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A REVIEW OF THE
POPULATION AND
FAMILY PLANNING SERVICES PROJECT

USAID/JAMAICA

by

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GLOSSARY

DDD	Demographic Data for Development
GOJ	Government of Jamaica
INPLAN	Integrated Population and Development Planning II
NCHS	National Center for Health Statistics
NFPB	National Family Planning Board
PIOJ	Planning Institute of Jamaica
PPCC	Population Policy Coordinating Committee
PRB	Population Reference Bureau
RAPID	Resources for Awareness in Population Development
RGD	Registrar General's Department
STATIN	Statistical Institute of Jamaica
TFG	The Futures Group
TFR	Total Fertility Rate
USAID	United States Agency for International Development
UWI	University of the West Indies
WHS	Westinghouse Health Systems

EXECUTIVE SUMMARY

The purpose of this consultancy for the United States Agency for International Development (USAID)/Jamaica was to review and assess the Population and Family Planning Services Project (# 532-0069) originally scheduled for completion in March 1986 but extended until March 30, 1987. According to the scope of work for this consultancy, this assessment was intended to assist USAID/Jamaica focus support on those components of the project which will have the greatest degrees of success in meeting the project's objectives. It was also suggested that other areas, not previously included in the project, might be considered if appropriate.

There are two basic parts to the project: one emphasizing family planning and contraceptive delivery, the other three non-family planning activities -- demographic research and training, data gathering and analysis, and dissemination of population policy goals. This report concentrates on the latter areas.

With a relatively low total fertility rate (TFR) and with substantial external migration, Jamaica's current rate of population growth of about 1.2 percent per year may not seem an acute problem, especially when compared to countries like Kenya, for example, where growth rates exceed 3.0 percent per year. Furthermore, as the acceptance of a National Population Policy by the GOJ indicates, government leaders are aware that population growth is an issue to be seriously considered. As a result, considerable effort has been placed on family planning and improved contraceptive delivery.

Despite progress, Jamaica still faces difficult population problems. For one thing, it is a small island nation with a limited carrying capacity. For another, external migration has long served as a safety valve for overpopulation, but Jamaica would prefer to keep its young people and in addition, receiving countries are placing increasing limitations on immigration. Thus, it is crucial that Jamaican fertility be reduced substantially so that the population will eventually become stationary at a number within the island's carrying capacity.

After meeting with the directors of the various agencies involved in the project, and after reviewing the overall Jamaican demographic picture, the consultant concluded that, while all three non-family planning activities remain important and should be supported, Jamaica has reached the stage where future emphasis should focus primarily on family planning and contraceptive delivery programs. Indeed, insofar as possible, non-family activities should complement these programs.

Most important of all non-family planning activities are those concerned with the dissemination of population policy and other demographic information to as wide an audience as possible. It is particularly important that the official population policy of the GOJ be made known to all Jamaicans. It is equally important that citizens become aware of the impacts of various levels of fertility and migration on all sectors of the society.

Data gathering and data analysis, and research and training are of secondary and tertiary importance respectively, and wherever possible, should complement the increased focus on dissemination. Project specific recommendations included in the report are

o Project Organization

1. To elevate the stature of family planning agencies, the Government should transfer the National Family Planning Board out of the Ministry of Health and give it independent status and it should rename the Population Policy Coordinating Committee the National Population Commission.

2. The four subprojects and two technical assistance projects in the project should be reorganized into a new entity which would deal directly with USAID/Jamaica. Meetings among the subprojects should be scheduled regularly and a lead agency should be designated.

o Subprojects

1. The Planning Institute of Jamaica should be the lead agency in dissemination of information about population policy, both through contacts with other government and nongovernmental organizations and through production and dissemination of materials. A program should be developed in-house for school children, a specialist in information, education and communication should be hired, and outside contractors should be used to ensure these efforts are effective.

2. Registrar General's Department has made strides in gathering vital statistics. Additional assistance from USAID could permit publication of findings and publicity for its activities, which might lead to higher completion rates.

3. Statistical Institute of Jamaica has done fine work with censuses and surveys, and USAID could now help fund production and distribution of reports based on the wealth of material which has been accumulated. USAID should also expedite

delivery of an IBM-PC microcomputer.

4. The Population Council should continue work on issues relevant to the National Population Policy, with a focus on current problems, perhaps specifically on changes in U.S. immigration laws.

5. University of the West Indies needs USAID assistance for one more year specifically to help institute changes which might make a success of its program for demographers. University research programs, however, need no further assistance.

6. Short-term training should be provided for Jamaican population officials at appropriate U.S. institutions under one or more of the existing AID training contracts.

7. A Caribbean-wide program, over the long run, would provide the answer for training for government officials. Funding should come both from regional USAID sources and international donors.

8. National Center for Health Statistics deserves considerable credit for upgrading the work of the Registrar General's department through technical assistance and U.S. training. USAID should continue this assistance.

