



Capable Partners Program Learning Agenda on Local Organization Capacity Development

Country Report Series

#4: Jamaica

Jamie Beck and Riley Abbott

August 31, 2012

This report is made possible by the generous support of the American people through the United States Agency for International Development (USAID). The contents are the responsibility of FHI 360 and do not necessarily reflect the views of the USAID or the United States Government.



TABLE OF CONTENTS

EXECUTIVE SUMMARY.....	3
THE JAMAICA CONTEXT FOR CAPACITY DEVELOPMENT.....	5
LOCAL MARKETPLACE FOR DEVELOPMENT WORK AND CAPACITY DEVELOPMENT.....	11
ORGANIZATIONAL LEARNING IN THE JAMAICAN CONTEXT.....	21
USAID AND CAPACITY DEVELOPMENT.....	31
CONCLUSIONS RELEVANT TO USAID.....	36
ANNEXES.....	43

EXECUTIVE SUMMARY

(This report includes data from interviews with 69 individuals and 40 public, private and civil society organizations. The field work was conducted between July 1 and July 21, 2012.)

Implementing the idea of ‘locally-driven development’ is a necessity in Jamaica if sustainable results and ownership are desired. Yet despite USAID’s agency-wide initiatives to increase its direct partnerships with local entities, and despite the fact that development solutions and the human resources to implement them are readily available in the Jamaican market, these appear to be underused by the donor community.

The findings of this report suggest:

- There are significant gaps in donor, governmental and civil society coordination in Jamaica
- The marketplace within Jamaica for organizational capacity development service providers has many potential players but capacity shortages of its own
- The USAID/Jamaica Mission is somewhat disconnected from both the country and from USAID headquarters and does not have the financial or human resources to directly and meaningfully contribute to Jamaican organizations’ capacity development. Thus, USAID’s Implementation and Procurement Reform goals to increase the number of direct partnerships with local entities may not be feasible in Jamaica
- There are many local umbrella groups and community-based organizations who have been quietly going about capacity development work in their own communities – relatively unknown to the donor community – for decades, and these might be well suited to do more in support of donor efforts

Civil society in Jamaica is active but weak. With more than 2,000 NGOs, thousands of limited liability companies and Benevolent Society Associations in most communities and neighborhoods among a population 2.8 million, there is no shortage of passion or participation. Jamaicans are committed to the country’s development. The central issues preventing organizations from realizing their development goals lie with a lack of coordination and scarce resources. In some cases civil society organizations have banded together to call for governmental accountability and action, as in the extradition of drug-lord and kingpin Christopher ‘Dudas’ Coke to New York when a civil society coalition spurned an investigation leading to the Prime Minister’s dismissal and complete governmental overhaul. Nevertheless long-term coordination examples are hard to come by.

Scarce resources are a result of economic conditions, government debt and the ‘upgrade’ of the country to middle-income status, which has prompted donors to cut their aid. While government officials are lobbying for the World Bank to reassess Jamaica’s position so the country may be downgraded again and afforded more donor funds, Jamaica also has the goal of achieving *developed country* status by 2030. The government appears to be ambivalent about whether it should pursue developed country status, including support for civil society organizations, or whether it wants to continue relying on aid from external donors and remain in developing country status.

The national development plan, *Vision Jamaica 2030*, coordinated by the Planning Institute of Jamaica (PIOJ), which is supposed to coordinate and capture results from every development project in the country, has yet to gain traction among most Jamaicans. And the PIOJ itself feels that donors like USAID do little to align with its strategies.

Jamaica is also a divided country with garrisoned political and neighborhood divisions that run deep and often display themselves through violence. Individualism and distrust carry over to civil society where collaboration among organizations is subject to partisan interest or undermined by opportunistic ‘fly-by-night organizations’ that emerge to seize scarce funding. Moreover, due to its external debt and persistent political gridlock, the Government of Jamaica is not in a position to defend the interests of Jamaican civil society either in relation to its constituencies or to international donors.

Virtually every Jamaican NGO struggles for survival, and is forced to balance its own desires with adjustments to shifting donor priorities. Despite these challenges, passion is pervasive among organizations and the majority of them do not drift from their mission. Several organizations have had to reduce salaries and overhead to continue their work in recent years. Nevertheless, there are many local entities including civil society, for-profit, governmental, and academic institutions well-placed to lead the development of the country.

The marketplace for local capacity development is stretched thin due to high demand, a limited volume of service providers, and the diminished amount of funding in circulation. Entities that provide such services suffer from capacity issues themselves; and government units, weighed down by paper-based systems, often compete with NGOs for limited international funding. Great capacity seems to exist through universities, coalitions and associations, yet connections with these entities have not yet been made by USAID or other donors.

Many of the organizations we met cite building trust as a critical component of working in any community and describe the need to bring the capacity development classroom to the site where work takes place in order to break down learning obstacles. Successful organizations in Jamaica actively and regularly communicate challenges and successes with their donors via formal or informal means. Operating successfully as a civil society organization in Jamaica means skillfully navigating a political minefield, aggressively competing with other organizations (including the government) for funding, and making time and resource investments to establish trust in the community where it does its work.

The USAID/Jamaica Mission, under current conditions, does not have adequate human or financial resources to effectively partner with an increased number of local entities, and appears disconnected from the people and realities on the ground. In terms of capacity development efforts, USAID senior management exhibit little support for and awareness of Implementation and Procurement Reform Objective 2. Mission Senior staff believe the Mission has ‘zero capacity’ to conduct capacity development programs with local partner organizations, and much prefer the older model of using U.S. intermediary organizations as capacity development partners. The Mission’s long-term Foreign Service National staff – who exhibit a solid understanding of the culture and actors in the capacity development landscape – do not seem

empowered to have their perspectives heard in these areas. Furthermore, there is little evidence that the Mission coordinates with conspicuous local development actors in the country.

Unless USAID/Jamaica undergoes a major transformation in views, approaches and resources, the Mission might be better advised to fund local umbrella groups who are better placed to partner with local entities and understand their unique needs. Local umbrella organizations are able to partner directly with local entities including in rural areas because they have local staff that are familiar with local practices, traditions and knowledge. However, some local groups we met with are skeptical about whether USAID will ever have the flexibility, credibility and knowledge of the country to be able to do that.

If USAID/Jamaica decides to work more directly with local organizations, it needs to dedicate more effort to understanding sensitive local relationships, deepening its knowledge of civil society, and re-establishing its credibility. USAID needs to do a better job of coordinating with other donors, local umbrella groups, and the PIOJ to avoid duplicating efforts. Given what appears to be a fairly high level of distrust of USAID among Jamaicans, without such changes, the risks of failure in using a direct funding model of local organizations in Jamaica would escalate.

THE JAMAICA CONTEXT FOR CAPACITY DEVELOPMENT

This study coincided with Jamaica's 50 years of independence celebration in August 2012. Bolstered by a national development plan, *Vision Jamaica 2030*, aiming to achieve developed country status by the year 2030, Jamaica has big ambitions for the future. But, although the anniversary celebrations will be festive, many are frustrated with the country's lack of progress in the last half-century and disillusioned by the lackluster results of donor interventions in the country.

Jamaica Civil Society

With more than 2,000 registered NGOs, Limited Liability Companies (LLCs), and charitable organizations among a population of 2.8 million people, there is a very active civil society in Jamaica; yet the underlying structure is weak. For example, coordination and efforts to prevent duplicating activities among organizations are rare and carry political challenges; a large number of organizations spring up solely in response to donor solicitations; participation in civil society is gender imbalanced; and there is little evidence of volunteerism.

Jamaicans blame a lack of collaboration among organizations on a divisive political environment. Citizens tend to align themselves with a political party based on their family or community history instead of on substantive policy examinations and hold onto the affiliation as an identifying characteristic. This political tribalism has the effect of stifling serious dialogue between parties and leaves politicians free to avoid serious policy discussions and decisions. Most organizations resist government oversight and involvement in their boards of directors because they fear political affiliations will prevent them from working in certain communities or

accessing certain funds. Coalitions and associations rise and are sometimes successful (see Text Box 1), but they too are quickly politicized and thus avoided.

Vision Jamaica 2030 attempts to coordinate development activities among civil society organizations, donors and other actors in the country while monitoring results of its goals. While the framework is in place, the governmental body tasked with leading this initiative, the Planning Institute of Jamaica (PIOJ), struggles to corral development partners and to get the word out to civil society about their respective roles in the national development plan. Still, the plan is young (finalized in 2009) and it attempts to pick up where past national development plans have failed due to partisan interest and minimal popular interest.

Civil society organizations struggle with financial sustainability and dependency issues. There is a tendency among international donors, once they have found a successful organization, to aggressively finance that organization's activities. This practice is said to leave the organization susceptible to corruption or collapse. If the organization survives, it usually has grown so quickly that its funding sources are not sustainable in the long-term so that when the primary donor exits or changes course, the organization suffers.

A high number of organizations are created for specific funding purposes, then quickly fade away only to reemerge under other names later. Such organizations are commonly known in Jamaica as 'Fly by Night Organizations,' and the individuals who engage in this behavior are called by some 'Non-Governmental Persons' (NGPs).

