiation. The Cropping Systems work utilizes the Farming Systems Research approach to on-farm research and completely involves the farmer in the process of generation and transfer of agricultural technology.

4.4.3 Based on problems identified and on the Institute's capacity to address these, the Programme III project "Management Support for the Rural Development Process in Jamaica and the Caribbean" will utilize IICA's regular resources as well as external resources. This project will have two main activities:

Activity 1: Small Enterprise Development.

Initiated in 1983, and projected to continue in Jamaica until 1989, this activity combines three inter-related tasks for the development of small enterprises: materials development, training of trainers and technical services. Staff of public and private institutions in Jamaica, Guyana, Barbados, St. Lucia, Trinidad & Tobago will have increased capabilities to promote and advise rural small enterprises in business management.

Activity 2: Farm Management Institutional Support and Information Systems.

Assistance to be provided to the Ministry of Agriculture and other institutions of the agricultural sector to strengthen technical capability in farm management in order to improve the generation and dissemination of economic information on farm enterprise performance by region and type; cost of production information and to assist in generating information and recommendations for agricultural research, extension and agricultural policy.

4.4.4 A comprehensive project for Programme IV has yet to be defined but the IICA Office in Jamaica continues to dialogue with Government regarding possible activities. For the time being, a project for the production and commercialization of cassava chips has been proposed. Another project being considered, addressing problems in the Marketing and Agro-Industry area, will deal with both national and regional areas described in Appendix 1.

4.5 Projected outcome of IICA's action for 1988-1989

Area of Concentration	Problems to be addressed	Projected outcome of IICA's Action
PROGRAMME II		
a) Design of Technical Policy	Policy for agricultural research and development not clearly defined	Continuation of actions initiated in 1987 in order to achieve an improved national system for agricultural research and development
b) Organization and management of national system and institution for the generation and transfer of technology	Existing organization and management of national technology generation and transfer systems and institution need to be improved.	Continuation of actions initiated in 1987 in order to achieve an improved national system for agricultural research and development
c) Development and/or enhancement of human resource training programmes	Absence or shortage of trained personnel in the Ministry of Agriculture in the following areas: seed production, seed technology and crop production with reference to rice, corn, sorghum, cassava, potato, and soyabean	Ministry of Agriculture technicians are better trained to carry out farming systems projects specifically in areas of seed production, seed technology and crop production with reference to rice, corn, sorghum, cassava, potato and soyabean
d) Reciprocal cooperation and international coordination of research and technology transfer	Expected levels of production in agricultural commodities are not being achieved because in the final analysis the rate of transfer of improved and/or appropriate technologies to farmers is slow	Technological development is enhanced due to cooperation between international organizations and the Ministry of Agriculture

Area of Concentration	Problems to be addressed	Projected outcome of IICA's Action
d) Technical support and training in organization and business management	Scarcity of skilled human resources in administrative and skilled categories	Increased numbers of administrative and skilled personnel trained in farm management and management of rural small enterprises
	Low level of literacy and skills among farming and rural population	Increased management skills of farming and rural population derived from the use of materials written for the semi-literate
	Inadequate assistance and information on agricultural investment returns and low use of credit by small farmers	Increased awareness of utilization of credit and means to accelerate development in the rural farm sector
	Low technical skills to design and implement training programmes in business management	Farm management training programmes developed
<u>PROGRAMME IV</u> a) Development of rural agro-industry	An efficient and consistent organized strategy covering aspects of production, processing and commercialization of cassava chips for animal feed industry, does not exist.	<ul style="list-style-type: none"> a) 1,000 copies of manuals, reports and Bulletins related to methodological information on cassava will be available by 1988. b) 100 farmers planting 300 acres of cassava and 700 farmers planting 3,000 acres, can be accounted for as part of the project by 1988 and 1989 respectively. c) By 1988 pertinent information will be available on: models and specification of chipping machines, area specification for solar drying of chips, time requirements for solar drying of chips. d) Three demonstration plants for chipping and drying cassava will be in operation by the end of 1988.

V. RESOURCE NEEDS

1. Technical Resources

Programme 2: Technology Generation and Transfer

- 1 IPP Specialist in Technology Generation and Transfer (temp.)
- 1 IPP Specialist in Agricultural Research (temp.)
- 1 NPP Specialist in Agricultural Production

Programme 3: Management Support for Rural Development
(Multinational)

Jamaica

- 1 IPP Rural Development Specialist (regular)
- 1 IPP Farm Management Specialist (temp.)
- 1 NPP Small Business Management Specialist
- 7 PCV* Small Business Management Specialist

Barbados

- 1 PCV* Small Business Management Specialist

Guyana

- 1 NPP Small Business Management Specialist**

St. Lucia

- 2 PCV* Small Business Management Specialist

Programme 4: Marketing and Agro-industry

- 1 IPP Specialist in Marketing

* PCV - Peace Corps Volunteer

** Paid by Government of Guyana

2. Budgetary Resources

<u>1988</u>	1	2	3 - 9	TOTAL
Programme 2	108,163	31,362	71,300	210,825
Quotas	108,163	10,362	9,100	127,625
External	-	21,000	62,200	83,200
Programme 3	171,641	9,583	45,685	226,909
Quotas	106,641	9,583	13,185	129,409
External	65,000	-	32,500	97,500
General Office Costs	-	41,435	18,361	59,796
TOTAL	279,804	82,380	135,346	497,530
Quotas	214,804	61,380	40,646	316,830
External	65,000	21,000	94,700	180,700
<u>1989</u>				
Programme 2	113,571	32,520	64,230	210,321
Quotas	113,571	10,880	-	124,451
External	-	21,640	64,230	85,870
Programme 3	181,973	10,062	34,500	226,535
Quotas	111,973	10,062	-	122,035
External	70,000	-	34,500	104,500
General Office Costs	-	45,578	24,766	70,344
TOTAL	295,544	88,160	123,496	507,200
Quotas	225,544	66,520	24,766	316,830
External	70,000	21,640	98,730	190,370

APPENDIX I

RELATION BETWEEN PROBLEM AREAS IN THE COUNTRY
AND THE AREAS OF CONCENTRATION OF THE PROGRAMMES

<u>PROGRAMMES: AREAS OF CONCENTRATION</u>	<u>Problem Areas in the Country corresponding to areas of concentration</u>	<u>Specific agricultural develop- ment objective defined for each problem area</u>	<u>Institutional Sub-system responsible for achieving the objectives.</u>
<u>PROGRAMME I:</u>			
<u>Agrarian Policy Analysis and Planning</u>			
a) Analysis and ex- change of experiences with alternative stra- tegies for agricultur- al and rural develop- ment at the regional and sub-regional levels	Data base for designing alternative agrarian strategies requires strengthening	No stated objectives identified	Ministry of Agriculture Data Bank Division
b) Support for the countries in stren- gthening analytical and advisory skills for formulation and implementation of sector plans and policies	Analysis capability limited due to lack of enough trained personnel and budget to generate and analyze information on constraints in the development of the Agricultural Sector	No stated objectives identified	Ministry of Agriculture Economic Planning Div. Micro, Macro and Farm Management Sections
<u>PROGRAMME II:</u>			
<u>Technology Generation and Transfer</u>			
a) Design of Tech- nological policy	Lack of a clear policy for agricultural research and development	Proposal to create the National Agricultural Research and Development Institute	Ministry of Agriculture
b) Organization and management of national system and institution for the generation and transfer of technology	Existing organization and management of national technology generation and transfer systems is inadequate	Proposal to create the National Agricultural Research and Development Institute	Ministry of Agriculture

PROGRAMMES:
AREAS OF CONCENTRATION

Problem Areas in the Country corresponding to areas of concentration

Specific agricultural development objective defined for each problem area

Institutional Sub-system responsible for achieving the objectives.

PROGRAMME II:
Technology Generation and Transfer

c) Development and/or enhancement of human resource training programmes

Absence or shortage of trained personnel in the Ministry of Agriculture in the following areas: seed production, seed technology and crop production with reference to rice, corn, sorghum, cassava, potato, and soyabean

Enhancement of the skills knowledge of personnel in Research & Development Division of the Ministry of Agriculture in the areas of seed production, seed technology and crop production with reference to rice, corn, sorghum, cassava, potato and soyabean

Divisions of Training and Research & Development of the Ministry of Agriculture

Capability in the Research & Development Division of the Ministry of Agriculture for formulating and implementing investment project requires improvement

Enhancement of the capability of the Research & Development Division of the Ministry of Agriculture to formulate and implement investment projects

Divisions of Training and Research & Development of the Ministry of Agriculture

d) Reciprocal co-operation and international coordination of research and technology transfer

Expected levels of production in agricultural commodities are not being achieved because in the final analysis the rate of transfer of improved and/or appropriate technologies to farmers is slow

Speed up the rate of transfer of improved and/or appropriate technologies to farmers

Divisions of Production & Extension, Training & Research & Development & the Farm Management Section of the Ministry of Agriculture

e) Formulation and implementation of investment projects

Not enough projects to address problems of national importance are being formulated to attract investment funding

Formulate projects to generate and transfer technologies regarding agricultural production problems of national importance, including those related to food security, seek investment funding and implement

Divisions of Research & Development, Production & Extension, Policy & Planning, Organization & Management of the Ministry of Agriculture and the Planning Institute of Jamaica

Problem Areas in the Country corresponding to areas of concentration

Specific agricultural development objective defined for each problem area

Institutional Sub-system responsible for achieving the objectives.

PROGRAMMES:
AREAS OF CONCENTRATION

PROGRAMME III

Organization and Management for Rural Development

a) Analysis of rural development problems

Insufficient information, analysis and interpretation of causes and scope of poverty in the rural areas and of the small farmer in particular

Government recognizes general causes of rural poverty and the need to implement strategies to combat rural poverty

Planning Institute of Jamaica
Ministry of Agriculture Planning and Policy Division; and other Government Ministries

Low participation of farmers' organizations in policy formulation and planning

No specific agricultural development objective identified

Participation of farmers and farmers' organizations in the identification of projects aimed at enhancing employment, skill development and income generation limited

No specific agricultural development objective identified

b) Strengthening of institutional systems responsible for actions in rural development

Coordination among institutions responsible for Rural Development programmes and projects is insufficient

No specific agricultural development objective identified

Office of the Prime Minister; Ministry of Agriculture and other Government Ministries

Resources and facilities available for improving performance of institutions providing services to the rural population are inadequate

Pursue possibilities for loans, grants and technical assistance to assist agencies in improving services in marketing, credit, research, extension, skills training, health and housing

Ministry of Foreign Affairs; other Government Ministries

Land title irregularities affecting small farmers' eligibility for credit

Complete existing records of land titles

Ministry of Agriculture Office of Titles

PROGRAMMES:
AREAS OF CONCENTRATION

Problem Areas in the Country
 corresponding to areas of
 concentration

Specific agricultural develop-
 ment objective defined for
 each problem area

Institutional Sub-system
 responsible for achieving
 the objectives.

PROGRAMME III
Organization and
Management for Rural
Development

c) Formulation and
 management of rural
 development programmes
 and projects

Inadequate technical
 skills in the identifi-
 cation, formulation and
 management of projects
 aimed at assist small
 farmers

Train Extension Staff in agri-
 cultural production, farm mana-
 gement and implementation of
 projects

Ministry of Agriculture
 (Training Division
 Farm Management Section)

d) Technical support
 and training in or-
 ganization and busi-
 ness management

Scarcity of skilled human
 resources in administrative
 and skilled categories

Improve the skills of the mana-
 gement and technical staff of
 agencies concerned with rural
 development

*Ministry of Agriculture
 (Training Division
 Farm Management Section
 Production & Extension
 Division)

Low levels of literacy and
 management skills among
 farming and rural
 populations

Develop technical and management
 skills of rural farm families
 particularly women and youth,
 to encourage participation in
 income-generating activities

*Ministry of Youth and
 Community Development
 *Self-Start Fund
 *National Development
 Foundation

Inadequate assistance and
 information on agricultural
 investment returns and low
 use of credit by small
 farmers

Accelerate development in the
 the agricultural sector by en-
 couraging the use of availa-
 ble credit to small farmers

*Agricultural Credit
 Bank
 *HEART/Solidarity
 *AGRO-21

Low technical skills to
 design and implement train-
 ing programmes in business
 management

Train farmers in the proper
 use of available credit and
 monitor their performance

Improve the skills of the mana-
 gement and technical staff of
 agencies concerned with rural
 development

*All these agencies are responsible for achieving objectives relating to (d)

PROGRAMMES:
AREAS OF CONCENTRATION

Problem Areas in the Country **Specific agricultural development objective defined for each problem area** **Institutional Sub-system responsible for achieving the objective.**

PROGRAMME IV:

Marketing and Agro-Industry

a) Identification of marketing problems and development of solutions

Domestic distribution of food commodities requires improvement.
 Small producers widely scattered in inaccessible areas.
 Inadequacy of planned marketing arrangement prior to starting production.

Provide improved marketing infrastructure.
 Reduce post harvest losses.
 Improve processing facilities.

Ministry of Agriculture

b) Development of rural agro-industry.

An efficient and consistent organized strategy covering aspects of production, processing and commercialization of cassava chips for the animal feed industry, needs to be developed.
 A broader based and structured agro-industry programme needs to be developed.

To obtain dry cassava chips that can be competitive in both quality and prices with imported corn used for the animal feed industry.

Ministry of Agriculture

c) Promotion of technical cooperation for inter-regional trade and food security

Insufficient inter-regional trade.
 Unfavourable terms of trade for export crops.
 Non-traditional food export needs to be expanded.

Improve processing facilities.

Increase in export of non-traditional commodities.
 Negotiate more favourable commodities agreements.
 Definition of food security strategy in the context of the Regional Food and Nutrition Strategy.

Ministry of Trade and Industry and Ministry of Agriculture

Ministry of Agriculture
 CARICOM

PROGRAMMES: AREAS OF CONCENTRATION	Problem Areas in the Country corresponding to areas of concentration	Specific agricultural development objective defined for each problem area	Institutional Sub-system responsible for achieving the objective.
<p><u>PROGRAMME IV:</u> <u>Marketing and Agro-Industry</u></p>			
<p>d) Promotion of non-traditional agricultural exports</p>	<p>The limited range of agricultural commodities which make up the bulk of agricultural exports and the fact that these commodities are exported in a raw or semi-processed form to markets in a small number of metropolitan countries. Only a small percentage of exports are non-traditional.</p>	<p>Conservation and generation of foreign exchange focus in the import and export requirement for balanced development, maximizing foreign exchange earnings. Production efforts must lead to an increase in exports of all potentially viable exportable commodities. Special effort to increase export of non-traditional commodities.</p>	<p>Ministry of Agriculture AGRO-21 Jamaica National Investment Promotion Ltd.</p>
<p><u>PROGRAMME V:</u> <u>Animal Health and Plant Protection</u></p>			
<p>a) Strengthening of institutional structures for animal health and plant protection</p>	<p>None</p>	<p>Train personnel of the Ministry of Agriculture to carry out crops and livestock losses assessment survey in the 13 parishes of Jamaica</p>	<p>Divisions of Marketing, Veterinary Services, Plant Protection, & the Crops & Livestock Forestry Section of the Policy & Planning Division of the Ministry of Agriculture</p>
<p>b) Assessment of economic losses resulting from the principal diseases and pests</p>	<p>Insufficient number of trained personnel to carry out assessment of crops and livestock losses due to principal diseases and pests</p>		

PROGRAMMES:
AREAS OF CONCENTRATION

Problem Areas in the Country corresponding to areas of concentration

Specific agricultural development objective defined for each problem area

Institutional Sub-system responsible for achieving the objective.

PROGRAMME V:
Animal Health and Plant Protection

<p>c) Advisory services to the countries on overcoming health obstacles to participation in international trade</p>	<p>Incomplete information base regarding the diseases and pests which infect economic plants in countries from which plant material is imported into Jamaica</p>	<p>Continuously update information base regarding the diseases and pests which infect economic plants in countries from which plant material is imported into Jamaica</p>	<p>Plant Protection Division of the Ministry of Agriculture</p>
<p>d) Strengthening health protection and emergency systems</p>	<p>Incomplete information base regarding the diseases and pests which are used as criteria for the prohibition of importation of economic plant material of economic plants into the U.S.A., Canada, and countries of the E.E.C.</p>	<p>Continuously update information base regarding the diseases and pests which are used as criteria for the prohibition of importation of plant material of economic plants into the U.S.A., Canada, and countries of the E.E.C.</p>	<p>Plant Protection Division of the Ministry of Agriculture</p>
<p>d) Strengthening health protection and emergency systems</p>	<p>High incidence of screw-worm damage and the resultant heavy economic losses in the livestock industry</p>	<p>Formulate and implement a programme for screw-worm eradication</p>	<p>Veterinary Services Division of the Ministry of Agriculture</p>
<p>d) Strengthening health protection and emergency systems</p>	<p>High incidence of tick damage and the resultant heavy economic losses in the livestock industry</p>	<p>Formulate and implement a programme for tick control</p>	<p>Veterinary Services Division of the Ministry of Agriculture</p>

APPENDIX II
INFORMATION REQUIRED FOR THE 1988-1989 PROGRAM BUDGET

PROJECT	IICA PROGRAM	PROJECT STATUS		TECHNICAL RESOURCES		BUDGETARY RESOURCES							
		Approv.	Re-write	New Pers.	None	1	2	3-9	TOTAL	1989	2	3-9	TOTAL
Technology													
Operation and	II		X		Whin								
Transfer					JLisza								
Studies						108,163	10,362	9,100	127,625	113,571	10,880	-	124,451
Operational						-	21,000	62,200	83,200	-	21,640	64,230	85,870
AL						108,163	31,362	71,300	210,825	113,571	32,520	64,230	210,321
Agreement	III		X		JHDonald								
Report for the					TMulleady								
Annual Development						106,641	9,583	13,185	129,409	111,973	10,062	-	122,035
Process						65,000	32,500	32,500	97,500	70,000		34,500	104,500
Studies													
B*						171,641	9,583	45,685	226,909	181,973	10,062	34,500	226,535
AL													
Project submitted to IDB but agreement not yet signed.													
General Office							41,435	18,361	59,796	-	45,578	24,766	70,344
Studies													
Office Total						214,804	61,380	40,646	316,830	225,544	66,520	24,766	316,830
Studies						65,000	21,000	94,700	180,700	70,000	21,640	98,730	190,370
Operational													
ND TOTAL						279,804	82,380	135,346	497,530	295,544	88,160	123,496	507,200

APPENDIX III

TABLE 1 Number and Size of Farms 1968

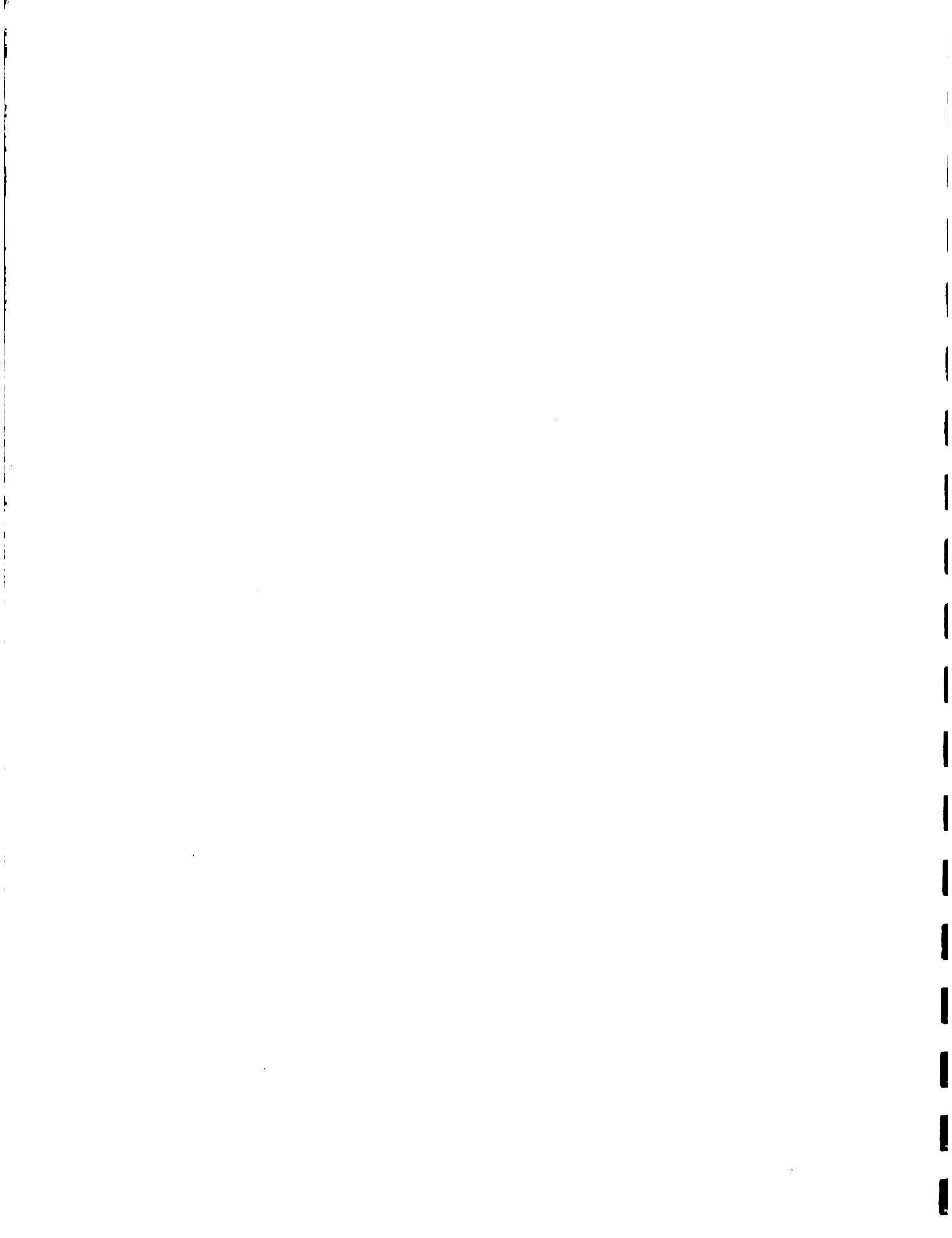
Size group in acres (ha)	Number of Farms		Size of Farms		
	Number	% of total Farms	Acres (ha)	Acreage % of total acreage	Average size of farm in ac (ha)
Under 5 (2 ha)	149,703	78.0	223,818 (89,527)	14.9	1.3 (0.6)
5 - 25 (2-10 ha)	36,881	19.9	335,548 (134,219)	22.1	9.0 (3.6)
25 - 100 (10-45 ha)	3,004	1.6±	125,104 (50,042)	8.3	4.6 (1.84)
100 - 500 (45-200 ha)	699	0.4	148,501 (59,400)	9.9	212.4 (84.96)
Over 500 (200 ha)	295	0.2	676,426	44.9	2,293.0
TOTAL	190,582	100.0	1,507,397 (602,958)	100.0	8.1 (3.2)

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APPENDIX III

TABLE 2 Contribution of the Agricultural Sector and its Sub-Sectors to GDP, 1981 - 1985

Items	Unit of Measures	YEARS				
		1981	1982	1983	1984	1985
GDP Agricultural Sector	J\$m.	156.10	143.78	154.24	169.61	163.99
Annual Change	%	2.3	-7.9	7.3	10.0	-3.4
1. Export Agr. Sub-sector GDP	J\$m.	24.91	24.41	23.65	24.53	23.69
Annual Incr.	%	1.2	-2.0	-3.1	3.7	-3.4
GDP as % of Agr. Sector's	%	15.96	16.98	15.33	14.46	14.44
2. Domestic Agr. Sub-sector	J\$m.	78.56	69.22	75.19	87.04	85.89
Annual Incr.	%	3.6	-11.9	8.6	15.8	-1.3
GDP as % of Agr. Sector's	%	50.33	48.14	48.75	51.32	52.38
3. Livestock and Hunting Sub-Sector GDP	J\$m.	44.07	41.28	46.13	47.34	43.15
Annual Incr.	%	1.4	-6.3	11.7	2.6	-8.9
GDP as % of Agr. Sector's	%	28.23	28.71	29.91	27.91	26.30
4. Fishing Sub-sector GDP	J\$m.	7.68	7.91	8.07	9.25	9.23
Annual Incr.	%	-1.5	3.0	2.0	14.6	-0.22
GDP as % Agr. Sector's	%	4.92	5.50	5.23	5.45	5.64
5. Forestry & Logging Sub-Sector GDP	J\$m.	0.88	0.96	1.20	1.45	2.03
Annual Incr.	%	3.3	9.1	25.0	20.8	40.0
GDP as % Agr. Sector's	%	0.56	0.67	0.78	0.86	1.24
6. Total for Sub-Sectors - GDP	-	156.10	143.78	154.24	169.61	163.99

Source: Adapted from PIOJ Statistics - Economic & Social Survey of Jamaica 1984 and 1985



DIRECTORATE OF PROGRAMMING AND EVALUATION
Evaluation Division

Report of the Evaluation of IICA Action
in Jamaica 1984 - 1988

ANNEX 3

excerpts from
IICA Action Strategy in Jamaica: 1990-1991
IICA Office in Jamaica, Kingston 1988

Kingston, Jamaica

April, 1989



IICA



**IICA ACTION STRATEGY
IN JAMAICA: 1990-1991**

IICA OFFICE IN JAMAICA

11

1. EXECUTIVE SUMMARY

Jamaica constitutes an area of nearly 4.25 thousand square miles and has a population of approximately 2.25 million persons. Only 13% of the approximately 2.7 million acres that comprise the island falls within the classes I and II soil types (that is, relatively flat, fertile and arable lands of slopes less than 15 degrees). Eighty percent of the island's land can be said to be hilly or mountainous while 50% falls within the class IV and lower soil types.

