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JOSEPH DI FRANCO and EARL JONES



CONSULTATION REPORT
of the Coordinated Extension Services
JAMAICA

INTER-AMERICAN INSTITUTE OF AGRICULTURAL SCIENCES OF THE OAS
TURRIALBA, COSTA RICA
AUGUST, 1962

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CONSULTATION REPORT
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by

JOSEPH DI FRANCO

and

EARL JONES



Inter-American Institute of Agricultural Sciences of the O.A.S.
Turrialba, Costa Rica

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August, 1962

COORDINATED EXTENSION SERVICES
JAMAICA

Government Departments,
Ministry of Agriculture and Lands

Extension Service
Forestry Department
Cooperative Department
Lands Department
Agricultural Credit Board Department
Christiana Land Authority
Yallahs Valley Land Authority

Quasi-official Agencies

4-H Clubs Organization
Jamaica Social Welfare Commission
Jamaica Agricultural Society
Sugar Industry Labour Welfare Board

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FOREWORD

The interest for an "evaluation" of the Extension efforts in Jamaica culminated in a request for assistance from the Inter American Institute of Agricultural Sciences of the OAS. The Jamaica request was acted upon by the Extension Specialist of the AID Mission, Mr. Nick C^o de Baca. Through Mr. de Baca's efforts, funds were earmarked to take care of the necessary financing.

As a result of this invitation, Dr. Earl Jones and Dr. Joseph Di Franco, Extension Specialists of the Institute, made a preliminary visit to initiate the project in October, 1961.

During these initial meetings, the general plan was formulated. It must be noted that the original idea was that an "impact" study be conducted. From experience, it seemed advisable that an organizational study be conducted first to determine what were the actual organizational capacities. Once this was determined, an impact study should follow. This idea was accepted. It was also at this exploratory session that the general plan was presented for future action. In the absence of Director Morgan Reese, Dr. Johnson cooperated with the Institute team in providing the guidance and assistance necessary for preliminary planning. A questionnaire used in other similar studies by the Institute specialists was used as a guide for developing an instrument.

Mr. Nick C^o de Baca and Mr. Hugh Shaw cooperated greatly in this work. Visits were also made to the heads and leaders of the various organizations involved in the Coordinated Extension Services for their ideas and general appraisal. It was during these visits that the Institute specialists found that there was a considerable interest in cooperating in the proposed study. Unfortunately, during these exploratory sessions a few of the leaders were not available.

During the interim between the first planning session and the second meeting in February, 1962, a change of government took place.

As a result of the elections, some new officials were appointed. The appointment of a new Minister of Agriculture and Lands made it necessary to obtain his concurrence to continue this study originally requested by the previous administration. This concurrence was readily given. However, it was accompanied by an urgent request that a study be conducted as soon as possible to provide background information so that changes could be made to strengthen the Extension Services efforts.

It was very obvious to many that the Coordinated Extension Services were not functioning well and some changes were necessary. It was the expectation that with the installation of the new government many changes were imminent. Concurrence was also obtained from the Ministry of Development and Culture and the Ministry of Labor since some of their agencies were involved in the Coordinated Extension Services.

Again the object was changed. Due to the urgency of the Minister's request the organizational study was postponed. The Institute team agreed to conduct an intensive survey; to visit the 11 agencies that made up the Cooperative Extension Service, interview staff members, visit regional and parish offices, observe the work being conducted and give their professional opinion as to the strength and weaknesses that existed.

Drs. Joseph Di Franco, Manuel Alers-Montalvo and Earl Jones were to work closely with the Evaluation Unit of the Department of Economics of the Ministry of Agriculture and Lands in conducting the study.

Drs. Alers-Montalvo and Di Franco immediately again visited the head offices of the agencies involved to bring them up-to-date on the new aspect of the study. Mr. Morgan Reese, head of the Evaluation Unit cooperated to the fullest in making these visits possible.

The third meeting planned resulted in Dr. Earl Jones and Dr. Joseph Di Franco spending two weeks in June, 1962, visiting regional offices, parish offices, and communities. Approximately 120 individuals were contacted; this included heads of the agencies down to head men and a

few farmers. In addition, various reports and documents were collected, read and studied. Mr. Hugh Shaw of the Evaluation Unit was assigned to the team and participated in the visitation conducted throughout the two weeks period.

To meet the deadline of July 1, 1962, set by the Minister of Agriculture and Lands, Drs. Earl Jones and Joseph Di Franco put their ideas and conclusions into a confidential report. This report was presented to the Minister and his staff prior to the departure of the Institute team.

It was at this meeting that the Minister asked that the report be made a public document and distributed to the interested parties. It was also decided that following this distribution Drs. Di Franco and Jones return to meet with the Minister and his staff for further discussions and planning. AID Representative Floyd Davis agreed to duplicate and distribute the report and make arrangements for the return of the Institute team. Drs. Di Franco and Jones returned in July and conferred with the Minister of Agriculture and Lands, his advisers, and the Minister of Development and Culture. This final report is published by the Inter-American Institute of Agricultural Sciences at Turrialba, Costa Rica.

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INTRODUCTION

This report is submitted as a result of a request for professional services to assist in the changes that will help strengthen the efforts in Jamaica to help people help themselves.

After an extensive study involving interviews with many individuals within the Coordinated Extension Services and intensively studying the documents of the various agencies, observations, conclusions and recommendations have been summarized to facilitate the transfer of the most pertinent facts. In addition to this summary a more detailed report will follow and be made available publicly.

To establish the frame of reference within which the consultants have worked, extension is defined as follows:

"Extension is an educational process through which trained personnel involve people to help them develop their social and economic potential."