I. INTRODUCTION AND BACKGROUND

I.1 Purpose of Assignment/Scope of Work

The consultant was requested to review and assess the Population and Family Planning Services Project (#532-0069) of the United States Agency for International Development (USAID), originally slated for completion in March 1986 and now extended for an additional year. The scope of work requested that he identify those project elements which have the greatest potential for success in meeting project objectives. It also suggested that he propose new areas for USAID involvement both over the next 18 months and under an expanded follow-up project.

The project's specific objectives include strengthening and expansion of the family planning services delivery systems, expansion of the family planning motivational and educational network and the improvement of population data collection and analysis systems. Two consultants were engaged to review the project. One focused on family planning and contraceptive delivery. This consultant focused on what is referred to hereafter as "non-family planning activities," namely on dissemination of population policy goals, data gathering and analysis, and demographic research and training. In consultation with USAID staff, he decided to approach the issue on two levels. He began at the policy level by ranking the four project goals and moved to the project level, using his policy rankings as a framework to govern his recommendations for each project component.

I.2 Methodology

The consultant met with the directors of the various agencies involved in the project (see Appendix A). He reviewed all documents including progress reports that relate to the project and also undertook a general review of the overall Jamaican demographic picture. In ranking the project goals, he also drew on his personal knowledge of demography and evolution of family planning programs elsewhere.

II. OBSERVATIONS AND FINDINGS

II.1 Status of Family Planning Efforts in Jamaica

The emphasis of outside assistance to population programs depends ultimately on the stage at which the receiving country stands in its efforts to curb population growth. Countries tend to follow a predictable pattern in their stance towards population. First must come awareness that population increases pose a problem. At this point the reaction is often simply to build more schools and housing units to accommodate the growth. Later policymakers may conclude that perhaps something should be done to limit population growth. Until such a conclusion is reached, little can be accomplished by family planning programs.

Once policymakers are convinced of the need to limit growth and are willing to do something about it, the development of a formal policy, as in Five Year Plans, is the next logical step. During these two preliminary stages, outside assistance usually supports efforts in research and training, and data gathering and analysis.

Once a Population Policy has been enunciated, however, family planning and contraceptive delivery programs become increasingly important to the success of the country's emerging population policy. At this time, to increase support and demand for these programs, efforts usually turn to dissemination of the policy within wider government circles and to the country as a whole.

Jamaica can be counted among countries which are well on the way to taking the steps needed to curb their population growth. Her current rate of population growth of about 1.2 percent per year is very moderate, especially when compared to countries like Kenya, for example, where growth rates exceed 3.0 percent per year. A National Population Policy has been promulgated and accepted, indicating awareness of leaders that population growth is a problem to be seriously considered. Considerable effort has also been placed on family planning and improved contraceptive delivery.

The National Population Policy reflects the Government of Jamaica's (GOJ) understanding that Jamaica's growth must be curbed further if land resources on this small island are not to be exhausted. It is unlikely, however, that its goals will be met. The goal that the population be stabilized at 3 million in the year 2000 is based on a demographic assumption which must be considered questionable. It is unlikely that the total fertility rate will have fallen to replacement level from its current 3.4 by that time. Jamaica's desire to keep its skilled young

people, reflected in the goal of reducing external migration, may also be thwarted. Furthermore this goal is counterproductive in relation to the overall objective of stabilizing the size of the population. (For more information on the National Population Policy goals and a projection of Jamaica's population problems, see Appendix B.)

While awareness exists of the problems associated with population growth, there remains some doubt as to the commitment of the GOJ to carrying out the National Population Policy, now that it has been enunciated. This laissez-faire attitude may also reflect the current thinking of political leaders, who are understandably more concerned with pressing economic and political issues than with long term population-related issues.

Furthermore, it is widely felt that many people throughout the nation still have little if any knowledge of the National Population Policy. At the time of its promulgation in Parliament, it received considerable media attention, but since 1983 little space has been devoted to population matters, except to report on rare political statements on the topic. Some progress has taken place in poster displays and other fertility oriented advertising, but considerably more attention should be given to the dissemination of the message of the National Population Policy itself.

To summarize then, although Jamaica has reached the stage where program planners should emphasize family planning service delivery, considerably more work needs to be done to heighten awareness. At this point, the target groups are no longer the top layer of policymaking officialdom. Instead, lower echelon government officials, political leaders and the population at large need to become aware of the importance of making family planning programs succeed.

II.2 The Project

II.2.1 Project Organization

The host country implementing agency is the Jamaica National Family Planning Board (NEPB), a GOJ parastatal agency. The three public sector institutions that receive grant assistance and are responsible for the population data collection and analysis activities are

- o the Manpower Development and Population Unit of the Planning Institute of Jamaica (PIOJ), (formerly the National Planning Agency).

- o the Statistical Institute of Jamaica (STATIN) (formerly the Department of Statistics); and
- o the Registrar General's Department (RGD).