The great majority of Jamaica's rural population is to be found in the hilly interior where the adults exist as small-farmers growing the staple foods, fruits and vegetables required by the rural as well as the urban population. The Agricultural Census of 1978/1979 reports the existence of approximately 184,000 individual farms ranging in size from under one acre to over 500 acres with the modal farm size (or 81.8% of the number of farms) falling within the "less than five acres" size category. Barriers to agricultural growth may be considered under four categories. The first is the historical disparity which leaves the small-farmer with inadequate plot size and location, tenure limitations, low productivity and inappropriate land use systems. The second relates to the first and includes high-expenditure low-returns risks, inaccessibility of necessary economic tools and a limited view of alternative production means and ends. The other two relate to technical and technological limitations and to a deficient or non-existent marketing intelligence system.

For Jamaica, the trade imbalance continues to be very high; import values are much greater than export values and exports lags behind desire and expectations. As national borrowing continues and as the dollar value remains low in comparison with the United States dollar, the balance of payments situation will continue to be adverse. For the 1984-85 financial year Jamaica's balance of payments stood at US\$1,612.2 m. The present national debt stands at just below J\$25 billion (World Bank Report, January 1989).

According to a recent USAID agricultural sector strategy document " the principal constraints to more rapid growth in the sector are: low productivity caused by obsolete technologies and insufficient and poorly trained labour, high cost of debt capital and inadequate equity financing, insecure land tenure, a banking system with limited ability/interest in dealing with small producers, a poorly funded and staffed public sector, a private sector management cadre inexperienced in exploiting quality conscious agricultural export markets, endemic praedial larceny, and absorption of labour in marijuana production (arguably the leading agricultural commodity in Jamaica) which probably contributes to higher production costs for other crops, as does emigration of labour to the United States." 1/

IICA's areas of action for 1990-1991 will focus on four major sub-areas within programmes 1, 2, 3, and 5. Under Programme 1, external financing shall be sought to assist the GOJ with a new project entitled "Strengthening the planning and administrative capabilities of the Ministry of Agriculture and the Planning Institute of Jamaica". Under Programme 2, IICA shall continue the articulation of research and technology transfer activities with the Ministry of Agriculture, including assistance in monitoring and evaluation. Three externally-financed projects in cropping systems research and outreach (IDRC) and small farmers hillside development (USAID) are projected to continue through the biennium. Under Programme 3, the Small Business project shall be completed in 1989. It shall be replaced by the Youth Enterprise Project which will utilize the small business methodology along with the transfer of successful results from the Cropping Systems Project to involve more youth in Jamaican agriculture. The Farm Management Training and Generation of Information Project shall continue as planned. Both projects operate with quota funds, but external financing shall be sought to supplement operational costs. Under Programme 5, external funds are to be sought to cover the costs of a national professional who will be responsible for implementing the Jamaica component of the Caribbean "Animal Health and Plant Protection Information and Surveillance System".

The overall strategy for the 1990-1991 biennium is to assist the Government of Jamaica to bring back Jamaican agriculture to its pre-Hurricane Gilbert level of development, while at the same time developing, testing and improving certain technologies and methodologies which result in:

- a. Linking the small farmers to the export market, thereby improving their chances of increasing income.
- b. Assisting small farmers test and adapt appropriate technologies on their farms, thereby improving their chances of generating additional income.
- c. Providing simple record-keeping information and analysis which will assist the MOA and the small farmers to monitor farm income and thereby, improve planning capability, which should lead to increased profits.
- d. Encouraging youth to perceive agriculture as a serious and potentially lucrative vocation, thereby lowering the average age of the Jamaican farmer. Additionally, this methodology, once proven in Jamaican, may be reproducible in other Caribbean countries with a similar problem.
- e. Providing policy-makers with projections and analyses of the impact of proposed agrarian policies.

- f. Enabling the MOA to provide improved services in animal health and plant protection to the farmer and the country.

IICA's strategies and types of action in the country will include training, technical assistance, research and institutional support. The outcomes projected for IICA's action for 1990-1991 are the following for the above mentioned projects:

1. A Planning Institute of Jamaica and MINAG Planning Division with increased capability for policy analysis and project identification, preparation, appraisal and evaluation, thereby enhancing the possibility of obtaining funding from International Agencies.
2. A reorganization of the Research and Development division, as well as a definition of a national system of agricultural research and development through which farmers will be benefitting from improved technologies regarding farming systems including the cultivation of permanent crops and rearing of livestock on hillside levels of complementary cash crop production using selected annual crops.
3. Improved cost of production methodology and data base for crops and livestock activities. Design and implementation of a record-keeping system with selected participating farmers. Increased numbers of administrative and skilled personnel trained in farm management, management of rural small enterprises and in the formulation, evaluation and implementation of projects for small farmers. Generation of technical and economic information to analyze factors constraining small farmers' productivity and development for economic policy, extension and research recommendations.
4. Youth programmes with greater agricultural technology and small enterprise input, increased monitoring and management as well as improved coordination with other national institutions.
5. Animal health and plant protection system which provides basic animal and plant health data, thereby eliminating the need for restrictions which interfere with international trade and allowing Jamaica to adopt plant health measures that would protect the country's agricultural industry without the obstruction of its international trade.

The resources required for the biennium are:

	<u>1990</u>	<u>1991</u>
Quotas (assigned)	381.314	381.314
Additional Quotas	17.049 *	17.765 *
Extraquotas		
Approved	277.096	229.489
Under Negotiation	145.837	250.840
CATI's - Approved	41.563	49.513
- Under negotiation	16.597	16.994
Total	879.456	945.915

* Additional Quota funds required to operate at 1989 efficiency level.

The strategy to be used for securing external resources is to identify the appropriate funding source, prepare the project proposal and follow-up until funds are obtained.

3.2 Determination of possible areas for IICA action

3.2.1 Programme 1: Agrarian Policy Analysis and Planning

Planning forms the basis for agricultural development. In order to seek financial aid, well prepared projects are needed. The Ministry of Agriculture over the last few years lost most of their professional staff in the area of Planning and Policy.

IICA could therefore provide a professional for training in policy analysis, project identification, preparation, appraisal and evaluation. This project should be entitled "Strengthening of the Planning and Administrative Capabilities of the Ministry of Agriculture and the Planning Institute of Jamaica"

3.2.2 Program 2: Technology Generation and Transfer

The possible areas for IICA actions in Program II in Jamaica during the period 1990 - 1991 will focus on three of the four points which are the bases of the strategy of the MTP 1987 - 1991 for meeting its objectives. These are:

- a) Concentration of efforts and technical leadership in a small number of subject areas of high priority to the member country;
- b) Setting priorities on certain of IICA's functions and forms of action in which the Institute has greater experience and, consequently, advantages over other organizations;
- c) An increase in the availability and effective use of external resources.

Regarding (a) above, IICA's actions during the next biennium will concentrate on providing technical support to the Ministry of Agriculture (MOA) in the generation and transfer of agricultural technologies in Jamaica. Specifically, this will entail:

- technical support to the Cropping Systems Project;
- technical support to the Farming Systems Research and Development Sub-Project of the MOA's Hillside Agricultural Project;
- technical support to the Cropping Systems Outreach Program.

Regarding (b) above, the Institute has been providing technical support to the MOA in their programs aimed at improving the cropping systems on small farms located in the hilly terrain of the country's interior since the Office in

Jamaica was established. This program has the longest thread so to speak, and the Institute has established itself as a competent agency for providing technical support for the generation and transfer of agricultural technology. More emphasis needs to be placed on providing technical support to the MOA for the development of a mechanism that will facilitate the institutional strengthening of the MOA, particularly with regard to the institutionalization of methodologies used in successful projects which are operated with external resources. During the next biennium a basic model for institutional strengthening will be developed with the MOA.

Regarding (c) above, and as part of the concentration of efforts within the area of IICA's technical leadership, all of IICA's actions in this Program area will revolve around the theme of providing technical support to the MOA in their projects aimed at improving cropping systems for small hillside farms while at the same time conserving watershed resources. Consequently, IICA will assist the MOA in obtaining additional external resources for actions relevant to this theme.

3.2.3 Programme 3: Organization and Management for Rural Development

3.2.3.1 Small Business Management Support for the Rural Development Process / Youth Enterprise Project

This project will be phased out during 1989, as a new project, Youth Enterprise Production (YEP), is phased in. The YEP project will utilize the small business training methodology along with the transfer of successful results from the Cropping Systems Project, to support the 4-H clubs of Jamaica. The plan is to engage the project in developing a methodology which will attract youth into agriculture as a viable business and livelihood; the methodology could be applicable to other Caribbean countries.

The need for this project was identified during a meeting of the CARICOM Standing Committee of Ministers of Agriculture in 1988, where they expressed concern that young people in the Caribbean area were becoming less and less inclined to become involved in agriculture.

YEP is designed to promote and strengthen young farmer organizations (i.e. Jamaica 4-H Clubs) and improve business management skills which falls within IICA Programme III Guidelines and Technical Cooperation. Peace Corps Volunteers training in the IICA small business methodology will continue to play an important role in this project.

Objective

The specific objective of the project is to assist the 4-H Clubs of Jamaica to implement technical methodologies leading to youth enterprise development.

Strategy

- Initial Activity : Short term activity initiated post-Gilbert with ESTA 1988 funds
- Pilot Project : Initiated during 1989, as SEDPRO phased out, YEP methodology developed and project document written
- Medium Term Project : 1990-92

The project shall consist of 8 major steps :

- Step 1: Management Support
IICA to work with the National 4-H Club officers in Kingston on a management consultancy basis. Management elements to include organizational chart, decision-making process, program systems/budgets, geographical outreach, computer usage training, and dissemination/development of an information system.
- Step 2: Technology Selection
4-H and IICA organize a technical committee to analyze MOA-IICA Cropping System Project research results and to select superior technologies which may be extended to clubbites.
- Step 3: Select Pilot Clubs
4-H selects twenty (20) pilot clubs for the transfer of the superior technologies identified in Step 2. 4-H will supervise approving of IDB loan funds to clubbites to undertake farming projects which will be paid back by the clubbite at time of harvesting.
- Step 4: Planting Materials
IICA assists in accessing planting materials (such as sprouted yam mini-sett or rapidly multiplied Irish potato) for selected pilot clubs.
- Step 5: Technical Materials Preparation
IICA prepares materials for technical training adapted to 4-H Clubbite requirements (such as 4-H

Yam mini-sett Manual).

Step 6: Technical Training

IICA conducts technical training for national 4-H officers, leaders of twenty (20) pilot clubs, and 4-H clubbites. Five pilot clubs will serve as training centers in developing and improving on technology transfers to an additional 15 clubs to be identified at a later date.

Step 7: Business Training Manuals Preparation

IICA prepares materials for business training/record-keeping adapted to 4-H clubbite requirements, based on the SEDPRO methodology (such as Post-Gilbert Financing Manual).

Step 8: Business Training

IICA conducts business training for national 4-H officers, leaders of twenty (20) clubs, and 4-H clubbites. 4-H plans to use this methodology as a possible guideline in developing an ongoing program to encourage and support clubbites in future enterprises.

Projected achievements:

1. Transfer of four new agricultural technologies to 4-H Clubbite members.
2. Preparation of technical and business training material.
3. Management and monitoring support for 4-H Clubs of Jamaica.
4. Increased participation of youth in agriculture due to perceived business potential.

3.2.3.2 Farm Management Training and Generation of Information Project

During the 1990-1991 biennium, this project shall continue to meet objectives under the six major components:

1. Development of farm management training material
2. Training of MOA-FMU personnel.
3. Training of extension personnel
4. Development of cost of production collection of data methodology.
5. Development of record-keeping system
6. Development of representative farm models

3.2.3.3 Strengthening of Farmer's Organisations

Another area in Programme 3 to be addressed is that of

farmers' organizations. Farmers' organizations form a very important link in the agricultural sector. The Jamaica Agricultural Society (JAS), the chief organization with responsibility to organize farmers, due to lack of trained personnel and other resources, cannot function effectively.

IICA could provide assistance through professionals to train existing staff and to send staff overseas to seminars or countries that have vibrant farmers' organizations; to observe and learn techniques of organization and methods to keep groups motivated and operational. This activity should link well to the project being proposed on the same subject in the "Strategy of Action for Reactivation of Agriculture in the Caribbean Countries".

3.2.4 Programme 5: Animal Health and Plant Protection

Animal health and plant protection are the responsibility of the government. The adverse effects of problems relating to these are well recognized. These problems are highlighted especially when plans are made and agricultural production projects are being carried out to meet the demands for local consumption and for export.

The surfacing of plant and animal diseases in many instances cause a strain on national institutions which are experiencing a depletion in staff and a decline in facilities due to inflation and these services receiving a smaller share of budgetary allocation. The need to get some agricultural projects going by the importation of plant material and animals have widened the risks for the introduction of new diseases and pests which in turn and in time could deny the country of anticipated gains.

The development of animal health and plant protection monitoring and surveillance systems is necessary because national institutions do not have the capability to develop information systems or to undertake studies to analyze economic losses due to diseases and pests which affect plants and animals.

Further, since only a limited amount of information is available concerning the occurrence of plant and animal pests and diseases in many countries, the introduction of new health problems into developing countries through importation of plants and animals has increased. Excessive restrictions and lack of awareness of such restrictions have adverse effects on export trade.

Jamaica could benefit greatly from a developed multinational plant protection and animal health monitoring and surveillance system as conceived by IICA. However, in order to implement properly the Jamaica component, a

national professional with experience and expertise in this field should be hired. See Annex C which contains the Caribbean Programme 5 Coordinator's recommendation regarding this matter.

3.3. Feasibility of addressing the areas identified

Considering the three conditions pertaining to feasibility (national interest, institutional structure and IICA's capability), following is a discussion by programme area:

3.3.1 Programme 1

Both the national interest and the institutional structure are strong. However, IICA/Jamaica lacks this area of expertise. It is therefore being recommended that an International Professional be hired once external financing is secured.

3.3.2 Programme 2

All three conditions are strong and IICA need only maintain the external financing now in place.

3.3.3 Programme 3

Youth:

Once the Representative is transferred, this project should be coordinated by a National Professional. Additional quota funds are being requested for this position.

Farm Management:

This project currently meets all three conditions; external financing should be sought to strengthen operating funds.

3.3.5 Programme 5

National interest is strong and institutions require strengthening. IICA/Jamaica does not have this expertise, yet an extremely competent consultant is currently assisting the office. A national professional is required to assure the effective implementation of the regional project. External funds shall be located for this purpose.

4. STRATEGY FOR THE PERIOD

4.1 Introduction

The overall strategy for the 1990-1991 biennium shall be to assist the Government of Jamaica in bringing Jamaican agriculture back to its pre-Hurricane Gilbert level of development, while at the same time developing, testing and improving certain technologies and methodologies which will result in:

- a. Linking the small farmers to the export market, thereby improving their chances of increasing income.
- b. Assisting small farmers test and adapt appropriate technologies on their farms, thereby improving their chances of generating additional income.
- c. Providing simple record-keeping information and analysis which will assist the MOA and the small farmers to monitor farm income and thereby, improve planning capability, which should lead to increased profits.
- d. Encouraging youth to perceive agriculture as a serious and potentially lucrative vocation, thereby lowering the average age of the Jamaican farmer. Additionally, this methodology, once proven in Jamaica, may prove useful in other Caribbean countries with a similar problem.
- e. Providing policy-makers with projections and analyses of the impact of proposed agrarian policies.
- f. Enabling the MOA to provide improved services in animal health and plant protection to the farmer and the country.



DIRECTORATE OF PROGRAMMING AND EVALUATION

Evaluation Division

**Report of the Evaluation of IICA Action
in Jamaica 1984 - 1988**

ANNEX 4

**Evaluation and Operative Action Strategy of IICA Jamaica
An Overview of Management Functions
and Technical Impact of the IICA Office in Jamaica
from 1984 - 1988**

Kingston, Jamaica

April, 1989



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Introduction

This document provides an overview of the technical, administrative, managerial and representational dimensions of the IICA Office in Jamaica during the period of January 1984 through December 1988. The document was prepared as input material for the team of evaluators, performing the office evaluation in April 1989.

Originally, the evaluation was to take place in October, 1988; however, due to the devastating effect that Hurricane Gilbert had on Jamaican agriculture when it hit the month before, the evaluation was postponed.

1. Evolution of IICA's Action in the country

The IICA Office in Jamaica initiated operations in 1976, once a basic agreement was signed with the Government of Jamaica.

The focus of IICA's first technical cooperation actions were, at the request of the Government, on Hillside Agriculture.

ALLSIDES PROJECT

During the period 1978-1982, the government stated policy was to provide as much of the food and raw materials as was feasible to meet requirements for adequate food and nutritional levels of the population.

Agricultural policy also proposed that a major soil conservation programme will be implemented to protect the various watersheds and, at the same time, allow farmers to practice more intensive agriculture in the affected areas without increasing the risk of soil erosion.

The first Rural Development Project was initiated in 1977 with emphasis on soil conservation, bench terraces being the main method. However, when it was discovered that these measures alone could not solve adequate food production on hillsides, the government requested IICA to provide technical assistance to develop viable efficient systems of production for newly bench-terraced lands. IICA responded, the Allsides Project was developed, funds being provided by IICA from its Simon Bolivar Fund.

Thus the Allsides Project came onstream in 1977 and in 1979 the Olive River Project. The primary aim of the Allsides Project was to evolve production systems for bench-terraced hillside lands which could result in increased levels of productivity and production, increased farm income, enhanced nutritional profiles of farm families, increased

opportunities for rural employment, development of an institutional framework capable of implementing similar changes in other parts of the country. Following two years of project implementation another objective was added which was to identify an alternative and less costly soil conservation measure than bench terracing. To address that objective the Olive River Project was executed during the period 1979-82. In 1982, an additional area of concern to the Government of Jamaica was addressed through a Cassava Project utilizing resources from the Simon Bolivar Fund.

CASSAVA/PEANUT PROJECT

Based on the government's philosophy of rural development in 1978, the principal policy goals were to produce as much food and raw materials as was feasible to meet requirements for adequate food and nutritional levels of the population, agro-industries and to structure production so as to reduce reliance on imports.

The government then accorded high priority to the production of cassava and peanuts as raw materials for agro-industrial development.

IICA was requested to assist by providing technical assistance for developing appropriate technology for the production of cassava and peanuts, using improved cropping systems which would have the potential for increasing their production and productivity over that obtained from traditional farming methods. Funds were provided by IICA from the Simon Bolivar Fund and an agreement signed between IICA and the Ministry of Agriculture.

The objective of this project was to identify improved cassava cultivars that were adapted to cultivation in the cassava producing areas of Jamaica, and to identify economically viable systems for intercropping cassava.

BLACK RIVER UPPER MORASS DEVELOPMENT COMPANY (BRUMDEC)

The Government under their land reform programme adopted the following policies:

- That lands will be allocated between the various sectors and the initiation of zoning of agricultural lands and the development of production systems to encourage its most intensive usage.
- That public ownership of lands for productive purposes will gradually increase and such lands will be made available to users on a leasehold basis.

The government policy goals were then to ensure that all agricultural land was used to its fullest potential which will result in optimum economic and social benefits to the country as a whole and that the distribution of lands would be geared towards small farmers, landless workers, and under-employed and unemployed youths. Project Land Lease would be the main vehicle through which this programme would be implemented.

IICA was requested to provide technical assistance to BRUNDEC to train personnel in applied research in the production of rice, corn, sorghum, legumes and vegetables as part of the overall government policy to ensure equitable distribution of lands for growing of various crops to reduce reliance on imports. An Agreement was then signed between IICA and BRUNDEC as part of government policy.

In 1984, a Cropping Systems Project, which built on the Government and IICA's experience in the two previous projects, was initiated with IICA and IDRC funding. In November 1988, a Hillside Agriculture Sub-Project by MOA/IICA/USAID for funding a methodology which builds on that of the Cropping Systems project, adding stronger elements of farmer participation and institutional development.

The area of Technology Generation and Transfer, currently Programme 2, has been the longest and strongest area of concentration of the IICA Office in Jamaica. A twelve year continuity provided by IICA of technicians working on a series of technical aspects relating to hillside agriculture (soil conservation, cropping systems, watershed management, intercropping, etc.) has enabled the Institute to maintain its reputation for excellence in this technical area.

A second area of excellence, under the current Programme 3: Organization and Management for Rural Development, emerged from a project initiated in 1979, the Rural Women's Project, which focused on income-generating activities for women. This focus led, in 1984 to the initiation of the Small Enterprise Development Project which shall remain operational until 1989. These two projects respond to Government policy to support small enterprise development as stated in the 1977-1982 Five Year Plan. The small enterprise methodology is an input to the design of a youth project, tentatively scheduled for 1989-1993. An additional project, Farm Management Training and Generation of Information, also became operational in 1988 and is scheduled to provide services until 1991.