The consultants do not consider that other requisites to social and economic development, such as credit, subsidies, marketing, cooperatives, health services, are in themselves extension. However, the extension process may be utilized to encourage people to better understand and acquire these necessary services and agencies and embodying these requisites can use the extension process.

Developing out of needs, agencies and programs are created to administer services and educate people. If these agencies and programs are successful, people's needs are partially or fully met. It follows that if this is so, these programs and agencies in themselves must change to meet other needs and solve new problems. This is progress. When agencies, individuals and programs do not change, they become obstacles to progress.

II

CONCLUSIONS AND OBSERVATIONS

1. A sincere desire is demonstrated by most of the personnel in the Coordinated Extension Services to discuss the problems and ways and means of strengthening the Services.

2. In spite of the frustrations and conflicts that exist there are activities and individuals which demonstrate appreciable effort and a dedication to help people. Every agency has some of these dedicated people.

3. The capabilities of staff are high and with additional in-service training they could effectively expand their achievements.

4. The staffs demonstrate a very high degree of loyalty to their agencies.

5. It is very evident that the Agencies within the Coordinated Extension Services are not coordinated except by regulatory statements. Coordination has received outward approval but very little actual acceptance.

6. It is also very evident that many of the individuals are not carrying on extension programs. There are two main reasons for this:

- a. Some agencies are primarily regulatory services.
- b. Many individuals are unable to carry out extension because they do not adequately know what extension work is or are not convinced of its value.

7. There is a tendency on the part of many to concern themselves with position and prestige instead of programs. This may be said another way too. Many are concerned with their respective organizations instead of what their organization should be doing.

8. A continuous conflict exists between the idea of coordinating the services and the desire or preoccupation to maintain independent identification of agencies.

9. Not enough leadership has been demonstrated to bring about change within programs, staffs and agencies to cope with the new problems and relationships. Too many tend to emphasize past successes and objectives as justification for the need to continue in spite of obvious failures.

10. Coordination has come to mean holding staff meetings and everyone attending all the meetings. It has resulted in too many wasteful hours and too many staff members attending farmers' or other organizational meetings. There is not enough real coordination of functions and programs.

11. An unfortunate situation exists in that the differences in titles, academic training and positions cause constant friction and dissatisfaction. Those with University background tend to think they should be accepted as leaders. Those of lesser training cannot understand why they do not receive like titles and salaries when they hold the same level positions.

12. The nature of many of the programs (schemes) has tended to lead rural families to believe that the function of government is to give services to them, even to providing free labor.

13. Not enough effort has been made to develop people to do things for themselves nor enough opportunity to build programs around people's needs except those that come from "membership" groups.

14. A predominant tendency exists toward the idea that only certain agencies can best carry out certain functions. A continuous struggle to define and maintain exact lines of authority as to these specific functions has reduced the efficiency of all the agencies.

15. Greater duplication and wasted effort occur in administration and supervision than on the field level. Too many people are

supervising in a small area but little or no coordination has been achieved in making this facet more effective. All supervision is done by individual agencies for individuals in their agencies.

16. It appears that more "coordination" is taking place in the Parishes and Divisions farthest from Kingston.

17. At lower levels in the organizational structure the relationships seem to be much better and more effective activities are occurring.

18. Present programs although dependent upon trained personnel do not give enough attention to the utilization of voluntary leaders. There is the belief that unless people are paid, they will not contribute toward development. A good example of how voluntary leaders can be used is evident in one agency.

19. Too many staff individuals were ready to discuss the faults and weaknesses of the related agencies but could not see much wrong with their own.

20. The differences in administrative lines of authority, the differences in reporting and the differences in time and method of program planning of the respective agencies do not make it easy to "coordinate".

21. Too many staff members become too involved with the promotion of services - issuing credit, subsidy payments, regulatory duties, paper work, housing, roads, coops, and water, and not enough attention is directed to the rural people affected by these services.

III

GENERAL RECOMMENDATIONS

1. Separate the agencies that are primarily regulatory and that provide direct services from those that are primarily educational. All regulatory efforts must be supported by an educational program if the people are to accept and cooperate with the program and have to receive the benefits commissioned. Usually the educational program is less effective if those responsible for educating the people are also responsible for the regulatory functions.

2. Define clearly which are the regulating functions and which are the educational functions in each agency so that the staffs can better understand which is expected of them.

3. Train personnel to know how to carry out their duties most effectively whether regulatory or educational.

4. Encourage cooperation and planning at all levels but do not force an unreal relationship through legislation or regulation.

5. Ministries are in themselves coordinating entities, and can help see that policy matters of mutual interest can be discussed and determined at the highest administrative levels.

6. Discourage the tendency to think of agencies rather than the purposes and objectives for which the agencies were created.

7. Whenever it is necessary to create a special program such as Land Authorities, credit or subsidies, a new organization should be created to carry out its own regulatory functions. In instances where special schemes are promoted that are designed to intensify efforts in a selected area, the program should have an administrative head assigned who would be the sole arbitrator for that area.

8. Serious consideration should be given to the idea of placing the Extension Services in the University including the supporting functions of the Training Unit, Evaluation Unit, Informative Service and Communications Training. It is obvious that any educational service or agency directly tied to government is often disorganized or reorganized with changes of governments or officials. Sponsorship through a University helps minimize these periodic costly occurrences.

IV

SPECIFIC RECOMMENDATIONS

Extension Service of MAL

The present Extension Service of MAL is not primarily doing educational work. It is saddled with the regulatory work involved in such projects as the ADP to such an extent that it does not have sufficient time nor staff to adequately give attention to education programs. In addition, the present Extension staff pattern does not include home economics, youth or information workers.

It is strongly recommended that an integrated Extension Service be organized which (1) does educational work and (2) provides trained staff that can work with all members of the rural family. This includes home economics and 4-H club work.