There is little evidence of volunteerism in Jamaica, although there is a standard practice of cooperation among individuals. Through a practice called *Round Robin* or *Day for Day*, individuals provide services, materials or goods to a neighbor under the assumption that the service, good or material will be repaid either by the neighbor or by extension in the future. The practice is old and often overlooked by donors in their project design as a form of social organization and co-financing. In general, many say Jamaicans are civic-minded especially when there is some financial incentive involved for participation.

Economic Context

The nation's debt crisis is the paramount development challenge in Jamaica – a public debt of 140% of GDP is said to stem from the government's inability to generate revenue and its reliance on borrowing to finance public spending.

Along with slowdowns in the production of bauxite and alumina and a global slowdown in tourism, observers say many of the island's problems are self-made. The island has run a fiscal deficit in 44 of 50 years since independence and only 3,000 of the country's 65,000 firms pay taxes.¹ The high debt burden has led to underinvestment in infrastructure, education, economic development and crime reduction strategies. Policies to fix the debt crises haven't found the political will needed from parties.

¹ Jamaica at 50: On your marks, get set...oh. <http://www.economist.com/node/21559348>

Despite these recurring debt challenges and slow Gross Domestic Product growth, in 2010, the World Bank upgraded Jamaica to an “upper middle-income country.” The ranking has meant a decrease in foreign aid. Today, citing rampant poverty and high indebtedness as constraints not shared by other countries in the upper-middle-income category, Jamaican officials actively lobby the World Bank to demote its ranking to free up aid money. Civil Society Organizations (CSOs) strongly feel the impact of this shift and are working to adapt. Many organizations have cut staffing, moved to less expensive offices, or closed altogether.

The country has a large tourist industry. An estimated 1.3 million tourists visit the country each year and tourism makes up half of the income of the services industry. Economic benefits, however, rarely reach local companies because of government tax breaks to hotel imports leaving them out of the supply chain. Guest stays in the many all-inclusive resorts are brokered in foreign countries and most guests rarely venture beyond the protected grounds of the hotels.

Social Context

Jamaica’s roughly 2.8 million people are proud and patriotic, yet divided and distrustful. More than half of the island’s population lives in urban areas. Kingston, the capital and largest city, has approximately 1 million inhabitants, 42 percent of whom are below the age of 20. The second largest city, Montego Bay, has a population of 100,000.

High Crime, Violence and Corruption

The roots of Jamaica’s divisiveness run deep. In the late 1970s and early 1980s economic deterioration continued and Jamaica (Kingston in particular) experienced considerable political violence leaving neighborhoods burned and hundreds dead. The violence forced many to leave the island. During this period, rival political parties, the Jamaica Labour Party (JLP) and People’s National Party (PNP), funneled weapons into neighborhoods and settled scores through hired killing and other bloodshed. The scars are still visible in the divided neighborhoods of Kingston and in the memories of residents.

Jamaicans nearly universally agree that high crime and shaky security are preventing more rapid development in the country. Security costs are extremely high, creeping into every area of life, and extortion is a day-to-day reality for small business owners and residents of many towns and neighborhoods.

Though there are some who believe the high crime rate is exaggerated and used by the government as an excuse to maintain the status quo or as a scapegoat for poor performance, the crime picture in Jamaica is hard to refute. With an annual murder rate of around 1,500 in a population of less than three million, Jamaica is one of the most violent countries in the world and some neighborhoods of Kingston are particularly so. Some of

this violence may be attributed to Jamaica's location as a major transit point for cocaine traveling from South America to North America. The island is also the largest Caribbean producer and exporter of cannabis.

Small business owners complain they are constantly robbed by employees and many cannot afford the exorbitant costs of protecting their investments. Scandals such as a public officials stealing donated energy efficient light bulbs or even the Prime Minister having a stake in the underground drug trade foster a distrust of the government as well (see Text Box 1). Transparency International gives Jamaica a middle ranking score of 3.3 out of 10 for corruption perception.

Perhaps related to the above, Jamaicans are understood to be individualistic by nature and distrustful of others. Jamaicans themselves refer to the metaphor that they excel at individual sports but struggle in team sports. The sentiment carries over to civil society where dozens of individual NGOs operate in parallel with few umbrella organizations coordinating their activities.

Gender and Youth

Absentee fathers and single mother households are commonplace in Jamaican society. Women are society and neighborhood leaders and now outperform men in the work place and in school. They make up 46% of the labor force in Jamaica, the highest per capita ratio in the world.

A majority of civil society organizations are headed by women, and most staff members are women while the make-up of the board of directors and other structures governed by the so-called 'old boys network' is generally more balanced.

Achieving middle class status does not seem to be a widely seen possibility for the nation's young people. 30% of Jamaican youth (15-24) are unemployed; three times the rate of adult unemployment.² When youth do find options for employment, they face discrimination based on where they come from. Often, if an applicant admits coming from a perceived dangerous inner city neighborhood, that person's application will be rejected.³

In this environment, some leaders say alternative and dangerous new role models for youth have emerged in recent years. Youth today want the material goods they see on cable television and flaunted by DJs and reggae and dancehall stars in Jamaican society. In this view, youth have

Text Box 1: *The Extradition of Christopher "Dudas" Coke*

In 2010, the extradition of drug kingpin Christopher "Dudas" Coke caused a political upheaval and national crises that left at least 77 people dead and deposed the JLP leadership from power. In 2009, Coke was wanted in New York for drug trafficking. At first Jamaican Prime Minister Bruce Golding resisted calls for his extradition. The resulting stalemate and later televised proceedings revealed deep connections between the governmental ruling party and the drug underworld that led all the way to the top. When the Jamaica government relented on the extradition, Jamaican forces fought a three day battle that forced a state of emergency for the country and left the nation in shock.

Televised proceedings led by a civil society coalition examining the extradition of Coke revealed these connections to crime. Prime Minister Bruce Golding resigned and his back-up Andrew Holness assumed office. In December, snap general elections were held and PNP Leader Portia Simpson-Miller was elected Prime Minister, signifying a complete governmental transition. She was sworn-in in January 2012.

² <http://www.worldbank.org/en/country/jamaica/overview>

³ Comments from Focus Group session and interview with PACT

given up on the traditional framework of education and employment as the path to better living. Instead they turn to crime and adopt violent behavior to acquire the things they want.⁴

But others see the youth of Jamaica as a dynamic force poised to take the country into the knowledge economy via the digital revolution. Youth are active on social media and possess computer skills beyond those of older generations. With proximity and connection to the United States and United Kingdom and employment opportunities in Information and Communication Technology (ICT), some view the youth as potentially driving Jamaica's economy past a reliance on tourism and extractive industries.⁵

Emigration and Diaspora

Jamaicans display a true interest in the development of their country. Members of the Diaspora seek to invest in the country's future (albeit with individual notions of striking it rich) and those that have stayed recognize the value of the "Jamaica brand." Many Jamaicans proudly cite how the world wants to sing, dance and talk like a Jamaican, experience Jamaican culture in dancehalls and eateries and compete like Jamaicans in track and field.

Yet amidst crime and violence, the stagnant economy and a lack of opportunity in the professional sectors (medicine, law, and business) many Jamaicans have emigrated. Approximately one third of Jamaicans live in the United Kingdom, the United States, Canada and other Caribbean or Central American countries. Behind Kingston, the three largest Jamaican concentrated populations in the world are in New York (416,000), London (343,000), and Toronto (160,000).

But there are Jamaicans in the Diaspora interested in returning to their country and staying engaged in politics and current affairs. Radio stations based in Jamaica broadcast directly to Diaspora audiences with programs that share stories on how to return to the island as well as stories on how to leave, and studies show there are significant listening audiences abroad.⁶ These populations continue to play a major role in the influence and development of the country. The experiences and connections of those in the Diaspora lead to many opportunities for all Jamaicans. Many of the nation's academic and thought-leaders have been educated in either U.K. U.S. institutions. Many bring back business and academic experience and maintain tight connections with the external communities and institutions where they worked or studied.

Governmental Context

There is a high number of capable personnel within government, yet challenges prevent government

⁴ Interview with Richard Gordon, STEM

⁵ Interviews with Fabio Pittaluga and Giorgio Valentini, World Bank

⁶ The International Organization for Migration found that 75% of Jamaicans listen to the radio daily and the most frequent stations they listen to are Jamaican.

Text Box 2: Benevolent Societies

In Jamaica, Benevolent Societies are usually the first line of community organization and are widespread in many urban and rural communities. As community-based legal entities established for community development purposes, Benevolent Societies:

- Facilitate representation and recommendations to authorities for the improvement to infrastructure
- Promote, assist and support healthy lifestyles and standards of family life
- Foster the creation of job opportunities via skills training

Benevolent Societies must be able to demonstrate membership, clear accounting procedures and standardized systems. Though they are not often funded by international donors, Benevolent Societies play an important role in building capacity at the grass-roots level.

or

the
from

the radio

operating as a catalyst for development and social change. The Government of Jamaica (GoJ) operates on a paper-based system which slows progress and dampens civic participation and cooperation.⁷ Efforts to modernize the public sector, like other public sector improvement strategies, have been stalled by governmental transitions and scandals, conflicting visions and lack of commitment among political parties, and soaring public debt.