In addition the NFPB coordinates project support to the University of the West Indies (UWI). The Board evaluates each organization, makes recommendations as to funding and calls quarterly meetings of their directors.

While the Board's concerns are primarily in the area of contraceptive delivery, it has also shown considerable interest in increased dissemination of population policy. Concern for data gathering and data analysis, however, are not so obvious, and it appears that the NFPB suffers from administrative shortcomings that may curtail its effectiveness in handling activities not directly related to contraceptive delivery. Though parastatal, NFPB administratively reports to the Ministry of Health (MOH). Whether being subordinate to an authority whose main concerns are public health vitiates NFPB's credibility and effectiveness as a family planning agency remains an open question today in Jamaica.

II.2.2 Accomplishments of Subprojects

II.2.2.1 Planning Institute of Jamaica. USAID/Jamaica is supporting the development of a population unit within the Population and Manpower Unit of the PIOJ. Primarily, the Unit serves as the secretariat for the Population Policy Coordinating Committee (PPCC). The PPCC has representatives from government ministries and universities who meet regularly to discuss population policies. As secretariat, the Unit planned for Jamaica's involvement in the World Population Conference in Mexico City in 1984. Secondly, the unit is responsible for monitoring the activities of other ministries to see that population-related matters are considered in their deliberations and to provide population inputs into those sectors as appropriate. Thirdly, it has responsibility for the dissemination of information about the National Population Policy.

The unit is also engaged in a variety of other activities which seem of lesser importance. For example, a UN volunteer economist on loan to the unit is examining a cost-benefit program developed by the Population Council (Section II.2.5). Arrangements are being made to develop parish level projections and funding has been requested. Only this latter activity appears directly related to the USAID Project.

Support from USAID has included funding of (i) the printing and distribution of additional copies of the National Population Policy statement, which have been placed in all the schools and libraries of the nation, and (ii) the purchase of numerous overseas commodities including a vehicle and a microcomputer. USAID/Jamaica has also agreed to fund the position of information, education and communication (IEC) specialist in the Unit. Interviews with interested candidates are presently being conducted.

To date, the performance of PIOJ's Population Unit has been disappointing. Currently the Unit appears to be in a state of transition. Some time ago it lost its director, who had been sent abroad for doctoral level training in statistics and demography. The Unit is now struggling to maintain all its activities, even those which appear to go beyond its jurisdiction.

PIOJ is in the process of submitting a proposal to The World Bank for the funding of a number of population-related programs, including the dissemination of population policy. Approval by The World Bank would change the course of events insofar as the Project is concerned.

II.2.2.2 Statistical Institute of Jamaica (STATIN). STATIN is the prime source of population information in the country. The 1982 Census was undertaken by STATIN and is being analyzed by its professional staff. All indications suggest a fairly complete enumeration of the nation's population. STATIN also conducts occasional household surveys to gather additional information on the state of the population.

With funding from USAID/Jamaica, a Population Unit has been established within STATIN. The Unit staff consists of a junior demographer and two statistical officers as well as clerical officers.

The Population Unit is comprised of a highly motivated and competent staff. The Unit has benefited extensively from USAID/Jamaica assistance in both staff salaries, including the director's, and training assistance. For example, the junior demographer recently completed a three-week training program at the U.S. Bureau of the Census on the utilization of demographic software programs for microcomputers. Many of these sophisticated programs are already being used by Unit staff.

STATIN works closely with the Registrar General's Department (RGD) and has paid for some of the latter's recent publications. It has also published two major publications of its own on demographic statistics. Furthermore, the Unit staff prepares

short articles for "Statistical Review," the monthly STATIN publication. A survey on internal migration is underway and the field work, consisting of 6,000 interviews, has just concluded. Useful findings are anticipated from the analysis of this survey.

II.2.2.3 Registrar General's Department (RGD). RGD is responsible for the gathering of all the vital statistics for the nation. These include marriages and divorces as well as births and deaths. The department has been transferred from one ministry to another over the past few years, but the staff appears to have retained its dedication. Currently, it is housed under the Minister (not Ministry) of Construction and Trades. This Minister is also responsible for the development of a proposed national identity card. Clearly there is a close relationship between such a card and vital statistics such as births and deaths.

Thanks to technical assistance from the U.S. National Center for Health Statistics (NCHS) (Section II.2.2.5) under the project, as well as special training programs in the U.S. attended by senior staff, also funded by the project, much improvement has taken place at RGD over the past few years. Birth registration is now estimated to be about 94 percent complete. Death registrations are somewhat behind, particularly infant deaths, accounting for the extremely low published infant mortality rate. Strong efforts are being made currently to improve the coverage of all deaths.

Many activities funded by the project are contributing to the improved situation at RGD. An intensive program of training local registrars is well underway. Although incredibly underpaid for their services, these local registrars perform a very important duty. Without their assistance, it would be impossible even to contemplate 100 percent registration of births and deaths. While this program is not as yet complete, over half of all local registrars have already received some training. Another important activity is the producing of publicity posters describing the importance of registering births and deaths. These posters are ready for distribution to all cities and towns in Jamaica. There is great hope that they will produce results - that is, increased registrations.