The Extension Service should be the educational arm for rural development. This goes beyond the idea of only providing technical knowledge and skills. It should be responsible for educating the rural people in the importance and usefulness of all the other services provided by the Government but should not be involved in the regulatory aspects of any of the other agencies. Extension should so work with people that they develop an awareness and interest in self initiative and self help. All available resources and services can be utilized to encourage and promote action but should not become ends in themselves.

A vigorous in-service training program should be provided to upgrade staff capabilities. A system of administrative supervision should provide a means to encourage program development, discover training needs of personnel, assist in training and provide cohesion to the work throughout the country.

The present extension personnel in general now work as subject matter specialists (technical advisors) and not as true Extension workers. This kind of backstopping for agents would be advisable provided they trained Extension workers (including 4-H staff) as well as participating in programs to transfer knowledge and skills. Extension personnel need to do follow-up to insure that education results in people practicing what they learn.

There now exists a misunderstanding of the roles of headmen. The use of this category of staff seems to leave the actual follow-up to inadequately trained personnel and has reduced the utilization of voluntary unpaid leaders in the extension process. If it is necessary to continue the use of paid headmen to assist Extension workers, attention and interest should still be applied to incorporating the idea of using voluntary leaders. Unfortunately, headmen, because they are paid, are considered labourers who must assist farmers. This "free labor" is one more instance of providing subsidy as a means to achieve goals - it does not necessarily educate people. Too many farmers believe in the new skills and practices only if someone does the actual work for them.

There are very great advantages to having the Extension organization working closely with or a part of the educational institutions within a country. Consideration should be given to placing the **Extension Service** within the University framework, thus probably strengthening both organizations. Recognizing that at present two Agricultural faculties exist, it is assumed that with Independence, delayed consideration will be given to developing a strong national educational institution. Attention should be directed to discussing ways and means of including the **Extension Service** in this overall educational framework.

If Extension cannot immediately be placed in the University, temporarily an integrated unit could be formed in the Ministry of Agriculture and Lands. This integrated unit should contain agriculture, home economics and 4-H club work.

Jamaica Social Welfare Commission

Most people interviewed by the team praised the work of JSWC. Some Extension personnel volunteered the information that Extension itself was doing little education but that JSWC was quite effective in this field and seemed to have the fewest problems in coordinating with other agencies on the field level. Further, the JSWC's approach of teaching and working directly with the people through individual home visits and through community organizations appears to be primarily responsible for the success they have achieved.

JSWC has demonstrated that this important phase of rural education can be accomplished and their methods should be emulated by all other rural agencies. Nevertheless, two reasons suggest that some reorganization might further Jamaican progress.

1. To facilitate the integrated approach of working with the family as a whole, most home economics, some aspects of community development, and some recreation activities should be incorporated into the new Extension Service.
2. Urban areas are growing so fast that tremendous social problems are developing. JSWC might well accept this challenge as its chief field of operation and apply its valuable knowledge and skills to these population centers.

In addition, JSWC could well continue with its literacy and cultural programs, some phases of recreation, and the generally accepted welfare functions of aiding indigent persons in rural areas.

Information Service

Providing information through printed materials, radio, and television is an important function of rural education. Extension usually provides this service, taking research results and other technical information and phrasing it in language the farmers can understand.

Considerable criticism has been voiced on the publications of JAS, MAI, and JSWC, emphasizing that they are too complicated and written for highly educated people.

Technical materials should be provided for government personnel and other educated groups. This should not be confused, however, with the need for those materials that can be used by the majority of rural people in Jamaica.

The evaluation team recommends that an information section be incorporated into the Extension Service but recognizes that an independent JAS will probably need to continue one of its own. Both of these services should concentrate on materials written for technical and rural consumption and not on official propaganda.

It seems desirable that in addition to being more closely allied to the Extension Service there are real advantages in placing information and communications sections within the University family.

Training Unit

The present training unit is primarily coordinating all staff educating efforts, so that the greatest possible benefit can be gained from the expenditure of Government money on training. In addition, it studies training needs and helps provide staff for courses. It does little direct training.

The Unit's work is complicated by being staffed by people from different agencies into another Ministry but working with several Ministries. It is also understaffed. It appears to the team that the training unit could more logically function as an arm of the University of the West Indies. Since there is presently no agriculture faculty, the Unit might operate as a separate service, as a part of the division of education, or within the field of social studies since its functions are closely allied.

All agencies should orient their supervisors toward using most of their time as trainers and should provide the knowledge and skills necessary to carry out this job. The supervisors should work closely with the Training Unit so as to best utilize all available resources.

Evaluation

To be effective, Evaluation must primarily be an educational process and has a place in any educational program. That is, it helps people and especially the trained workers to discover what development is needed, what methods are more effective, and what skills are necessary to accelerate progress. Every agency and the people themselves must be involved in carrying out evaluations so that they understand the results that provide the guide for change. Evaluations should not be viewed as police inspections. Without this cooperative effort, evaluations may cause resentment and increase the resistance to change.

It is therefore recommended that an Evaluation Unit be formed as part of UWI, preferably combined with the Training Unit and that it sees its functions as assistance to other agencies in:

1. Helping provide education as to the value of evaluation.
2. Helping develop evaluation skills and techniques.
3. Providing some necessary services for assisting with the coordination and execution of evaluation activities. This should include facilities for recording, tabulation and proper reporting of facts.

Adequate personnel and equipment should be provided whereby these functions can be carried out.

It is advisable and desirable that each agency build in some evaluation activities within their respective organization as a means of improving programs, methods and procedures.