CSOs complain about the lengthy time and complicated process of registering as an NGO in Jamaica. As a result, most aspiring organizations end up registering as Limited Liability Corporations (LLCs) or charitable organizations in order to obtain funding and conduct their business.⁸ Businesses claim that government bureaucracy hampers private sector growth and innovation.

Not surprisingly, the government relies heavily on expertise within civil society for knowledge, skills and labor. Yet the government pays few dividends to the organizations from which it solicits information and expertise, and this exacerbates distrust and discontent. Furthermore, civil society organizations feel they have to compete with government entities for international funds intended for civil society.

Political transitions in Jamaica disrupt programs and threaten external investments. The current political transition is challenging the government's commitment to long-term growth in sectors like ICT, the plans for re-developing downtown Kingston and strategies for engaging the country's youth.

LOCAL MARKETPLACE FOR DEVELOPMENT WORK AND CAPACITY DEVELOPMENT

In virtually every sector and rank, interviewees talked about a constant shifting of priorities among donors (including those having to do with capacity development), and particularly USAID in Jamaica. A professor of Sustainable Development at the University of the West Indies (UWI), the Executive Director of a local NGO, and community works we met, all mentioned an ebb and flow of capacity development efforts stretching back in their memories to the 1980s where the mantra of USAID was, *'let countries lead.'* The last decade saw a sharp pivot away from this focus on capacity development when international contractors came in to do the work themselves. Now, with a renewed donor focus on capacity development, local

Text Box 3: *Coordinator or Competitor?*

The level of trust between the government's coordinating bodies and local entities is low. There were reports that quasi-governmental agencies like the Social Development Commission (SDC) and the Jamaica Social Investment Fund (JSIF) have been known to find loopholes in the GoJ's complicated requirements that allow the agencies themselves to apply for donor funds, thereby turning themselves into a competitor instead of a coordinating body. There is such scarce donor funding available in Jamaica that increased competition from a governmental agency is particularly hard to swallow by local entities.

flow
the
came

⁷ Filing taxes takes 72 steps and over 400 hours a year (twice as long as in the US).

⁸ Some CSOs have been waiting 7 years for tax-exempt status while others have a long relationship with the GoJ as "working in a room within a room in a hotel."

organizations wonder if there will be any sustainable impact this time around.

The key actors in capacity development in Jamaica historically are:

- Volunteers
- Community based organizations (including Benevolent Societies and Friendly Societies (see Text Box 2))
- Local entities including non-profit and for-profit
- Associations and coalitions
- Jamaican government agencies
- International donors⁹

Even among organizations of similar political leaning and interest, responses vary widely on what kind of capacity development services are needed and what kinds of services are available.

USAID/Jamaica leadership, for example, is convinced that there is very little capacity in Jamaica; aside from the Jamaican government, which has some capacity but no money. USAID leadership could not name one local organization (not already being funded) that they believed had the institutional capacity to merit a USAID award, much less to be able to develop the capacity of others. Despite the Agency's high-level initiatives to work more directly with local organizations, the solution in Jamaica according to the Mission is to bring back the (U.S.) institutional contractor model. In an equally externally oriented view, a representative of the World Bank's Jamaican office based in Kingston felt that private foreign companies setting up shop in Jamaica and employing local people is the only way the country has a hope of moving forward.

But we found that there is real capacity development potential on the ground. Local intermediary organizations (including Jamaican foundations) and community based organizations serve a large constituency in Jamaican civil society, have deep roots in their communities, and are well connected with and aware of both the needs of their constituents and the desires and requirements of funders. Karen MacDonald Gayle, head of a local umbrella group, the Environmental Foundation of Jamaica (EFJ), feels that, "*'beltway bandits' have no place in Jamaica because there are many qualified local organizations on the ground that can better communicate with government and partners.*"¹⁰ Meanwhile, The Competitiveness Company (TCC) has aspirations to become, in their words, "*The McKinsey of Jamaica,*" and universities such as the University of Technology (UTech) and UWI, with assets like the country's only business incubator and a Violence Prevention Alliance, respectively, feel they are well-positioned to serve capacity development and coordination roles themselves.

While the reality of fewer external dollars (USAID/Jamaica Mission leadership reported that the Mission's budget was cut by almost 50% in a 2008 reduction in force, and is currently \$40M,

⁹ International organizations did not have a strong presence in Jamaica at the time of this report. During the three weeks that we spent in country, only four US contractors were mentioned as operating in Jamaica: PANOS Caribbean (incorporated in the US but run according to local laws), ACIDI/VOCA, World Learning and MSI. The latter two are phasing out operations now.

¹⁰ EFJ is also a USAID/Jamaica Development Grants Program Round 2 award recipient.

with a total of 14 staff¹¹) makes it difficult for organizations to focus on anything other than survival, it also prompts some organizations to think harder about how to reach beyond Jamaica and compete in a global marketplace. For example, UTech is working to develop the capacity to compete against other international players for the small funds available through USAID's Innovations for the America's Fund or the Inter-American Development Bank's (IDB) Sustainable Cities Platform grants. The volume of competition is extraordinarily high, however, since last year IDB received 1,680 papers in response to this call for concept papers.¹²

Amidst diminished resources, contradictory perspectives and perhaps missed opportunities, the interactions and transactions that remain in the local capacity development marketplace in Jamaica generally fall into one or more of the following categories:

- Government-to-government (including international donor agencies)
- International government agency-to-local entity
- Local entity-to-local entity
- GoJ-to-local entity
- Coordination from associations, coalitions and/or academic institutions

Consistent need across sectors coupled with a lack of coordination means that all parties – nonprofit, for-profit and even government – are vying for the same diminishing resources. Below is a discussion of the types of relationships typical in the Jamaican capacity development marketplace and the state of coordination between them.

Government-to-Donor Coordination

By most accounts, Jamaica is a donor-driven and donor-focused country. Because of the financially weak position of the GoJ, many CSOs report that the Government finds itself forced to respond to the whims of donors and thus unable to stand up for Jamaican civil society. While donor funds have diminished over the past several years, the prestige of being funded by an international donor is still strong and sought after. A field saturated with entities seeking funding for their survival means great potential for duplication. Greater coordination between government and the donors therefore, is critical.

Donor Consultation

As the Jamaican government agency responsible for coordinating and monitoring internal activities and “external cooperation management” the PIOJ also plays an advisory role in the federal budgeting process. Its Office of External Cooperation Management handles all appeals by non-state actors for development activities with the aim of preventing a duplication of efforts. It is also the agency charged with overseeing *Vision Jamaica 2030*.

¹¹ USAID/Jamaica was asked for a list of their current awards, both before the researchers were in Jamaica and in preparation for this report. The Mission Director stated that she did not have such a document nor could she provide a list of these current partners. She suggested that the Contracting Officer for the Mission might have this sort of list, but he is located in the Dominican Republic so she couldn't be sure. Once we received the document, the numbers reported (\$40M portfolio) were at odds with the number the Mission Director gave (\$20M portfolio).

¹² Interview with Cecile Bernard, PACT Director July 11, 2012

PIOJ does not have a very close relationship with USAID specifically, and is dismissive of USAID's role as a development partner. This is largely because USAID has historically worked through external contractors, which have no responsibility to report their activities to GoJ. PIOJ claims that not only is it not informed about USAID's project activities; it is not even consulted when USAID begins to design an intervention. This is apparently not true of PIOJ's experience with other donors. The European Union (EU) and Canadian International Development Agency (CIDA) both come to the GoJ when they are planning activities. PIOJ seems to take little initiative to investigate the state of affairs in the country on their own. All parties, including PIOJ and external donors, say that the implications of their not coordinating are worse than if they had not bothered to implement a project at all.

PIOJ also complained to us that when donors' projects are not coordinated with a larger effort, any potential impact that the project may have had is too often lost.

External/ Donor Coordination

Urged by the Paris Declaration, Accra Accord, and other international declarations on aid effectiveness, donors in Jamaica assembled in 2010 in an attempt to coordinate their areas of focus by sector. This effort came amidst complaints in country that donors were duplicating each other's efforts while neglecting other areas. USAID/Jamaica was then asked to abandon many of the sectors in which they had previously worked, so that they could focus more intently on only two: basic education and climate change. The UK's Department for International Development (DfID) took other sectors, and the World Bank and CIDA split the remaining¹³ focus areas. USAID/Jamaica, however, is skeptical of this shift, as it has meant less money for them and less control over the development of the island as a whole, preferring to work cross-sectorally.

Only one of the 40 entities interviewed for this study felt the impact of this change, reporting that they noticed donors were more harmonized in regard to which agency funded which sector. The majority of local entities surveyed felt that donors have vastly different priorities and constantly changing requirements. Organizations also seemed to be split on the idea of which donor was easiest to work with. Many felt that CIDA had the easiest and most consistent requirements to navigate. All felt that if donors harmonized their requirements even somewhat, it would go a long way in enabling more local entities to participate in the international development funding marketplace.

International Donor¹⁴ Agency Direct Funding

Lack of outside investment and diminished donor funding have resulted in few opportunities for local entities to partner directly with international donors. Even the most well-established and credible entities on the island have not received funds directly.¹⁵ But despite the immense

¹³ Along with USAID and World Bank, IDB, DfID and CIDA are the primary donor agencies working in the country. IDB, DfID and CIDA were unable to be reached for an interview.