An overview of the projects implemented by the IICA Office in Jamaica since its inception is provided in Table 1

Table 1 : Overview of the Projects Implemented by the IICA Office in Jamaica

<u>Project</u>	<u>Year Initiated</u>	<u>Year Completed</u>	<u>Total Budget US\$</u>
Allsides	1977	1980	298,200
Rural Women's Project	1979	1982	187,000
BRUMDEC	1981	1983	348,000
Cassava/Peanut Project	1982	1984	130,000
Small Enterprise Development Phase 1	1983	1987	390,454
Small Enterprise Development Phase 2	1988	1989	86,035
Planning	1986	1986	119,023
Cropping Systems	1984	1987	398,396
Support for the Generation and Transfer of Agri- cultural Technology	1988	1993	2,030,376
Cassava Resuscitation	1986	1987	24,078
Farm Management	1988	1991	343,300

1.1 Synthesis of IICA's technical cooperation during 1984-1986

During the period 1984-86 IICA's technical cooperation actions in the hemisphere were concentrated in the ten program areas named in the 1983-87 Medium Term Plan. In the IICA Office in Jamaica technical cooperation actions during the 1984-86 period were executed in the following program areas:

Program	Technical Cooperation Action/(Type of Project)
<u>Program 1</u> Formal Agricultural Education	Support for curriculum development, College of Agriculture (National Short-term action) Support for farm development, Elim Agricultural School (National Short-term action)
<u>Program 2</u> Support of National Institutions for the Generation and Transfer of Agricultural Technology Project)	Support to the Ministry of Agriculture's Cropping Systems Project(National
<u>Program 6</u> Stimulus for Agricultural and Forest Production	Assistance to agricultural diversification programs in the Caribbean (Multinational Project)
<u>Program 8</u> Integrated Rural Development	Support for integrated rural development in Caribbean countries/ Strengthening of Jamaican (Caribbean) Rural Development Programs through Human Resource Development (Multinational Project)

Program	Technical Cooperation Action/(Type of Project)
<u>Program 9</u> Planning and Management for Agricultural Development and Rural Well-being	Support for Planning and Management of the Rural Development Process (Multinational Project)

All of these technical cooperation actions focussed program efforts on national and multinational projects which were oriented toward solving well-defined, specific, high priority problems, with the concurrence of the countries. This was done with the active participation of the countries concerned and in so doing, mechanisms and procedures which took into consideration the regional and individual diversity of the

countries were developed. Together with other international agencies, IICA coordinated training programs in the areas of Programs 2, 8, and 9. Irrespective of Program area IICA support actions have been focussed on training of national personnel and institution-strengthening, since it is necessary that when IICA-supported projects are terminated, the national agencies need to be capable of continuing the work unaided.

See Annex 1.1 for an expanded description of these actions.

1.2 Current state of IICA's technical cooperation

1.2.1 Overview of Agricultural Policy and IICA's Action Strategy for 1986-1988

During the period 1986-1988, the three major policy initiatives by the Government of Jamaica were the Structural Adjustment Loan (SAL), AGRO-21, and the Five-Year Food and Agricultural Policy and Production Plan. With reference to agriculture, the SAL programme aimed at the full development of exports and of domestic food production. The AGRO-21 programme aimed at modernisation of agriculture, with emphasis on non-traditional export crops, fishing and livestock, crop-zoning, optimal land use, efficient management and implementation of discrete commercially viable projects employing advanced technology wherever possible. The private sector was encouraged to spearhead these activities but the Government remained committed to providing basic infrastructure and entered into joint-ventures with foreign and/or local entrepreneurs.

The Five-Year Food and Agricultural Policy and Production Plan aimed at complementing the SAL and AGRO-21 programmes by seeking to ensure that production objectives harmonized and were always congruent with other medium-term objectives, notably, the consumption objectives and small-farm development objectives.

The central objective of the land policy was to maximize the yield and rate of return from agricultural land.

The stated goal of the Five Year Food and Agricultural Policy and Production Plan (1983/84-1987/88) was "the creation of a firm basis for ensuring sustained social and economic progress in Jamaica through ... increasing exports, reducing imports and increasing domestic supplies of food and agricultural raw materials."

During the period 1986-88 the Government distinguished three categories of small-farmers. These were:

- (1) subsistence farmers on arable holdings of 1 acre or less;
- (2) the small-farm group occupying 1-5 acres of arable land;
- (3) the small-medium farm group on 5-25 acres of land.

The policy proposals called for:

- (a) the declaration of category(1) as a poverty group requiring special treatment and assistance from international funding agencies such as IFAD, FAO Investment Centre, selected government subsidies or grants;
- (b) subsidies to category (2) to be reduced and redirected into production components in the short-to-medium-term and phased out altogether in the long-term as AGRO-21 developed.
- (c) category (3) farmers to be used to spearhead technology diffusion to farmers in categories (1) and (2).

The Jamaica Agricultural Research Programme (JARP) which was launched in 1987 is being implemented by the Jamaica Agricultural Development Foundation (JADF). The objective of the JARP is to identify measures to increase production and productivity by undertaking adaptive/applied research in priority commodity areas. An autonomous Research Advisory Council (RAC) was established to determine agricultural research policy and identify the priority areas for research. Research will be weighted towards the small-farm sector, non-traditional export crops and import substitution commodities.

A mechanism for generating agricultural technology and for transferring such technology to the end-users has been identified through the execution of the Cropping Systems Project but no policy decision has been made regarding whether this mechanism is to be used as an additional tool in agricultural research on a national scale. The actions and results envisaged in (c) above have occurred to some extent only within the Cropping Systems Project being executed by the Research and Development Division of the Ministry of Agriculture.

Technical cooperation actions have shown that a Farming Systems Research approach to the generation and transfer of agricultural technology is a mechanism acceptable to the small-scale farmers who have participated in the development of the mechanism under Jamaican conditions.

Technical cooperation actions have also resulted in the formulation of a Farming Systems Research and Development Sub-Project proposal by the Research and Development Division of the Ministry of Agriculture which has been approved for funding by Hillside Agricultural Project of the GOJ/USAID.

IICA Action Strategy in Jamaica (for national projects) and in the Caribbean (for multinational projects) during the period 1986-88 concentrated mainly on supporting national agencies of the countries in three Program areas, all of which were in line with the 1983-1988 Five Year Plan. These were:

Organization and Management for Rural Development (Multinational)

Animal Health and Plant Protection (Multinational)

Technology Generation and Transfer (National)

In 1987, the IICA Medium Term Plan 1987-91 became effective. As part of the evolution of IICA, the Executive Committee, the Inter-American Board of Agriculture and a group of six experts recommended that the number of programs be reduced so that the Institute's activities could be concentrated and high standards of technical excellence be maintained.

In accordance with those recommendations and on the basis of certain criteria which would ensure that the programs would become a natural framework for shaping the Institute's competence and for reaching agreement on actions at national and regional levels, the following five programs were selected:

- I Agricultural Policy Analysis and Planning
- II Technology Generation and Transfer
- III Organization and Management for Rural Development
- IV Marketing and Agroindustry
- V Animal Health and Plant Protection

During 1987-88 IICA's actions in Jamaica were focussed in program areas II, III, and V.

1.2.2 Instruments of technical cooperation

The areas of action outlined in the 1988-1989 IICA Action Strategy in Jamaica were the following:

A project in Programme II entitled the "Generation and Transfer of Agricultural Technology" will address the problem areas identified and relate to the Programme's areas of concentration by executing two activities:

Activity 1: Research and Development Institutional Support. This activity is reflected in assistance to the Ministry of Agriculture in the identification and analysis of problem areas affecting the process of generation and transfer of agricultural technology which will lead to the reorganization of such a process and the formulation of a Plan of Action for its implementation.

Activity 2: Supporting and conducting Generation and Transfer of Agricultural Technology Projects. Supporting the Ministry of Agriculture in their execution of the Cropping Systems Project which was initiated in November 1984 through funding provided by the International Development Research Centre of Canada (IDRC). Additional support from IDRC through the provision of funding for an Agricultural Economist starting in 1987 is under negotiation. The Cropping Systems work utilizes the Farming Systems Research approach to on-farm research and completely involves the farmer in the process of generation and transfer of agricultural technology.

Based on problems identified and on the Institute's capacity to address these, the Programme III project "Management Support for the Rural Development Process in Jamaica and the Caribbean" will utilize IICA's regular resources as well as external resources. This project will have two main activities:

Activity 1: Small Enterprise Development.

Initiated in 1983, and projected to continue in Jamaica until 1989, this activity combines three inter-related tasks for the development of small enterprises: materials development, training of trainers and technical services. Staff of public and private institutions in Jamaica, Guyana, Barbados, St. Lucia, Trinidad and Tobago will have increased capabilities to promote and advise rural small enterprises in business management.

Activity 2: Farm Management Institutional Support and Information Systems.

Assistance to be provided to the Ministry of Agriculture and other institutions of the agricultural sector to strengthen technical capability in farm management in order to improve the generation and dissemination of economic information on farm enterprise performance by region and type; cost of production information and to assist in generating information and recommendations for agricultural research, extension and agricultural policy.

The IICA projects which relate to each of these areas of action follow.

1.2.2.1 Cropping Systems

Program: Technology Generation and Transfer

Project: Support for the Generation and Transfer of Agricultural Technology in Jamaica

Objectives : To strengthen MINAG's institutional capability for generating and transferring technologies that are acceptable to small-scale farmers

Overview: National

Financing: Quotas and external resources (IDRC)

Location of institution: Ministry of Agriculture, Jamaica

Relation to National Policy, Programs and Projects:

Government's agricultural policy and objectives in areas relevant to IICA's support to the Cropping Systems Project of the Ministry of Agriculture are contained in the Five Year Food and Agricultural Policy and Production Plan, 1983/84-1987/88 appropriate portions of which are quoted hereunder:

(a) "The central goal of the Five Year Food and Agricultural Policy and Production Plan, 1983/84-1987/88 is the creation of a firm basis for ensuring sustained social and economic progress in Jamaica through the modernization and transformation of agriculture. The achievement of this central goal depends upon success in the attainment of several objectives (which) relate to activities in the fields of production, consumption, marketing, land use and land distribution, small farmer development, food security and people participation."

(b) "The more efficient and effective utilization of Jamaica's limited agricultural land space is the central objective of the land policy."

(c) "Government's small farm development program seeks not only to increase the production of food, raw materials for agro-industry, exports and import substitutes, but to improve agricultural earnings, rural amenities, social infrastructure and employment. The marketing and credit strategies also have been designed to facilitate small farm participation and development.

Additionally, soil conservation activities and water management programmes under the Structural Adjustment Loan are geared to enhancing the efficiency of small farm production systems."

(d) Policy regarding small farmers with respect to rural organizations and supporting institutions aims at "maximizing the involvement of the rural population in decisions affecting their living space."

IICA's technical support to the Ministry of Agriculture in their execution of the Cropping Systems Project enabled the Research & Development Division (R&DD) to upgrade the capability of their personnel who together with small farmers have developed and introduced new and improved technologies which have contributed toward increases in food production and farm incomes in the project areas. This is contributing towards a gradual modernization and transformation of agriculture, and also to more efficient and effective use of land in the project areas. From 1989-93 similar IICA technical support to the Ministry is programmed to assist the R&DD to upgrade the capability of their personnel who will execute the Hillside Agriculture Sub-Project.

In 1989, IICA's technical support will be provided to the Production, Extension & Marketing Division (PE&MD) of the Ministry in four Parishes to help upgrade the capability of Extension personnel in their execution of the Cropping Systems Extension (Outreach) Project.

Legal framework: Memorandum of Grant Conditions for the periods August 24, 1984 to October 31, 1987, and November 1, 1987 to October 31, 1990

Progress:

The specific objective of the project "Support for the Generation and Transfer of Agricultural Technology in Jamaica" is to strengthen the Ministry of Agriculture's institutional capability for generating and transferring technologies that are acceptable to small-scale farmers.

During the past four years the GOJ has embarked on a process of institutional strengthening from the "bottom-up" by implementing a generation and transfer of technology project utilizing an on-farm research approach with a farming systems perspective. This "bottom-up" approach to institutional strengthening required national personnel to be trained to execute an on-farm research programme with a farming systems perspective through a process of "learning by doing", and resulted from the belief that relevant technologies would not reach the small-scale farming sub-sector until such time that technicians responsible for "hands-on" research and extension can be trained to become effective agents in generating and transferring technology.

IICA has encouraged this effort toward institutional strengthening through technical support provided to help the Ministry of Agriculture achieve:

- (a) The preparation of project documents for Cropping Systems Phases I and II, Yam Regeneration/Cropping Systems Extension, and the Hillside Agriculture Sub-Project;
- (b) The seeking and obtaining external resources for the operation of these projects;
- (c) Adequate guidance of personnel involved in project execution;
- (d) Adequate project monitoring and reporting.

The interaction between IICA and Ministry of Agriculture (MINAG) personnel has contributed toward the process of evolving a strategy and methodology for generating technologies acceptable to small-scale farmers. To consolidate upon these initial gains, the GOJ has during the past year arranged for:

(a) The Director of the Research & Development Division (R&DD) of MINAG to make a study visit to the University of Florida to observe and learn about the organization and management of the Land Grant System. At the same time the Director had the opportunity to observe how the Farming System Research Programme was integrated in the Research & Extension Programme.

(b) The Deputy Director of R&DD of MINAG and three other national personnel to participate in the USDA Technical Course on a Farming Systems Approach to Research & Extension for Small Farmers. The objective of the course was to enable the participants to develop further understanding of the concepts and methodologies of the farming systems approach and to become more adept at diagnosing farm (household and production) resources, problems, and opportunities for interventions.

As a result of IICA's technical support the Ministry of Agriculture is now more capable of generating technologies that are acceptable to small-scale farmers than it was when the project started in November 1984. In November 1989, three of the six project field team personnel will become regular Ministry staff. The improved effectiveness of Ministry personnel involved and associated with their Cropping Systems Project is the first step toward the institutional strengthening that is expected to result from the the IICA project.

The expected results from the IICA project are:

-- A document of the methodologies used for research with a farming systems perspective in the Cropping Systems Project, the Cropping Systems Extension (Outreach) Project, and the Hillside Agricultural Sub-Project, and the strategies used for promoting institutional strengthening with the objective of possible replication with appropriate modifications in other IICA Member states;

-- In Jamaica, R&DD and PE&MD professionals are capable of designing, managing, and implementing a structured on-farm research and extension programme for generating and transferring technologies acceptable to small-scale farmers throughout the country;

-- In Jamaica, the experiences gained by R&DD and PE&MD professionals are used to support administrators and policy makers in their decision-making process.

The expected impact that the IICA project will make is a strengthened R&DD and PE&MD in the Ministry of Agriculture with the capability of attracting increased financial and technical resources. At the Government institutional level, the Ministry of Agriculture will have the technical, administrative, and financial capacity to design, manage, and implement a programme to generate and transfer technology that is acceptable to the Jamaican small-scale farmer. At the sectoral level, the agricultural sector's ability to effectively address problems which face the small-scale farming sub-sector will be improved.

At the IICA institutional level, the document of the successful and unsuccessful methodologies for supporting the generation and transfer of agricultural technology programmes and for promoting institutional strengthening of national agencies involved in agricultural research and extension in Jamaica could be used to guide the initiation of similar Program II projects in other Caribbean countries most of which have institutional weaknesses in the Ministries of Agriculture similar to those observed in Jamaica.

1.2.2.2 Small Business Project

Program III : Organization and Management for Rural Development

Project: Small Business Management Support for the Rural Development Process / Youth Enterprise Project 1983-1989

In the course of discussions between IICA and national agencies, it was recognized that many low-income rural producers in the Caribbean experience severe constraints in managing their businesses efficiently. They use few, if any, record-keeping systems; this limits the information they possess for business analysis and the subsequent changes required to increase profitability. Therefore, many opportunities for increasing income are lost.

Concurrently, the national agencies serving the rural areas are unable to train rural small producers in the techniques required for managing their businesses more profitably. This is due to a lack of skilled human resources, as well as the tools for training micro-entrepreneurs.

In the last five years, the Institute has been concerned with strengthening Jamaican rural development programmes through human resource development, specifically to increase the capability of national institutions to advise rural micro-entrepreneurs in the management of small rural enterprises.

Working with over 20 Jamaican institutions, among them the Ministry of Agriculture, the Ministry of Youth and Community Development and the National Development Foundation, IICA has developed training materials, trained over 250 trainers and provided technical services to enhance the training of over 6,000 micro-entrepreneurs. This project has been implemented with regular and USAID resources.

Objectives:

General: To increase the income and improve the quality of life of low-income producers in Jamaica.

Specific: To strengthen Jamaican institutions serving the micro-entrepreneurial sector.

Intermediate:

- Small business materials published (7) which will assist entrepreneurs (3), business trainers (2), and business training administrators (2) .

- Jamaican business trainers with improved training capabilities (250) and new capabilities (250).
- Micro-entrepreneurs (6000) assisted by IICA-trained trainers.
- Jamaican national institutions' (25) business training capacity strengthened.
- Small business cooperation with CARICOM and other Caribbean countries.
- Securing of external funds for regional project.

Overview: National; support to other Caribbean countries

Financing : Quotas and USAID

Location of Institution : Ministry of Agriculture, Self-Start Fund, Bureau of Women's Affairs, Things Jamaican, 4-H Clubs of Jamaica, National Development Foundation of Jamaica.

Relations to national policy, programmes and projects:

The 1978-1982 five year development plan devotes seven pages to outlining Small Business Development, a high priority in Government's development policies at that time. Specifically, the plan focuses on financial and technical assistance for emerging small businesses. This may explain why the agencies interviewed by the Rural Development Specialist in early 1983 indicated the need for strengthening their rural development programmes in the area of small business training.

The 1983/4-1987/7 five year food and agricultural policy and production plan states that "as a major focus for development, small farming enterprises must be emphasized and operated as viable commercial units."

Legal framework: Agreements have been signed with the following on the dates indicated:

- MINAG : March 8, 1985
- Self-Start Fund : October 14, 1985
- Things Jamaican : May 13, 1985
- 4-H Clubs of Jamaica : March 13, 1985
- National Development Foundation of Jamaica : July 15, 1985
- Bureau of Women's Affairs : March 13, 1985

Progress: The project is being executed. 1989 marks the second year of the second phase of operations. A third phase, with a focus on youth, is envisaged. The project has progressed toward providing the country, and especially the participating agencies, with training materials suited to their needs. This in turn, has addressed the problems of micro-entrepreneurs' having limited access to record-keeping tools. Training of the agency trainers has also contributed toward addressing the limitation of rural development agencies not having in-house capabilities to provide technical assistance to the rural micro-entrepreneur, including the small farmer.

1.2.2.3 Farm Management Project

Program III : Organization and Management for Rural Development

Project : Farm Management Training and Generation of Information

Objectives :

General : Increased effectiveness of GOJ's implementation of policies and programs directed at improving small farmers economic well-being.

Specific : Strengthened capability of the public and private agricultural sector organizations to assist small farmers to improve their farm management abilities.

Intermediate: Farm management training material developed

Training of MINAG-Farm Management Section personnel

Extension personnel trained

Cost of production methodology developed

Record keeping system developed

Representative farm models developed

Information disseminated

Scope : National

Financing : Quotas

Location : MINAG- Planning and Policy Division,
Farm Management Section

Relation to National Policy, Programs and Projects

This project responds to the Five-Year Food and Agricultural Policy and Production Plan on small farm development objectives and on the land policy to maximise the yield and rate of return from agricultural land; and to the role and function of MINAG-Economic Planning Division and the Farm Management Section to assist the Ministry with the formulation of economic plans and projects by preparing and updating cost of production estimates for domestic and export crops grown under different conditions; preparing cost of production estimates for all livestock enterprises; build farm models to provide information for the proper guidance of existing farmers and prospective farm management practices; preparing economic feasibility studies for agricultural projects; advising public and private enterprises on matters relating to farm management and farm planning; and to assist in training programmes on matters relating to farm management and farm planning.

Legal framework: Terms of Reference

Progress: The project started in March 1988 and main outputs are being developed to release some of the constraints and weaknesses detected during project preparation such as limited number of personnel trained in farm management techniques; scarcity of farm management training materials illustrated with small farmer management real problems; institutionalized system and methodology of generating, processing, analyzing and disseminating on a regular basis cost of production information and small farms business performance (returns to resources by farm type, size and region) to assist small farmers in their production and investment decision making process; economic interpretation of on farm agricultural research and dissemination of information; few designed and implemented programmes to assist small farmers to improve their production, investment and marketing decision-making and managerial performance. Development of training materials, training of MINAG personnel and methodology to collect and analyze crop cost data have been the main actions taken since the project started. Project actions are helping to relieve some of the constraints identified during project preparation but the

main outputs of the project are still to come (See Annex 1.2.3 Achievements, Results and Impact).

The aim of the project is to illustrate training materials with examples and data reflecting the enterprise and situations faced by extension personnel in their everyday activities with farmers; and train in farm management enough personnel from MINAG, commodity boards and Jamaica Agricultural Society to create a critical mass who could use in their activities with farmers the information generated by MINAG-FMS.

Training of MINAG-FMS, Policy, Data Bank personnel will continue in 1989 with the building of representative farm models for the Parish of Manchester and the use of the Integrated Financial Statements and Budget Generator computer programmes. At the end of the Project, in collaboration with the FMS, MINAG-Planning and Policy Division will have a complete methodology, personnel trained and computer software for maintaining updated enterprise budgets; developing financial statements and estimating levels of income for different farm types and production activities; and for analysing large numbers of different production and investment alternatives to improve farmers' income. This information will be used to develop recommendations on agricultural policies, research, and design of programmes to improve farmers' income and to keep updated extension personnel in the economic returns and risks of different production, technological and investment alternatives to assist farmers in their production decision making process.

1.2.2.4 Multinational Project: Animal & Plant Disease
& Pest monitoring for the Caribbean Region

Date Started: July 1st, 1988

Expected Duration: Four Years

Financial Resources:

IICA: US\$106,000 for each of 4 years. Total:US\$424,000

CIDA:	1988	US\$ 73,000
	1989	US\$208,000
	1990	US\$ 46,000
	1991	US\$58,000

Total:US\$385,000

Objectives:

Caribbean countries require improved information on diseases and pests which constrain the production and international marketing of crops and livestock.

In 1986, CARICOM's Ministers of Agriculture expressed concern about the increasing incidence of plant and diseases as a constraint on the regional and extra-regional marketing of agricultural products. This led them to order the CARICOM Secretariat to strengthen national plant quarantine systems and to establish pest and disease information systems.

With regard to animal health, the Caribbean chapter of the Inter-American Commission on Animal Health, composed of Animal Health Directors of the member states of IICA, resolved in 1984 to support the development of an animal health information system for the region.

This project responds to the concerns by initiating development of animal and plant health monitoring network to generate reliable data to improve decision making in the design and execution of projects, programmes, policies and guidelines intended to defend and to increase agricultural production and trade.