In addition, however, it is necessary that there is another unit not attached to any agency which can carry on projects and activities designed to assist the agencies in their efforts, especially in such basic research as population trends, farm incomes, economic studies and social changes. These are of interest and necessary to all program development. The Economics Division of MAL and the Institute of Social and Economic Studies of UWI can well continue with this research.

Jamaica Agricultural Society

Historically, many of the organizations discussed in this report grew out of the JAS. It once provided most of the leadership for rural development. The interviewed people almost unanimously agreed however, that at present the position of JAS is not as successful as it has been and the organization does not achieve its objectives. The attempt to combine loyalty to government, party, and the JAS appears to be splintering the efforts of the JAS personnel and slowing down the work of other agencies. It was also judged that JAS was neither adequately contributing to rural education nor rural representation to the degree it should and in fact did at one time.

Independent farm organizations can provide a vital and effective force for rural development. JAS has contributed to rural development and should revitalize itself to again take its place in helping to develop Jamaica. One of the handicaps at present is that any direct ties to government may minimize any effect they may have as representatives of the people. The team therefore recommends that all government payments to JAS should be suspended and that the Society should reform itself to once again become a true representative of farm people rather than subsist under quasi government control and direction. All agencies therefore should be encouraged to work with JAS but should not be tied to it nor JAS to them.

JAS should strengthen its efforts in organizing the people for representation to government, in forming retail and wholesale buying and

marketing facilities, and encouraging cooperative action so that greater education and general development of rural people will be achieved. The Society's strength lies in these functions and can best be fulfilled without government's intervention.

Jamaica 4-H Clubs

Extension properly approaches social and economic development through involvement of the entire rural family and the community. The separation of youth into an organization apart from a true Extension Service cannot help but fragment the work and reduce the achievements. The team strongly recommends that 4-H become an integral part of Extension without a separate board and administration. To further its work, a separate budget and a 4-H staff are required. The staff must, however, work hand in hand with the other Extension agents. In no case should a separate statutory body be contemplated.

The reality of Jamaican social and economic life includes the fact that many young people must always leave the rural area to seek employment in urban centers. 4-H might well plan some vocational training in conjunction with the rural schools so as to help facilitate transition from farm to city life. In addition, more attention should be given to the development of voluntary leaders, youth leaders within the clubs, and the formation of senior clubs.

To avoid duplication of effort, the 4-H staff should be trained and be able to organize people and also do some teaching. To facilitate this, all future staff should be selected from candidates with agricultural, home economics or other necessary vocational training. The title "organizer" should be eliminated; agent, leader, worker or some other appropriate title should be substituted. The tremendous challenge that exists for doing youth work envisions a staff double the present number. However, expansion will only result in success if the personnel recruited received adequate training and encouragement. Most

of the increase should be women with home economics, crafts and other vocational training. The present staff should have the opportunity of increasing their knowledge of basic agriculture and home economics. Present and future staffs should be trained in sociology, psychology, and rural youth program methods.

Sugar Industry Labor Welfare Board

This organization was created to perform special functions for a special interest group. Within the confines of a well defined area, the group with which they work exhibits a homogeneity peculiar to the sugar industry. Since at present the sugar industry continues to provide funds for a separate organization for a special clientele and SILWB does not overlap to any great extent with other government activities, it seems advisable that the Sugar Industry Labor Welfare Board continue its program. It should not be necessary for other government agencies to extend their resources to duplicate what the Sugar Industry Labor Welfare Board is doing, but they may have mutual interests and should cooperate to that extent.

The Sugar Industry Labor Welfare Board is one of the agencies demonstrating that they have a fundamental grasp of the educational process called Extension. They do use unpaid voluntary leaders. They do form active community groups. These aspects are being incorporated into the educational program aimed at independent self help of people.

In any reorganization of Extension Services, the Sugar Industry Labor Welfare Board staff may well provide examples, trainers and leadership.

Agricultural Credit Board

Adequate credit is indispensable to rural development. An integral and necessary part of any credit program should be the education

of its proper use. This is implied in supervised credit programs. It seems that Jamaica has not been able to combine functions of extension education with credit supervision. The present Extension Service has become more involved in the necessary paper work and regulatory duties than with teaching. It is recommended that making of farm plans, approval of loans, and the supervision of the work be removed from Extension. Further, the team recommends that those Extension officers with long experience with credit may well serve as credit officers in the Credit Board. Their long experience has probably better prepared them for work in credit than in Extension. The personnel complement of the Credit Board may have to be substantially increased. The Agricultural Credit Board should now be included in Extension although the farm plans can be used effectively by Extension as a basis for teaching.

The present P.C. banks should be closely scrutinized. Those with a very small investment capital find it difficult to acquire the necessary facilities and services. Consolidation of some of these banks into larger units would make it possible to better use their resources and would place them in a better position to weather periods of financial adversity. The entire system of providing credit through farmers' cooperatives may need special attention.

Department of Lands

The acquisition and redistribution of lands is likely to increase in Jamaica. This department should devote greater attention to planning for this future activity and less to direct management of properties and people. The Extension Service should have enough personnel so that its staff can intensively plan and execute educational programs necessary in resettlement areas during the first five years. Thereafter the areas could be served at the same proportion of personnel as the rest of the country. The Lands Department should not have to keep a settlement officer in an area longer than five years except in unusual circumstances.

Land Authority

When it becomes necessary to create a special organization to accomplish certain goals, such as land authorities, the success is greatly dependent upon the administrator and his ability to weld a working team. Unless the Administrator is given sufficient authority to govern his team he cannot be held responsible for lack of successes. By the nature of the action of creating an "authority", it is necessary that this be so. However, at present the loaning (seconding) of staff from other agencies to the authority without relinquishing their respective controls affecting programs, minimizes the successes that otherwise would be more quickly achieved. If agencies cannot or will not relinquish their control to the authorities, the authorities should recruit their own staffs. In fact, it may be more desirable and practical in the long run for authorities to develop their own teams and not expect to use other agencies' staffs. Also this would not confuse rural people when they become used to seeing an Extension man do regulatory duties one time and educational work another.

