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Implementation of a Comprehensive  
Population Policy and Plan for  
Jamaica

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## I. Introduction

At the time when the present contract started in September 1982 the process of developing Jamaica's national population policy of the 1980s was well underway and the Population Council had been collaborating and assisting in this endeavor. In an initial section (II), therefore, a review of events preceding the initiation of this contract will be provided.

The contract stipulated as its objective: "The Population Council will provide assistance to the National Family Planning Board (NFPB), the National Planning Agency (NPA), the University of the West Indies (UWI), the Department of Statistics (DOS) and the HNP Division of USAID/Jamaica as well as other agencies and institutions as required to meet the Population and Family Planning Services Project goal to support the development and implementation of a comprehensive population policy and plan for Jamaica . Such assistance will take the form of institution building activities, technical assistance, training and research".

Throughout the period of the contract the fulfillment of the above obligations, i.e. providing assistance to institutions dealing with population matters, was undertaken in three main

areas which will be discussed in this report in Chapters III, IV, and V respectively: a continuing institutionalizing and implementation of Jamaica's national population policies; assistance in the development of human resources to implement the population policy; and the strengthening of a knowledge base for the implementation of the population policy. An overview of the main activities, the general content of these activities, and of the main collaborating institutions is provided in Chart I.

## II. The Development of Jamaica's National Population Policy Prior to the Contract

The process of reevaluating population trends in the context of Jamaica's social and economic developments started in early 1980 when the Permanent Secretary of the Ministry of Health appointed a Population Policy Task Force. The Task Force staged 2 important meetings: a workshop in October 1980 and the Population Policy Development Conference in June 1981.

The main objectives of the Population Policy Development Conference were to provide the necessary components for the formulation of a population policy document: background documentation and discussions by a wide variety of experts on the relevant issues.

An extensive set of background documentation was prepared

CHART I

An Overview of Major Activities, Their Content, and Principal Collaborating Institutions,  
Population Council Contract, 1982 - 1986

| <u>Activity/Project</u>   | <u>Period</u> | <u>Institution Building</u> | <u>Content of Activity</u>  |                 |                 | <u>Principal Collaborating Institution</u> |             |             |             |            |
|---|---------------|-----------------------------|-----------------------------|-----------------|-----------------|--|-------------|-------------|-------------|------------|
|   |               |                             | <u>Technical Assistance</u> | <u>Training</u> | <u>Research</u> | <u>PPCC</u>                                | <u>NFPB</u> | <u>PIOJ</u> | <u>SIOJ</u> | <u>UWI</u> |
| <u>Institutionalizing &amp; Implementation of NPP (Chapter III)</u> |               |                             |                             |                 |                 |  |             |             |             |            |
| Ministry Paper No. 27:NPP   | 1982-1983     | x                           | x                           |                 |                 | x  | x           | x           |             |            |
| Briefing of Parliament  | 1983          |                             | x                           |                 | x               | x  | x           | x           | x           |            |
| Establishment of Institutional Network-Population Units             | 1982-1983     | x                           | x                           |                 |                 | x  | x           | x           | x           | x          |
| Implementation Plan of NPP  | 1982-1986     | x                           | x                           |                 |                 | x  |             | x           |             |            |
| Population Policy Implementation Plan Workshop                      | 1986          | x                           | x                           |                 |                 | x  | x           | x           |             |            |
| <u>Development of Human Resources (Chapter IV)</u>                  |               |                             |                             |                 |                 |  |             |             |             |            |
| Population and Development Workshop                                 | 1983          |                             | x                           |                 | x               | x  | x           | x           | x           | x          |
| Demography Diploma Course   | 1983-1984     |                             |                             |                 | x               | x  | x           |             |             | x          |
| Family Planning Target Setting                                      | 1985          |                             | x                           |                 | x               |  | x           | x           | x           |            |
| Computer Consultancies  | 1984-1985     |                             | x                           |                 | x               |  | x           | x           | x           |            |
| <u>Strengthening of Knowledge Base (Chapter V)</u>                  |               |                             |                             |                 |                 |  |             |             |             |            |
| Rationale of Family Planning Program                                | 1983          |                             | x                           |                 |                 |  | x           |             |             |            |
| Cost-benefit Analysis of Family Planning Program                    | 1985          |                             | x                           |                 |                 |  | x           | x           |             |            |
| Remittances and the Jamaica Economy                                 | 1984          |                             | x                           |                 |                 |  |             | x           |             |            |
| Population Projections 1980-2015                                    | 1985-1986     |                             | x                           |                 |                 |  | x           | x           | x           | x          |