¹⁴ The USAID/Jamaica Mission Director emphasized the fact that she prefers the term 'development partners' to 'donors,' to put increased emphasis on the collaborative nature that is required.

¹⁵ For example, only one organization has received funding from USAID under their small grants program, Development Grants Program in Round 3, the Foundation arm of the Jamaica National Bank.

administrative burden and resources required to prepare applications for highly competitive awards, some organizations still prefer to try working directly with international donors because of the prestige that comes with this affiliation.

USAID/Jamaica leadership says they hesitate to fund strong local organizations, despite the Agency-wide high level initiative to do so.¹⁶ The current Jamaica Mission Director's perspective is that when there is a strong local NGO in the country, USAID and other donors have the tendency to flood them with money.¹⁷ And when local entities are flooded with money, one of two things tends to happen: the organization becomes corrupted, or the organization collapses. Thus the only way to overcome this without taking an uncomfortable level of risk is to fund a U.S. contractor to build the organization's capacity before USAID comes in to fund them directly.

Peace Corps/Jamaica uses an approach in which they partner with organizations that have a minimum level of capacity to take on and manage a volunteer (often just out of college with little experience) who is embedded in a local entity. The volunteer takes on administrative work, and other assignments given the level of capacity and needs of the entity, and works with the entity over the course of their (usually two-year) assignment. No money changes hands in this arrangement, but it provides a mutual-learning opportunity for both the entity and the volunteer, and the duration of the assignment helps make it more likely that trust and relationships will be built.

GoJ-Relations with Local Entities

The Government of Jamaica and local entities have a tenuous relationship. Some local entities fear that they will be seen as a threat to the government because they receive funding from international donors that the government desperately needs. Other local groups have a more positive perspective – because of donor funding, they are now being taken more seriously by the GoJ. Some entities have reported being more frequently invited by the government to participate as members on government committees, advisory bodies and working groups. A Civil Society Index study from 2006 showed that the private sector, through a recent trend towards corporate social responsibility, is now recognizing the importance of partnering with CSOs.¹⁸

In addition to these complicated dynamics, administrative issues also prevent collaboration between local entities and the Jamaican government. The application requirements of the GoJ are a source of consternation for local businesses and nonprofit organizations. The Government has a procurement handbook that is different, but borrows from, the best practices of international donor agencies. The GoJ mandates that the regulations outlined in this procurement handbook be adhered to, in any award equal to or greater than U.S. \$500,000. This means that organizations that receive large awards must adhere to two similar yet different sets of procurement

¹⁶ USAID/Forward was spearheaded by Administrator Rajiv Shah in 2010. One of the high-level goals of this initiative, under Implementation and Procurement Reform, is to increase the amount and effectiveness of USAID's direct partnerships with local entities. Ambitious targets have been set to measure the Agency's success by this standard.

¹⁷ Examples include National Integrity Action and Jamaicans for Justice.

¹⁸ CIVICUS ADA report

requirements: one for the donor from whom they are receiving funds, and one for GoJ (even if the government is not involved in the award). One result is that some organizations spend about as much time working through red tape as they do implementing the project.

The Competitiveness Company (TCC) – an entity which came across as the most well-organized and most impressive local entity interviewed for this study – disdains working with Jamaican Ministries because of their lack of coordination. The company cited the fact that a simple turnaround authorization they needed from the Ministry of Commerce took six months to receive a response even after constant pressure applied to the staff of the ministry.

Local Entity-to-Local Entity

The two most important findings related to local entities are:

- 1) The extent to which *political tribalism*¹⁹ or *garrison politics*²⁰ determines the lack of coordination and duplication of work. This was evident everywhere from volunteerism to local intermediaries. Identical organizations exist doing identical work but they do not speak to each other, much less coordinate because of their rival political affiliations. Entities associating with one party will not be invited to work in a community that is associated with another political party. Associations and coalitions have been touted as the solution to these fractioned efforts, but even they often have their political loyalties.
- 2) There are local foundations and umbrella groups capable of developing the capacity of a large number of other local entities. This was initially surprising given the complaints from donors about the difficulties inherent in working with local entities and the large amount of human resources it requires. Many of these local umbrella groups were established via a U.S. endowment or other investment, and with their increased community reach and cultural fluency, are able to make much more impact.

Examples of these umbrella groups:

- The Environmental Foundation of Jamaica (EFJ) has had a strong presence in Kingston since 1993 and is well regarded by many organizations; it is well-poised to excel in its role as broker and umbrella capacity development provider. Over its history, EFJ has funded approximately 1500 local entities with environmental conservation work. It prides itself in its relationships with NGOs and its positive reputation. EFJ's director believes that the organization also stands out because of its ability to fund research and implementation so that projects are grounded in fact, not assumption. Because EFJ is also a member organization, it often serves as a first evaluator for local organizations who are applying for funds through other donors.

¹⁹ Political tribalism describes a person's loyalty to a political party over the interests of community or other social group. The concept carries over to interpersonal relationships and civil society where organizations often operate in parallel with similar mandates although not together due to differing political loyalty.

²⁰ The word garrison originates from its military use meaning to gather and station one's arms and soldiers to defend a territory or base from outsiders. In Jamaica it is commonly used as an adjective to describe neighborhoods that are politically divided.

- The Environmental Health Foundation (EHF) operates as a broker for environmental health development; it both applies for grants from higher-level donors and grants funding to local level NGOs or CBOs. The endowment EHF received from the sale of Blue Cross Jamaica has given the organization flexibility both for selecting grants to fund and grants for which to apply. EHF refers to its stringent five-year Strategic Plan for guidance both on granting to local organizations and when selecting which organizations to fund. When applying for grants, EHF has the advantage of providing substantial in-kind funding to the grants it seeks.
- The Jamaica Protected Areas Trust (JPAT) was established in 2004 via a debt-for-nature swap between the United States Government (USG), GoJ and The Nature Conservancy. In 2007, JPAT began granting to local entities. Since then, they have funded 45 local organizations directly and are proud of the capacity that they build for these entities in the process.

Coordination from Associations, Coalitions and Universities

Many associations and coalitions exist in Jamaica, aiming to provide a networking forum for like-minded individuals and organizations, as well as to bridge divides and increase coordination. There are different opinions on how well associations are doing to that end. The USAID Acting Deputy Mission Director says “*these coordinating bodies are very helpful in bridging the divide in the country as long as they remain apolitical.*” Several local entities, however, have chosen not to align themselves closely with any because they don’t believe that they can be apolitical. Often, these groups exist with an unspoken political affiliation that an unsuspecting entity can get pulled into without realizing.

Nevertheless, several active and effective associations exist in Jamaica, among them:

- The *Jamaica Association of Development Agencies (ADA)* serves as a membership organization and is currently comprised of 10 entities. Membership requirements state that organizations must be non-partisan because they must be able to work in any community of any political persuasion across the island. Individuals can, of course, be partisan, but attempting to influence other members’ political views is discouraged.²¹ ADA prides itself on keeping the cost of registration affordable for its members (equivalent to \$40 USD annually) and is open to organizations with a focus somehow related to the development of Jamaican civil society – organizations can be internationally registered entities or local. In return, ADA provides a forum for discussion, collaboration and debate, as well as valuable training opportunities in partnership with the University of the West Indies.
- The *Jamaica Civil Society Coalition (JCSC)* is a coordinating body, formed in May 2010 to become, as the Coalition’s coordinator called it, the “one-stop-shop for civil society in Jamaica.” JCSC currently represents 21 organizations and eight individuals. JCSC is focused on promoting good governance from the state government and close collaboration between member organizations. The organization is attempting to become the alliance of civil society and private sector organizations that cooperates on good governance and breaks down obstacles to organizing.
- The *Violence Prevention Alliance (VPA)*, housed in the Institute for Sustainable Development at the University of the West Indies, serves as a hub and coordinating body for violence prevention efforts across the island; including informal grassroots efforts, Benevolent Societies, government agencies and formal NGOs. While the VPA does not directly implement projects, they seek to strengthen groups that are implementing violence prevention projects, and to provide them with research to better inform their work.

While these associations and coalitions represent the broad interests of many related entities on specific issues like good governance or violence prevention, USAID and INGOs like Panos Caribbean doubt their neutrality over time. JCSC had success bringing the Jamaica government to bear on issues related to corruption and the drug trade²², notable achievements in rooting out corruption, but the organization is now only in its third year of operation and faces the tough question of finding a niche and testing its mandate.

²¹ ADA’s current membership is comprised of Agency for Inner City Renewal; Churches of Jamaica; CUSO; Association of Clubs; Women’s Construction Collective; Agricultural Development Commission; Sistren Theatre Collective; Women’s Media Watch; Combined Disability Association and St. Patrick’s Foundation.

²² Specifically, the Jamaica Labour Party was implicated in the Extradition of Christopher “Dudas” Coke.

The Marketplace for Capacity Development Services: What is Needed and What is Available?

The Jamaican Social Investment Fund (JSIF), a quasi-governmental coordinating body, told us that while there are capacity development organizations in the country, they are underfunded and they are few in relation to the number of entities who require their services. Capacity development service providers are stretched thin because of great need; and when they do exist, they also suffer from institutional capacity issues like weak financial management, not being fully registered or tax compliant, weak HR systems, and poor project management. These conditions prevent JSIF from being able to effectively work with NGOs to deliver capacity development services to community-based organizations. As a result, JSIF tends to work with the same players to deliver services while not reaching out to new audiences.

