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OPERATIONS EVALUATION STAFF

EVALUATION REPORT
on
USAID/JAMAICA

By: Messrs. John B. Blandford
and Clark S. Gregory

OFF-SITE

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Evaluation of A.I.D. Assistance in
Jamaica. John B. Blandford and Clark
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DEPARTMENT OF STATE
AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON 25, D. C.

file

DEC 18 1964

OFFICE OF
THE ADMINISTRATOR

MEMORANDUM FOR: Mr. William D. Rogers, Deputy U.S. Coordinator, Alliance
for Progress
Mr. Kennedy M. Crockett, Director, Office of Caribbean
Affairs
Mr. John R. Kanline, Chief, Jamaican Affairs
Mr. Hollis B. Chenery, Assistant Administrator for Program
Mr. Craig Raupe, Director, Congressional Liaison Staff
Mr. Charles F. Flinner, Controller
Mr. J. K. Mansfield, Inspector General of Foreign Assistance
Mr. Fraser Wilkins, Inspector General, Foreign Service
Inspection Corps
Mr. Wallace C. Cummings, Acting Director, USAID/Jamaica
Mr. Boris Klosson, Charge d'Affair, U.S. Embassy, Jamaica

SUBJECT: Evaluation Report on USAID/Jamaica

The Administrator has approved the attached report and distribution as indicated. The contents should not be released outside the Agency or the Department of State without prior clearance with the Operations Evaluation Staff.

FS

Frederick F. Simmons
Executive Secretary

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SUMMARY REPORT TO THE ADMINISTRATOR
EVALUATION OF PROGRAM AND PERFORMANCE
U.S. ASSISTANCE TO JAMAICA

Following a Washington briefing, the Evaluation Team, during the period August 10 to August 21, reviewed the AID/Jamaica program and performance with Mission and Embassy personnel, Government officials, persons in the private sector and representatives of other donors. Before returning for Washington review, the tentative findings and recommendations were discussed with the Embassy Charge and the Mission Director.

U.S. Objective in Jamaica

The documents record a U.S. objective that Jamaica continuously experience economic growth, social progress and political stability. Each document is dated May 1963. While in agreement upon the basic objective there are some differences in outlining AID implementing activities - one in program goals, the other in a line of action.

Recommendation 1: That the documents be updated and harmonized.

Jamaican Background

Jamaica, presently is exhibiting substantial economic and political stability as well as credit worthiness. Private enterprise is active and has sophisticated leadership. Government has considerable competence.

However, the economy is sensitive to external fluctuations. Governmental leadership is highly personalized and intuitive. The close balance between the two political parties prompts undue caution with a resultant slow pace of development. The governmental institution is not fashioned for dynamic development and the thin layer of administrative competence is overburdened. Down in the Ministries is a serious shortage of professionals.

Underlying is a basic problem of rapid population growth and 18 - 25% unemployment. Development must make gains lest rising expectations become turbulent demands.

Recommendation 2: That the Embassy and the Mission intensify monitoring and reporting on the Jamaican economy and the progress in development as continuing guidance for reviewing program position.

U.S. Program

Loan Program - The main thrust of USAID is a proposed \$17 million loan program. However, there has been considerable delay and difficulty in negotiating and

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implementing the loan projects. Housing is finally at the point of contract. Negotiations on the water project are stalled on a question of pipe supply. Intensive review of the dairy project must reconcile with a similar IBRD project as well as obtain assurances that the Government is organized to handle the agricultural credits. Two loans - feasibility studies and development relending - have not yet reached a stage of determinative discussions. The Mission proposes withdrawal of a loan proposed for a mortgage bank.

Recommendation 3: That AID/W and AID/Jamaica concentrate on early implementation of the loan program --- seek exceptional performance on housing; clear the way for bids on the water project; after the dairy project is under way consider a University contract support; press for feasibility studies; and assign an officer to review development lending needs --- and that the loan program not be expanded unless there be exceptional need that cannot be otherwise met.

Food for Peace Program - This approximates \$4 million annually for school lunches, maternal health feeding and family feeding. At one point during an expansion of family feeding there was political intervention into distribution and currently there is a feeling that this situation has not been fully corrected. It is believed timely to review the operation and to convert questionable parts of the program to a food for work basis or phase them out.

Recommendation 4: That a specialist be assigned to work with the Mission Agricultural Officer for a sufficient period to complete this review and reprogramming.

Participant Training - The Mission proposes, as an economy measure, to abolish the post of Training Officer and entrust his duties, especially the logistical aspects of participant training, to the Executive Officer. It is feared that the basic orientation and follow-up aspects of training may be neglected. Participant training is a good-will generator and can supply much needed skills to Jamaica.