Explanation of Acronyms:

PPCC = Population Policy Coordinating Committee

NFPB = National Family Planning Board

PIOJ = Planning Institute of Jamaica (formerly National Planning Agency)

SIOJ = Statistical Institute of Jamaica (formerly Department of Statistics)

UWI = University of West Indies

for the Conference. These included a series of six concise and comprehensible papers covering a broad range of topics necessary for a comprehensive picture of the population situation in Jamaica. They were: (1) "Population Dynamics and Prospects: A 1981 Assessment for Jamaica", (2) "Social and Cultural Factors of Fertility Change in Jamaica", (3) "Population Policy and Demographic Trends in Jamaica", (4) "Implications of Population Growth in Selected Socio-Economic Areas", (5) "The Status of Demographic Research and Training in Jamaica", and (6) "Demographic Data: Availability and Needs".

The Jamaica Population Policy Development Conference was attended by over 100 people representing government agencies, the University of the West Indies, and private and voluntary organizations. Two main presentations focused on past and future population trends in Jamaica, their socioeconomic causes and implications, and the potential significance of international experience in population policy formulation and implementation for Jamaica. A major part of the work of the conference took place in working groups with an average membership of 8-10 people. The working groups presented a series of recommendations on population policy goals and measures for Jamaica. Finally, the Population Policy Task Force was authorized to prepare the draft document of the National Population Policy for the Cabinet and Parliament.

Immediately following the Population Policy Development Conference the National Population Policy Statement was drafted. It contains the following sections:

- I. Goals of the National Population Policy
- II. The Process of Formulating the National Population Policy
- III. Past Population Trends
- IV. Future Population Trends
- V. Population Policy Measures
- VI. Institutional Arrangements for the Implementation and Evaluation of the National Population Policy

Each goal of Section I has a demographic core that is lodged in a broader social and/or economic context. The main goals are:

1. The population of Jamaica should not exceed 3 million by the year 2000.
2. An increase of life expectancy at birth to 73 years in the year 2000.
3. A continued fertility decline to achieve two children per woman by the late 1980s.
4. A reduction in out-migration.
5. To achieve an optimal spatial distribution.

An important feature of the population policy is its nonpartisan nature as noted in Section I of the Policy: "This policy can truly be called a National Population Policy because both the Government and the Opposition, as well as Unions, public and private organizations, were involved throughout the process of policy development and formulation". The fact that "the Population Policy Goals are an integral part of our general development" was also emphasized. Responsibility of the entire government for the implementation of the population policy is presumed. Therefore, it was recommended that a Population Policy Coordinating Committee be established and that population related activities at the National Planning Agency, the Department of Statistics and at the University of West Indies be strengthened.

The Population Policy Coordinating Committee was formally established by the Cabinet early in 1982. Its terms of reference specified that it is to function as an advisory board to the Minister of Finance and Planning and to the Minister of Health on matters of population policy. The Committee will continuously monitor Jamaica's population policy as outlined in the National Population Policy Statement, suggesting modifications if necessary in line with national development goals. It will coordinate activities of all agencies involved and stimulate broad dissemination of information on population issues.