Expected Outputs:

1. A reporting system for top priority pests and diseases of trade significance in eleven countries (Antigua & Barbuda, Barbados, Dominica, Grenada, Guyana, Haiti, Jamaica, St. Lucia, St. Vincent and the Grenadines, Suriname and Trinidad and Tobago).
2. Personnel trained in epidemiology, data collection and analysis and in the use of microcomputers.
3. A centre of expertise in Trinidad and Tobago to support implementation and development of the network through consultation, information exchange, and training.
4. Approval of supplemental proposals would extend the project to Belize, Montserrat and St. Kitts, provide additional training in meat inspection, laboratory work and quarantine procedures, and otherwise strengthen national agencies ability to monitor pests and diseases.

1.2.2.5 Short Term Activities

The following short-term activities were implemented during the period under review; these are described with results and impact delineated in Annex 1.2.4:

1. An examination of the approach used in undertaking cost of production studies in the dairy industry in Jamaica.
2. Livestock, Crop and Plant Protection Programme Development. A Methodology to Establish Priorities for Research Projects.
3. Technical Cooperation for a Cassava and Development Project
4. Pedro River - Concord Rehabilitation Project
5. Support to the Agricultural Credit Bank of Jamaica in the preparation of the small farmers development programme : phase 2
6. Yam Export Committee (YAMEX) Initiative
7. Emergency Short-term Action to Assist Jamaica Recover from Hurricane Gilbert Agricultural Losses (ESTA)

1.2.3 Results and impact of technical cooperation

The results for each of the major projects may be found in the Sections which follow.

1.2.3.1 Cropping Systems Project

The results referred to in discussing the progress of the project for supporting the generation and transfer of agricultural technology in Jamaica (ref. 1.2.2.1) have been obtained in the context of a Ministry of Agriculture subjected to the conditions of the Structural Adjustment Loan and to reduced budgets. Added to this the Ministry suffered significant personnel attrition with respect to their Cropping Systems Project through the resignation of two key personnel (their Project Coordinator and the officer who acted as project coordinator) who found more remunerative positions in the private sector.

The Ministry also lost middle level professional personnel of the R&DD, the Farm Management Division, and the Data Bank and Evaluation Division who were associated with their Cropping Systems Project. Up to the present only the Data Bank and Evaluation Division personnel has been replaced.

At the field team level of the Cropping Systems Project and at the highest professional levels of the R&DD, the personnel are knowledgeable about the methodology which has evolved. However, middle level professional personnel of the R&DD, the Farm Management Division, and the Data Bank and Evaluation Division need to be exposed to the concepts and methodology applied in the execution of the Ministry's Cropping Systems Project through association with that project in order that institutional strengthening actions can have greater effect. Because the Ministry's Cropping Systems Project shows technical progress with respect to its objectives, the Ministry and the Jamaica Agricultural Development Foundation sees the need to address Farming Systems Research (FSR) training for additional Ministry personnel, in particular those at the middle and lower levels of the R&DD and the PE&MD. To address this training need, a FSR Workshop is planned to be held in May 1989.

The improvement in the capability of R&DD professionals to generate technologies acceptable to small-scale farmers must have influenced the Ministry of Agriculture to permit the R&DD to embark upon the execution of a much larger project the modus operandi of which is based on the methodology developed in the Cropping Systems Project with stronger components for farmer participation and farmer organization.

Personnel of the Cropping Systems Project at the field experimentation level have assimilated much of the training to which they have been exposed enabling them to be effective technicians. At the highest levels of the R&DD, the Director and Deputy Director both wish to have a Farming Systems Research Programme integrated in the national agricultural research programme with strong linkages to the research stations.

1.2.3.2 Small Business Management Project

Annex 1.2.2 contains a listing of achievements, results and impact of this project.

With regard to institutionalization, all participating agencies are using the training materials developed in the project. Additionally, the staff trained by IICA perform more competently due to this training. However, efforts to institutionalize the coordinating body have not been successful. The Small Business Training Advisory Committee wished to continue the activities of coordination entrusted to IICA, in the form of a separate body. However, none of the participating agencies has appeared willing to take the leadership role.

The demand for the business manuals continues to increase. This is true for Jamaica, as well as other Caribbean countries. Occasionally, requests come from outside of the Caribbean; some from as far away as Australia.

1.2.3.3 Farm Management Training and Generation of information

Institutionalization

Project actions respond to FMS responsibilities. What needs institutionalization are the new techniques and methodologies brought by the actions of the project through the incorporation of those techniques and methodologies in everyday FMS activities.

On the job training of FMS personnel is a continuous activity. The most important accomplishment in this respect so far is the formation of a team with FMS counterpart and the accomplishment of project tasks in a team effort. This is a good ground to start, and not always easy to accomplish. The exchange of information is continuous and there is a full participation of my counterpart in all project related activities. Cost data collection methodology is being developed jointly, and gradually he is participating, as a trainer, in new areas of training, in budget preparation and farm planning.

Rotation of FMS personnel has not allowed to have the same impact with other specialists. This is a weak point detected during project preparation and that MINAG is trying to solve. The problem is salary levels and finding the persons willing to have a career in the Civil Service. Project actions will try to minimize the impact of this weakness by developing, testing and documenting methodology so that it can be learned, used and improved by new personnel.

Training of extension personnel in enterprise budget preparation and short and long run farm planning is a complement of the actions to institutionalize project activities. Extension personnel are one of the users of the information generated by the project and they should have enough knowledge to use the data and recommendations generated by the FMS. Extension personnel was surveyed during training about their training needs and needs of information. Very few have cost data available. The process of generation of information is just starting so it is not expected that extension personnel have used budgeting techniques very much to analyze and prepare farm plans to advise farmers about production and marketing alternatives.

Cost data generation instruments have been tested and will continue to be used but need further improvement.

Impact

The project started in March 1988 and main outputs are being generated. Cost of production methodology and cost data generated will enhance MINAG data base for crops and livestock profitability and provide information to monitor farm income, build farm models required to develop investment programmes and formulate agricultural development policies aimed at improving small scale farmers socio-economic conditions. The impact of project actions is not very visible yet.

Charts for project evaluation of internal consistency, impact of results and adjustment to changes follow for analysis. See charts 1.2.3. a,b,c.

In order to facilitate the analysis of IICA Technical Cooperation according to the DIPROE Evaluation System Guidelines, analytical tables were devised which enabled a consolidation of the most pertinent information relating to the 3 evaluation factors:

1. - Evaluation of Internal Consistency
2. Impact of Results
3. Adjustments to Changes

These in fact reflect the guidelines for analysis as outlined on pages 7-9 of the Evaluation System.

1.2.3.4 Cassava Project

Relationship with national policies in force at the time when the projects was formulated and with the national programme or project supported by the national counterpart institution.

The policy of the Government was to produce materials that could be used as import substitution. In the case of cassava, it was thought that cassava could make a good substitute for corn in animal feed.

1.2.3.5 Regional Animal Health and Plant Protection Surveillance System: Blue Tongue Project

IICA coordinates the collection of blood samples from the two agricultural organizations involved in this study. The results so far have shown that two strains of virus have been identified from blood samples of animals that were sent abroad for testing. This has heightened the recognition by both the Government and the international institution as well as the private organizations that are participating as to the need and benefits derived from this technical cooperative effort.

The product of this technical cooperation has provided information that is necessary in the establishment of a satisfactory reporting system on the animal health status which affects international trade.

2. The strategy followed for attaining results from technical cooperation

In October, 1986, the IICA Office in Jamaica conducted a two day retreat to determine the "actions of the IICA Office in Jamaica in the context of the 1987 - 1991 Medium Term Plan". This resulted in an overall technical, structural and financial strategy for the five year period. In summary, the office pursues a strategy of institutional development by research guidance, training and technical and managerial advice. The Office operates in Programmes 2, 3 and 5. So as to simplify office administration technical projects are broad and encompass many activities. Only one budget activity is listed in each project's budget to streamline budget execution. The financial plan in 1986 was to double the office budget by 1991.

The Office posture is one of responsiveness to national policy and programme orientation, while at the same time assisting solely in IICA's areas of competence and in accordance with guidelines set out in the Medium Term Plan. The office places a higher priority on providing technical excellence than on providing administrative services. The Office does not agree to place technicians within the government agencies.

Whilst it is often demonstrated that donor agencies have funding but no technical expertise and IICA has the technical expertise with little financing, an effective means of tapping more financial resources must be found. In this process, the importance of support from Headquarters in terms of promoting IICA's expertise on a global scale should be noted. Instances where the local office benefits from these efforts have been important and should be increased.

Annex 4 contains the executive summary from the 1986 retreat.

2.1 Institutional relationship with authorities

Primary government relations are conducted with the officials of the Ministry of Agriculture (see list of current officials). The Representative from 1983-1985, Mr. Claude Brouillard, instituted a monthly meeting with the then Permanent Secretary in the Ministry of Agriculture. This has been continued by the current Representative. ✓

Since 1986, greater effort has been placed on increasing knowledge of IICA among officials of the Office of the Prime Minister, the Ministry of Foreign Affairs, the commodity boards (Coffee, Cocoa, Coconut, Banana), the University of the West Indies, the Scientific Research Council and the Planning Institute of Jamaica. Every January, a briefing meeting is held individually with high-level officials to discuss the status of IICA projects and possible new areas of future cooperation. }

Although relations with the GOJ are excellent, IICA is perceived as fifth in importance for the agricultural sector after the World Bank, the Inter-American Development Bank, USAID and the Food and Agriculture Organization. This is because of the size budget IICA spends in Jamaica. However, representation of IICA at the December 1987 World Bank CGCED (Caribbean Group for Cooperation in Economic Development) Meeting held in Kingston, gave many officials of the GOJ including Prime Minister Seaga, an opportunity to hear a synopsis of IICA's actions in Jamaica. ✓

On February 9, 1989, the People's National Party, under the leadership of Michael Manley, won the national elections. The office is currently reviewing its work with the new administration, and preparing for any changes which are deemed necessary.

Chart 2.1 on the next page outlines these relationships in greater detail, while providing a strategy for improvements.

CHART 2.1. : MANAGEMENT

GOVERNMENT RELATIONS

GOVERNMENT AGENCY	CURRENT STATUS OF RELATIONS	IMPROVEMENTS ENVISAGED	STRATEGY
<p>1. MINISTRY OF AGRICULTURE</p> <ul style="list-style-type: none"> Research & Development Division)) Policy & Planning Division)) Veterinary Services Division)) Training Division)) 	<p>- Close collaboration</p>	<p>Maintain our good relationship during the transitional period of the new government.</p>	<p>Protocol visits; analysis of the new government's policies; readjust and expand our programmes as requested by the Government of Jamaica.</p>
<p>Production, Extension & Marketing Division</p>	<p>Occasional collaboration</p>	<p>Develop close collaboration.</p>	<p>Cropping Systems Outreach Project being jointly implemented offers opportunities for institutional strengthening as new methodology is demonstrated.</p>
<p>2. Ministry of Foreign Affairs</p>	<p>Satisfactory</p>	<p>Maintain our satisfactory relationship during the transitional period of the new government.</p>	<p>Protocol visits.</p>
<p>3. University of the West Indies</p>	<p>Occasional collaboration</p>	<p>Develop close collaboration.</p>	<p>Utilise new ties with CARDI to develop joint activities.</p>
<p>4. Ministry of Youth, Culture and Community Development</p>	<p>Close collaboration on youth projects.</p>	<p>Maintain and expand our relationship.</p>	<p>Protocol visits; analysis of the new government's policies; readjust and expand our programmes as requested by the government of Jamaica.</p>
<p>5. COMMODITY BOARDS:</p> <ul style="list-style-type: none"> Cocoa Industry Board Banana Industry Board Coffee Industry Board 	<p>Satisfactory Occasional collaboration Occasional collaboration</p>	<p>Maintain current relationship. Maintain current relationship. Seek closer collaboration.</p>	<p>Maintain a responsive posture. Maintain a responsive posture. Open dialogue with officials once transitional period of new government is over.</p>

2.2 Attracting external resources

Relations with such organizations as the IDRC, IDB, OAS, FAO, USAID, CIDA, UNDP, UNICEF are extremely cordial. Short term actions were promoted and executed with the World Bank in 1985, and with IDB and CIDA in 1987. USAID provided 1.5 years of financing for the Small Enterprise project and invited IICA to submit the Hillside sub-project totalling US \$1.2 million over five years, which was signed in November, 1988.

In addition, current dialogue with the governments of Israel, Japan and Korea may result in the provision of technicians from these countries. The office has enjoyed a relationship with the US Peace Corps whereby 16 volunteers have been assigned to IICA during the 1984-1988 period.

Head Office initiatives with bilateral and multilateral agencies have proven to be extremely effective in promoting IICA's image and projection. However, there is still much to be done at the country level, where IICA is perceived as a relative newcomer, particularly in the English-speaking Caribbean. Videotapes describing the work of the Institute would be a definite help in this regard.

Chart 2.2, which describes the status of and strategy for developing external resource support, may be found on the next pages. This chart reflects the constant monitoring of external relations handled by the Representative, as well as strategies followed for improving these. Improvement of external relations has, as one of its successful consequences, location of additional resources within the office. Chart 2.2.A provides an overview of external resources, both budgetted and expended, from 1984 to 1993.

CHART 2.2: MANAGEMENT

EXTERNAL RELATIONS

DONOR	CURRENT STATUS OF RELATIONS	IMPROVEMENTS ENVISAGED	STRATEGY
<p>1. DONOR COUNTRIES:</p> <ul style="list-style-type: none"> Canada U.K. Holland Federal Republic of Germany Korea Japan Israel USA <ul style="list-style-type: none"> USAID U.S. Peace Corps 	<p>Occasional collaboration.</p> <p>No collaboration.</p> <p>Ongoing dialogue on technical concurrence.</p> <p>No collaboration.</p> <p>Technical expertise a possibility.</p> <p>Second project since 1984 recently signed.</p> <p>Eleven volunteers assigned.</p>	<p>Ongoing collaboration.</p> <p>Develop relations.</p> <p>Joint project.</p> <p>Develop relations.</p> <p>Concretize the possibility.</p> <p>Maintain good relations.</p> <p>Formalization of relationship.</p>	<p>Establish technical concurrence linkages.</p> <p>Establish technical concurrence linkages.</p> <p>Continue dialogue.</p> <p>Establish technical concurrence linkages.</p> <p>Set up dialogue.</p> <p>Effective project execution.</p> <p>Institutional agreement.</p>
<p>2. Multilateral Agencies:</p> <ul style="list-style-type: none"> IDB OAS PAHO FAO 	<p>Good rapport; occasional collaboration.</p> <p>Good rapport.</p> <p>Good rapport.</p> <p>Good rapport.</p>	<p>Project collaboration.</p> <p>None.</p> <p>Possible collaboration in pesticide management.</p> <p>None.</p>	<p>Government of Jamaica request to ICB for IICA collaboration.</p> <p>None.</p> <p>Continue dialogue.</p> <p>None.</p>

EXTERNAL RELATIONS

DONOR	CURRENT STATUS OF RELATIONS	IMPROVEMENTS ENVISAGED	STRATEGY
Multilateral Agencies: (con'd)			
UNDP	Good rapport; occasional collaboration.	None.	None.
UNICEF	Good rapport.	None.	None.
World Bank	Collaboration in 1985.	Technical participation in agricultural sector loans.	Analysis of the new government's policies; readjust & expand programmes as requested by Government of Jamaica.
ECF	Good rapport.	None.	None.
IMF	Good rapport.	None.	None.
CARDI	Good rapport; occasional collaboration.	Joint projects.	Quarterly Technical Meetings to determine ongoing and future collaboration.
3. Private Donors:			
ICRC	Project funding since 1984; new project recently funded.	Continuation of funding.	Effective project implementation.

EXTERNAL RESOURCES 1984-1993: BUDGETED AND EXPENDED

PROJECT	AGENCY	DURATION OF FUNDING (YEARS)	1984		1985		1986		1987		1988	
			BUDGETED	EXPENDED	BUDGETED	EXPENDED	BUDGETED	EXPENDED	BUDGETED	EXPENDED	BUDGETED	EXPENDED
1. Support to Cropping Systems Project: (a)	IDRC	4	49,530	48,921	73,226	56,625	63,074	59,542	64,768	65,853.48		
(b)	IDRC	3 1988-90									100,690	102,299
2. Planning Project: Design and Preparation of Agribusiness Projects course.	IBRD	Short-Term			65,000	64,994						
3. Pedro River	CIDA	Short Term							34,000	34,654		
4. Support to Agricultural Credit Bank Jamaica to cooperate in preparing the Small Farmers Development Programme Phase II.	IDB	Short-Term							48,810	28,163.76		
5. Small Business Enterprise Development Programme Phase I	USAID	2			51,080	50,100	21,765	21,613				

EXTERNAL RESOURCES 1984-1993: BUDGETED AND EXPENDED (Cont'd)

PROJECT	AGENCY	DURATION OF FUNDING (YEARS)	1989	1990	1991	1992	1993
			BUDGETED	BUDGETED	BUDGETED	BUDGETED	BUDGETED
A. COMMITTED							
1. Cropping Systems Research Project (cont'd from 1988)	IDRC	3 (1988-90)	100,660	86,420			
2. Cropping Systems Outreach	IDRC	1	71,795				
3. Hillside Agriculture Sub-Project	USAID	5	327,439	210,006	265,845	234,618	242,241
B. IN NEGOTIATION							
1. Farm Management and Information System Development for the Ministry of Agriculture	IDRC	1		221,000			
2. Small Business Enterprise Development Regional Support Project	IDB	3		162,500	156,500	167,500	
C. PROJECT IDEAS							
1. Animal Health	CIDA				250,000	250,000	
2. YAME - Medium Term Project				279,450	181,068	186,185	179,803
3.	CARDI						

2.3 Office organization

An organizational chart of the office may be found in Annex 3.1.1, followed by a list of current staff and description of key functions.

The key staff are the Representative, the Agricultural Research Specialist (IPP), the Agricultural Economist (IPP), the Production Specialist (NPP), and the Administrator (NPP). The Administrator supervises all of the General Services Staff, while the Agricultural Economist, who operates the Farm Management Training and Generation of Information Project, supervises two Peace Corps Volunteers (PCV's). The Agricultural Research Specialist, who operates the Cropping Systems Project, supervises an Economist (NPP) as well as three field teams of 2-3 persons each implements the Cropping Systems Outreach Project with 6 field staff (2 PCV's), coordinating his work closely with the Cropping systems Project. The Small Enterprise Development Project is operated by the Representative in conjunction with five PCV's.

Each key staff member monitors project implementation utilizing his/her project own monitoring system which includes monthly meetings, oftentimes attended by the Representative. Reporting is done regularly at the weekly staff meeting where minutes are taken by the Representative's secretary. Key staff members report on project activities completed during the week and those projected for the week to come. Problem areas are discussed and coordination with the Administrator (vehicle requirements, etc) takes place. Particularly sensitive issues are discussed privately with the Representative, at weekly meetings designated for this purpose.

Charts 2.3.1 - 2.3.3 describe, for the different categories of staff in the office, factors considered important in personnel management, current status of these, as well as the strategy for improvements. The factors considered are: productivity, understanding and projecting IICA's image, participation in decision-making and opportunities for personal growth. These four factors are considered priorities which contribute to efficient and effective office functioning by the Representative.

CHART 2.3.1: PERSONNEL MANAGEMENT

TECHNICAL STAFF

<u>FACTOR</u>	<u>CURRENT STATUS OF FACTOR</u>	<u>IMPROVEMENTS ENVISAGED</u>	<u>STRATEGY</u>
<p>1. Productivity</p>	<p>Technical productivity is good but is hampered by having to produce too many reports.</p>	<p>To enable technicians to have more time to think and write technical documents.</p>	<p>Teach administrative staff to write reports under supervision of technician; suggest ways to curtail and simplify report writing.</p>
<p>2. Understanding and Projecting IICA's Image.</p>	<p>New information disseminated via Staff meetings, Special meetings, Regional Director visits, and materials from other IICA units.</p>	<p>Maintain current level.</p>	<p>Free flow of information essential.</p>
<p>3. Participation in decision-making.</p>	<p>Technicians have ample latitude in technical decision-making and participate in some management and organizational decisions.</p>	<p>Maintain current level.</p>	<p>Annual Professional Retreat.</p>
<p>4. Opportunities for Personal Growth.</p>	<p>Concept of formal training for personnel development is supported by the Representative; technicians provided with additional technical challenges on a regular basis.</p>	<p>To be determined.</p>	<p>Discuss with technical staff.</p>

CHART 2.3.2: PERSONNEL MANAGEMENT

ADMINISTRATIVE AND SECRETARIAL STAFF

<u>FACTOR</u>	<u>CURRENT STATUS OF FACTOR</u>	<u>IMPROVEMENTS ENVISAGED</u>	<u>STRATEGY</u>
1. Productivity	This has increased twofold since 1986. Everyone feels challenged.	To continue to increase productivity and maintain the staff's interest in their work.	More efficient use of computers; delegation of simpler tasks to individuals who consider it a challenge while each individual takes on new responsibilities. Strong monitoring of administrative activities via bi-weekly meetings of the team and the annual retreat.
2. Understanding and Projecting IICA's image.	New information disseminated via Staff meetings, Special meetings, Regional Director visits, and materials from other IICA units.	Maintain current level.	Free flow of information essential.
3. Participation in Decision-Making	Input from administrative staff is solicited regarding type, quality and quantity of their work.	Improvements are possible for staff who reflect upon and voice their opinions on the type, quality and quantity of their work.	Use bi-weekly administrative meeting and annual retreat to encourage expression of opinion, group decision-making and reflection. Propose a quarterly administrative meeting.
4. Opportunities for Personal Growth.	Concept of formal training for personnel development is supported by the Representative and funds are located in the budget; new tasks provide challenges on a regular basis.	Staff professionalism developed.	New challenges targeted annually.

CHART 2.3.3: PERSONNEL MANAGEMENT

* SUPPORT STAFF

<u>FACTOR</u>	<u>CURRENT STATUS OF FACTOR</u>	<u>IMPROVEMENTS ENVISAGED</u>	<u>STRATEGY</u>
1. Productivity	This has increased by 50%. Some individuals are highly productive while others need more challenges.	Increase in productivity.	Annual Support Staff Retreat.
2. Understanding and projecting IICA's image	New information disseminated via Special meetings, Regional Director visits and materials from other IICA units.	Maintain current level.	Free flow of information essential.
3. Participation in decision-making.	Limited.	Increase participation	Quarterly administrative meeting. Occasional meetings with administrator. Annual Retreat.
4. Opportunities for personal growth.	Limited to additional special assignments.	Expanded responsibilities in areas of competence and interest.	Encourage feedback and dialogue regarding areas of interest and competence through personnel appraisals, interviews and annual retreat.
*Includes drivers, cleaning lady and printer.			