Although "Land Authorities" are created to expedite some necessary action such as land rehabilitation or redistribution, these are not necessarily short time programs. Considerable effort and education is necessary to carry the people far enough in the direction of achieving the desired goals. This also requires a team that can adjust itself to the changing needs within the area under supervision. Regularly established government agencies may not be able to make the necessary changes in program, personnel, or administration to contribute to the efforts of the special agency.

Forestry Department

The primary work of the Forestry Department must of necessity be aimed at reclaiming forest lands, forests and utilizing resources to provide nursery stock. Its responsibility involves the use of

technical knowledge and the formulation of campaigns and propaganda to encourage greater public and personal interest in forestry problems. It can well provide information, technical knowledge, training and supervision to other government and private programs promoting proper land use or rural development.

It should be separate from any Extension Service but like any other technical service unit, cooperate with and work through Extension Services to educate people and/or promote projects.

Department of Cooperatives

This Department primarily assists in the legal formation and functioning of cooperative groups. Some of this assistance is educational but it appears it could operate as well outside Extension. The exclusion of the Department from Extension would simplify the organizational pattern of this latter agency.

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APPENDIX

HISTORICAL BACKGROUND

The Agricultural Policy Committee Report (Jamaica, June 1945) first recognized in print some of the elements of the now accepted principles of co-ordination, as follows:

1. (The need for) a defined and commonly understood policy for agricultural and rural development.
2. Definition of the boundaries of the respective departments and authorities to avoid overlapping and dual responsibility.
3. Preparation of consolidated departmental programs related to their respective boundaries.
4. The constant maintenance by Government, at the highest level, of supervision designed to ensure coordination among those agencies under Government control or provided for out of public funds.

On March 1st, 1955 the Chief Minister and Minister of Agriculture presided over a meeting of representatives of all departments and agencies which at that time were involved in the process of disseminating technical knowledge among rural people, in the process of organization related to the use of technical knowledge and development of local leadership, or in the process of education to secure the general betterment of all rural people. The representatives present were formed into a committee and were requested to draft a plan for effecting coordination of the work of all the departments and agencies.

The Committee reported on July 4, 1955, and arising from its recommendations on October 14th of the same year a Standing Committee on

Coordination of the Extension Services was established in the Ministry of Agriculture. It was decided that each representative of an agency should be accompanied by the chief executive officer of the agency, on a non-voting basis.

The terms of reference of the Committee were as follows:

1. To develop and maintain a general policy for securing collaboration between all the agencies concerned in agricultural extension work.
2. To supervise and keep under review the programmes of collaboration established from time to time.
3. To consult together and advise on all problems arising in the Farm Development Programme (1955-1960) with particular reference to collaboration between the several agencies involved.
4. To make recommendations in regard to any requirements of the collaboration program.

The Standing Committee on Coordination of the Extension Services began its work at the budgeting level, seeking to procure additional complements of staff for several agencies in order that collaboration might be effected at all levels of staff assignment. Thereafter, until 1959, committees were established in the fields of in-service training and publicity and information. Teams of extension staff made up of representatives of several departments and agencies were formed at the district, parish, divisional and island levels. Work on the land, in the homes among women and girls, among community groups and at farmers' meetings and field events, became coordinated. By 1958, offices at all levels except the top or island level were shared by the coordinated teams, and a Standing Committee of Chief Executive Officers of the Coordinated Extension Services had come into full and regular operation, to carry out the decisions of the Standing Committee on Coordination.

In 1959, a Parliamentary Secretary was appointed in the Ministry of Agriculture and replaced the Deputy Director (Extension Services) as Chairman of the Standing Committee on Coordination. At the same time the membership of the Committee was expanded to include representatives of the Sugar Industry Labour Welfare Board and the Agricultural Loan Societies Board (now the Agricultural Credit Board). Simultaneously, the membership of the committee was revised to exclude the chairmen of the Welfare Commission, the Jamaica Agricultural Society, and the 4-H Clubs Organization, while the Chief Executive Officers of these bodies became full voting members of the committee. By July, 1962, the Committee had been functioning for over two years without change in terms of reference or composition, with the single exception of the recent inclusion of the Conservator of Forests as a Member.

PRESENT ORGANIZATION

The Coordinated Extension Services are at present made up of the following:

1. Government Departments in the Ministry of Agriculture
 - a. Extension Service
 - b. Forest Department
 - c. Cooperative Department
 - d. Lands Department
 - e. Agricultural Credit Board Department
 - f. Christiana Land Authority
 - g. Yallahs Valley Land Authority
2. Quasi-official agencies
 - a. 4-H Clubs Organization
 - b. Jamaica Social Welfare Commission
 - c. Jamaica Agricultural Society
 - d. Sugar Labour Welfare Board

The Extension Service Department of the Ministry of Agriculture, as the title implies, proposes to carry technical information to farmers and research needs to the Research Department. In addition, Extension Service personnel are required to implement Government agricultural enabling programs and to service clients of the Agricultural Credit Board.

The Lands Department, as far as its coordinated aspect is concerned, is responsible for the establishment of new government land settlements and for supervision of settlers until they have achieved outright ownership of their lots of land.

The Jamaica Social Welfare Commission is responsible for rural social welfare in all its aspects, e.g. home and family living, literacy work, community development, non-agricultural cooperatives promotion, and recreation.

The Jamaica Agricultural Society is responsible for the organization of farmers for any agricultural purpose, including cooperatives, for mass media communications in agricultural publicity and information, for promoting and facilitating the marketing of agricultural products, and for representation of the views and needs of farmers and farm groups.