The project has funded the purchase of four microfiche readers. This allows the storage of original statistical records and makes it much easier to locate the appropriate form when requested. The number of such certificate requests is estimated to be about 250,000 per year.

A national conference on vital statistics is scheduled for November 1983. Consultants from NCHS have been involved with

preparations. The goal is to attract 100-150 people in and out of government to make them aware of the importance of vital statistics and to improve assessment of the needs of the people in this area.

USAID/Jamaica should take pride in its accomplishments with RGD. Without such assistance, the Department would have never achieved even the limited success noted in recent years. More needs to be done, however. Vital statistics still lag by a few years, particularly death records. Without such data being available as quickly as possible, it is impossible to calculate birth or death rates, let alone more specific measures like total fertility rates. With the assistance of STATIN, the births for 1977-81 have been published. A similar report on deaths is forthcoming. Data on births are available through 1983 and RGD would like to begin publishing combined reports on births and deaths. The first would be for 1982 and 1983. Thereafter, an annual report would be published.

II.2.2.4 University of the West Indies. The Sociology Department of UWI has offered courses in demography for many years. Its senior demographer is an internationally respected scholar who has served as a consultant to the United Nations and The World Bank. The department also has a number of other competent sociologists trained in either demography or research and statistical methods. Two subprojects at UWI are supported by the project: one has funded research activities and the other is continuing support to a graduate program in Population Studies.

The research subproject has produced two useful studies. Women, Work, and Family documents the findings of a small qualitative survey. The manuscript is complete and a copy has been given to USAID/Jamaica. It is a well-written document describing the changing situation among Jamaican women and how this affects the family structure. International Migration and Occupational Mobility is not as yet complete and awaits the author's return from sabbatical leave. These two studies mark the completion of this particular subproject.

The diploma program in Population Studies, while academically adequate, has been a disappointment. In its first two years only 12 students have matriculated. As of mid-September 1985, the staff was still recruiting students for this academic year (1985-86). Several factors have contributed to the difficulty in attracting students. Although there is no tuition, employers (usually government ministries) must give their employee a year's leave of absence with pay to enroll in the program. In a situation where all ministries complain of staff shortages, such reluctance is understandable, in particular since it appears

that some ministries see little value in the program. Their viewpoint reflects the failure to disseminate the importance of demographic changes to all segments of the society. A second problem is that the program offers only a diploma, not a master's degree. More professionals might be more interested in the program if the more advanced degree were offered.

II.2.2.5 Technical Assistance Contracts. Two such contracts are currently in effect, one with The Population Council and the other with NCHS. Both contractors have been of great assistance to the various organizations with whom they have been working in Jamaica.

The Population Council has been involved in Jamaica for several years, particularly in the development and writing of the original National Population Policy statement and in the development of population policy work in Jamaica. The Council has also provided assistance in the development of appropriate facilities for computers, produced a report on remittances by Jamaican emigrants to the U.S., and advised on how to develop a fertility cost-benefit analysis, work which will be extremely useful as evidence of the savings to the GOJ that will result from reductions in family size. Another worthwhile exercise is the updating of the original population growth projections with new data available from the 1982 Census. The actual computations were done at STATIN utilizing the new software program mentioned earlier.

USAID does not appear to exercise much supervision over The Population Council, and a considerable portion of The Population Council contract remains unspent. The contract is due to expire December 31, 1985.

NCHS's prime efforts have been directed to assisting RGD. Technical assistance has been provided both in-country and through visits for RGD staff to the U.S. and in every case has proved of great utility. NCHS is using its remaining funds to install a microcomputer system at the RGD this coming fall. The system will be designed to support a variety of statistical, accounting and word processing applications. It will provide RGD with the ability to edit and tabulate its own data, if so desired. Training in its use will also be provided under this arrangement.

II.2.3 Contributions of Subprojects in Areas of Non-Family Planning

In summary, the success of the non-family planning aspects of the project have perhaps been most marked in the area of data

gathering. The performance of both RGD and STATIN have improved appreciably, in no small part due to USAID's assistance. The Population Institute too has contributed much to the country's ability to collect and analyze data, and UWI has produced two useful population studies. Training efforts at UWI have not been equally successful, but the fact remains that Jamaica's staff in all ministries is on the whole more demographically literate than in many similar countries. The area which to date has seemingly received the least attention is the dissemination of information on the population policy. Only the Population Unit at the PIOJ has dissemination of information as an explicit goal and to date the unit has not moved aggressively into this sphere. Likewise, more could be done to assist STATIN and RGD to make the results of their studies available.