2.4:1 Financial Resources

Annexes 3.3.1, 3.3.2, 3.4.1 and 3.4.2 tabulate the budgets and expenditures of the Jamaica Office over the years under review. Graphs 1 and 2 illustrate some trends coming out of these tables.

a) The excessively high Quota budget in 1985 funded costs of operating the Regional Office for the Caribbean, at that time located in the Jamaica National Office. 71% of these Quota funds went to pay staff: 57.6% for IPP and 13.4% for local staff (LPP and GSP).

b) Following the transfer of the Regional Office, the number and, therefore, the allocation for IPP's has steadily decreased (cf. 2.4.2 and see Annex 3.3.1)

Quota funds for local personnel, on the other hand, except for the decline from 1985 to 1986 following the change from Regional to National Office, have steadily increased (from \$39,264 in 1986 to \$85,294 in 1989: Annex 3.3.1). This is due as much to the growing size and higher level of qualifications of the core local staff as to inflation.

c) The total approved allocation for operating the office (MOE 3-9), in contrast, has decreased steadily from 1986, when the Regional Office was moved: from \$237,751 to \$156,424 in 1989 (Annex 3.3.1).

d) Graph 1 under-represents the level of 1989 External Funds, since agreements have been signed for an additional \$356,525, awaiting HQ approval of Operating Plans (see Annex 3.3.2). This year, for the first time during the period under review, External Funds will exceed Quota Funds. In all previous years, the level of external financing was well below that of Quotas (Graphs 1 and 2 and Annex 3.3.1).

e) The conspicuously large discrepancy between the budgeted and expended Quota figures in 1985 (Graph 2) is not a real reflection of unspent budget funds, but an artefact of the data used. The budgeted figure is that of the Regional Office, while the expenditure figure is that of the National Office only (see Annexes 3.4.1 and 3.4.2).

Throughout the years, the level of expenditures has been reasonably close to that budgeted (Graph 2 and Annex 3.4.2)

2.4.2 Human Resources

During the period under review, the Jamaica Office changed from being the Area Office for the Caribbean Region to the Jamaica National Office. From 1986, therefore, there was more concentration on technical cooperation at the national level, and a decrease in involvement in multinational projects.

From 1984 to 1989, the ratio of IPP to local staff (LPP and GSP) changed dramatically. While in 1984 IPP constituted 42% of the core staff, they account for only 19% in 1989 (See Annex 3.2).

With the increase in externally funded projects since 1985, the number of project staff members has more than doubled for 1989. This has made the proportion of IPP even smaller: from 14% of total staff in 1985, they constitute 7% in 1989. It is noteworthy that, taking the totals of LPP, GSP, Project Field Staff and National Consultants, i.e. the groups which comprise the Jamaican National component of IICA personnel, the staff has been almost consistently more than 50% local, except for 1987, when an unusually high number (14) of International Consultants was hired.

Such a large and rapid increase in the number of personnel to be supervised and administered must, of necessity, put some strain on supervisory and administrative staff, as well as on administrative resources. Inevitably, priorities have had to be set, and some competition for use of scarce time and resources has resulted. Some things are sometimes neglected, and some people sometimes seek attention.

In order to deal with the demands of burgeoning load of responsibility, the Representative has recruited a more professional and highly skilled administrative team (see Annex 3.1.1) facilitating the decentralization of responsibility for more effective management.

This style of management always allows for creative input from staff at all levels. The method is to explain the rationale behind IICA rules and regulations, on the theory that understanding brings compliance. Staff are encouraged to provide feedback on the application of these rules, so as to ensure that local conditions are considered in policy formulation.

Employees are also encouraged to learn new skills and develop within the organization. Financial assistance for training, and internal mobility through promotion serve as incentives. The reward system of a two-step increase was also an effective incentive to good performance. The change in the appraisal system for GSP, which has removed this option, is unfortunate in this regard (see Annex 3.1.2).

In general, the use of the performance evaluation exercise as a management tool to encourage good performance, discourage poor working habits and attitudes, and improve morale, should be considered in the review of all formal and informal appraisal systems.

3.4.3. Utilization of National Technicians

It is the policy of the IICA/Jamaica Office to utilize national technicians to the greatest extent possible. It is also our policy not to "rob" from the national agencies. For this reason, the majority of the national technicians are individuals who have retired from the Ministry of Agriculture. Many national consultants are part-time university professors. Others are free-lancing or "between jobs".

The local professionals add an important element to the work of the office, guiding the internationals on such realities as local custom, past failures and expected achievements. Their interpretation of the potential impact of IICA's work assists the Representative in decision-making and saves valuable time.

2.5 Integration and Coordination of Efforts

Integrating efforts with other IICA operating units and coordinating with national and international agencies is considered essential by the office. This is the best way to increase the effectiveness and expand the impact of our technical cooperation. A fine example of coordination at the international level has been through the Cropping Systems Project which, through linkages with CIP, CIAT and CIMMYT has brought varieties of potato, cassava and corn to Jamaica which have never been tested before. An excellent example of national coordination was the Small Business Training Advisory Committee which, for five years, met regularly to review and project activities of IICA's business project.

Within IICA, the major factor which has limited greater integration and coordination has been the lack of budgetary flexibility - it is simply difficult to create a critical mass on a regional or hemispheric level when funds to mobilize staff are so limited.

The major factors contributing to integration and coordination within IICA are :

1. Inter-unit communication
2. Multinational projects
3. Regular exchange of technicians, i.e. providing assistance to other IICA units

The national authorities often times stress the importance of coordination and integration among donor countries and agencies. These concerns centre principally on the need to reduce technical overlapping and avoid duplication of efforts. The desire for greater impact through collaborative efforts is also emphasized. In this regard, the concerted effort to work in tandem with CARDI, wherever possible, in the Caribbean, will be viewed as a positive step by most.

2.5.1 Cropping Systems Project

The integration and coordination of efforts with respect to this project commenced during the first year of the project with the Agricultural Diversification Project assisting this project in providing technical support to the Cropping Systems Project in the development of a Baseline Survey Questionnaire. In the second year of the project the Small Enterprise Development Project assisted this project in providing technical support to train Cropping Systems Project personnel in the Management of Small Agricultural Businesses. Subsequently the Farm Management Project assisted this project in providing technical support to the Cropping Systems Project towards developing a farm record keeping system. Since 1988 this project and the Small Enterprise Development Project have concentrated to provide technical support for Rural Youth Development (4-H) in the Youth Enterprise Project (YEP).

Effective integration cannot really be achieved unless incoming projects are designed to be integrated with on-going projects, as was the case with the YEP. Apart from that approach it would be necessary to identify specific possible points of intersection of actions or strategies of different projects and then work towards making the intersection a reality.

2.5.2 Small Business Project

As mentioned previously, this project fostered a special mechanism to coordinate and integrate the participating national agencies. This mechanism, the Small Business Training Advisory Committee (SBTAC), met on a bi-monthly basis for the first four years and quarterly for the final year. All meetings but one were held as scheduled and fully attended. The function of the SBTAC was to guide the IICA project to assume it was responsible to all agencies' needs. Other areas of integration and coordination with national agencies are small business training seminars with inter-agency participation, a manuals review committee and an outreach programme which includes over 20 agencies at the current time.

At the international level, the project has been linked to the Foundation for International Training in Canada and the CARICOM Year of Small Business (1988).

In addition, through Programme 3, the theme of training of trainers has been addressed and shared with other rural development technicians. The concept of small business management as a component of rural development projects has been an added point of intersection with other IICA technicians.

2.5.3 Farm Management Project

Coordination with the Program III Director is through reports; IICA Office Representative; participation in meetings organized by the Rural Development Program; and materials generated by the program. Twice a year a full report of FMTGI project activities is sent to the program director.

One meeting was organized by the Program with IICA Rural Development Specialists in 1988 in IICA's Headquarters. It was not possible for me to attend that meeting. Another meeting has been programmed by the Program in Antigua for June 1989.

Participated in a Workshop organized by DIPROE in Headquarters on preparation of IICA technical assistance projects in June 1988. During the visit I met with Program III, I and II Directors to inform about FMTGI project activities and explore areas of integration. There is a close relation between FMTGI project and Program I and II areas of concentration.

Integration with other IICA Offices Rural Development specialists has not been very strong yet. The main contact is through exchange of documents produced by some of the specialists.

Collaboration with Program II Cropping Systems Project was continuous during 1987 and most of 1988. My main activity during late 1986 until July 1987 was the preparation of the economic component of the first and second draft of the Hillside Agricultural Project that was approved, and will be financed by AID in 1989. Another area of integration was the development of a record keeping system for CSRP on farm experiments and for broiler production.

Integration with Rural Development/Small Business project consisted in the participation of project activities, meetings, orientation of activities of PCV's and in the review of training materials.

There is continuous contact with Iowa State University with whom IICA has a cooperation agreement. Integration is through consultation with the Department of Economics Staff on training materials and computer software. An informal invitation was extended to an ISU staff to visit Jamaica to make presentations on topics of farm management. Contacts are maintained with Oklahoma State University economics Extension Service on computer software.

2.5.4. Cassava Project

Cassava was a priority crop of the Government in 1985. This was in keeping with its import policy of import substitution. Cassava was admirably suited to substitute for corn in animal feeds. At the beginning of the project Government gave full support to the project and even allowed two of its stations to be used as trials plots, namely Grove Place and Bodles. However, in the latter part interest waned as due to balance of payment problems an arrangement was made for Jamaica to import cheap corn, and this nullified to a great extent the interest that was generated at the beginning.

2.5.5. Animal Health and Plant Protection Surveillance System : Blue Tongue Study

The blue tongue study as conducted does not allow for integration or coordination with other IICA units. The national authority recognizes the importance of such a study to be conducted in other countries as it provides information which influences international trade.

2.6 Media Coverage and Dissemination of Information

In keeping with IICA's new thrust since 1986, under its new Director General, towards increased public awareness of the Institute and its work, the IICA Jamaica Representative convened a press conference in March 1986 to brief representatives of the electronic and print media in Jamaica.

Fifteen local and regional journalists and technicians, representing six media houses, received statements and asked questions on IICA and its work, in particular on the Blue Tongue disease, a new project being launched at that time.

Since then, releases are regularly distributed to the media on an average of one per month, notifying the media of seminars, visitors, programmes, etc.

From IICA Sede Central, releases fed into the regional and international news agencies also appear locally.

Finally, the Jamaica Office, as a matter of policy, regularly disseminates free brochures and flyers on IICA and its work at every training event, seminar or workshop.

The result of these initiatives has been increased awareness of the IICA's contribution to national development. However, it should be recognized that the media tends to be selective in its coverage. In this respect, the yam mini-sett and cassava technologies receive wide coverage.

IICA Jamaica, unable by its mandate to fulfill a request from the Government to disseminate the results of its technical cooperation to the small farming community, nevertheless was able to initiate discussion among all local agencies involved in yam research and production. The result, Yam Export Initiative (YAMEX), has, among other things, resulted in greater recognition for IICA. In the words of a high level Government official, "IICA is the best Agricultural technical assistance agency in Jamaica."

More could be done, nevertheless. For example, a video on IICA and its work, by exploiting audio-visual techniques of communication, could result in greater impact.

3. Main difficulties in the management of the technical cooperation

The management of IICA's technical cooperation may be divided into three stages: design, initiation and execution.

During the design stage, if the size of the project merits it, the staff work as an inter-disciplinary team. This has the advantage of formulating a project, utilizing the different technical perspectives available to the office, oftentimes complementing these with national consultants, in areas where IICA is weak, such as sociology. The main difficulty in managing this type of exercise is the time constraint. IICA staff have so many internal reports to write, in addition to their ongoing technical responsibilities, that meeting deadlines for project design at times proves difficult.

During project initiation, special attention must be given to the technical and administrative details of start-up. Once again, a new project adds a new burden to the office, manytimes demanding of busy staff additional time as they invest in new staff recruitment and training. The Representative may have to conduct a series of weekly meetings to assure that the most important details are addressed. Again, the time constraint is the primary limitation to project initiation. IICA is notorious for the length of time it takes to respond and to implement. IICA must streamline its Head Office requirements of the national offices, if managing externally-financed projects are to assume a priority in the Institute's work. Staff training is an additional area to address in terms of project initiation. Specific skills are required to get projects off the ground. By and large, these can be taught. However, the conscious transfer of these skills within the Institute must take place.

During project execution, the Institute shows its weakness in terms of the lack of project monitoring systems.

Each key staff member monitors project implementation utilizing his/her project own monitoring system which includes monthly meetings, oftentimes attended by the Representative. Reporting is done regularly at the weekly staff meeting where minutes are taken by the Representative's secretary. Key staff members report on project activities completed during the week and those projected for the week to come. Problem areas are discussed and coordination with the Administrator (vehicle requirements, etc) takes place.

Particularly sensitive issues are discussed privately with the Representative, at weekly meetings designated for this purpose.

Although each project has a technical manager, the Representative views her role as supporting these managers, and for this reason, attends as many as possible of each project's monthly meetings. The Representative has learned that attending these meetings provides her with valuable information regarding the administrative support required by each project, as well as the support required by the field personnel and by the manager himself. Each key staff member monitors project implementation utilizing his/her project own monitoring system which includes monthly meetings, oftentimes attended by the Representative. Reporting is done regularly at the weekly staff meeting where minutes are taken by the Representative's secretary. Key staff members report on project activities completed during the week and those projected for the week to come. Problem areas are discussed and coordination with the Administrator (vehicle requirements, etc) takes place. Particularly sensitive issues are discussed privately with the Representative, at weekly meetings designated for this purpose. The Representative is also aware of financial needs early in the process. For some reason, this type of information is not evident during the weekly staff meetings held with the technical staff and the administrator. The following pages contain charts 3.1 and 3.2 which depict some of the events and factors which have effected the technical cooperation management in a critical manner.

As may be seen on chart 3.1 the three major changes during the past four years have been:

1. A new Director General and administration assuming responsibility for the Institute in January 1986.
2. Hurricane Gilbert's effect on the Jamaican economy, particularly the agricultural sector, in September 1988.
3. Change in the Government of Jamaica from the JLP to the PNP in February, 1989.

The chart shows how the office interpreted, adjusted and responded to these changes.

Chart 3.2 identifies four areas of concern to the Representative with regard to project management, indicates IICA documents and Head Office support and recommends solutions. The areas of concern are in project design, monitoring, institutionalization and assessment. It is important to point out that the Institute has been speaking to the concept of institutionalization for several years now, including in the project design format instructions for indicating how this should happen, yet the definition and conceptual framework are yet to be provided. In the area of project assessment, IICA does not encourage auto-criticism. In fact, the current personnel appraisal system for IPP's is structured in such a way that a technician is severely penalized for any negative feedback. This reverts directly to implementation of technical work and results in verbal and written reports which usually fail to point out problem areas and limitations in IICA's technical work. Thus, there is little room for improvement, as everything is functioning perfectly.

CHART 3.1: TECHNICAL COOPERATION MANAGEMENT

ADJUSTMENT TO CHANGE

CHANGE	A INTERPRETATION	B ADJUSTMENT	C ELEMENTS	D ARRANGEMENTS	E INTERNAL IICA
1. New IICA Director General and Administration (January 1986)	<p>The Representative's interpretation of the change was:</p> <p>Greater focus on institutional strengthening projecting IICA's image of competence, humanistic personnel policies and long-range planning</p>	<p>The adjustment made by the Representation in response to the change was:</p> <p>Concrete activities were pursued in each of the following:</p> <ol style="list-style-type: none"> 1. Institutional strengthening 2. IICA's image 3. Personnel 4. Planning (See Text) 	<p>Modifications involved changes in the following:</p> <p>Focus on projects assisting Government of Jamaica institutions to develop as well as private collaboration with University of the West Indies (UWI) & Jamaica Agricultural Development Foundation (JADF)</p>	<p>Arrangements made with the national authorities in response to the new situation:</p> <ol style="list-style-type: none"> 1. Small Business Training Advisory Committee Activities 2. Research and Development Activities 3. Private sector: <ul style="list-style-type: none"> - UWI - JADF - Scientific Research Council - National Development Foundation 	<p>Internal IICA adjustments were:</p> <p>Radical changes within IICA which were evaluated by the Representative with positive results.</p>
2. Hurricane Gilbert effect on Jamaican economy, especially agriculture (September 12, 1988)	<p>The socio-economic programmes were relief instead of development oriented due to disaster response required by the Government of Jamaica</p>	<p>Reorientation of programmes, projects and staff to assist country with relief and rebuilding activities</p>	<p>Research project became more production-oriented; small-business project focused on financing for rebuilding</p>	<p>Emergency short-term action was developed and approved by Head Office; ongoing projects and staff reoriented via retreats; and strong monitoring of activities was instituted</p>	<p>Quick Head Office approval of funds was critically important</p>
3. Change in the Government of Jamaica:- From Jamaica Labour Party to People's National Party (February 9, 1989)	<p>There will be more focus on small farmers, rural organizations, youth and self-sufficiency in agriculture</p>	<p>This will be determined during visits with key officials in the new Government</p>	<p>All projects shall require some adjustments; however it is doubtful that any shall be eliminated</p>	<p>To be determined</p>	<p>Quick Head Office approval of any revised activities will be critically important</p>

CHART 3.2 : TECHNICAL COOPERATION MANAGEMENT

PROBLEMS IN TECHNICAL COOPERATION MANAGEMENT

AREAS	DOCUMENT	S.C. SUPPORT	PROBLEM	RECOMMENDED SOLUTION
Design	IICA Project Preparation Format and Institutions	Sufficient	Poor designs locally and slow approval by SC	Staff training; system to become more agile
Project Monitoring	None	None	Key activity for achieving outputs and impact is not institutionalized within IICA	Select certain national offices to become pilot projects and work out with them a project monitoring system
Institutionalization	None	None	IICA has neither definition nor methodology for institutionalizing its projects, yet stresses its importance as an end result	Develop concept paper for purpose of an initial dialogue with national offices; refine concepts and teach staff how to make institutionalization happen
Project Assessment	Project evaluation document (DIPROE)	Assessments performed	IICA doesn't study why projects fail; personnel performance appraisal system currently in effect does not permit admission of failure	Spend time and money to understand why projects fail. Give the project leader points for analyzing why his technical failures took place and how to avoid them in future

4. Main difficulties and suggestions regarding administrative and operative management

The philosophy which informs the policies and actions of the administration of the IICA Office in Jamaica is that the administrative infrastructure functions to support the technical cooperation activities of the Representation. This is consistent with the statement of the Directorate of Programming and Evaluation that "behind financial and technical management, lies a physical and human infrastructure which the evaluators must study to determine whether their policies and procedures in use are the most appropriate." /1

We, therefore, take the above as our point of departure in assessing the administrative and operative management of the office, in analysing any difficulties faced, and in suggesting any possible solutions to the problems these difficulties may cause.

The specific tasks of administering the IICA Office fall into four (4) broad subject areas:

1. Financial Management: Budgeting, Disbursement of Funds, Financial Reporting and Control.
2. Personnel Administration: Recruitment, Conditions and Benefits, Supervision of General Services Personnel.
3. Technical Cooperation Support Mechanisms: Information Systems, Relationships with other agencies, Relationships with other IICA units.
4. Physical Plant: Building, Equipment and Supplies - Maintenance and Control.

In general, the administrative infrastructure has responded well to the demands of the technical cooperation activities of the IICA Office in Jamaica. During the period under review, there have been changes in Representation, in administrative and technical personnel and in government at the national level. Staff have also had to cope with changes in physical and social conditions ranging from changes in location of the Office to a major natural disaster which disrupted all areas of Jamaican life. In spite of these pressures, the administrative staff have continued to provide the necessary support enabling the effective output of a high level of assistance to national agencies in Jamaica.

In order to ensure that the Administration remains sensitive to the needs of the Technical Staff, a system of meetings to facilitate communication has been established:

1. The Administrator attends Professional Staff Meetings held every week.
2. Administrative Team Meetings are held every two weeks.
3. All staff attend Quarterly Administrative Meetings.
4. Administrative Retreats are held annually in January, and the decisions taken discussed with the rest of the staff at the first Quarterly Administrative Meeting of the year.

With changing conditions, however, and the evolution of systems to deal with these changes, there are some areas in which difficulties have arisen. Problems being experienced and recommended solutions are itemized on the attached charts (Annexes 3.3.3; 3.1.2; 3.1.3; 3.5).

Analysis of these charts reveals that further improvements in administrative and operative management must focus on:

1. Providing the necessary physical conditions for a staff which has increased rapidly with the expansion of the technical cooperation instruments (See "Ergonomics" Section of January 1989 Adtreat Document).
2. Improving communication with HQ, both through increased dialogue, and by the use of more expeditious means for sending messages.

NOTES

1. DIPROE: Evaluation System for IICA Technical Cooperation: Action at the Country Level (Volume III); April, 1988; p.6.

5. Positive factors in the management of the technical cooperation

Positive factors in management were covered somewhat in section 3. However, it is important to note that, with regard to the internal IICA systems and the demands that Head Office places on the national office, two internal systems have been simplified. These are the quarterly reporting system and the annual budgetting system.

It has also been the experience of the Representative that the systems have been streamlined, but the new procedures are not clear, until you stumble across them. Therefore, more time should be spent during the meetings of the Representatives discussing these.

6. Support received from units at Head Office

The support to the office from Head Office units has been adequate. Particular mention should be made of the critical support provided by the Regional Director in the aftermath of Hurricane Gilbert, as well as the efforts made by other supporting units at Head Office to approve emergency funds. This type of response was timely and of optimum use because of the timeliness. IICA should endeavor to make this the norm rather than the exception.

The financial department also provided important support during 1988 when the automatized financial reports could not be completed due to a "bug" in the accounting package.

DIRECTORATE OF PROGRAMMING AND EVALUATION

Evaluation Division

**Report of the Evaluation of IICA Action
in Jamaica 1984 - 1988**

ANNEX 5

Analysis of the Administration 1984-1988

April 1989

Kingston, Jamaica

April, 1989



DIRECTORATE OF PROGRAMMING AND EVALUATION

Evaluation Division

Report of the Evaluation of IICA Action

in Jamaica 1984 - 1989

Analysis of the Administration

Kingston, Jamaica

April, 1989



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ANNEXES



EVALUATION OF IICA ACTIONS IN JAMAICA
FINAL REPORT OF THE ANALYSIS OF THE ADMINISTRATIVE COMPONENT

I. INTRODUCTION

The administrative analysis of IICA Office in Jamaica was conducted as part of the evaluation of IICA's action in the country during the period January 1984 to December 1988.

The main purpose of this analysis is to establish to what extent the technical cooperation activities are supported by the administration and to identify those factors and conditions that limit or contribute to the performance of the administrative system in providing that support.

The specific objectives of this analysis are defined as follows:

- (a) To determine whether the information produced by the administration enables the Representative to ensure effective support to the execution of technical cooperation actions.
- (b) To estimate the level of administrative effectiveness and efficiency in the financial management of the Office and in the provision of support services.
- (c) To evaluate the effectiveness of the administration in the management of the general services personnel.
- (d) To establish to what extent the allocation and actual utilization of resources has been consistent with the nature of the activities executed and products obtained.

These objectives were divided into topics of analysis and specific questions in order to obtain evidence on the administrative performance and to draw conclusions (the scope of analysis is included in Annex #1).

The main results, findings and conclusions of this analysis were transmitted to the Evaluation Mission, in order to incorporate the appropriate recommendations into the final report.

II. RESULTS OF THE ANALYSIS

1. General Considerations

The analysis of the administration was carried out by Harold Robinson, Msc, Project Formulation and Analysis Specialist of DIPROE, and a member of the Technical Secretariat of the Mission.