Recommendation 5: That participant training be emphasized in this period of program transition and that, at a minimum, the Mission consider the employment of a senior Jamaican to work with the Program Officer on the program, especially on orientation and follow-up.

Technical Assistance - Technical assistance is broadly available from the UN, UK, Canada, Germany and other donors. A.I.D. need not offer wide coverage, but rather focus on a few key targets preferably through the talent of revised mission staffing or alternatively through limited high quality technical assistance import.

Recommendation 6: That the Mission closely monitor the Jamaican economy and the progress in development as a counterpart of a pause in economic aid; also support, and if opportunity offer, supplement all efforts to strengthen the institutional capacity of the Government for planning and implementing projects; and finally, assist through small projects in the areas of enterprise, labor, population and youth.

Mission Performance

Mission performance was evaluated through detailed review of progress on most of the current projects. Several recommendations were accepted on-site - the elimination of four local personnel positions, improvement in property controls, and more emphasis on the preparation of completion reports on terminated activities.

In broad summary, it appears that implementation of technical assistance has been timely, effective and with good relationships. On the other hand, negotiation and implementation of loan programs have been slow and an irritant in relationships with the Government. It is difficult to disentangle responsibility among AID/Washington, AID/Jamaica and the GOJ - also as among personalities and procedures.

Recommendation 7: That the water loan, for which there is good documentation, be reviewed as a case in a search for better agreement with the host government, simplification of procedures and greater delegation to the field. The Evaluation Team can contribute some observations. The mid-point review of the Ethiopian Pilot delegation also indicates interest in re-examination of loan operations.

Mission Organization and Staffing

There has been some firming up of Mission organization and staffing but further action is needed. In January, the Mission staff is moving to the Embassy building.

Recommendation 8: That consideration be given to a closer organizational integration of the AID Mission and the Embassy. This action can be interpreted as an upgrading of the GOJ rather than the contrary. There is also an opportunity to provide new leadership and effective regrouping and assignment of staff.

The Evaluators have discussed these findings and conclusions with the Administrator's Office and with the LA Regional Bureau using the attached listing (Attachment A) as an agenda paper, and feel that there was general acceptance of the evaluation. LA will follow-up on the specific suggestions with the exception of No. 8 which will be undertaken by AA/A because of its agency-wide implications.

The reference documents and the working notes of the Evaluators - John B. Blandford and Clark S. Gregory - are available in the OES file.

After a three and possibly a six-month period it may be helpful to review the progress in program and performance in AID/Jamaica especially with reference to the evaluation findings and suggestions.

Submitted this 21st day of September, 1964

John B. Blandford
Senior Evaluation Officer
Clark S. Gregory
Senior Evaluation Officer

EVALUATION OF U.S. ASSISTANCE TO JAMAICA
SUMMARY OF RECOMMENDATIONS
FOR
DISCUSSION AND DECISION

U.S.
OBJECTIVE

*Update and harmonize the AID Strategy Statement and the Lines of Action document of the Latin America Policy Committee

JAMAICAN
DEVELOPMENT
PROGRESS

*Intensify monitoring and reporting on the Jamaican economy and the progress in development

P R O G R A M

Loans

- *Press for exceptional performance on housing construction
- *Reach early agreement with the Government so that the water project may move to the bid stage
- *Expedite the intensive review of the dairy project to resolve IBRD relationship and GOJ credit plans. Later explore a University support contract
- *Stimulate the Ministry of Finance on feasibility studies
- *Assign a competent officer to explore with GOJ the needs and intentions with respect to development lending
- *Hold the loan program at its present level unless there is exceptional need that cannot be otherwise met

Food

*Assign a specialist to review the food operation and to convert questionable parts of the program to a food for work basis or project their phaseout

Participant
Training

*Emphasize participant training during this period of program transition and, at a minimum, employ a Jamaican on orientation and follow-up

Technical
Assistance

*In view of the wide coverage of the UN and other donors focus on the following targets:

- ✓ monitoring development progress
- ✓ strengthening development capacity
- ✓ small projects - enterprise, labor, population, youth

General

*Seek a closer identification of the Mission with the guarantee program and the labor projects

PERFORMANCE

*Carefully review the water loan history and other relevant experience in a search for simplification of procedures, greater delegation to the field and better relationships among AID/W, AID/Field and Host Government

ORGANIZATION
AND STAFFING

- *Reorganize the Mission to provide a direct channel between key technical staff and the Director
- *Consider closer integration of Mission and Embassy with new leadership and appropriate regrouping of professional personnel

RELATIONSHIPS

- *Seek improvement of relationships with GOJ through clarifying and expediting action on the loan program
- *Take the initiative in establishing closer relationships with the UN and other donors