Many of the umbrella groups explained that, while they are stretched thin, increased resources (money and/or time) from donors would help them reach more local entities. They describe the need for a third party in the country to serve the role of match-maker between the organizations that have certain teachable capacities, and other organizations that need those capacities. A donor might play that role, but in Jamaica donors would have to be much more present in the country and aware of its strengths and needs before this would be effective. See the table below for a list of recurring needs and examples of providers who could develop those capacities.

Illustrative Needs Among Organizations and Capacity Development Service Providers

Need	Provider
Knowledge management	- University of the West Indies - Association of Development Agencies
Proposal writing	- Jamaica Protected Areas Trust - UNDP Small Grants Programme - Association of Development Agencies
Solving Staff Turnover dilemmas	- The Competitiveness Company (model)
Going digital	- University of Technology
Community organizing	- Jamaica Civil Society Coalition
Diversifying the funding base	- University of the West Indies

Stimulating the LCD Marketplace

Those interviewed had no shortage of suggestions on ways to strengthen the capacity development marketplace, and the links between capacity development suppliers and organizations that require their services:

Engage the Diaspora: Members of the Jamaican Diaspora often hold valuable skills and experience that can greatly benefit the development of Jamaica, and most have a great pride and interest in their country even after they have emigrated. The head of the Jamaican Cocoa Farmers' Association, for example, left behind a burgeoning career in finance in the United States to focus on developing the underperforming cocoa industry that has potential to improve the lives of farmers in Jamaica. Donors should consider ways to collaborate with the Diaspora on Jamaica's development.

Increase Coordination: Every grant awarded in Jamaica – regardless of who funds it – should feed its results into Jamaica's national development plan, *Vision Jamaica 2030*.

Include Universities in the Capacity Development Marketplace: Academic institutions can serve as valuable, and many times nonpartisan, coordinating hubs for development efforts. The University of the West Indies' Institute for Sustainable Development and the University of Technology are two examples with such potential.

Know the CD Marketplace. JPAT solicited proposals from capacity development service providers through newspapers, on the Internet and through various networks for support to grantees. The solicitation led to a great list of providers. The list was converted to a database that the entity now refers to when it needs to solicit specific support on capacity development.

Invest in resource hubs: ADA prides itself on its storehouse of key development-related documents that it has been amassing since 1985. This includes a database of its own knowledge, projects, lessons learned, and impact, as well as documents written on the broad topic of Jamaican civil society. Students, teachers, and NGOs often approach ADA to use their library for research. It shares its database with PIOJ and other donors who might use it for planning purposes and project design.

Invest in Information and Communication Technology: The ICT sector is poised to grow rapidly in Jamaica, and at least one World Bank representative is passionate about investing in it as a critical sector in the economy and important driver of skills creation. He argued that these opportunities and hubs provide the training, infrastructure and support for young Jamaicans to gain employment in the knowledge economy and provide opportunities for incubation and eventually start-ups. A notable point is that most participants in the Jamaican technology sector are male – in contrast to the NGO sector which is largely female-driven and staffed.

Connect with JSIF for Mapping and Capacity Development Service Provider References. JSIF seems to know every NGO and donor operating in Jamaica. The staff members have extensive knowledge and experience with NGOs and are in the process of updating JSIF's database of more than 2,000 NGOs in the country. Additionally, JSIF conducts capacity assessments,

delivers capacity development services using the Management Organizational Networking Financial Institutional Capacity Sustainability (MONFICS) tool and measures capacity development outcomes months after interventions. Based on impressions and triangulation, JSIF is well respected as being fair, non-partisan, honest, and hard-working. USAID could connect with them to understand the key players and the capacity development landscape.

Consider Partnering with Academic Institutions

Professional researchers at academic institutions in Jamaica say they perform rigorous analysis and study on the development context, needs and solutions within Jamaica. At Kingston-based universities such as the University of Technology and the University of the West Indies, the largely Jamaican staff of researchers are experts in fields such as violence prevention, sustainable development and poverty alleviation. Universities feel that their research and in-depth, intimate knowledge of the conditions on the ground are invaluable resources for donors in their design of projects.

USAID in Jamaica has been criticized by local entities for being disconnected from the strengths and needs of Jamaica, and are seen as particularly poor at developing appropriate monitoring and evaluation indicators. Though universities claim to offer services and constantly-updated bodies of research that would seem to provide USAID with exactly the knowledge it lacks, USAID has not partnered with any academic institutions in any substantial way. Instead, they choose to use what is already available online for free—which at best only skims the surface and at worst is inaccurate. Dr. Ward from the Institute of Sustainable Development at the University of the West Indies guesses that the reason is simply that it is not a common practice to fund academic organizations, and there's not much of a precedent for it. However, with the USAID Administrator calling for increased local context, increased M&E and increased accountability for projects, learning from rigorous research conducted by local students and institutions might be a path worth pursuing.

By funding academic institutions to provide background information for USAID's projects, USAID could achieve a number of goals:

- increase the Agency's awareness of and fluency in what is really happening in real-time on the ground to influence their project design
- increase the Agency's ability to set real, achievable monitoring and evaluation indicators
- increase their access to local organizations including those in rural areas
- provide institutional strengthening for academic programs that are in dire need of funds and which serve an important purpose (Universities had 1/3 of their budgets cut last year)
- use UWI's existing infrastructure in the building of important networks across the island – including government, funders, local organization, academic researchers, etc. UWI's Violence Prevention Alliance hosts monthly meetings with all concerned bodies including government, to ensure that their efforts are harmonized
- increase the Agency's credibility in communities (by being associated with the UWI or UTech brand)

Local umbrella groups such as the Environmental Foundation of Jamaica (EFJ) also posit that research is a needed yet neglected aspect of the development process. This sort of research has potential to give USAID a deeper insight into the local context by providing them with rich data and background that they would not otherwise have access to.

The first step in thinking about such partnerships, however, would be to undertake due diligence to determine the depth of the competencies these entities have.

ORGANIZATIONAL LEARNING IN THE JAMAICAN CONTEXT

It is critical for USAID and other donors to understand why some entities are effective and others not; what they require for their growth; what inspires them to evolve; and how they might expand their partnerships.

Passionate & Divided

We have noted earlier the juxtaposition in Jamaica of passion/pride and dividedness/distrust. This key characteristic might have the following relevance for donors:

- **Donor missteps or (intentional or unintentional) disrespect may not be easily forgiven or forgotten.** Take the example of Cockpit Country, the most remote and rural region in Jamaica, where USAID will likely not be welcomed back after a failed project. In this initiative, USAID dedicated funding to the creation of a tourism center in Cockpit Country in pursuit of its goals of increasing tourism to the region. Unfortunately, because USAID was unaware of the context of the region before designing the program, it did not realize that there are no paved roads that connect this area to the rest of the island, making it impossible for tourists to get there. A decade later, a now-abandoned and dilapidated building is at the center of an otherwise pristine Cockpit Country, and locals have still not forgotten what they perceive as a failure.
- **Development projects that are defined and designed by donors without local input or local leadership may not be sustainable,** given this passion for country and Jamaican-led efforts.
- Donors need to **keep abreast of the political situation** and loyalties in the country, in order to understand the qualities, strengths, weaknesses, etc. of many organizations.
- Donors need to **understand the loyalties of organizations** and how these will shape partnerships. This is particularly critical when USAID seeks to match certain prime partners with local sub-grantees.

How Organizations Learn May be Based on How they Were Founded

Generally the founding of local entities in Jamaica is enabled or inspired by one or more of the following:

- Founded or financed by an international entity or initiative
- Motivated in response to a natural disaster or political upheaval
- Inspired by a regional or global success
- Formed by a dynamic leader
- A collaboration of individuals or groups who recognize that their potential for success is greater if they combine forces

The way an organization was founded will have implications for how a donor might approach capacity development. Illustrative donor approaches that relate to how an entity was founded are briefly discussed below.

Founded or Financed by an International Entity

Three of the four functioning umbrella/intermediary groups included in this survey were founded or financed by a U.S. entity or the USG. EFJ and JPAT were formed as the result of a USG debt-for-nature swap, and EHF was formed by the sale of the U.S. company, Blue Cross. TCC sprang from a USAID-funded project implemented by Chemonics. All these entities agree that they were profoundly influenced by these outside interventions; TCC likens itself to McKinsey and Co. for the Caribbean for example.

In order to better understand and nurture the goals and ambitions of the organization, donors might consider funding small projects that allow the organization to strengthen its ambitions and goals, as opposed to the goals of the international entity that founded it. Donors might also encourage these entities to share lessons on how they have reconciled its founders' values with their own, for the benefit of other local entities. Longer award timeframes might be considered to allow for the organization to fully develop its own mission, vision, values, etc., if they differ from the international entity that founded it. Pre-award surveys and audits conducting for these internationally-founded entities should take into account this context.