In sum, at the time of the commencement of the present

project a process of developing the Jamaica National Population Policy was in full swing. The Population Council had collaborated with Jamaican institutions throughout the process. Staff of the Population Council assisted in the work of the Population Policy Task Force, they assisted in the preparation of the Population Policy Development Conference, in the preparation of the documentation for the Conference, in the drafting of the National Population Policy Statement, and in the setting-up of the Population Policy Coordinating Committee. The central objective of the project was to guarantee continued collaboration in several crucial aspects of further developing the population policy, of its institutionalization and implementation.

### III. The Institutionalizing and Implementation of Jamaica's National Population Policy

There were a number of important activities in the process of developing and implementing the Jamaica National Population Policy in which staff of the Population Council collaborated. These included preparation of the Ministry Paper No. 27: National Population Policy; a briefing of parliament on population and development issues; the establishment and/or strengthening of the "populations units" at various institutions; and direct efforts in implementing the National Population Policy.

An important stage in the development and implementation of Jamaica's National Population Policy was its formal acceptance by Parliament. This actually occurred in July 1983 when the Prime Minister presented the Ministry Paper No. 27: National Population Policy to Parliament for approval. The Ministry Paper had been prepared by the Population Policy Coordinating Committee in late 1982 and was discussed and amended in the Cabinet before its final acceptance.

Simultaneously, a briefing of parliament on population and development issues was prepared. The Population Policy Coordinating Committee determined that it would be useful to provide Members of Parliament with appropriate background materials on population trends and prospects in Jamaica prior to a debate on the National Population Policy in Parliament. The briefing took place on March 17, 1983 in the main chamber of Parliament prior to a regular session of Parliament. The briefing was introduced by Dr. Kenneth Baugh, Minister of Health. Dr. Tomas Frejka of the Population Council reviewed "Population Trends in Jamaica and their Implications for Social and Economic Development"; Dr. Headley Brown, Director of the National Planning Agency, discussed "The Importance of the Population Policy for National Planning"; and Dr. R.E.D. Thwaites, Chairman of the National Family Planning Board, discussed "The National Family Planning Programme". Approximately half the Members of Parliament attended the briefing. The session was well covered by

the communications media and helped to generate widespread public awareness of, and support for, Jamaica's population policy.

A further important set of activities in which the Population Council assisted was the strengthening of institutional capacity. As anticipated and outlined in the AID Population and Family Planning Services Project, a solid institutional network was needed to implement the new population policy. Following a review of the existing population-related --coordinating, registration, analytical, and training-- activities in the National Planning Agency, National Family Planning Board, Department of Statistics, Registrar General's Office and the University of the West Indies, it was decided to establish a Population Planning and Research Unit within the National Planning Agency; to strengthen the research and evaluation activities of the National Family Planning Board; to establish a Population Research and Analysis Unit within the Department of Statistics; to improve the birth and death registration system at the Registrar General's Office; and to support research and training activities at the University of the West Indies.

The Population Council collaborated in the establishment and/or strengthening of most of the population units mentioned above, in defining their activities, and in initiating these activities.

The Population Planning and Research Unit of the National Planning Agency was to serve also as the Secretariat of the Population Policy Coordinating Committee. The main functions of this unit were defined as follows: to coordinate implementation of the National Population Policy within all ministries and other institutions of the Government of Jamaica, and within other organizations; to evaluate this implementation; to conduct policy-relevant research in order to develop new policy measures; and to provide timely information on how the population policy is being implemented and whether modifications might be needed.

At the National Family Planning Board the evaluation of the functioning of the family planning program and of other activities (such as information and education, training) was to be broadened and the likely impact on population change assessed.

At the Department of Statistics population trends -- fertility, mortality, migration-- were to be analyzed and monitored, and population projections prepared and periodically updated.

At the University of the West Indies programs to train experts in demography, population analysis, and research were to be reinstated, and basic research projects in the area of fertility and migration conducted.