III. Recommendations

III.1 Project Organization

III.1.1 Increased Stature for Family Planning in GOJ

The GOJ should take two steps to elevate the stature of family planning agencies. It should transfer the NFPB out of MOH and it should rename the PCC The National Population Commission. The prestige of both these agencies would be enhanced, as would morale and quality of work. Both the NFPB and the newly-formed non-family planning lead agency (Section III.1.2 below) should be represented on the National Population Commission.

III.1.2 National Family Planning Board

Because of NFPB's failure to take an aggressive lead in promoting the work of the four non-family planning subprojects for which it is responsible, a new arrangement is proposed. Specifically, subprojects with PIOJ, STATIN, UWI, RGD as well as the technical assistance contracts should be removed from NFPB's jurisdiction. They should be reorganized into a new entity that would deal directly with USAID/Jamaica. Intergroup communications should be facilitated through quarterly meetings of all the groups, with meeting reports made available to the overall project director. Directors of all subprojects, family planning oriented and otherwise, should also meet on occasion to exchange views as to the progress of the various activities.

In view of the increased work load for USAID/Jamaica staff implied by this recommendation, a lead agency should be designated by the directors themselves to report directly to USAID/Jamaica for all four subprojects. Increased autonomy and accountability would raise morale in all subprojects; it might even be welcomed by the Board, and it would allow for closer contact between these important subprojects and the USAID/Jamaica staff. Regularly scheduled meetings of subproject staff would provide them an opportunity to plan an interlocking strategy for dissemination, and thus more effectively to address what should be the principal non-family planning goal over the next 18 months.

III.2 Priorities Among Project Elements

The project, as it enters its final phase, should be moving towards increased emphasis on family planning and contraceptive delivery. Other activities, while important, should be gradually phased down. Of the three activities reviewed above, for the

remainder of the project (and possibly for forthcoming projects as well), top priority must be the dissemination of population policy and demographic information. This is most closely related to family planning issues in that its message should contribute, albeit indirectly, to increased contraceptive utilization, which is, ultimately, the prime goal for a successful population and family planning program. If successful, dissemination efforts could lead to an entirely new pro-population limitation atmosphere throughout the country.

Data gathering and analysis, and training and research, in that order, are of secondary and tertiary importance and activities in these spheres should also be geared insofar as possible to dissemination of information, not only about the National Population Policy, but about various types of demographic information that can be useful to all planners as well as to the overall goals of the project.

III.2.1 Dissemination of Information

III.2.1.1 General Recommendations. More information about the National Population Policy statement itself must be disseminated to various publics throughout the nation. These include policymakers, the media, influential opinion leaders, and students, as well as the population in general. The importance of reaching population equilibrium must be demonstrated in unequivocal terms; its advantages for schools and the economy must be made clear. Alternative patterns of fertility as well as external migration must be illustrated to show their impact on all sectors of the society. The goal should be to reach as many Jamaicans as possible to inform them about the benefits of the population policy and at the same time to quell opposition to family planning programs.

III.2.1.2 Subproject-Specific Recommendations. Among the four subprojects, PIOJ should take the lead in efforts to increase dissemination of family planning information. Its major activities can all serve this goal. Specifically, as secretariat for the PPCC, PIOJ is in an excellent position to establish and maintain contact with other government and nongovernment organizations, and as official monitor of other agencies, it can and should redouble its efforts to reach and maintain contact with all the ministries of the GOJ. All need demographic data input into their planning procedures, whether they realize it or not. Most important, however, would be its frontal attack in producing and spreading materials as widely as possible. PIOJ should arrange for attractive versions of the National Population Policy statement to be prepared and widely distributed. New illustrative materials and presentations should be developed and shown

at population meetings held in every parish. The plan to hire an IEC specialist should be carried out as soon as possible; s/he should be encouraged to try innovative ideas. These should, however, be closely monitored by USAID/Jamaica. No segment of the Jamaican population can be ignored. Especially important are the school children. The request for a contract to develop school activities, however, should be rejected because of the lack of population knowledge on the part of the proposed contractor. Rather, in-house expertise combined with assistance from centrally-funded projects could successfully develop such a program in the forthcoming year.

The Ministry of Education should be asked to assist in this venture including the insertion of population data into the Family Life Education immersion program.

The use of outside contractors is recommended, not only for school-related materials but for all IEC efforts. Both the new "Dissemination of Population Information" contract with the Population Reference Bureau (PRB) and the Resources for Awareness in Population Development, phase II (RAPID II) contract with The Futures Group would be appropriate sources. The new contract with PRB is aimed specifically at the type of dissemination activities recommended above. The microcomputer RAPID presentation should be considered as a possible tool to illustrate the relationship between various levels of fertility and external migration and population growth, as well as the impact of such growth on education, the economy and health. This model would be useful when discussing the importance of population dynamics to the ministries; it could also be used in the parish population meetings. The USAID/Jamaica health and population officer should discuss these programs with both AID/Washington and with the contractors themselves.