The analysis involved the execution of the following tasks:

- (a) Analysis of the documents prepared by the Office dealing with the organization and operation of the administration, identifying problems that it faces in carrying out its duties.
- (b) Analysis of additional specific information related to the topics of analysis in those cases where more detail was needed.
- (c) Analysis of information from the project leaders on the activities carried out, products obtained and a description of the expenses on services, supplies and equipment used for the achievement of the end result.
- (d) Consideration of the opinion of technicians regarding the support they receive from the administration and their input regarding topics on which the analysis should focus.

- (e) Consideration of the opinion of general services personnel on their individual job descriptions, salaries, benefits, annual performance evaluation and staff training activities.

In summary, therefore, the administrative evaluation comprises the study of the basic documents prepared by the Office, not only from an administrative standpoint, but also from the perspective of the results of the technical cooperation instruments. It was also necessary to examine administrative performance through the concepts and opinions of the staff.

2. Evolution of Resources 1984-1988

Commencing in 1986 there has been a steady growth in the activities executed by the Office. This growth can be measured in the terms of the significant increase of the technical cooperation actions and in the number of support personnel assigned to these actions.

Between June 1986 and February 1989, the Office staff (IPP and NPP, short-term consultants and general services personnel) increased from 29 to 45. Concurrently, the budget increased from US\$529,530 to US\$811,944.

This renewed Office activity has required changes and adjustments in the Office administrative management in order to deal with the demands of the technical cooperation actions and consequently, the higher number of general services personnel to be supervised.

2.1 Human Resources

As was stated previously, the GSP, national consultants, field personnel and PCV's doubled in number during this period. IPP's decreased from 4 to 3 and NPP's increased from 2 to 3.

The cost of the regular personnel (IPP NPP and GSP) increased to US\$298,700 in 1989 compared to US\$219,700 in 1986.

Variations in the number and composition of the professional staff of the Office (IPP and NPP) have resulted from changes in IICA's regional structure as well as the "hands-on" approach to technical cooperation that the current Representative has implemented in the Office.

2.2 Financial Resources

During the period analysed, the quota portion of the Office budget has decreased from US\$416,918 to US\$359,100; as a result, the operational funds (MOE-3-9) were drastically reduced from US\$218,300 in 1986 to \$156,600 in 1989).

However, this reduction in the availability of quota resources has been compensated by a significant increase in the amount of external funds obtained. Resources from external sources (IDRC and USAID) increased from US\$85,565 to US\$445,858 between that same period.

Undoubtedly, to a large extent, this growth in the availability of external funds can be attributed to the aggressive strategy of the Representative. This strategy stressed the new image of IICA and its comparative advantages in terms of offering technical cooperation services.

The execution of quota resources has improved from approximately 80% to 94%. Regarding external resources, the execution of funds has consistently been higher than 95%.

2.3 Physical Plant and Equipment

The building that houses the Office does not meet the basic space, functional and comfort requirements according to the nature and volume of activities that are carried out. The situation is so critical that the six technicians of the Office are located in two offices. The secretarial staff work under extremely difficult conditions due to the lack of space.

The problem becomes even more severe when the field personnel (20 in number) come to the Office to attend regular meetings.

It is estimated that allocating an additional US\$12,000 a year, would enable the Office to move to a building with adequate space and layout. Another possibility would be to expand the space available by adding an addition to the existing construction. The financial situation of the Office is such that this problem can be solved without a major impact on the operational budget.

The equipment of the Office: (telephone, fax, electronic mail), printing and copying equipment and the computers (two IBM/PS 50, a WANG and an IBM XT) provide adequate support to the technical cooperation activities for the services they require.

3. Office Organization

3.1 Organizational and Functional Structure

The organizational and functional model developed by the Office is appropriate to respond to the needs of the technical services that it provides to the country. A strong support infrastructure for technical cooperation instruments has been established.

Secretarial and other support services are coordinated by the administrator. However, each project leader is the immediate supervisor of the general services staff assigned to his/her project. (The Office Organizational Chart is provided in Annex #2)

The Representative has followed a policy of assigning multiple duties to the general services staff in order to make more efficient use of human resources.

Secretaries are encouraged to take over from the technicians the most tedious and time consuming bureaucratic responsibilities. As a result, they have assumed, under the supervision of the technicians, such tasks as the elaboration of financial reports, procurement of goods and services for the projects, filling out requests forms, etc.

The support personnel (drivers, cleaning lady, guards) are utilized in multiple duties which they carry out according to the needs of the Office and their time availability. These personnel help with printing, painting, equipment maintenance and heavy cleaning on a regular basis.

The general services personnel report directly to the Administrator; in the case of the secretaries assigned to technical cooperation projects, supervision is done by the project leaders. The Representative delegates to the Administrator the coordination and management of the support staff. In spite of having to address problems related to the generation of information for Headquarters and external funding, this strategy has enabled the Representative to devote most of her time and effort to the coordination and management of technical cooperation activities and to conduct the official matters of the Office thereby improving the relations with government authorities, non-government organizations and international agencies. In this respect, her performance has been very successful. The Office conducts weekly meetings in which project leaders submit to the administration their needs for support services (printing, transport, typing, arrangements for training events etc.). There are also other coordination meetings that take place monthly and quarterly.

In these events, project leaders, field personnel and PCV's report on the activities carried out and receive new assignments for the following month. The requests for goods and services to support the planned activities are processed by the project's secretary.

The Office conducts annual administrative and technical retreats. The purpose of the technical retreat is to brief the new staff on IICA's activities, to report on the progress of the projects and to improve personal relations.

In order to improve the cost benefit ratio of project outputs, these retreats should include, among others, the following matters:

- Analysis of the problems faced during the year and the corrective measures taken to solve them.
- Identification of mechanisms to integrate the projects with each other in order to conform to technical cooperation programmes or the country with a well defined operative strategy.
- The technical evaluation of the projects, using the Institute's pre-established procedures and criteria.
- Analysis of budget execution and the administrative support problems encountered.
- Analysis of the guidelines for the preparation of the Plan of Operations for the following year.
- Changes in the agricultural policy of the country and the impact on IICA's technical cooperation programme for the country.
- Outline the content and guidelines for preparing the Report of Activities to the Government and the terms in which IICA's institutional message will be delivered to the authorities.

At the administrative retreats, the products and results generated are in terms of the administration. The agenda for these events should include also an assessment by the technicians on the quality, timeliness and effectiveness of the support services provided by the administration.

3.2 The Administrative Management of the Representative

Facing an increase in the number of personnel to be supervised, which was putting "some strain on supervisory and administrative staff as well as on administrative resources, the Representative has recruited a more professional administrative team facilitating decentralization". Unfortunately, however, little evidence was found by the Mission on this decentralizing process taking place. There is only one line of command between the Administrator and the general services staff, intermediate ranks are either weak or non-existent.

The style of management of the Representative encourages the "creative input" from the staff at all levels and has yielded significant benefits to the Office in terms of resources, as the personnel perform additional functions which may not be specifically related to their assigned duties but which they are qualified and/or trained to perform. There has been considerable effort to train the senior administrative staff in computer and administrative related fields, and the support services personnel in acquiring new skills. (See Annex #3.) However, there has been a lack of formal training events for junior secretarial staff. This is an important consideration as this staff show the greatest potential to increase their productivity through training.

The Mission sensed a tendency on the part of the administrative staff to make their own judgements on the relative importance of the projects. Since the priority of a particular project should be determined by its relevance to the country, these subjective considerations must be avoided.

4. Support to the Technical Cooperation Actions

4.1 Administrative Support Services

The Mission was able to corroborate the high quality of the support services provided by the administration for the execution of the technical cooperation projects as well as the appropriateness of the mechanisms in place for requesting such services.

Nonetheless, the administrative procedures for purchasing office supplies and equipment, and for maintenance of vehicles seem inappropriate for the needs of the technical cooperation instruments. Taking into account the highly operational nature of the projects being executed by the Office, this factor is of profound significance.

Even though it is clear that there is a need for the Office to have vehicles of its own, in order to support technical assistance projects, the number should be kept strictly within the necessary limits so that the maintenance and control do not impose a heavy burden on the administration.

In the 1989 Plan of Operations, the resources necessary to cover project expenses in documents and supplies, equipment and furniture, general services and other operating costs (MOE-5,6,7 and 9) were budgeted at the level of the "Unit Management". Although this practice simplifies the mechanisms for charging the services provided to the projects, it may also reduce the operative capacity of the projects, thereby curtailing the authority of the project coordinators over the execution of the project's budget. Taking into consideration that the Institute is currently seeking mechanisms for increasing the operating budgets of the projects, this practice should be revised. Furthermore, this could be counter-productive for the administration of the Office as it makes it more difficult to determine when a project's operational budget (at least where MOE 5,6,7 and 9 are concerned) has been exhausted.

5. Utilization of Funds

5.1 Financial Procedures

The financial procedures of the Office follow the guidelines and rules in force for country Offices. In this regard, it seems that such procedures have been designed mainly to respond to the record keeping and expenditure control necessities of Headquarters rather than being oriented towards providing information to support the Representative's functions, the execution of the technical cooperation actions and facilitating the administrative responsibilities.

This is specifically evident in the new accounting system, which, in spite of having potential for simplifying the accounting process once the implementation phase is completed, has had very limited impact in facilitating the retrieval of information in support of internal programming exercises conducted by the Office.

The local input in terms of adjusting the retrieval of information from the system to meet local needs is restricted. While it is understandable that uniformity in the way information is processed is vital for the centralized accounting and financial management of the Institute, it is also desirable to obtain information on a different format or frequency. In such cases, the information must be produced by alternative sources.

The administration has developed, therefore, its own reporting mechanisms. These internal reports provide information on expenditures and budget execution by MOE on a regular basis. It is clear that this information has facilitated the internal programming process of the Office and monitoring project execution. (A sample of the accounting report is given in Annex #4.)

5.2 Consistency with the Objectives and purposes of the Technical Cooperation agreed upon

Because of the financial constraints that IICA faces, it is necessary to identify mechanisms to rationalize the utilization of the scarce resources, in particular those directly related to the execution of technical cooperation actions. In order to evaluate to what extent the expenditures have contributed to the achievement of the objectives of the projects, two separate forms (see Tables #1 and #2 in Annex 5), were designed. Project leaders were asked to provide the information requested in said forms. However, because of the level of aggregation in which the financial information is kept and processed within the Institute, it was not possible to infer from the activities carried out and from their costs.

Nonetheless, an important issue arose from the analysis of the financial and budgetary information available: to what extent the technical cooperation instruments must contribute to unit management costs and whether the resources assigned to MOE-5,6,7 and 9 should be budgeted in the "Unit Management and Coordination" activity, putting them under the control of the Representative. This is a conceptual dilemma that needs to be addressed.

This practice seems to be in conflict with the Institute's current effort in search of mechanisms to increase the level of operational funds available for project execution.

It was indicated previously that because of the "hands-on" approach to technical cooperation that the Office has implemented, it must carry out a significant proportion of its activities in the field. As a result, there is need for reliable and adequate transportation. To deal with this situation, the Office keeps a fleet of 10 vehicles. The maintenance and control of these vehicles requires a significant commitment of time and energy from the administration, diverting attention from other, perhaps more important matters, and ties up operational funds in fixed assets.

In this regard, it is convenient to revise and adjust the policy of the Office, in order to avoid such problems. Procedures for record-keeping on the utilization and maintenance of the vehicles also should be reviewed.

6. Efficiency and Effectiveness of the Administrative Systems

6.1 Staff Management

The Representative has defined four elements as the factors that contribute to efficient and effective office functioning. These factors are: productivity, understanding and projecting IICA's new image, participation in decision-making and opportunities for personal growth.

Clearly, this strategy together with the management style has resulted in the conformation of a coherent and efficient team, deeply committed to IICA's principles and objectives.

Certainly this managerial style has played a major role in consolidating the capacity of the Office to execute activities under very difficult circumstances. Considering that the Office executes projects with a significant field work component, the fact that such work has been carried out successfully (at least from an operational point of view) is a good indicator of its administrative effectiveness.

By encouraging the development of new skills among the support personnel and assigning them new tasks, the Office has become more efficient in the use of its available resources and has avoided the allocation of more resources to personnel costs.

Interpersonal relations and working environment are adequate for the execution of the activities. This has definitely been a key factor in the quality of the work which the administrative staff has carried out. Despite these attributes, the productivity of the staff is seriously affected by the limited availability of physical space in the Office. This problem needs immediate attention since the number of personnel is expected to increase in the near future as a result of new projects.

6.2 Utilization and maintenance of facilities and equipment

The computer and computer support equipment available for project-related activities and for administrative duties is adequate and the equipment availability is not a constraint to Office activities. There are appropriate procedures in place to ensure the opportune access by technicians and support personnel to computers. However, regarding computer facilities, there appears a need for training in order to increase the productivity both of the equipment and secretarial staff.

In terms of the vehicles, it appears that the maintenance and control systems are inadequate and put undesirable burdens on the administrative infrastructure of the Office, hence these procedures should be revised and the number of vehicles should be kept within the necessary limits.

Serious shortcomings are evident in the procedures for control and maintenance of vehicles. The record keeping systems on maintenance seem out-dated and inappropriate.

III. CONCLUSIONS

1. The Mission was able to verify that the organizational arrangement of the Office is going through a period of adjustment as a result of the increased activity of the technical cooperation instruments. These adjustments are aimed at attaining a functional structure capable of assimilating the expansion of financial resources and personnel expected to take place in the near future. Changes such as the recruitment of a more professional administrative team and the decentralization of responsibilities have not yielded the expected results so far.

2. The Office has developed its own mechanisms and procedures for processing and providing information on budget execution on a regular basis. This information has enhanced significantly the capacity of the Representative and the technicians for planning the activities to be carried out during a monthly period and programming the execution of resources necessary to cover the costs of said activities. It must be indicated however, that these mechanisms are the result of the own initiative of the Office and have required the development of a system complementary to IICA's official financial reporting system. To deal with the demands of financial reporting, procurement and follow-up activities of the "Cropping Systems Project", a separate system has been established to comply with the requirements of the financing agency (IDRC).

The project's secretary is responsible for the operation of the system. The role of the administration in the preparation of reports to IDRC is limited to providing receipts, vouchers and other documentation on expenses.

3. The accounting process of the Office has been seriously impaired by the problems with the new computerized system. Because this system is still being learnt, it is difficult at this point to determine the extent to which it will simplify the work of the Administrator and the Accountant. Although it is recognized that the system is capable of processing and retrieving information in the standard format, the possibilities of producing reports with formats and contents different from those required by Headquarters is limited.
4. Problems with the procedures to confirm the disbursement of funds by IDRC have delayed the actual availability of such funds, disrupting the execution of operations in the Cropping Systems Project. These problems arise from the fact that the Office does not receive from Headquarters information on the amount and date of deposits from donor agencies into the general fund.
5. The provision of the infrastructure and support services needed by the technical cooperation instruments has been effective. The technicians consider that the quality of this service is adequate. Those services are requested in weekly and monthly meetings between the technicians and the Administrator in which the needs are presented and scheduled for attention. These requests are served on a "first-come first-served basis" except when there are justified urgencies. However, with this mechanism, the level of attention that any given project receives could be affected by subjective judgements of the administrative staff.

6. The annual administrative and technical retreats are conducted mainly as interpersonal relations exercises with informative emphasis. They are not being used to perform "in-house" evaluation of the support systems in operation, discussions on annual reports of the project and the preparation of the Annual Plan of Operations is limited. Therefore, the Office fails to take advantage of these opportunities as means of improving the management of the technical cooperation and the administrative performance.
7. The procedures for keeping records on the maintenance and repairs of equipment and vehicles are not suitable for the requirements of the Office according to the nature of the technical cooperation actions executed. The control and supervision of the use of the cars demand an important part of the administration's time and energy.
8. The overall efficiency of the administrative structure is improving and can be considered satisfactory at the current level. However, the use of the computers by the secretarial staff in support of the technical cooperation projects is an area in which productivity increases have been restricted by insufficient training. The policy of assigning multiple functions to the support personnel has allowed the Office to increase the level of efficiency in the utilization of the human resources.
9. The estimate of the level of consistency between resource allocation and execution with the purposes and objectives of the technical cooperation agreed upon with the country, was constrained by the fact that the level of aggregation in which budget execution information is processed and presented by the financial system of the Institute do not allow the connection of the expenses with specific technical cooperation activities or events. Nonetheless,

funds from the project's operational expenses, specifically MOE-5, 6, 7 and 9 were transferred to the "Unit Management and Coordination" activity in the 1989 operative. The amount of funds transferred was calculated based on the project budget execution figures for 1988, in which the level of expenses was altered by Hurricane Gilbert Emergency. This practice has conceptual implications in terms of the financial and administrative management of the Unit and the coordination of technical cooperation as it has been perceived as a net transfer of funds from technical cooperation instruments to unit management.

10. The management style of the Representative has resulted in the conformation of an efficient, highly motivated and committed team. Cordial interpersonal relationships and a good working environment are also products of that managerial style. The Representative has strengthened the role of the Administrator and delegated most of the administrative duties. Although the adjustments have not achieved completely the expected outcome, the Representative has been able to concentrate on other activities such as the management of the technical cooperation instruments, conducting the official relations of the Office and the procurement of external funds. Communications between the administrator and support staff can be improved by assigning supervision and coordination responsibilities to senior administrative personnel.



SCOPE OF WORK FOR THE EVALUATION OF IICA OFFICE IN JAMAICA
SUBJECT: Analysis of the Administration

ANNEX # 1

EXPECTED RESULTS	CONTENT OF THE ANALYSIS	SPECIFIC QUESTIONS
<p>1. Determine whether the information produced by the administration enables the Representative to provide effective support for the execution of technical co-operation actions.</p>	<p>Based on the examination of the content and frequency of the information, determine if it permits:</p>	<p>1.1.1 Do the administrative procedures permit an exact knowledge of the amount of resources spent and balances by source of financing at any given point in time.</p>
	<p>1.1 Clear establishment of the financial situation of the office by source of financing.</p>	<p>1.1.2 Is this information made available to the Representative so she can estimate the feasibility of attending unanticipated short-term technical cooperation requests, or unexpected expenses, salary increases, etc.</p>
	<p>1.2 Anticipating the availability of resources for the technical cooperation instruments in execution.</p>	<p>1.1.3 Do project coordinators receive this information so they can make judgments and take decisions re the utilization of the resources vis-a-vis the progress in the execution of the projects.</p>
		<p>1.2.1 What mechanisms are utilized by the administration to inform the technicians on the availability of resources to meet expenses within a given time period (month, quarter, etc.) and on the balances of the accounts.</p>

SCOPE OF WORK FOR THE EVALUATION OF IICA OFFICE IN JAMAICA
SUBJECT: Analysis of the Administration

EXPECTED RESULTS

CONTENT OF THE ANALYSIS

SPECIFIC QUESTIONS

1.3 Knowing and planning in advance actual commitments of counterpart resources.

1.3.1 Does the administration conduct frequent budgeting exercises (monthly, quarterly) so that the resources needed to comply with specific counterpart commitments can be "reserved".

1.4 The timely disbursement of external funds.

1.4.1 Revise the procedures for the preparation of reports to external sources of financing, determine who is responsible, who participates and who conducts the revision.

1.4.2 Identify the problems confronted with external funds regarding:

- i. making requests for reimbursement and the provision of the budgeted resources.
- ii. submitting the necessary documentation vouchers.
- iii. delays in the actual reimbursement of funds.

1.4.3 Establish to what extent these problems affect the execution of the programmed activities of the technical cooperation instruments (technicians opinion).

SCOPE OF WORK FOR THE EVALUATION OF IICA OFFICE IN JAMAICA
SUBJECT: Analysis of the Administration

EXPECTED RESULTS	CONTENT OF THE ANALYSIS	SPECIFIC QUESTIONS
<p>Establish the effectiveness and efficiency of the administration regarding the financial management of the Office and the provision of support services.</p>	<p>Based on the examination of the administrative procedures for the financial management of the Office, determine:</p>	<p>2.1.1 Terms and frequency in which the administration receives information from the project coordinators regarding their financial needs and requirements for support services.</p>
<p>2.1 If the mechanisms in place facilitate the effective provision of resources for the execution of the operations.</p>	<p>2.2 Provide the infrastructure and the services to back the technical co-operation activities.</p>	<p>2.2.1 Review the procedures used by technicians to request goods and services and for attending to those requests. Assess the opportunity, and the effectiveness with which those requests are attended together with the mechanisms and criteria used to provide them.</p>
<p>2.3 Determine whether the administration performs "in-house" evaluation of the systems in operation for providing effective support for the execution of technical cooperation actions, and the utilization of the results of such evaluation.</p>	<p>2.3.1 Based on the examination of the administrative procedures with specific reference to the support services:</p> <ul style="list-style-type: none">- purchasing of office/project supplies;- maintenance of office and project vehicles; determine: <p>(a) whether the systems in operation can be improved;</p> <p>(b) whether computer facilities of the office are utilized in facilitating effective support services.</p>	

SCOPE OF WORK FOR THE EVALUATION OF IICA OFFICE IN JAMAICA

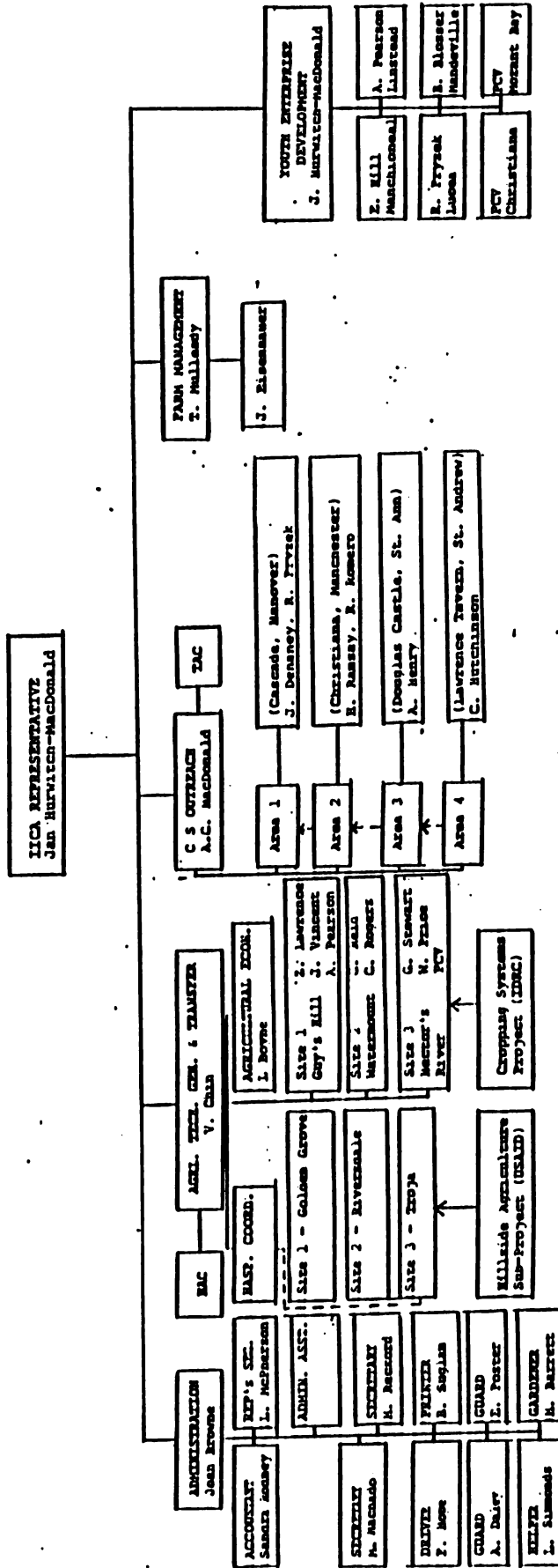
SUBJECT: Analysis of the Administration

EXPECTED RESULTS	CONTENT OF THE ANALYSIS	SPECIFIC QUESTIONS
3. Determine the effectiveness of staff management.	3.1 To analyze the administrative structure of the Office and to determine the degree of efficiency of the human resources assigned to this function.	2.4.1 Determine whether the relative importance (priority) of the areas of cooperation of IICA Jamaica during the period covered by the evaluation is reflected in the historical trend 1984-88 of the distribution of resources utilized. For this purpose, Table No. 1 must be completed by the project coordinators.
3.1.1	To analyze the administrative structure of the Office and to determine the degree of efficiency of the human resources assigned to this function.	2.4.2 Appraise the consistence that exists between the actual utilization of the resources with the objectives and purposes of the technical cooperation in the country. In this case, the Representative and the project coordinators will be asked to provide the information requested in Table No. 2.
3.1.2	To analyze the administrative structure of the Office and to determine the degree of efficiency of the human resources assigned to this function.	3.1.1 Characterize the organizational functional set-up of the administrative personnel and analyze it in terms of its consistency with the needs of support services of the technical cooperation actions.
3.1.2	To analyze the administrative structure of the Office and to determine the degree of efficiency of the human resources assigned to this function.	3.1.2 Obtain the technicians opinion or concerns re the quality and opportunity of the support services that they receive for project execution.