The Population Policy Coordinating Committee, particularly its Secretariat, the Population Planning and Research Unit of the National Planning Agency exerted a significant effort to implement the National Population Policy. In the second semester of 1982 an initial implementation plan was prepared which contained the following main points:

- wide dissemination of the national population policy
- integration of goals and tasks into national and sectoral plans
- the involvement of non-governmental organizations
- the conducting of policy-relevant research
- the analysis of the population impact of other social and economic policies
- the reporting on the results

This implementation plan was significantly refined in the second semester of 1983 following the acceptance of the National Population Policy in Parliament. The principles of the implementation plan did not change but details were worked out on

the mechanisms of implementation which included the preparation of sectoral implementation plans of a wide range of institutions. It was anticipated that a National Population Policy Implementation Workshop would be convened in May 1984. Efforts to materialize the detailed implementation mechanism continued at the National Planning Agency (later reorganized as the Planning Institute of Jamaica --PIOJ). These were, however, hampered by the departure of key staff, in particular of Dr. Barbara Boland, Director, Population and Manpower Division.

The workshop finally took place with a delay of almost two and a half years as the Population Policy Implementation Plan Workshop in August 1986. The delay in the convening of the workshop did not mean that the National Population Policy was not being implemented at all. The policy was in the public domain, it had been widely disseminated and various public and private institutions were acting in accordance with the policy. Also the Population Policy Coordinating Committee was functioning throughout the period. However, the detailed plans as worked out in late 1983 by the Secretariat of the Population Policy Coordinating Committee at the Planning Institute of Jamaica were put into effect only partially.

Population Council staff assisted in the preparation of the 1986 Policy Implementation Plan Workshop and prepared a paper. A report on the workshop was to be published and widely

distributed.

#### IV. Assistance in the Development of Human Resources

Several significant activities contributed to the development of experts in the area of demography, population statistics and in population and development, such as the two-week Population and Development workshop in the Spring of 1983; the one year demography diploma course at the University of West Indies in the 1983/84 academic year, a Family Planning Target Setting Workshop in December 1985, and several computer consultancies in 1984 and 1985. In addition, many of the other collaborative efforts contributed to improve skills of many people working on population issues.

The Population and Development Workshop took place in Kingston, April 25-May 6, 1983. This workshop was prepared under the auspices of the Population Policy Coordinating Committee. The National Family Planning Board, together with the Population Council, organized and prepared the workshop. Numerous Jamaica experts were asked to prepare presentations, and four staff members of the Population Council prepared presentations and acted as resource persons. (Tomas Frejka, Charles Keely, Dorothy Nortman and Mead Cain).

There were three main overlapping objectives:

- to educate the participants on population and development issues in general and on the specifics of the situation in Jamaica;
- to strengthen the possibilities of cooperation between agencies;
- to provide recommendations for the implementation of the Jamaican National Population Policy.

The program of the workshop had three parts: basic issues in population change within the context of social and economic development; population policies in developed and developing countries; and interests and activities of Jamaican governmental and academic institutions in the area of population.

Throughout the workshop various aspects of Jamaica's National Population Policy were discussed. It was decided to produce a report that would contain recommendations for the Population Policy Coordinating Committee on the implementation of the National Population Policy. A 10-page report, containing both general and detailed recommendations, was prepared and submitted to the Coordinating Committee. The report "Implementation of the Jamaican National Population Policy: Recommendations of the

Population and Development Workshop, Kingston, Jamaica, April 25-May 6, 1983" was also distributed to numerous public and private organizations by the Population Policy Coordinating Committee.

The General Recommendations section of the report raised several important issues, including the need for a strong political commitment by the Government of Jamaica to the National Population Policy, the need for an ongoing effort to utilize all available knowledge in the area of population and development, the need to further develop knowledge about population and development interrelations in the Jamaican context, the need to coordinate the goals of the National Population Policy with other development goals, and the need for a wide dissemination of the National Population Policy.

There were about 30 core participants, and approximately 15 other people made important contributions to the workshop.