The Sugar Labour Welfare Board, financed by an assessment on sugar production, operates in exactly the same manner as the Social Welfare Commission, but confines its activities to areas of sugar production. This Board is very closely associated with the Welfare Commission.

The Extension Service, Lands Department, Agricultural Society, and Welfare Commission are provided with staff at four levels, that is, district, parish, division (four in the island) and island, and this staff occupy common offices except at the island level. The other departments and agencies vary in their staff structures and field assignments but all enter the coordinated pattern at any level at which they employ staff. At the four levels the coordinated staff

operate as a team in all planned operations, and up to a point in ad hoc operations, but at the same time retain the identity and autonomy of separate departments and agencies, much as a business man, a doctor, an engineer, and an accountant might operate under certain circumstances as a team.

The main joint operation of the Coordinated Services is the annual preparation of a development program made up of a series of plans of work including a wide range of practical social and economic objectives. Targets and achievements are evaluated every six months and adjustments are made in the light of experience and achievement. Many of the jointly prepared plans of work are jointly carried out, though no attempt is ever made to stifle essential independent action on the part of any department or agency. A single plan of work can, and often does, include the setting up of a number of literacy classes in a given district, the formation of a 4-H club, the development of all school gardens in the district, planned participation in the business of all agricultural meetings scheduled for the next six months, the planting of cacao or coffee or citrus, the organization of mutual help work groups among farmers, the formation of a series of study clubs and savings groups, the introduction of an improved bull to a district, or the opening of a new milk route. At the island level the Standing Committee continues to function in policy making and overall evaluation and the Chief Executive Officers' Committee continues to function in staff direction, spot assessments and evaluations, comprehensive reporting to the Standing Committee, and public relations at major field events.

I. PERSONNEL OF EIGHT MAJOR AGENCIES OF THE COORDINATED EXTENSION SERVICE
MAY 1962

AGENCY	PERSONNEL PROVIDED FOR 1961-1962				FIELD PERSONNEL ACTUALLY EMPLOYED					
	1/ Field	2/ Office			Field Staff as a Percent of Total Agency Staff	Field Staff Actually Employed	Agency Staff as a Percent of Total Complement	Ratio of Field Staff to Num- ber of Farms	Ratio of Field Staff to Acreage Served	
		3/ Tech	Cler- ical	Total						
Extension Department, MAL	435	1	73	74	513	85.6	414	48.4	1 : 482	1 : 4,403
Jamaica Agricultural Society	88	13	90	103	191	46.0	84	9.8	1 : 2374	1 : 21,701
4-H Clubs	21	2	3	5	26	84.0	21	2.5	1 : 9495	1 : 86,805
Jamaica Social Welfare Commission	165	14	35	49	214	77.0	147	17.1	1 : 1357	1 : 12,401
Agricultural Credit Board	51	5	22	27	58	53.0	28	3.3	1 : 7121	1 : 65,103
Sugar Industry Labour Welfare Board	65	3	6	9	74	88.0	49	5.7		
Yallahs Valley Land Authority	65	1	16	17	82	79.0	65	7.6	1 : 36	1 : 676
Christiana Area Land Authority	48	1	14	15	63	76.0	48	5.6	1 : 211	1 : 1,235
Total	922	40	259	299	1221	75.5	856	100.0	1 : 233	1 : 2,130

Source: Records of Respective Agencies and Estimates for Financial Year 1961-62.

- ¹/Field staff include all paid personnel including headmen in contact with farm people and all divisional staff that are not "clerical".
- ²/Professional and Technical personnel under "Office" include administrative and managerial staff in Head Office (Kingston) only.
- ³/Clerical staff under "Office" include all office personnel whether in Head Office or local field offices.

NOTE

1. The field personnel of the Jamaica Agricultural Society, the Jamaica Social Welfare Commission and the 4-H Clubs include the staff of these agencies employed in the Yallahs Valley and Christiana Area Land Authorities. Accordingly, the figures for the Yallahs Valley Land Authority as well as the Christiana Area Land Authority exclude their JAS, JSWC and 4-H Club staff.
 2. The office staff of the Jamaica Agricultural Society include 34 clerks paid from funds accruing from its commercial operations.
 3. Number of farms in Jamaica is 194,400 (Sample Survey of Agriculture Department of Statistics, Kingston, 1958).
 4. The number of acres in farms = 1,822,900 (Sample Survey of Agriculture, Department of Statistics, Kingston, 1958).
 5. Yallahs Valley Land Authority (Improvement Area) - 44,000 acres (1st Annual Report, YVLA); 2,365 farms (Yallahs Valley Evaluation Report, 1951-1961).
 6. Christiana Area Land Authority: 59,270 acres; 10,141 farms (Christiana Area Land Authority Annual Report, 1955).
 7. The field staff of the Sugar Industry Labour Welfare Board is deployed only in Sugar Estate areas. Hence it would not be useful to show the ratio of their staff to the Island's farms or to the Island acreage.
 8. Field and office personnel include only paid staff.
-

II. NORTHERN DIVISION

Field Personnel of Major Agencies of
Coordinated Extension Services
May 1962

Agency	Divisional	Portland	St. Mary	St. Ann	Total
Ext. Dept., MAL	4	36	43	27	110
J.A.S.	2	5	5	6	18
4-H Clubs	1	1	1	2	5
J.S.W.C.	5	7	8	7	27
A.C.B.	4	1	1	1	7
S.I.L.W.B.	-	-	2	3	5
Total	16	50	60	46	172