III.2.2 Data Gathering and Analysis Cum Dissemination

III.2.2.1 General Recommendations. The best laid plans to develop population policy programs cannot succeed without adequate data bases. Any planning, in whatever ministry, must rely on demographic statistics to determine school requirements, job creation demands, housing needs, per capita income etc. It is thus crucial that such data, whether in the area of vital statistics or in population enumeration, be the best possible. But the accumulation of data is not sufficient. These data must be analyzed and interpreted in a manner suitable for use by policymakers and others. This precludes the need for dissertation length treatises on arcane topics. Rather, emphasis must focus on relevant (for policymaking) issues and clear and pithy presentations.

In Jamaica, the point has been reached where, with the exception of financial assistance for the printing of RGD statistical documents, further funding for data gathering by the project is not needed. Continued improvement in this work should be the responsibility of the GOJ.

Work on the analysis and interpretation of data, however, continues to be relevant to the project. In one sense, this is but another dissemination procedure. The publication of relevant, attractive, interesting and timely population reports will necessarily receive media coverage and come to the attention of policymakers and other opinion leaders. Thus they will become more informed while information will be more widely distributed. In short, the need for improving data bases remains, but this is no longer sufficient. The time has come to disseminate the information to ensure that it reaches the right people in a form that is immediately useful.

III.2.2.2 Subproject-Specific Recommendations.

o RGD

RGD has made strides in its efforts to develop complete, up-to-date information on vital statistics and hopes soon to begin publishing combined annual reports on births and deaths. It has no budget, however, for printing such reports. Further project support for RGD should therefore lie in the areas of publications and publicity, specifically to fund a printing budget. RGD also feels that additional publicity could help them achieve higher completion rates. Such a campaign would rely primarily on radio messages. Again the project could assist.

o STATIN

Maintaining a reliable demographic base is crucial to the success of the project. STATIN's Population Unit staff has done good work with censuses and surveys and is anxious to undertake new assignments. Current support should be maintained and USAID/Jamaica should try to expedite delivery of an IBM-PC microcomputer.

Highest priority, however, should go to the production of succinct and easy-to-read reports on relevant population issues. There is a wealth of data waiting to be analyzed and interpreted. These include the 1982 Census, which will yield interesting results, various STATIN surveys including the internal migration survey being completed at this time, the 1983 contraceptive prevalence survey and original work on projections.

Reports based on these surveys and studies should feature colorful graphic presentations and clear interpretation of

findings. The staff is enthusiastic about producing such reports and is aware of their value for policymaking. Funding by USAID/Jamaica should be limited to production and distribution expenditures, and topics should be selected in consultation with USAID/Jamaica staff and other professionals.

UWI should be engaged to collaborate in issuing STATIN reports as appropriate. An example might be preparation of a summary of the findings of the 1983 Contraceptive Prevalence Survey. Again, the key consideration should be that the report be readable, attractive, succinct and timely. Brief press releases should be prepared and made available to the various types of media for each new report.

In sum, STATIN and its Population Unit are well suited to continue serving the project in a highly professional manner, but with a new awareness of the public dimension of their findings.

o The Population Council - Technical Assistance Contract

The work of The Population Council should be continued through a no-cost extension of their contract. Its efforts should focus on activities that are relevant to the project and the National Population Policy as it exists today, with a focus on current problems. Specifically, it could arrange for an analysis of the impact on Jamaica of any changes in U.S. immigration law. All potential new activities should be discussed and approved by the USAID/Jamaica health and population officer.

III.2.3 Research and Training

III.2.3.1 General Recommendations. While the research projects undertaken to date have been well done, there is no need for continued funding of academic papers. On the other hand, there continues to be a need for shorter, more illustrative and interpretive reports directly related to the Jamaican demographic situation, particularly geared to policymakers. This is not to say that ongoing research on such important topics as the relationship between role of women and fertility and contraceptive utilization should not be completed but merely that in the future, attention should be given to a more direct vigorous approach, again in the interests of the recommended emphasis on dissemination.

With training too, while there is always a need for various types of training, the recommendation is that funding in this area should be reduced.

III.2.3.2 Subproject-Specific Recommendations.

o UWI

While there is little need for additional funding for research activities, the training program at UWI warrants temporary assistance, if they themselves take the initiative to make it succeed. If not, funding should be terminated after this academic year.

Much can be done, however, to save the program if USAID/Jamaica and UWI are interested. The program must be designed with the student in mind and not for the benefit of the instructors. It should be scheduled so as to encourage part-time attendance. Required courses could be completed within an 18-month period, particularly if courses were offered during the summer. Should part-time students be accepted, ministries could then release staff for half a day rather than a full day. By adding a course in Sociological Theory and requiring a dissertation, the master's degree could be granted. If funding is still available in a USAID/East Caribbean project for demographic training, it should be utilized. UWI should contact the Caribbean Economic Community which administers the project, to see if students could be registered in the UWI Program. Unless some of these suggestions are followed, the program may well flounder.