Motivated in Response to a Disaster or Civic Upheaval

JCSC credits their community and political successes as a response to the civic upheaval that occurred in the extradition of infamous drug lord Christopher 'Dudas' Coke. This passion inspires the organization even now and is the primary motivator for the coalition's work. Through gaining success and prominence in this effort, it has learned what works and how to be strategic in battling entrenched political establishments. The organization has kept this passionate advocacy at the heart of everything it does and it is present in how it learns. The Plenary of the JCSC is the learning body of the organization and follows the activities of the GoJ closely to keep updated on where they need to be involved, and conduct consensus building with the community to determine how to address current issues.

In order to foster better learning for entities that have been established in response to political upheaval or natural disaster, donors should allow flexibility in the partnership to accommodate this as an appropriate basis for subsequent development of the organization. Indicators might be based on how well these organizations represent their constituencies and how effective they are at organizing for change.

Inspired by a Regional or Global Success

Jamaican cocoa farmers – previously working in isolation across the island – created the Jamaica Cocoa Farmers’ Association (JCFA). They were inspired to do so by learning lessons from the regional and global cocoa market, e.g., they were making lower incomes than farmers in Trinidad whose crops were of inferior quality. Global market surveys including one by USAID revealed opportunities for growth for Jamaican growers. They realized that they could do better, and they got together. The JCFA now keeps in touch with the global and regional market through different means, including a relationship with CONACADO, a Dominican Republic-based organization that uses a decentralized model for cocoa production that focuses on farmers. Through this relationship, CONACADO shared the model experience with JCFA which is working to build a similar system in Jamaica.

To more effectively support capacity development for these entities, donors should support more peer learning to the extent possible. Donors might encourage and facilitate increased linkages within the global marketplace that the entity may not otherwise have access to, to encourage this type of learning and growth. Donors might consider reviewing how these global efforts measure their success to determine more appropriate M&E indicators and evaluating success.

Individuals or Small Groups with Similar Missions Combined Forces

People’s Action for Community Transformation (PACT) was created in 1996 as a collaboration of persons working together towards the same cause. Resources had become scarce, and they realized that they might be better able to attract scarce money if they combined efforts. PACT thus began as a collaboration of ten organizations, and has today grown to a collaboration of 26 (largely Kingston-based) CBOs and NGOs.

ADA is the longest-running association in Jamaica, now in its 28th year. ADA was officially registered as an NGO in 1985 by a group of civil society organizations, which, due to similar missions and similar frustrations, decided that they might have more impact if they joined forces. Now existing largely as a membership body (and a member of the Organization for American States), ADA exists to promote sustainable development and social change, creating a framework for debate, policy, advocacy, analysis and systematic study of development issues facing Jamaican civil society. They aim to build the capacity of the collective and to promote ongoing dialogue, education and research. However, ADA’s long history of work does not necessarily equate with more donor funding, because, their Director says, they are more concerned with working with their constituents than interacting with donors.

Text Box 4: *Rebuilding after the loss of a leader*

The Rose Town Benevolent Society was founded in the 1990s by one of Rose Town’s dynamic leaders, Mr. Black. When Mr. Black died in 2009, the organization fell apart.

A new director was hired from outside of the community, meaning she had little knowledge of the community’s strengths and needs. In order to ensure that the newly organized Society would truly embody the needs of the community, she invited Rose Town’s 35 most interested community members on a retreat for one week to discuss, debate, and decide on their primary needs and goals. Because these goals were decided upon with such input from the community, they are the driving force behind the organization’s success to this day.

Donors might more effectively develop capacity and foster learning with these types of

organizations by recognizing that they are driven by the needs of their communities and will thus be highly influenced by their constituents. Value the reach into their communities that these entities possess, and the feedback they receive. Since these organizations are often more in touch with the local needs and solutions of their constituents, consider funding the work that they are already doing well, instead of requiring them to fit into a pre-existing donor designed project.

Inspired by a Dynamic Leader

Dr. Beverly Morgan, CEO of The Competitiveness Company, is clearly the dynamic driver of the organization. Her values and manner of leading are appreciated deeply by her staff, with whom she works closely and fiercely supports. She has instilled in the staff the idea that everyone should constantly be doing something to improve their own personal capacity to perform. Dr. Morgan backs up this value by providing flexible work schedules and providing some financial support to educational programs of its staff. The investments pay off with staff members sticking around and taking a true interest in the direction of the organization. While Dr. Morgan has been successful at transferring capacity to her staff, she says that she has not yet figured out how to pass on these lessons to TCC's partner organizations.

Other examples of dynamic leadership include Lorenzo Buckley, the head of the Jamaica Cocoa Farmers' Association, and Nadine Boothe-Gooden, a local consultant who has built her business from scratch. Her company employs as many as 40 people at its full capacity. Ms. Boothe-Gooden knows that without her, the company would not exist. While both Lorenzo and Nadine work to strengthen their staff and the sustainability of the organization, it is evident that without their leadership the entities they lead would not likely survive.

Donors might assess these types of organizations by investigating how much knowledge is being transferred to the rest of the organization, how much leadership opportunity is made available, and to what extent growth outside of the office is supported. In the case of TCC, donors should recognize the company's goals to now transfer the capacity that they have built for themselves to other organizations, and consider supporting them in doing so.

Learning through Partnerships

Many organizations feel that their most important learning experiences come during the course of their partnerships with donors. JCFA highlights several benefits of direct funding from international donors such as USAID:

- Direct lines of communication with a donor
- Added prestige and credibility of working with a well-known donor
- The pre-award survey component of the grant led to several improvements within the organization

EHF agrees that, thanks to their award and learning from USAID, it now makes smarter business decisions about the goods and services it procures. Through a market analysis process that the USAID Contracting Officer mandated, EHF learned how to obtain better pricing for goods and services. EHF has now instituted clear guidelines for their own purchases. By promoting open

and fair competition and best value in its procurement procedures; the practice is improving local service delivery and strengthening local service delivery capacity.²³

For an entity that is relatively well-established and well-funded, such as the Petroleum Corporation of Jamaica (PCJ), being funded by international donors helped them to strengthen their mission. By paying close attention to various solicitations that arise from donors, PCJ is forced to constantly reexamine their own mission and make important decisions about which funding opportunities are appropriate for their direction. The key here though is that PCJ already had a strong mission (mandated by the GoJ) and were well-funded (1% of all gasoline sales in the country), affording them the opportunity to be conservative about which funding opportunities they choose to pursue. Many other entities may not have the same luxury of not applying for new solicitations that are even somewhat relevant to their mission.

Some Jamaican community-based and local organizations prefer to partner directly with international donors such as USAID or CIDA, while others prefer to avoid the administrative burden of a direct relationship and opt for the simplicity of working through a local intermediary. Still others, such as PACT, find learning opportunities (and resources) in any kind of partnership. See the chart on the following page for a discussion on PACT’s experience with benefits and challenges working through intermediaries and directly with donors.

	Communication/ Coordination		Administration		Capacity Development	
	<i>Benefits</i>	<i>Challenges</i>	<i>Benefits</i>	<i>Challenge</i>	<i>Benefit</i>	<i>Challenge</i>
Direct Partnership with Donor	Clear line of communication provides opportunities to build relationship Local entity gets credit for its work (no intermediary to take the credit away from them)	Little connection with GoJ and little effort is given to feed into the national plan Hard to reach for daily questions / assistance	Requirements can help the entity identify where it’s weak and needs capacity (specifically pre-award surveys)	Tasks can be ‘traumatic’ (ex: PACT was unable to pay local partner because of USAID’s delay during winter holiday)	Progress in capacity development and behavior change communication was easier to measure	
Working Through Intermediary	Better links with ministry officials, generally more available for help and possess contextualized local knowledge allowing entity to be more relaxed and locally-driven		Simplified administrative procedures since the intermediary takes care of most donor and GoJ requirements			Many times an intermediary needs its capacity built, so attention is taken away from the entity

Local-local partnerships: What do Local Umbrella Groups Look for in Local Partners?

Here is what we learned about what Jamaican donors look for in determining which organizations to fund and how to help them grow.

Passion is central: From the strongest to the weakest entity, everyone said that passion for their work and for Jamaica’s development as a nation was the most important thing they look for in

²³ Excerpt note from EHF interview, July 10, 2012.

hiring staff. Might donors also evaluate organizations against such criteria in pre-award surveys and other selection processes?

Collaboration: TCC has built collaboration among staff and its partners as an institutional core capacity and programmed this value into its work. TCC regularly convenes donors to share successes and challenges to promote mutual understanding and build support for its work. TCC knows that donors cannot “read their minds,” so they need to be proactive and aggressive when they have questions or need help. This has helped their relationships with donors to flourish and led to increased learning.

Open communication: When funding grants, EHF similarly says that the most important quality it looks for in Jamaican entities is the degree to which they communicate openly about their strengths, weaknesses, questions and insecurities. In Jamaica, this is particularly important because of the lack of trust that is often unspoken between local entities.

Value individual learning: TCC develops the professional capacity of its staff and retains them by allowing flexible work schedules to accommodate training and promoting a culture of self-improvement. Members of this small organization share tasks and work together to help one another when one person needs to make sacrifices for school or training. They commented also that if a staff member has been with the organization for more than two years and doesn’t have improvement plans, something is missing. TCC Marketing Manager Nicardo Neil claims that these practices have prevented “the organization from having any acrimonious departures of its staff.”