SCOPE OF WORK FOR THE EVALUATION OF IICA OFFICE IN JAMAICA
SUBJECT: Analysis of the Administration

EXPECTED RESULTS	CONTENT OF THE ANALYSIS	SPECIFIC QUESTIONS
	<p>3.2 Based on the revision of relevant rules, determine the capacity of the personnel to carry out their assigned duties, the use of the results of the evaluation, and the frequency and effectiveness of staff training events.</p>	<p>3.2.1 Revise the aptitudes, qualifications and background of the administrative personnel vis-a-vis the functions they execute.</p> <p>3.2.2 Analyze the results of the evaluation of the administrative support staff during the period covered by the evaluation.</p> <p>3.2.3 Obtain information on the training events in which the staff participated (whether they were organized or not by the Office) identifying specific areas of training, duration and purposes and results. The areas of training and purpose of these events should be compared with the areas of need previously identified.</p>

Annex # 2 Office Organizational Chart



IICA OFFICE IN JAMAICA AT JANUARY 15, 1989

TRAINING, IICA LOCAL STAFF

1987 & 1988

<u>NAME</u>	<u>TOPIC</u>	<u>DURATION</u>	<u>PURPOSE</u>	<u>RESULTS</u>
Joan Browne	Computer Literacy Lotus 1-2-3	35 Hours 50 Hours January to February, 1988	Formal training in computer operation and spread sheet accounting, in preparation for computerisation of IICA accounts	Ability to participate intelligently and effectively in training for "FINANZAS" system at HQ in March, 1988
Sandra Rodney	Same as JAB(above)	Same	Same	Same
Maureen Machado	dBaseIII Plus	24 Hours	To equip her to process data for- technicians in projects	Has been able to process data for Programmes II and III
Sandra Rodney	FINANZAS (IICA Accounts)	March 1988 1 week	Training in IICA's computerised accounting system	Ability to transfer to new system of accounting
Joan Browne	Same	Same	Same	Same
Sandra Rodney	Same	June 1988 2 weeks	Same	Same
Joan Browne	IICA Office Administration: Trinidad and Barbados	10 days November 1987	Orientation for new IICA Administrator	More competence in administering IICA policies and procedures
Joan Browne	Information Systems Delivery Seminar	1 Day 26/2/88	To inform the Administrator of information systems available in Jamaica	Knowledge of the accessible informational sources for technical and administrative use of IICA Office

In addition to above: Staff being trained in earthquake and hurricane preparedness and Red Cross First Aid Training Programme

Junior secretarial staff being trained in computer and other business machine use by senior secretaries

"Sample Accounting Report"

IICA/JAMAICA
 ACCOUNTS STANDING
 AS AT MARCH 31, 1987

	BUDGETED	REVISED BUDGET	REQUESTED TO DATE	SPENT LAST MONTH	TO SPENT THIS MONTH	SPENT TO DATE	ACTUAL BALANCE	OBLIGAT'N LESS OBLIG	BALANCE	% BALANCE
A2892JIM011002	44461.00	44461.00	13681.00	7528.80	3399.93	10928.73	33532.27	33532.27	75.4%	
A2892JIM011013	880.00	880.00	280.00	0.00	0.00	0.00	880.00	880.00	100.0%	
014	3300.00	3300.00	3300.00	1549.07	0.00	1549.07	1750.93	1750.93	53.1%	
015	8556.00	8556.00	2937.00	1930.77	548.75	2479.52	6076.48	0.00	6076.48	71.0%
016	13668.00	13668.00	4556.00	34.34	2225.27	2259.61	11408.39	0.00	11408.39	83.5%
017	20144.00	20144.00	4268.00	2046.41	1243.23	3289.64	16854.36	16854.36	83.7%	
018	6000.00	6000.00	2250.00	1905.39	1204.86	3110.25	2889.75	0.00	2889.75	48.2%
019	4071.00	4071.00	639.00	696.65	67.56	764.21	3306.79	0.00	3306.79	81.2%
	101080.00	101080.00	31911.00	15691.43	8689.60	24381.03	76698.97	0.00	76698.97	75.9%
A2892JIM011024	1000.00	1000.00	400.00	0.00	0.00	0.00	1000.00	0.00	1000.00	100.0%
025	1000.00	1000.00	200.00	0.00	0.00	0.00	1000.00	0.00	1000.00	100.0%
027	1000.00	1000.00	200.00	0.00	0.00	0.00	1000.00	0.00	1000.00	100.0%
	3000.00	3000.00	800.00	0.00	0.00	0.00	3000.00	0.00	3000.00	100.0%
A2892JIF011004	1401.00	1401.00	500.00	0.00	0.00	0.00	1401.00	0.00	1401.00	100.0%
007	765.00	765.00	365.00	0.00	0.00	0.00	765.00	0.00	765.00	100.0%
008	2000.00	2000.00	2000.00	0.00	840.61	840.61	1159.39	0.00	1159.39	58.0%
A9892JIM011002	6816.00	6816.00	1018.00	771.59	495.13	1266.72	5549.28	0.00	5549.28	81.4%
A9892JIP011004	152.00	152.00	0.00	0.00	0.00	0.00	152.00	0.00	152.00	100.0%

OFFICE ADMINISTRATION (JHM).
 MARCH '87

	BUDGETED	REVISED BUDGET	REQUESTED TO DATE	SPENT TO LAST MONTH	SPENT THIS MONTH	SPENT TO DATE	ACTUAL BALANCE	COMMIT.	BALANCE LESS COMMIT.	% BALANCE
A2892JIB011002	28766.00	28766.00	8852.00	5139.95	2398.87	7538.82	21227.18		21227.18	73.8%
A2892JIB011013	2000.00	2000.00	700.00	0.00	0.00	0.00	2000.00		2000.00	100.0%
018	2395.00	2395.00	1500.00	45.12	100.73	145.85	2249.15		2249.15	93.9%
	33161.00	33161.00	11052.00	5185.07	2499.60	7684.67	25476.33	0.00	25476.33	76.8%

CROPPING SYSTEMS PROJECT
MARCH '89

	BUDGETED	REVISED BUDGET	REQUESTED TO DATE	SPENT TO LAST MONTH	SPENT THIS MONTH	SPENT TO DATE	ACTUAL BALANCE	COMMIT.	BALANCE LESS COMMIT.	% BALANCE
F5892JIB011002	21989.00	21989.00	6767.00	3427.49	1696.95	5124.44	16864.56		16864.56	76.7%
F5892JIB011013	0.00	0.00	1050.00	0.00	0.00	0.00	0.00		0.00	0.0%
014	0.00	0.00	0.00	0.00	0.00	0.00	0.00		0.00	0.0%
015	8194.00	8194.00	2027.00	117.85	1914.33	2032.18	6161.82		6161.82	75.2%
016	1000.00	1000.00	466.00	241.46	91.57	333.03	666.97		666.97	66.7%
017	14690.00	14690.00	2013.00	2984.48	1295.41	4279.89	10410.11		10410.11	70.9%
018	41860.00	41860.00	11703.00	12712.92	6229.21	18942.13	22917.87		22917.87	54.7%
019	1600.00	1600.00	574.00	47.60	0.00	47.60	1552.40	0.00	1552.40	97.0%
	89333.00	89333.00	24602.00	19531.80	11227.47	30759.27	59573.73	0.00	59573.73	65.6%

PROGRAMME II (AVC)
MARCH '89

	BUDGETED	REVISED BUDGET	REQUESTED TO DATE	SPENT TO LAST MONTH	SPENT THIS MONTH	SPENT TO DATE	ACTUAL BALANCE	COMMIT.	BALANCE LESS COMMI	% BALANCE
A2892JIC012002	12067.00	12067.00	3715.00	1839.96	875.78	2735.74	9331.26		9331.26	77.3%
A2892JIC012013	0.00	0.00	0.00	0.00	0.00	0.00	0.00		0.00	0.0%
014	2800.00	2800.00	300.00	0.00	0.00	0.00	2800.00	0.00	2800.00	100.0%
015	0.00	600.00	430.00	226.68	0.00	226.68	373.32		373.32	62.2%
016	500.00	500.00	500.00	0.00	0.00	0.00	500.00		500.00	100.0%
018	5600.00	5000.00	500.00	52.04	0.00	52.04	4747.96		4747.96	79.0%
019	500.00	500.00	100.00	0.00	0.00	0.00	500.00		500.00	100.0%
	21467.00	21467.00	5545.00	2118.68	875.78	3014.46	18452.54	0.00	18452.54	86.0%

PROGRAMME III (JIN)
MARCH '89

A2892JIC021014	3000.00	3000.00	0.00	0.00	0.00	0.00	3000.00		3000.00	100.0%
018	8500.00	8500.00	3463.00	798.02	294.71	1092.73	7407.27		7407.27	87.1%
	11500.00	11500.00	3463.00	798.02	294.71	1092.73	10407.27	0.00	10407.27	90.5%

PROGRAMME III (JHN)
MARCH '89

ANNEX # 5

**INFORMATION ON
PROJECT-RELATED EXPENDITURES**

TABLE # 1 "Description of the expenses accrued to Technical Cooperation Instruments"

Vivian Chin

TITLE: SUPPORT FOR THE GENERATION AND TRANSFER OF AGRICULTURAL TECHNOLOGY IN JAMAICA

ACTIVITIES CARRIED OUT		OUTCOME	FINAL RESULT TO WHICH IT CONTRIBUTES	COST \$'000	DESCRIPTION OF THE EXPENSE
DATE	DESCRIPTION				
1987	Research and Extension Institutional Support	Documented methodology for establishing priorities for research projects. MOA's R&DD personnel exposed to a methodology for determining research priorities.	Strengthening the management of research in the MOA	49.07	IFP salary for 10 months. Office supplies, seminar expenses, contributions to office rental, vehicle maintenance and utilities.
1987	Technical support to the Cropping Systems Project	One MOA field team member exposed to training in virus testing with potato at CIP. Field and core team personnel exposed to guidance and advice from IICA personnel. MOA is enabled to execute the Cropping Systems Project.	Strengthening MOA's capability for generating and transferring technologies acceptable to small-scale farmers.	49.75	IFP salary for 1 year. Office supplies, contributions to office rental, vehicle maintenance and utilities.
1987	Croos and Livestock Systems Research and Technology Transfer (MOA's Cropping Systems Project)	The outcome is detailed the technical report on this project dated March 1988.	To identify improved production methods for the major cropping systems of the Guy's Hill and Watermount areas that are acceptable to farmers.	49.07	The full description of the expense is given in the financial report on this project dated March 1988.

TABLE # 1 "Description of the expenses accrued to Technical Cooperation Instruments"

Vivian Chin

FILE: SUPPORT FOR THE GENERATION AND TRANSFER OF AGRICULTURAL TECHNOLOGY IN JAMAICA

	ACTIVITIES CARRIED OUT	OUTCOME	FINAL RESULT TO WHICH IT CONTRIBUTES	COST \$'000	DESCRIPTION OF THE EXPENSE
FE	DESCRIPTION				
88	Technical support to Cropping Systems Project Phase II	Field and core team personnel exposed to guidance and advice from IICA personnel. MOA is enabled to execute the Cropping Systems Project II.	R&DD and FEAMD professionals are capable of designing, managing, and implementing a structured on-farm research and extension programme for generating and transferring technologies to small-scale farmers throughout the country. The experiences gained by these professionals are used to support administrators and policy-makers in their decision-making process.	81.93	Salaries and benefits for one IFF and one GSP. One consultant to assist the MOA in designing the baseline survey of the third project area of the Cropping Systems Project. Office supplies, contributions to office rental, maintenance of vehicles, utilities.
88	Crop and Livestock Systems Research and Transfer of Technology (MOA's Cropping Systems Project II)	The outcome is detailed in MOA's technical report dated February 1989.	<i>To develop economically viable production systems acceptable to small farmers, which contribute to increased sustainable farm income while conserving watershed resources and developing and strengthening farmer organization</i>	102.30	Salaries for MOA's field team personnel, secretarial help, field labour, research expenses (fertilizers, pesticides, planting material, other field supplies, maintenance and fuel for project vehicles, vehicle insurance, printing of MOA's publications, purchase of equipment, equipment maintenance, screenhouse maintenance and repairs, purchase of one new vehicle.

TABLE #2 "Actual Utilization of the Resources" (External)

Vivian Chin

INSTRUMENT/ACTIVITY	SUBJECT AREA	PRIORITY	RESOURCES BUDGETTED (US\$ '000) AND PERCENTAGE OF EXECUTION									
			1984		1985		1986		1987		1988	
			\$	%	\$	%	\$	%	\$	%	\$	%
Cropping Systems Project I	II	I	30.8	5	61.1	37	63.8	72	60.2	100		
Cropping Systems Project II	II	I	-	-	-	-	-	-	12.0	5	104.4	39

TABLE # 1 Description of the expenses incurred to Technical Collaborators' instruments:

J. Hurwitch-MacDona.

Small Business Project - 1984

ACTIVITIES CARRIED OUT		OUTCOME	FINAL RESULT TO WHICH IT CONTRIBUTES	COST \$ '000	DESCRIPTION OF THE EXPENSE - GIVE FULL EXPLANATION
DATE	DESCRIPTION				
	Material Development	Manual "Operating a Small Business" developed and tested.	Training modules developed and published for semi-literate rural producers on 6 aspects of small business management	82,000 QUOTAS	Includes salary of IPP. Support for 3 PCV's. Publication costs.
	Training of Trainers	24 persons trained in all aspects of the small business training (SBT) programme. 52 persons trained in some aspects of the programme.	Training field workers and regional officers in national institutions to become trainers in the techniques of small business operations.		Some international travel costs. Local training costs.
	Training of Producers	792 Persons receive SBT from agencies which use IICA SBT materials.	Training low-income rural producers in the techniques of small business operations.		
	Interaction with National Institutions through joint-development of the programme	Close co-operation with NDF, MINAG, Things Jamaican, *MYCD, *MINCON, in training and material development.	Strengthening of the national institutions by installing a capability to train small producers in business operations.		

*Ministry of Youth and Community Development.

Small Business Project 1984 (Continued)

Jan Hurwitch-MacDonald

ACTIVITIES CARRIED OUT		OUTCOME	FINAL RESULT TO WHICH IT CONTRIBUTES	COST \$ '000	DESCRIPTION OF THE EXPENSE - GIVE FULL EXPLANATION
DATE	DESCRIPTION				
	Initiation of Small Business Training Advisory Committee comprised of national agency personnel.	Met on a bi-monthly basis to review training materials and provide a forum for discussion on the needs and directions of the programme.	Participation of national agency personnel in developing locally adapted training materials and methodologies for using them.		

TABLE # 1: Description of the expenses accrued to Technical Cooperation Instruments

LE. Small Business Project

1985

J. Hurwitch-MacDona.

ACTIVITIES CARRIED OUT		OUTCOME	FINAL RESULT TO WHICH IT CONTRIBUTES	COST \$ 1,000	DESCRIPTION OF THE EXPENSE GIVE FULL EXPLANATION
DATE	DESCRIPTION				
	Material Development	Manual "Operating a Small Business" published. Two more drafted for testing.	Training modules developed and published for semi-literate rural producers on 6 aspects of small business management.	75,567 Quotas	Includes salary of IPP, support for 5 PCV's.
				50,100 USAID	Includes salary for 1 NPP and publication costs.
	Training of Trainers	106 persons trained in "Operating" and 71 in "Starting and Financing"	Training field workers and regional officers in national institutions to become trainers in the techniques of small business operations.		Some international travel costs. Local training costs.
	Training of Producers	2,961 persons trained in various aspects of the Small Business Training (SBT) Programme	Training low-income rural producers in the techniques of small business operations.		
	Inter-action with National Institutions through joint-development of the programme.	Close co-operation with NDF, MINAG, Things Jamaican, MYCD, MINCON in training and material development.	Strengthening of the national institutions by installing a capability to train small producers in business operations		

LE. Small Business Project

1985 (Continued)

Jan Hurwitch-MacDonald

ACTIVITIES CARRIED OUT		OUTCOME	FINAL RESULT TO WHICH IT CONTRIBUTES	COST \$ 1,000	DESCRIPTION OF THE EXPENSE GIVE FULL EXPLANATION
DATE	DESCRIPTION				
	Initiation of Small Business Training Advisory Committee comprised of national agency personnel.	Met on a bi-monthly basis to review training materials and provide a forum for discussion on the needs and directions of the programme.	Participation of national agency personnel in developing locally adapted training materials and methodologies for using them.		

ACTIVITIES CARRIED OUT		OUTCOME	FINAL RESULT TO WHICH IT CONTRIBUTES	COST \$ 1,000	DESCRIPTION OF THE EXPENSE - GIVE FULL EXPLANATION
DATE	DESCRIPTION				
	Material Development	2 manuals on "Starting and Financing a Small Business" and "Marketing Jamaican Small Business Products" published. "Small Business Training Tools" produced for testing	Training modules developed and published for semi-literate rural producers on 6 aspects of small business management.	96,865 QUOTAS 21,613 USAID	Includes salary of IPP and NPP, support for 7 PC Publication costs.
	Training of Trainers	73 persons trained in "Starting and Financing" 53 persons trained in "Operating" 102 persons trained in "Marketing" 34 persons trained in "Training Tools"	Training field workers and regional officers in national institutions to become trainers in the techniques of small business operations.		Some international travel costs; Local training costs.
	Training of Producers	2,292 persons were trained in various aspects of the programme.	Training low-income rural producers in the techniques of small business operations.		
	Inter-action with National Institutions through joint-development of the programme.	SBT was incorporated in ongoing activities of the already participating national agencies. 23 other national organisations and many schools and community colleges benefitted from training	Strengthening of the national institutions by installing a capability to train small producers in business operations.		

ACTIVITIES CARRIED OUT		OUTCOME	FINAL RESULT TO WHICH IT CONTRIBUTES	COST \$ 1,000	DESCRIPTION OF THE EXPENSE - GIVE FULL EXPLANATION
DATE	DESCRIPTION				
	*SBTAC Meetings	SBTAC continues to be the vehicle for fruitful exchange on matters of mutual concern among programme participants	Participation of national agency personnel in developing locally adapted training materials and methodologies for using them.		

* Small Business Training Advisory Committee.

ACTIVITIES CARRIED OUT		OUTCOME	FINAL RESULT TO WHICH IT CONTRIBUTES	COST \$ '000	DESCRIPTION OF THE EXPENSE GIVE FULL EXPLANATION
DATE	DESCRIPTION				
	Material Development	In Preparation:- "Small Business Training Tools".	Training modules developed and published for semi-literate rural producers on 6 aspects of small business management.	67,276 QUOTAS	Includes salary of IPP; support for 9 PCV's.
	Training of Trainers	67 persons trained in "Starting and Financing" 75 persons trained in "Operating" 61 persons trained in "Marketing" 23 persons trained in "Training Tools"	Training field workers and regional officers in national institutions to become trainers in the techniques of small business operations.		No international travel; includes local training costs.
	Training of Producers	408 persons trained in various aspects of the Small Business Training (SBT) Programme.	Training low-income rural producers in the techniques of small business operations.		
	Inter-action with National Institutions through joint-development of the programme	SBT was incorporated in ongoing activities of the already participating national agencies. 23 other national organisations and many schools and	Strengthening of the national institutions by installing a capability to train small producers in business operations.		

ACTIVITIES CARRIED OUT		OUTCOME	FINAL RESULT TO WHICH IT CONTRIBUTES	COST \$ '000	DESCRIPTION OF THE EXPENSE GIVE FULL EXPLANATION
DATE	DESCRIPTION				
		community colleges benefitted from training.			
	SBTAC Meetings	SBTAC continues to be the vehicle for fruitful exchange on matters of mutual concern among programme participants.	Participation of national agency personnel in developing locally adapted training materials and methodologies for using them.		

TABLE # 1 Description of the expenses accrued to Technical Cooperation Instruments

Small Business Project

- 1988

Jan Hurwitch-MacDonald

ACTIVITIES CARRIED OUT		OUTCOME	FINAL RESULT TO WHICH IT CONTRIBUTES	COST \$ 1,000	DESCRIPTION OF THE EXPENSE GIVE FULL EXPLANATION
DATE	DESCRIPTION				
	Material Development	Published:- "Small Business Training Tools"; "Post Gilbert, Financing"; "4-H Yam Production"; In Preparation:- "Establishing a Training Project to Support Micro-Enterprise Development"; "CRLF Book-Keeping".	Materials published which will assist micro-entrepreneurs, business trainers and business training administrators.	44,535 QUOTAS	No longer includes IPP, includes part-time assistant, support to 9 PCV's.
	Training of Trainers	71 persons trained in "Starting and Financing" 26 persons trained in "Operating" 26 persons trained in "Marketing" 27 persons trained in "Training Tools" 107 persons trained in "Post Gilbert"	Jamaican business trainers with improved training capabilities and new capabilities.		Local training costs.
	Training of Producers	1,305 persons trained in various aspects of Small Business Training (SBT) Programme	Micro-entrepreneurs assisted by IICA-trained trainers.		