III. SOUTHERN DIVISION

Field Personnel of Major Agencies of
Coordinated Extension Services
May 1962

Agency	Divisional	St. Thomas	St. Andrew	St. Catherine	Total
Ext. Dept., MAL	4	33	33	39	109
J.A.S.	1	5	5	6	17
4-H Clubs	1	1	2	1	5
J.S.W.C.	7	8	8	8	31
A.C.B.	4	1	-	1	6
S.I.L.W.B.	-	4	-	10	14
Total	17	52	48	65	182

IV. CENTRAL DIVISION

Field Personnel of Major Agencies of
Coordinated Extension Services
May 1962

Agency	Divisional	Clarendon	Manchester	St. Elisabeth	Total
Ext.Dept., MAL	4	47	26	28	105
J.A.S.	2	6	6	6	20
4-H Clubs	1	1	1	1	4
J.S.W.C.	6	9	8	9	32
A.C.B.	4	1	1	1	7
S.I.L.W.B.	-	10	-	3	13
Total	17	74	42	48	181

V. WESTERN DIVISION

Field Personnel of Major Agencies of
Coordinated Extension Services
May 1962

Agency	Divisional	Westmore land	Hanover	St. James	Trelawny	Total
Ext.Dept., MAL	5	23	27	20	15	90
J.A.S.	2	5	5	5	3	20
4-H Clubs	1	1	1	1	1	5
J.S.W.C.	6	10	7	8	7	38
A.C.B.	4	1	1	1	1	8
S.I.L.W.B.	-	6	2	4	3	15
Total	18	46	43	39	30	176

VI. EXTENSION DEPARTMENT M.A.L.
Field Personnel in the Coordinated Extension Services
May 1962

	NORTHERN				SOUTHERN				CENTRAL				WESTERN				Total (Island)		
	Div.	Port Land	St. Mary	To- Ann tal	Div.	St. Thomas	St. Andrew	St. Catherine	To- tal	Div.	Ciar- Man endon	St. Elizabeth	To- tal	Div.	West more Land	Han- over James		St. Lawn	To- tal
C.A.O.	1			1	1				1	1			1	1				1	4
S.A.O.	-			1	1				1	1			1	1				1	3
A.O.	2			2	1				1	1			1	1				1	5
A/C.A.O.	-			-	-				-	-			-	-				1	1
D/L.O.	1			1	1				1	1			1	1				1	4
P.A.O.	1	1	1	3		1	1	1	3	1	1	1	3	1	1	1	1	4	13
A/P.A.O.	1	1	1	3		1	1	1	3	1	1	1	3	1	1	1	1	4	13
P/L.O.	1	1	1	3		1	1	1	3	1	1	1	3	1	1	1	1	4	13
A.A.	5	6	6	17		5	6	8	19	10	7	9	26	6	5	5	4	20	82
HDMN.	28	34	18	80		25	24	28	77	34	16	16	66	14	19	12	8	53	276
Total	4	36	43	27	110	4	33	39	109	4	47	26	105	5	23	27	15	90	414

C.A.O. -- Chief Agricultural Officer
S.A.O. -- Senior Agricultural Officer
A.O. -- Agricultural Officer
A/C.A.O. -- Assistant to Chief Agricultural Officer
HDMN. -- Headmen
D/L.O. -- Divisional Livestock Officer
P.A.O. -- Parish Agricultural Officer
A/P.A.O. -- Assistant Parish Agricultural Officer
P/L.O. -- Parish Livestock Officer
A.A. -- Agricultural Assistant

VII. JAMAICA AGRICULTURAL SOCIETY
 Field Personnel in the Coordinated Extension Services
 May 1962

	NORTHERN				SOUTHERN				CENTRAL				WESTERN				Total Island	
	Port Land Div.	St. Mary Ann	St. Andrew	To- total	St. Thomas	St. Andrew	St. Catherine	To- total	Div. Clarendon	Man- chester	St. Elizabeth	To- total	West- more land	Han- over James	St. James	Tre- lawny		To- total
	1	1	1	3	1	1	1	3	1	1	1	3	1	1	1	1		1
S.B.O.	1			1				1				1					1	4
C.M.O.	1			1				1				1					1	3
B.O.		1	1	3	1	1	1	3	1	1	1	3	1	1	1	1	4	13
A/B.O.		1	1	3	1	1	1	3	1	1	1	3	1	1	1	-	3	12
P.O.	3	3	3	10	3	3	4	10	4	4	4	12	3	3	3	2	11	43
Total	2	5	6	18	1	5	6	17	2	6	6	20	2	5	5	3	20	75

IN LAND AUTHORITIES:		Total
Branch Organizers		2
Assistant Branch Organizers		1
Project Officers		6
Total		84

S.B.O. -- Senior Branch Organizer
 C.M.O. -- Cooperative Marketing Officer
 B.O. -- Branch Organizer
 P.O. -- Project Officer

VIII. 4-H CLUBS
 Field Personnel in the Coordinated Extension Services
 May 1962

	NORTHERN				SOUTHERN				CENTRAL				WESTERN				Total Island				
	Div. land	St. Mary	St. Ann	To- tal	Div.	St. Thomas	St. Andrew	St. Catherine	To- tal	Div.	Clar- endon	Man- chester	St. Elizabeth	To- tal	Div.	West- more- land		Han- over	St. James	Fre- lawny	To- tal
S.B.O.	1			1	1	1		1	1	1				1	1					1	4
P.O.		1	2	4		1	2	1	4		1	1	1	3		1	1	1	1	4	15
Total	1	1	2	5	1	1	2	1	5	1	1	1	1	4	1	1	1	1	1	5	19
<u>IN LAND AUTHORITIES</u>																					
Parish Organizers																					
Total																					
																				2	
																				21	