Be wary of ‘fly-by-night’ organizations: Several leaders of organizations, including USAID, warned of ‘fly-by-night’ entities which spring up in response to a donor solicitation; others referred to these entities as Non-Governmental Persons (NGPs). Leaders who recognize this trend feel that donors must be able to recognize legitimate organizations from the opportunistic ones. These leaders feel that ‘real organizations’ should be able to prove they:

- adhere to their mission after they have been in existence for two or more years
- have loyal constituencies
- produce consistent results
- have a vision that they’ve been implementing for more than two years without deviation
- receive consistent funding for similar activities

These ‘real organizations’ do not have to be performing miracles, but they must have a vision they are dedicated to. The above list may serve as a starting point in developing a kind of check-list to consider in the due diligence process a donor like USAID might undertake.

Flexibility and adaptability to changing needs: EFJ noticed that they had different needs throughout the life of their organization. EFJ was founded in 1993 via a debt-for-nature swap with the U.S. Government. That funding has now diminished and will be ending in the next few months, meaning they must start looking for sources of funding now... something they didn’t have to worry about before. They are now looking to increase their capacity to apply for grants.

They applied for a DGP grant in Round 3 but were not selected.²⁴ EFJ recognizes that this flexibility is an important indicator of their capacity.

Long term Planning: JPAT's leadership avoids political pitfalls and sets financial goals that will provide long-term programmatic sustainability. It recognizes the danger in associating with GoJ actors and people with personal or political interests in a sensitive environment. JPAT is building an endowment and has set a goal of \$13 million. It projects that this amount will pay out sufficient interest that will allow the foundation to sustainably operate for years to come. This strategic approach will lead JPAT into a long life of service for Jamaica. JPAT has learned from the challenges posed by the EFJ who, in JPAT's view, was dragged down by politics and poor strategic planning.

Self-identified Capacity Development Needs

The majority of the local entities interviewed for this report cited the same three areas as their biggest capacity development challenges: (1) human and financial resources, (2) proposal writing, and (3) knowledge management.²⁵ This pattern would seem to be linked to the *swinging pendulum* nature of donor funds. Local entities complain that they cannot plan very far into the future because funding and donor priorities can change unpredictably. We heard organizations say they are forced to spend valuable time writing proposals and taking courses to learn proposal-writing skills, or spend big money to hire someone else to write the proposal for them. They feel these human and financial resources take time away from their constituents and project implementation, and that donor harmonization of some of these requirements would be helpful.

Challenges in knowledge management are also linked to donor short-termism, exemplified by the experience of PACT. PACT told us that they are often given access to a knowledge management database by a donor for the duration of the project. They input baseline data, indicators, and achievements made throughout the life of the project, an activity that they find to be one of the best ways of building and tracking their internal capacity. But when the project ends, that data and the system are taken away from them and claimed by the donor as belonging to the donor exclusively. This is a critical problem because this is where their knowledge and learning and means of building capacity are stored.

Suggested revisions to the donor-recipient relationship/model might include:

- **Longer-term partnerships.** Everyone agrees that developing the capacity of an organization takes time. Five years should be the minimum, not the maximum
- **More flexible partnerships.** If donors want direct partnerships, they need to be much more responsive to the constantly-changing needs of local entities. One example that stands out is the inability of local entities to obtain an advance for the startup of a project. Though this policy revision has been discussed by USAID as part of Objective 2 efforts, it has not been implemented in Jamaica

²⁴ Researchers did not uncover specifically why EFJ was not selected, but could speculate on a couple of it is related contextual events: reduction in the funding pool DGP or uncertainty at the leadership level related to an upcoming EFJ and JPAT merger.

²⁵ *Jamaica 2030* has the vision to improve data collection, but many are skeptical about whether it will actually be implemented.

- **More contextualized relationships**, which requires more donor time spent in the field and on site visits
- **True partnership** means sharing the fruits of project labor, including data and data systems that have been established for a particular project. USAID can revise their Ownership of Information clauses to allow for local entities to benefit from this data as well

The other most commonly-identified contributors to the poor health of Jamaican civil society entities are:

- Self-interest vs. collaboration
- High rate of emigration leading to ‘brain drain’
- Lack of attention to true needs of organizations vs. desires of donors
- Political tribalism
- Financial instability by GOJ and poor GoJ support in representing the interests of civil society against international donor agendas
- Inability to formulate proposals into workable project plans, i.e. to describe on paper what their goals are and how they will be measured against them
- Access to capital – banks do not accept contracts or cooperative agreements as securities
- Inability to provide matching or co-financing – many communities are often unable to contribute cash or resources to the implementation of a project
- Lag in digitizing their organizational information and project documents
- Lack of a diversified funding base

Organizational Best Practices to Address Capacity Deficiencies

The following are examples of efforts that organizations use to address their capacity deficiencies. These may be useful for donors to encourage when working with organizations in Jamaica.

Partner with academic institutions: PCJ made known their attempts to coordinate efforts with universities. When Centre for Excellence for Renewable Energy (CERE) was founded, the Board recognized that many of the most passionate and educated people in the energy field were students at the University of the West Indies. They developed a Memorandum of Understanding between UWI and CERE to use students for research projects, providing them in turn with stipends and valuable experience. PCJ believes that his type of model might serve to bridge important gaps in the LCD marketplace.

Allow for a feedback mechanism for the organization in any capacity development effort: World Learning used a traditional six-area assessment when assessing the capacity of its sub-grantee, Panos Caribbean. The feedback mechanism element of this assessment that was the most helpful to Panos actually occurred after the assessment: World Learning provided its recommendations to Panos, who were then asked to write a reaction to it, which was then made a part of the assessment. This allowed Panos to reflect on and debate these external observations and prompted learning, self-reflection, and growth.

Solicit feedback from constituents: PCJ/CERE feels that their most important capacity development tool is their Solar Market Survey, which measures how the communities to which

they provide service feel about their work. Users receive a survey that essentially serves as a feedback mechanism and a forum for soliciting new opportunities and learning of unmet needs. This in effect serves as a baseline that helps CERE identify needed training, new technical services, etc.

Embed a technical expert in the entity: One professor in the Institute for Sustainable Development at the University of the West Indies says,

“the only capacity development approach I have ever seen work in 30 years of studying this is embedding a senior technical expert into an agency or organization and having that person or team work with the agency or organization work with them for a period of at least 2-3 years. Take the U.K. police embedding with the Jamaican Constabulary Force (JCF) for example. This is a DfID project and they should be commended for it. The JCF has fundamentally changed and now commands a greater degree of professionalism and respect in the country. This is the only approach that has come remotely close to making long term capacity development changes.”²⁶

Create advisory bodies: TCC has set up Project Advisory Boards (PAB), independent project accountability-focused units that keep the organization and project on track and honest; help with trouble-shooting; provide input and feedback; and that broaden the network for the project during implementation. PABs can be comprised of community stakeholders, academics, members of Jamaican government, and the donor agency.

Keep in constant contact: TCC has had enough donor experience to know that it cannot rely on the donor agency to stay in sufficient contact. They recognize the value of keeping the donor interested and informed of project implementation, and send daily unsolicited emails to their project officer. They also host *Learning Lunches* which are weekly presentations by a staff member of the company on a topic related to the project. They invite the donor that is funding this particular project, as well as outside donors, which they hope will help with donor efforts to harmonize.

Service-learning and exchanges for learners. In addition to completing the 400 hours of training in a technical area, UTech students are required to complete service learning. The service contributes to student’s understanding of development challenges. Seymour Riley, UTech Director of the Department of Community Development & Service, commented,

“Many [students] begin with attitudes of resistance or at best skepticism. They usually demonstrate significant positive changes after they have gone through the transformative experiences of service learning. In addition to the personal and developmental rewards, they each receive one academic credit for successful completion and the top-performing two students get an all-expense trip to a service- learning conference in the southern U.S. in the Spring.”

²⁶ The U.S. Peace Corps takes a somewhat similar approach in which they embed volunteers within an organization for an extended period of time. The model is best for transferring capacity when the volunteer has some level of experience and skill in the field. There has been a tremendous response to this program, and PC has discovered through this effort and the Peace Corps Response program how stretched thin government agencies in Jamaica are. Peace Corps cannot possibly respond to the number of requests for volunteers they receive from ministries and NGOs.

Provide technical assistance through local service providers. JPAT puts a premium on keeping administrative and overhead costs low. Hiring on a short-term basis to provide capacity development services allows the organization to limit its overhead to 16% versus EFJ's 25%. This approach aligns with the organization's desire to keep a low profile and be efficient.

Work together in a cluster. The more producers involved in ornamental fish (or cocoa) production the better for the Jamaican marketplace. Increasing the volume export product makes Jamaica more competitive with other producing countries. Both TCC and the JCFC work to educate producers not to be jealous of peers but rather to share best practices and resources to make Jamaica as a whole more productive and competitive.

Impart skills through classroom training or introduce learners to real world examples. TCC educates its project participants in market dynamics, accounting, post-harvest handling, supply chains and value-added services either in a class room, by taking participants to the steps in the supply chain, or bringing the experts to the work site. It uses these different methods to build a foundation for the rest of the project.

Use "show-me" approaches. JCFC brings rural farmers from the fields into the market place in Kingston and shows them every step of the value chain from production to market. They feel that this gives farmers a clearer understanding of the process and educates them about a farmer's role in the consumption of a good. This helps farmers understand the value of their crop and the value-add supply chain.