Small Business Project

- 1988 (Continued)

Jan Hurwitch-MacDonald

ACTIVITIES CARRIED OUT		OUTCOME	FINAL RESULT TO WHICH IT CONTRIBUTES	COST \$ 1,000	DESCRIPTION OF THE EXPENSE GIVE FULL EXPLANATION
DATE	DESCRIPTION				
	Inter-action with National Institutions through joint-development of the programme.	SBT was incorporated in ongoing activities of the already participating national agencies. 23 other national organisations and many schools, and community colleges benefitted from IICA training.	Jamaica national institutions' business training capacity strengthened.		
	SBTAC Meetings	SBTAC continues to be the vehicle for fruitful exchange on matters of mutual concern among programme participants.	Participation of national agency personnel in developing locally adapted training materials and methodologies for using them.		
	Extension of training to other Caribbean territories	Training in Barbados, Guyana, Trinidad & Tobago	Small business cooperation with Caricom and other Caribbean territories.		



DIRECTORATE OF PROGRAMMING AND EVALUATION

Evaluation Division

**Report of the Evaluation of IICA Action
in Jamaica 1984 - 1988**

ANNEX 6

Interviews conducted by the Evaluation Mission

- 1. Government Officials, Private and International Organizations Representatives**
- 2. Technical Staff of IICA Jamaica Office**
- 3. Administrative Staff**

Kingston, Jamaica

April, 1989



I. INTERVIEWS WITH GOVERNMENT OFFICIALS, PRIVATE AND INTERNATIONAL ORGANIZATION REPRESENTATIVES

Wednesday, April 5, 1989

<u>INDIVIDUALS</u>	<u>TIME</u>	<u>LOCATION</u>	<u>TOPIC</u>
1. Hon. Horace Clarke Minister of Agriculture	3:00 p.m.	House of Parliament 64 Duke Street	

Thursday, April 6, 1989

2. Ms. Edie Gidden Mrs. Joan Browne (SBTAC)	9:00 a.m.	Ministry of Agriculture Production Unit (2nd floor)	Small Business Enterprise Development Project
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3. Dr. Renford Baker Mrs. Zenia Lawrence Mr. Charles Reid	10:00 a.m.	Ministry of Agriculture Hope Gardens Room 404	Cropping Systems Project Cropping Systems Outreach Cassava Project
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Mr. L. Walter van Whervin Dr. Lynden Bryan			Regional Plant Protection and Animal Health Surveillance Project
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4. Dr. Lloyd Coke	12:00 noon	IICA	
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LUNCH		IICA	
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5. Mr. Errol Lewin Director of Agriculture Planning Institute of Jamaica	1:00 p.m.	PIOJ Office 20 St. Lucia Crescent	
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6. Mr. Neville Lindo	2:00 p.m.	IICA	Farm management Project
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7. Mr. Fitz Shaw	3:30 p.m.	IICA Office	Cocoa Industry Board
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8. Mr. Alberto Quevedo Mr. H. Santibanez	4:30 p.m.	Inter-American Develop- ment Bank	External Relations
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Friday, April 7, 1989

9. Mr. Joseph Suah	8:30 a.m.	IICA Office	Hillside Agriculture Project
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10. (SBTAC) Mrs. Bernice Lawrence Mr. Hopeton Morrison Miss Patricia Sinclair Miss Geneva Murray	10:00 a.m.	IICA Office	Small Business Enterprise Development Project
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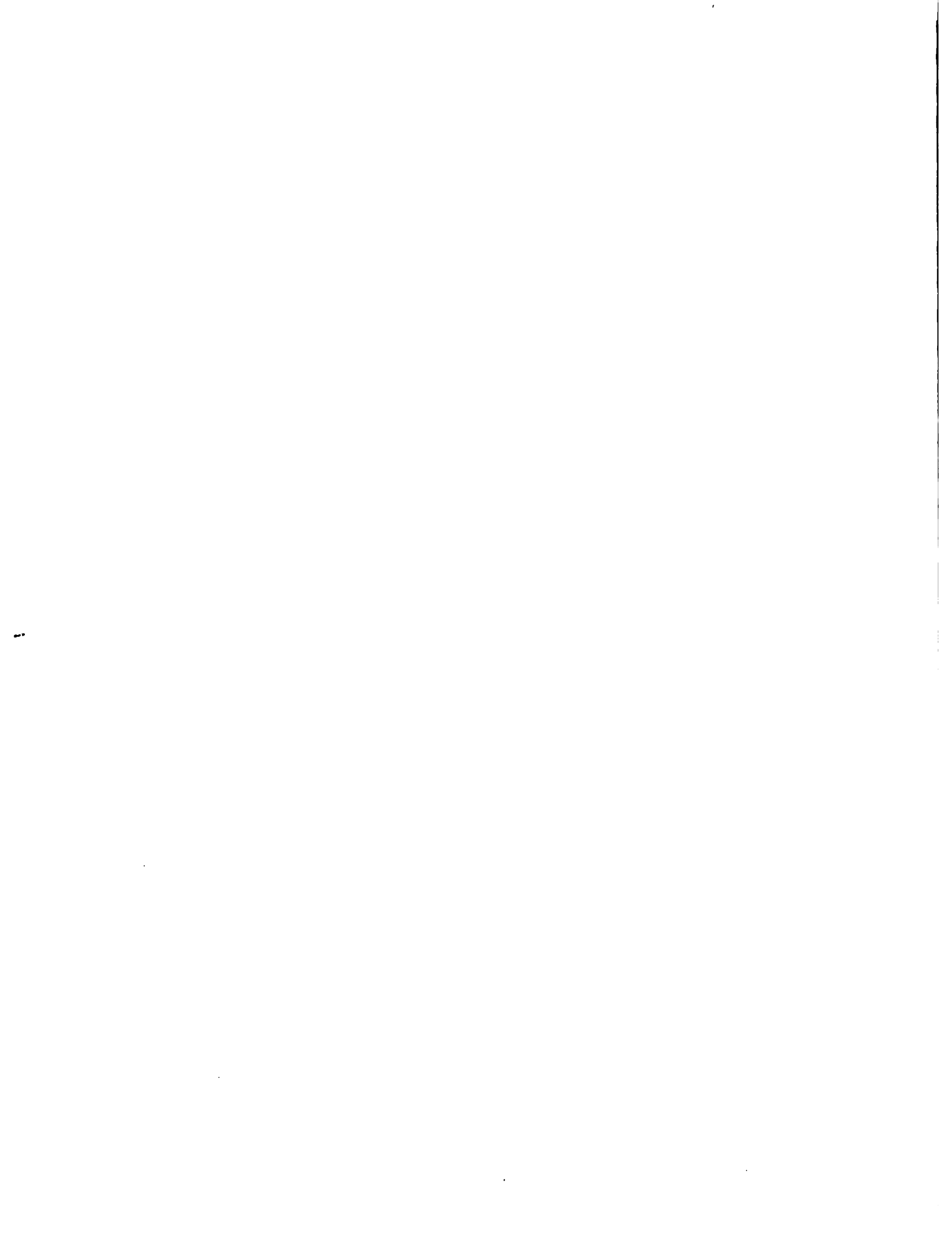
11. Mr. Clarence Franklin (Permanent Secretary) Ms. Marie Strachan	2:00 p.m.	Permanent Secretary's Office	Protocol visit and overview of IICA's Action
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TECHNICAL STAFF OF IICA JAMAICA OFFICE

1. Jan Hurwitch-MacDonald, Representative and Rural
Development Specialist
(Small Business Project)
2. A. Vivian Chin, Agricultural Research Specialist
(Cropping Systems Research
Project)
3. Tomas Mulleady, Rural Development and Project
Preparation Specialist
(Farm Management Project)
4. A.C. MacDonald, Agricultural Production
Specialist
(Cropping Systems Outreach
Project)
5. Lester Boyne, Agricultural Economist
(Cropping Systems Project)
6. Dinsdale McLeod, Consultant to Program V

GENERAL SERVICES PERSONNEL INTERVIEWED

1. Victor Smith, Driver (Temporary)
2. Heather Morris, Secretary (Temporary)
3. Mark Barrett, Gardener/Weekend Security Guard
4. Aston Daley, Security Guard
5. Eustace Foster, Security Guard
6. Leonie Simmonds, Office Cleaner and Helper
7. Bob Suglam, Printer; Driver
8. Franklin Hope, Driver; Mechanic
9. Nilofer Kalra, Consultant
10. Juline Jackson, Receptionist
11. Marilyn Reckord, Secretary, Programme II
12. Maureen Machado, Secretary, Programme III
13. Lorna McPherson, Secretary to Representative
14. Sandra Rodney, Accountant
15. Joan Browne, Administrator



DIRECTORATE OF PROGRAMMING AND EVALUATION

Evaluation Division

**Report of the Evaluation of IICA Action
in Jamaica 1984 - 1988**

ANNEX 7

Documents Reviewed

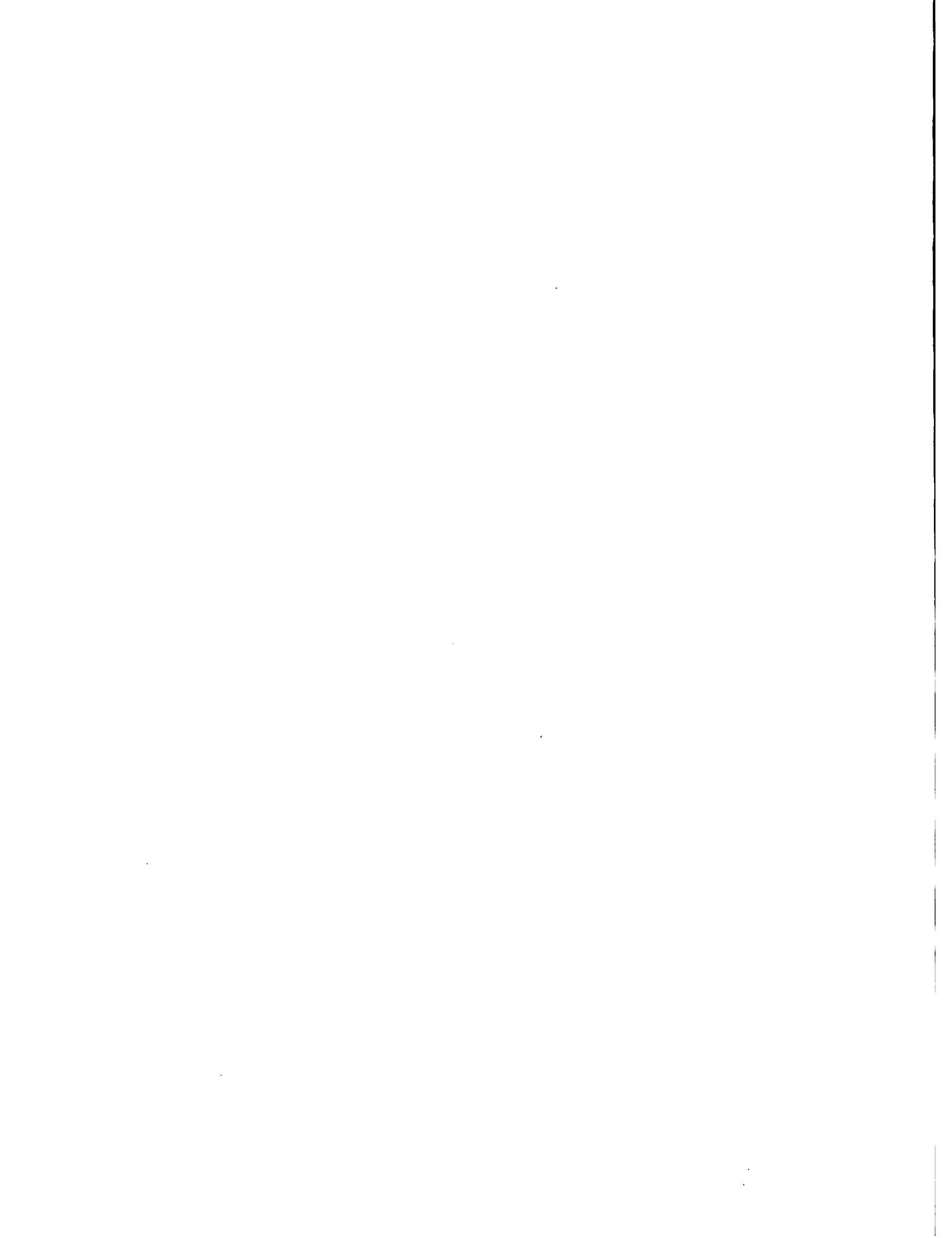
Kingston, Jamaica

April, 1989

ANNEX # 7

REVIEWED DOCUMENTS

1. IICA Action Strategy in Jamaica 1988 - 1989
IICA Action Strategy in Jamaica 1990 - 1991
2. 1989 Operative Budget, IICA Office in Jamaica
3. Evolution and Operative Action Strategy of IICA in Jamaica : An Overview of the Management Functions and Technical Impact of the IICA Office in Jamaica from 1984 - 1988. (Basic Document - Input Document prepared for the Evaluation Mission)
4. Evolution and Operative Action Strategy of IICA in Jamaica : An Overview of the Management Functions and Technical Impact of the IICA Office in Jamaica from 1984 - 1988. (Annexes)
5. Evolution and Operative Action Strategy of IICA in Jamaica : An Overview of the Management Functions and Technical Impact of the IICA Office in Jamaica from 1984 - 1988. (Project Summaries).
6. Evolution and Operative Action Strategy of IICA in Jamaica : An Overview of the Management Functions and Technical Impact of the IICA Office in Jamaica from 1984 - 1988. (Transparencies)
7. Annual Report to the Government of Jamaica 1986
8. Annual Report to the Government of Jamaica 1987
9. Annual Report to the Government of Jamaica 1988
10. Annual Report to the Government of Jamaica 1989
11. Evaluation System for IICA Technical Cooperation :
Volume I - Conceptual Framework, Elements and Procedures
12. Evaluation System for IICA Technical Cooperation :
Volume III - Action at the Country Level
13. Strategy of Action for Reactivation of Agriculture in the Caribbean Countries - An Overview. IICA
Miscellaneous Publication
14. Report of the Evaluation Mission to the IICA Office in Argentina (1984 - 1988). Evaluation Division,
Programming and Evaluation Directorate, IICA Head
Office (DIPROE), July 1988
15. Economic Importance of Cassava as a Caribbean
Alternative in Animal Feeds and Selection of Suitable
Cultivars for this Purpose



DIRECTORATE OF PROGRAMMING AND EVALUATION
Evaluation Division

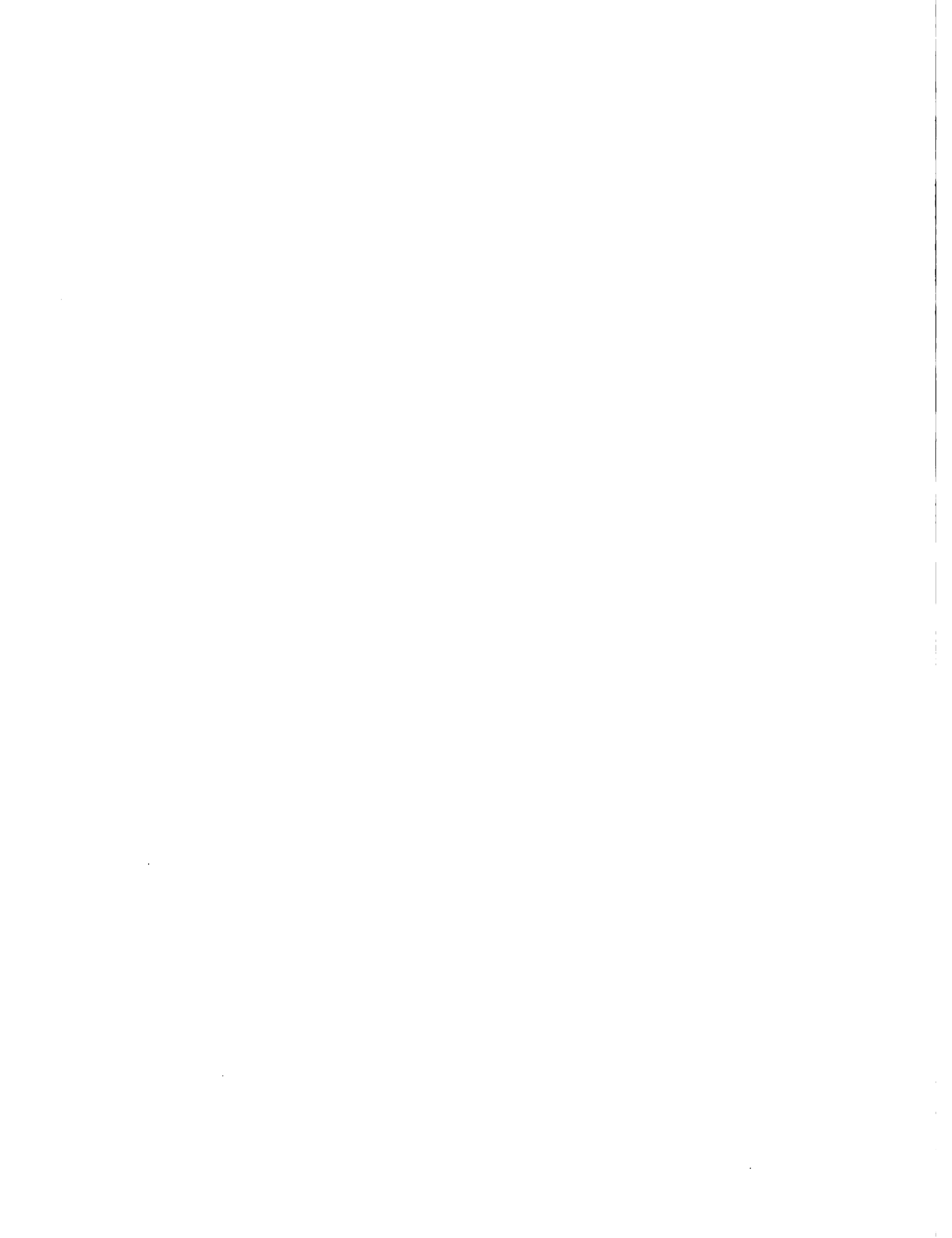
Report of the Evaluation of IICA Action
in Jamaica 1984 - 1988

ANNEX 8

Format and Guidelines
for preparing Office Evaluation Report
(Format IERP2)

Kingston, Jamaica

April, 1989



DIRECTORATE OF PLANNING AND EVALUATION

- EVALUATION DIVISION -

FORM IERP2

**FORMAT AND GUIDELINES FOR PREPARING
REPRESENTATION EVALUATION REPORTS**

1. EXECUTIVE SUMMARY

Contains a summary of the purpose of the evaluation and the period covered. Should make specific reference to the results of the analysis which substantiate the conclusions and recommendations. Should furthermore summarize the factors determining the results and refer briefly to the prospects for IICA technical cooperation in the country.

2. TABLE OF CONTENTS

Self-explanatory.

3. PURPOSE OF THE EVALUATION

Sets forth the purposes defined in the Scope of Work, with any changes that may have been made.

4. TECHNIQUES AND PROCEDURES

Based on the content of section 5 of the Scope of Work, an explanation is given of the techniques used and procedures followed in implementing the framework of analysis and characterizing the evidence, in order to make it easier to locate and corroborate by using the established procedures.

This section should include a description of the method used in reviewing administrative aspects by the member of the mission responsible for this task.

5. RESULTS OF THE ANALYSIS

This consists of a synopsis of the evaluation, which should include the mission's answers to the questions set forth in the framework of analysis.

- 5.1 Results of the analysis of the extent to which IICA's technical cooperation adjusts and has adjusted to the country's needs, and identification of corresponding determining factors and conditions. What steps have been taken to generate a new perception of the country's needs and priorities, in order to make it more feasible to offer technical cooperation in accordance with IICA's capabilities?
- 5.2 Results of the analysis of the extent to which technical cooperation has been consistent with the guidelines of the Medium Term Plan, and of the Representation's capacity to participate in discussions on agricultural policies and to promote requests for technical cooperation.
- 5.3 Results of the analysis of the Representative's management and administrative performance. This includes the evidence obtained and opinions stated regarding:
 - a. The Representative's performance as such, in terms of effectiveness;
 - b. The Representative's effectiveness in the management of technical cooperation;
 - c. The Representative's performance and the results of his/her participation in tasks pertaining to the preparation of and follow-up on projects and to the obtaining of external resources.
- 5.4 Results of the evaluation of technical cooperation. Includes the evidence obtained and opinions stated on:
 - a. The consistency of the objectives, strategies and expected results of the technical cooperation programmed with the problems in the agricultural sector and the deficiencies of the institutional structure responsible for achieving the national objectives proposed to overcome these problems.
 - b. The capacity of the Representation to adjust the planning and programming of activities and resources to sectoral and institutional change (including change within the Institute itself) which could have a negative impact and jeopardize the quality, usefulness and timeliness of results.

- c. The implementation of scheduled and unscheduled activities and the foreseen or unforeseen results obtained, in terms of products and impact; the use which counterpart agencies make of the projects, whether or not that use is in keeping with original plans.

5.5 Results of the analysis of relations with Headquarters. This should include the evidence obtained and the team's views on:

- a. The degree to which the processes followed in programming and approving projects ensure that actions are consistent with the institution's mandates, and the effect which the bureaucratic procedures involved have on the management of the Representation.
- b. The degree to which accounting and personnel management procedures facilitate or hinder the management of the Representation.
- c. The extent and usefulness of support received from the different operational units at Headquarters, in terms of the objectives of the Representation and the results of the technical cooperation offered.

5.6 Characteristics of the model (structure and management) of the Representation as developed by IICA in the country, and its impact on:

- a. changing the image of the Institute in the country,
- b. gaining recognition for IICA's comparative advantages for providing technical cooperation services,
- . equipping the Representation to handle IICA's priorities in the future.

6. CONCLUSIONS

The results of the analysis of the abovementioned points are summarized in conclusions that are duly supported with evidence (facts) found and corroborated through the interviews and other means considered useful and effective by the Mission.

Lastly, having weighed the results (positive and negative, foreseen and unforeseen), the evaluation mission should reach conclusions regarding the effectiveness of the technical cooperation provided in the country.

It is important that the conclusions refer not only to the end results, but also to the procedure followed, in obtaining (or not obtaining) them so that the determining factors in this process can be identified.

7. RECOMENDATIONS. THESE SHOULD BE FEASIBLE AND TAKE INTO ACCOUNT:

- . What must be done and what will be achieved by applying them, taking special care to address the causes of the problems detected rather than their effects.
- . To whom they are directed: national agencies, the Representation, units at Headquarters.
- . What decisions or actions must be taken above and beyond the recommendation, in order to guarantee its efficacy.
- . What are the risks and likely negative effects of the actions recommended.
- . What aspects should be borne in mind when implementing, following-up on and evaluating the changes which result from the application of the proposed recommendations.
- . What lessons learned from the experience should be extrapolated to other IICA programs or projects.

8. PROSPECTS FOR THE REPRESENTATION

This section contains the mission's assessment of the course which IICA technical cooperation in the country will take, in view of foreseeable changes in the environment, the factors determining the progress achieved, the impact of activities and results, and the degree of compliance with the recommendations presented to counterpart agencies and to IICA.

9. APPENDICES

These should include:

- . Scope of Work
- . List of basic documentation consulted
- . List of persons interviewed
- . List of Representation publications