The one year demography diploma course at the University of West Indies was instituted in the 1983/84 academic year. Staff of the Population Council was instrumental only in the initial discussions of the need for such a course and its general conceptualization.

In December 1985 Dorothy Nortman provided a technical assistance consultancy for the setting of family planning targets

to meet the government's demographic objectives. The Executive Secretary of the National Family Planning Board, Mrs. Rattray, and Dorothy Nortman agreed that it is important to train Jamaican experts to be able to execute the computer program for family planning target setting (developed by the Population Council) so that various alternatives can be tried out. Also, as the situation changes over time, new calculations may be needed. Therefore, a small ad-hoc workshop was convened with about 15 participants from various institutions. One particular scenario with all the needed input data was calculated and this was used as a first approximation. At least two principal experts, one at the National Family Planning Board and another at the Statistical Institute of Jamaica, were totally proficient with the model in order to use it for future needs.

The computer consultancies during 1984 and 1985 had the following main objectives. To train personnel in the use of computers, to teach them how to use both word processing and statistical analysis programs, and to install various programs. A total of four consultancies took place. Two consultancies were conducted by the Population Council computer specialist Robert Sendek and two by an outside consultant Laurie Burch. In addition to installing many of the standard computer programs, such as SL-Micro, SPSS, Lotus 1-2-3, the Population Council population projection program FIVFIV/SINSIN was installed and subsequently used for the preparation of Jamaica's population projections.

V. Assistance in the Strengthening of a Knowledge Base for the Implementation of the National Population Policy

The main activities in contributing to the development of knowledge on population related issues were in three areas: family planning; the economic implications of migration, particularly the importance of remittances to Jamaica's economy; and finally, a new set of population projections for Jamaica.

In the area of family planning Dorothy Nortman collaborated on reports/papers with experts of the National Family Planning Board and the Planning Institute of Jamaica.

In the Fall of 1983 Nortman in cooperation with the staff of the National Family Planning Board, mainly with Mrs. June Rattray, prepared a draft of the "Rationale to Support Jamaican National Family Planning Board Fiscal Year 1984/85 GOJ Budget Request". In the document, the demographic objectives of Jamaica's population policy are discussed, and the document elaborated why it is considered necessary to increase the contraceptive prevalence rate to 70% of women of reproductive age by 1985. A significant activity that would have helped bring about such an increase in the contraceptive prevalence rate would have been the establishment of family planning parish clinics. Such family planning parish clinics were to be under the direct control and operation of the National Family Planning Board. The

document discussed the arguments against and in favor of establishing these clinics. In addition, all other activities of the National Family Planning Board were discussed to support the budget request of (J)\$10 million for the 1984/85 budget.

As a further project in family planning it was agreed that a cost benefit analysis of the program would be most useful. During the first quarter of 1985, therefore, Dorothy Nortman prepared a detailed methodology for a "Cost-benefit analysis of the Jamaica Family Planning Program".

Ms. Nortman worked primarily at the Planning Institute of Jamaica with Ms. Lorna Murray and with Mr. Wilfred Grant. A satisfactory methodology, which is sensitive to the qualities of input data that can realistically be assembled in Jamaica, was indeed prepared. Mr. Grant and Ms. Murray, with the assistance of experts from other institutions (eg., Ms. Rattray of the National Family Planning Board), promised to assemble the necessary data and to utilize the methodology to conduct the cost-benefit analysis.

It turned out to be extremely difficult to assemble the needed data. In a subsequent consultancy (when working also on another project), in December 1985, Nortman reviewed whatever data had been assembled. She worked with staff of the PIOJ and the Ministry of Health to secure additional data and advised on

what more needed to be done. Despite almost a year of effort to assemble data, the analysis could not be performed. This project was never brought to a conclusion.