S.B.O. -- Senior Branch Organizer
 P.O. -- Parish Organizer

IX. JAMAICA SOCIAL WELFARE COMMISSION
 Field Personnel in the Coordinated Extension Services
 May 1962

	NORTHERN				SOUTHERN				CENTRAL				WESTERN				Total Island	
	Port land	St. Mary	To-Ann	Total	Div. Thomas	St. Andrew	St. Catherine	Total	Div. endon	Manchester	St. Elizabeth	Total	West more land	Han- over James	St. James	Tre- lawny		Total
	Div.	St.	St.	To-	Div.	St.	St.	To-	Div.	Man-	St.	To-	West	Han-	St.	Tre-		Total
S.C.D.O.	1			1	2			2	1			1	1				5	
COOP.OFF.	1			1	2			2	2			2					7	
H. ECON.	1			1	1			1	1			1					4	
LIT.OFF.	1			1	1			1	1			1					4	
CIN.LEC.	1			1	1			1	1			1					4	
C.D.O.	1	1	1	3	1	2	1	4	1	1	1	3	1	1	1	1	14	
A/C.D.O.	1	1	1	3	1	1	1	3	1	1	2	4	1	1	2	1	15	
V.I.'s	5	6	5	16	5	6	6	17	7	6	6	19	8	5	5	5	75	
Total	5	7	8	27	7	7	8	31	6	9	9	32	6	10	7	8	128	
IN LAND AUTHORITIES:																		
Community Development Officers																		
Assistant Community Development Officers																		
Village Instructors																		
Total																		
147																		

S.C.D.O. -- Senior Community Development Officer
 COOP.OFF. -- Cooperative Officer
 H. ECON. -- Home Economics
 LIT.OFF. -- Literacy Officer
 CIN.LEC. -- Cinema Lecturer
 C.D.O. -- Community Development Officer
 A/C.D.O. -- Assistant Community Development Officer
 V.I.'s -- Village Instructor

X. AGRICULTURAL CREDIT BOARD
Field Personnel in the Coordinated Extension Services
 May 1962

	NORTHERN				SOUTHERN				CENTRAL				WESTERN				Total Island			
	Port Div.	St. land	St. Mary	To- tal	Div.	St. Thomas	St. Andrew	St. Catherine	To- tal	Div.	Clar- endon	Man- chester	St. Elizabeth	To- tal	West more land	Han- over		St. James	Tre- lawny	To- tal
	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1		1	1	1
BR/MNGR.				1					1						1				1	4
INSP.OFF.				1					1						1				1	4
INSP.WKR.				2					2						2				2	8
C.O.				1					1						1				1	12
Total	4	1	1	7	4	1		1	6	4	1	1	1	7	4	1	1	1	8	28

BR/MNGR. -- Branch Manager
 INSP.OFF. -- Inspecting Officer
 INSP.WKR. -- Inspection Worker
 C.O. -- Credit Officer

XI. SUGAR INDUSTRY LABOUR WELFARE BOARD
 Field Personnel in the Coordinated Extension Services
 May, 1962

	EASTERN DIVISION						WESTERN DIVISION							
	Div.	St. Ann	St. Mary	St. Thomas	St. Catherine	Clarendon Total	Div.	Trelawny	St. James	Hanover	Westmoreland	St. Elizabeth	Total	
DIV.OFF.	1					1	1						1	2
C.D.O.		2	2	2	5	4		2	1	1	2	2	8	23
V.I.				1	1	3			1		2		3	8
C.N.		1		1	4	3		1	2	1	2	1	7	16
Total	1	3	2	4	10	10	1	3	4	2	6	3	19	49

DIV.OFF. -- Divisional Officer
 C.D.O. -- Community Development Officer
 V.I. -- Village Instructor
 C.N. -- Clinic Nurse

XII. YALLAHS VALLEY LAND AUTHORITY

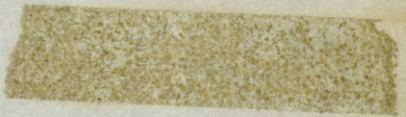
Field Personnel in the Coordinated Extension Services
May 1962

Office	Total
Executive Chairman	1
<u>Agricultural Extension</u>	
Executive Agricultural Officer	1
Senior Extension Officer	2
Agricultural Extension Officer	9
Assistant Agricultural Extension Officer	11
Headmen	36
<u>Finance and Credit</u>	
Finance and Credit Officer	1
Assistant Credit Officer	1
<u>Engineering</u>	
Engineer	1
Works Overseer	1
Topographer	1
<u>Total</u>	<u>65</u>
<u>Jamaica Agricultural Society</u>	
Branch Organizer	1
Project Officer	2
<u>Jamaica Social Welfare Commission</u>	
Community Development Officer	1
Assistant Community Development Officer	1
Village Instructor	8
<u>4-H Clubs</u>	
Parish Organizer	1
<u>Total</u>	<u>79</u>

XIII. CHRISTIANA AREA LAND AUTHORITY

Field Personnel in the Coordinated Extension Services
May 1962

<u>Office</u>	<u>Total</u>
Executive Chairman	1
Executive Agricultural Officer	1
Finance and Credit Officer	1
Assistant Finance and Credit Officer	1
<u>Agricultural Extension</u>	
SNR Agricultural Extension Officer	3
Agricultural Extension Officer	10
Headmen	8
<u>Development</u>	
SNR Development Officer	1
Development Officer	2
Assistant Development Officer	20
<u>Total</u>	<u>48</u>
<u>Jamaica Agricultural Society</u>	
Branch Organizer	1
Assistant Branch Organizer	1
Project Officer	4
	} 6
<u>Jamaica Social Welfare Commission</u>	
Community Development Officer	1
Assistant Community Development Officer	1
Village Instructor	7
	} 9
<u>4-H Club</u>	
Parish Organizer	1
<u>Total</u>	<u>64</u>



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