Funding beyond 1986, together with the purchase of a desperately needed microcomputer, should be contingent on further assessment of the overall relationship between USAID/Jamaica and UWI as well as on the capability of the UWI staff to make the appropriate changes to assure that more students will be enrolled for the academic year 1986-87.

o Short-term training

Some funding should also be available for special short-term training, particularly for two- to three-week programs offered in the U.S. under AID/Washington auspices. Care should be taken to assure that they are the proper programs for the needs of the Jamaican participants. Both the Demographic Data for Development (DDD) contract with Westinghouse Health Systems and the Integrated Population and Development Planning II (INPLAN) contract with the Research Triangle Institute offer interesting and useful training programs. The University of Michigan as well as the University of North Carolina and the U.S. Bureau of the Census offer excellent short term demographic programs. The USAID/Jamaica health and population officer should examine these services and discuss with representatives of all these institutions how Jamaica and this project could benefit from their services.

o Caribbean-wide program

There is a need for a Caribbean-wide program in Population Studies. Such a program would eliminate the need for attendance at schools outside of the region. Such a project should be a joint effort of the three UWI campuses with funding coming from regional USAID sources as well as from international donors.

o NCHS

The remaining balance of the NCHS technical assistance budget should be spent, even if a non-cost extension is required. The RGD is now competently administered and much progress has occurred; further assistance from NCHS can only be welcome.

APPENDIX A

PERSONS INTERVIEWED DURING JAMAICAN CONSULTANCY

National Family Planning Board

June Rattray, Executive Director
Pansy Hamilton, Staff Director
Pauline Samuels, Staff Associate
Lloyd Barrett, Project Coordinator

Statistical Institute of Jamaica

Merle Higman, Head, Population Unit
Valerie Nam, Head, Census Unit
Sharon Priestly, junior demographer

Planning Institute of Jamaica

Lorna Murray, Acting Director Population Unit

University of the West Indies

Flora McKenzie, Head, Dept. of Sociology
Dorian Powell, Prof. Dept. of Sociology

Registrar General's Department

Alethea Carnegie, Registrar General
Winnifred Porteous, Project Manager
Ivy Smith, Head, Birth and Death Checking Unit
Bal Cuff, Project Field Supervisor

USAID/Jamaica

William Joslin, Director
Julio Schlotthouser, Asst. Director
Patricia Lerner, Project Officer
John Coury, Health and Population Officer
Patricia Moser, Health and Development Officer
Grace Ann Grey, Assistant Population Officer
Thomas Donnelly, Regional Consultant

Appendix B

Analysis of Jamaica's Population Problem

1) The need for measures to curb population growth

Compared to a country like Kenya, for example, where the total fertility rate (TFR) is above 8.0 and little external migration takes place, Jamaica does not have a population problem. Jamaican families average about 3.4 live births and external migration rates are high by international standards.

However, compared again with Kenya, Jamaica is a small island nation with considerable acreage reserved for the agricultural production of sugarcane, coffee, tobacco etc. An optimal population where growth would eventually come to an end at some future point in time cannot be much more than 3 to 3.5 million inhabitants. Such an end of growth level could be attained within 30 to 50 years providing that fertility levels are reduced and external migration remains approximately at its current level. The latter, of course, is dependent more on the policies of receiving countries than on those of Jamaica.

Does Jamaica have a population problem? The answer is Yes, when all factors are considered. Furthermore, population problems are not limited solely to size and growth rates. Changing age and sex composition resulting from previous upheavals in demographic behavior (for example, the high fertility prior to the early 1970s) poses equally difficult demographically-related problems as does growth per se. The number of young adults entering the labor force for the next decade will be considerably larger than in previous years as a result of the large number of births of some 15 to 25 years ago. These people are already born. Their numbers are known. Between 1985 and 2000, the number of people between 30 and 44 will almost double -- from 330,000 to 650,000. To look well down the road to 2020 and beyond, Jamaica can expect an enormous increase in its elderly population, they being the generation born prior to 1970. While these problems cannot be solved through demographic means, their impact can be alleviated by immediate reductions in fertility, thereby reducing the dependency ratio. Dr. Tomas Frejka, a consultant for The Population Council, has pointed this out in his projection series for the National Population Policy committee. Most important is that the relevant Ministries be made aware of the importance of demographic changes for their policy deliberations. Admittedly, little can be done about the growth of cohorts already born. But, it is hoped that policy-makers will come to the conclusion that reductions in fertility will at least reduce the probability of such occurrences in the future.

2) Jamaica's National Population Policy

Jamaica's land resources and space are limited, suggesting the need for an end to population growth in the not too distant future.

The National Population Policy recognized these limitations, and set the following objectives to be achieved by the year 2000:

- 1) Total population is not to exceed 3 million;
- 2) Average life expectancy at birth is to increase from 70 to 73 years and infant mortality is to be reduced;
- 3) Average number of live births per woman is to be reduced to 2 by the late 1980s;
- 4) The volume of external migration from Jamaica is to be lowered, particularly that of skilled manpower;
- 5) Balanced rural, urban and regional development is to be promoted in line with the national settlement strategy, thereby achieving optimal spatial distribution of the population.