A report on "Remittances and the Jamaican Economy 1972-1983" was prepared by Charles Keely in collaboration with staff of the PIOJ in October 1984. The analysis indicates that the early 1980s remittances became a significant factor in Jamaica's economy: 4.5% of GNP, over 10% of imports and almost 20% of exports. In 1983 remittances were among the three main sources of hard currency income, second only to alumina and larger than the cash flow of foreign exchange from tourism. A pertinent discussion on policy measures that could maximize remittance flows concludes the report.

In a series of consultancies during 1985 and 1986 in collaboration mainly with staff of the Statistical Institute of Jamaica, Frejka assisted in the preparation of a new set of population projections for Jamaica. The 1981 set of projections could be up-dated given the recent availability of the results of the 1982 population census and of the 1983 contraceptive prevalence survey. The presentation of the new set of projections was in response to demand of several Jamaica government and other institutions. The projections were finalized during 1986. The main results were published in the 1985 Demographic Statistics and as a separate detailed report Population Projections Jamaica

1980 - 2015. According to these projections "it is clear... that Jamaica's population will continue to increase significantly during the next 15 years and by the year 2000 a population of between 2.8 and 2.9 million can be expected, an increase of between 450,000 and 650,000". This implies that one of the main objectives of the National Population Policy, namely for the population of Jamaica not to exceed 3 million by the year 2000, appears to be attainable in the light of these projections.

#### VI. Evaluation, Conclusions, and Lessons Learned

The overall general conclusion that emerges is that the Jamaican society of the early 1980s developed a balanced National Population Policy. The implementation of this policy is a continuous process and the Population Council assisted in a meaningful way throughout this process.

Let us take the objective of the project --as specified in the contract agreement and quoted in the Introduction of this report-- as a base for evaluating Population Council performance during the period of the project. The discussion in Sections II-V provide's clear evidence that staff of the Population Council provided assistance to all the agencies as stipulated in the contract agreement. Staff of the Population Council also provided

this assistance in the forms --institution building, technical assistance, training and research-- required by the contract agreement. As the volume of anticipated collaboration was not, and probably could not be, defined in advance, it is difficult to judge whether the amount of work of the Population Council was adequate or not. Ideally, the Population Council staff could have done more. This conclusion is substantiated by the fact that only 55 percent of the budgeted costs of the contract agreement were spent. In part this might have been avoided if staff of both the Population Council and of all the collaborating agencies had spent more time in exploring what further activities could have been undertaken. As the situation developed, the Population Council did respond to all demand that was expressed by the Jamaican institutions. The lack of more collaboration can be attributed to at least two limiting factors. In the first place, the number of Jamaican experts/professionals in the population field, ie. investigators, teachers, managers, government officials, etc., is probably smaller than the work to be done requires. Secondly, frequently information and data needed for an analysis of problems are not available. Based on the experience of this project, however, the lack of experts is much more serious than the lack of data. The conclusion therefore emerges that continued training activities of many different types, long-term and short-term, academic and on-the-job is highly desirable.

An evaluation of the population policy development process

in Jamaica permits the drawing of important general conclusions. These confirm, and are confirmed by, experience in other countries. Based on this experience, the following appear to be essential components for a successful development of a national population policy:

1. a broad-based consensus on the urgency of the problem and a consensus on the need for the policy;
2. political support and commitment at high levels of government;
3. articulate and motivated leadership;
4. intelligent, thoughtful and systematic preparation of needed public documents;
5. a broad-based, if possible non-partisan, involvement in the preparation of the policy;
6. appropriate communication and education at all levels, ie. for the Cabinet, Parliament, managers, technicians, and the general public;
7. the establishment of an institutional network, particularly within the government, but also among private organizations;

8. a strong sustained external support from an agency such as USAID, and expert technical support such as has been provided through the Population Council and other consulting agencies can be of major importance, particularly if national material and intellectual resources are not in adequate supply.

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The reader interested in greater detail than is included in the above discussion can consult the quarterly reports. Appended to these are all the various documents that have been discussed.