The Policy's stated goal is that the population shall level off at 3 million. Such a goal can be reached by various demographic combinations: lower fertility and high external migration, or various combinations of both. It is unfortunate that the projections prepared for the National Population Policy committee were limited to one fertility assumption. No one to whom I have spoken expects the total fertility rate (TFR) to fall to 2.1 by the turn of the century, much less the late 1980s. It is equally unfortunate that external migration in these projections is almost always assumed to fall in future years. Such may not be the case. Also, and thanks to hindsight derived from the 1982 Census results, it is possible that life expectancy in Jamaica may not be 70 years at birth. Under-registration of deaths may have resulted in an inflated life expectancy and an extremely low infant mortality rate.

Although the policy definition includes the phrase: "national priorities in terms of optimal size," nowhere is that term mentioned in the body of the National Population Policy statement. Is 3 million seen as an optimal size according to the statement? Probably not, since when that total is attained, the growth rate would still be in the vicinity of 1 percent per year. Since the preparation of these excellent projections, new techniques have been developed specifically for such demographic situations as exist in Jamaica; that is, with above replacement

fertility and external migration. Once an acceptable growth rate goal and/or optimal size goal are determined, various combinations of fertility and external migration are derived that will result in the stated goals for growth rate or eventual stationary population size. In a country like Jamaica, fertility rates, while important, cannot be considered in a vacuum. Levels of external migration can be as important in the long run insofar as population growth and composition are concerned.

Based on the 1982 Census enumeration, which was lower than had been anticipated, in large part due to underestimation of mortality, it is highly improbable that Jamaica's population will reach 3 million by 2000. If fertility does not fall any further, and if external migration remains at its current high level, the population in 2000 will be just under 3 million. However, it will continue to grow thereafter for the foreseeable future.

Jamaica's population problem is thus quite peculiar and not to be confused with that observed in many African and Latin American countries. Because it cannot continue to rely on a continuation of high levels of external migration (nor does the nation want to as is clearly stated in the National Population Policy document) and because its land resources are very limited, the nation must maintain a policy of lowering fertility levels so as to arrive at an optimal population within a reasonably short period of time.

APPENDIX C

SCOPE OF WORK

REVIEW/ASSESSMENT OF THE POPULATION POLICY AND DATA COLLECTION AND ANALYSIS ACTIVITIES UNDER THE USAID/JAMAICA - NATIONAL FAMILY PLANNING BOARD, "POPULATION AND FAMILY PLANNING SERVICES" PROJECT, #532-0069

Background: The Population and Family Planning Services Project, #532-0069, is a US\$5 million grant agreement, provided by USAID/Jamaica in order to expand the coverage and increase the effectiveness of the contraceptive services delivery systems. Among the specific objectives of the Project are the strengthening and expansion of the family planning services delivery systems, the expansion of the family planning motivational and educational network and the improvement of the population data collection and analysis systems. The Host Country Implementing Agency is the Jamaica National Family Planning Board, a GOJ parastatal agency. The three public sector institutions that receive grant assistance and are responsible for the population data collection and analysis activities are:

- The Manpower Development and Population Unit of the Planning Institute of Jamaica (formerly the National Planning Agency);
- The Statistical Institute of Jamaica (formerly the Department of Statistics);
- The Registrar General's Department.

The Project Agreement was signed March 31, 1982 and the Project Assistance Completion Date (PACD) is March 31, 1986. At present, USAID/Jamaica proposes to extend the PACD for one year, in order to assess requests from the National Family Planning Board to utilize unexpended funds due to the late start of some Project activities.

The present review/assessment of the Project #532-0069 is necessary in order to assist the USAID in focusing efforts and support to those components of the existing Project which have greater degrees of success in meeting the Project objectives. The review/assessment should also give an indication of other areas not included in the present Project where USAID support might be considered.

The Review/Assessment Consultant will work in Jamaica for a minimum of two (2) weeks, in order to review progress reports and to interview the various staff from the institutions responsible for the implementation of Project activities. The Consultant should be knowledgeable of population data collection and analysis

programs in developing countries and in national population policies, and have had a minimum of five (5) years work experience in the field of population in developing countries. The Consultant should also have a working knowledge of the Population Policy of the Agency for International Development, and some exposure to AID procedures for project development.

The Consultant will be required to submit to USAID/Jamaica, (Office of Health/Nutrition/Population) a final report of his/her findings, including recommendations for levels of USAID grant support under the existing Population and Family Planning Services Project, and areas for support under an expanded Project.

The Consultant for the Review/Assessment of the Population Policy and Data Collection and Analysis Activities will also be available to discuss the review/assessment of the family planning and family life education activities of the Project to be conducted by another consultant to be hired for this purpose. Both Consultants should therefore be scheduled to overlap their dates of visit in Jamaica in order to allow for in-country discussions.