Be self-effacing and get out of the way when learning is taking place. Learning is between the organization or individual and the deliverer of knowledge; if TCC is neither of the parties, it removes itself as an obstacle and recognizes that it is limited in what it can deliver.

Find a mentor and cultivate relationships. Nadine Boothe-Gooden speaks passionately about a mentor she had from her time working as a Spanish teacher with PCJ, Dr. Raymond Wright.²⁷ Dr. Wright provided consistent encouragement and support by regularly inquiring about her activities and pursuits, guiding her career steps and even at times helping her pay tuition or expenses. As a learner, Nadine worked to find the right balance between confidence/pride and insecurity/humility. She carries these lessons with her and now mentors a young woman in a similar way.

Network to Grow and align oneself with like-minded people. Members of JCFA attended a cocoa farmer's conference in Washington, DC that put them together with Dominican Republic-based National Cocoa Farmers Federation (CONACADO in Spanish). CONACADO uses a decentralized model for cocoa production focused on farmers and regional processing centers, instead of a state-run, centralized model employed through the Cocoa Industry Board²⁸ in Jamaica. Through this relationship, CONACADO shares with JCFA experience about

²⁷ Dr. Raymond Wright passed away in 2011.

²⁸ The Cocoa Industry Board, described by some as a state run monopoly, was established in 1957 to internationally promote Jamaican cocoa. Today, the CIB is undergoing a process of divestment into other commercial and regulatory entities.

transitioning to a regional and decentralized model as it works to build a similar system in Jamaica.

Challenge staff, appraise, and guide. One local consultant credits her success to her affinity for challenges, and she works to instill this quality in her staff. To develop her staff's capacity she gives them challenging new assignments and lets them develop materials like newsletters, calendars and other communication products. After she receives their work, she'll take stock, find the positive aspects of what has been done and guide them to improve the rest. The approach has cost the business time and money, but she finds staff respond positively to autonomy and learn faster with hands-on learning. Failing to let staff develop in this way leads to frustration and, in her words, "*frustrated people do not produce good work.*"

USAID AND CAPACITY DEVELOPMENT

"USAID/Jamaica has always been an outlier [among donor agencies], they don't work very closely with the Government [of Jamaica]. You always have to go over there to get information from them about what they are doing. USAID does not consult with us for input, they just bring us a completed project proposal and say, that's that. This is what we're going to do."

- Director, Office of External Management, Planning Institute of Jamaica²⁹

USAID/Jamaica's offices are within the heavily fortified U.S. Embassy in the wealthy neighborhood of New Kingston. Passing through security at the compound takes about 15 minutes and includes several phone calls, a thorough bag search and equipment surrender. Visitors are escorted at all times. The Mission was in the midst of multiple staff turnover so there were very few desks occupied in a relatively large office space. The Mission still seems to be recovering from a significant decrease in the size of the office via a recent reduction-in-force mandated by USAID headquarters, leaving a current staff total of 14 full-time staff, not including five people (who are currently in a period of transitioning out of the Mission) under the Development Leadership Initiative (DLI).

The Foreign Service National (FSN) staff we met were insightful and experienced but reserved, perhaps as though they hesitated to speak openly in front of or contradict Mission leadership. However, even in a second meeting with only two FSN staff members without any American officer in the room, it felt as if an honest conversation about USAID's work in the country was still not forthcoming. They tended to agree with the Mission Director on each point made.

Several interviewees from Jamaican civil society and GoJ hinted at a disconnected, uncoordinated and non-communicative image that USAID has in the country. This was reflected in the limited meetings held with Mission staff, who seemed disconnected from or disinterested in the strengths, needs, challenges and opportunities of the island.³⁰ There was little awareness of what was happening in the country – neither USAID projects nor others – and seemingly little

²⁹ Barbara Scott, July 18, 2012

³⁰ The Mission Director had arrived at post 10 months ago after serving in Pakistan and Lebanon.

concern for opportunities.³¹ This was likely due to the Mission’s human resource constraints that prohibit them from focusing on anything beyond their current portfolio.

Summary of Current Efforts in Capacity Development

USAID/Jamaica has 17 current partners, and we met with 11 of them (and many other non-USAID partners). Four of these 11 are considered ‘local’ entities in USAID’s current definition.³² Of these four, one was established by Chemonics, one by the American Blue Cross and one is the foundation arm of the Jamaican National Bank. It is noteworthy that only one of these local organizations currently funded by USAID was founded and established by a locally-driven and locally-led effort.

Despite the Agency’s high-level initiatives to work more directly with local organizations via USAID/Forward’s Implementation and Procurement Reform (IPR), the solution in Jamaica, Mission Senior Management and some staff believe, is to bring back the (U.S.) institutional contractor model. Mission leadership questioned why U.S. intermediaries are frowned upon these days and why there is such a “*big push*” by headquarters for USAID to make such a dramatic shift to local organizations. Mission management seemed dismissive of the initiative and bitter that they were not consulted for suggestions or feedback on whether this initiative would be wise in a country like Jamaica. Mission management and FSN staff also expressed frustration that the Mission has no outlet to provide feedback to Washington on their country programs or the viability of the IPR initiative in a country like Jamaica.

The Mission Director seems disillusioned with this new focus on policy and procedure as opposed to simply getting the work done. Her first post was USAID/Zaire 30 years ago. She says she believed in what the agency did back then because what they did was simple: hybrid corn and roads. “[*Back then*] it was all about the fundamentals. Now policy is central and we’ve lost the essence of what made USAID great.” Her senior level staff seem to mirror her opinions.

Because of the small size of the Mission, in their view there is “zero capacity” for Mission staff to do much capacity development work with local organizations. The Mission Director recommended that there should be a mechanism in place to do this capacity development work – even if it is a U.S. intermediary and even if it is a global mechanism that Missions could buy into. She is dubious whether Missions should even be taking this work on directly, given how stretched they are already.

We note that USAID/Washington seemed to have the impression that USAID/Jamaica was committed to the Agency’s goal to increase its direct partnerships with local organizations through IPR Objective 2 and the Development Grants Program; that Mission leadership is very supportive, and that staff are constantly out in the field visiting projects.³³ These impressions are

³¹ We offered the Mission Director a debriefing to report to her our relevant findings (as appropriate) and she declined and said we could speak with one of the FSNs on our way out of the country, if we wished.

³² Incorporated in and under the laws of the host country. Led and staffed by citizens of the host country with a Board of Directors that is comprised of 51% or more citizens of the host country.

³³ Many conspicuous development players in Jamaica have never been engaged by USAID, including ADA and JSIF, and PIOJ says USAID does not consultant it for program design or coordinate activities.

not consistent with the conversations we had with Mission staff or with other development actors in Jamaica.

Furthermore, FSN staff told us that in the mid-1980s, USAID/Jamaica and USAID worldwide were driven by a similar initiative to increase the volume of direct partnerships with local entities. Unfortunately, no one could point to what the agency had learned from the first effort. The majority of local organizations that took part in this research, and operated during the mid-1980s, remember this effort but don't know what came of it, why the agency moved away from it, nor why it is coming around again now.

The Swinging Pendulum

Many local organizations and one DLI noted that as USAID/Jamaica's senior management change, so do its project and sector preferences. New administrations and new senior management have project and sector preferences and they have the ability, within limits, to alter the focus of a Mission's work with very little notice. This was referred to by some local entities as the '*swinging pendulum*' and its impact on the work and focus of civil society was cited often. It seems that as soon as a local entity has a grasp on what a particular donor in country is looking for and what their requirements are, the donor shifts focus and moves onto something new; many times with a disregard for what happens with the initiatives that are abandoned.

The same DLI described a situation at USAID/Jamaica where certain projects are held up because of shifting interests among senior leadership. For instance, this DLI is the contracting representative for the Rose Town Foundation, a grant that was signed by both parties more than one year ago, under the former Mission Director (who has ultimate signing authority for all Mission awards). The Rose Town Foundation said it began the process of hiring staff and planning for the impending project. Though specifics about the nature of the delay were not revealed, since the leadership transition that began ten months earlier the award and associated funding has been mysteriously held up. The DLI claims that the only reason for the delay given is that '*politics are involved.*' The DLI is left to report to the Foundation on the delay in regrettably cryptic fashion every time the organization requests an update. The entity is left with the promise of funds that are now more than a year overdue, and a half-begun project that has no money to support it.

Other organizations report that they get the sense that new Mission Directors have '*pet projects*' that take attention and focus away from formerly visible work. ACDI-VOCA explained that USAID directed it to give, what is now a very successful, JCFA institutional capacity development money and support prior to JCFA receiving their USAID DGP award. This fits with what the JCFA head, Lorenzo Buckley, said when he boasted that JCFA was able "*to hit the ground running and was outperforming the other DGP grantees by a long margin.*" While of course the DGP is not a competition, it does raise the question of why certain organizations receive preferential treatment over others. It also raises concerns about the organizational sustainability of long-term partners that the DGP is designed to create. Staff changes are frequent at Missions and if Mission staff develop certain sectors and partners and then leave, that work and development is subject to the next responsible party who may not look so favorably upon the sector or partner.

Development Grants Program

USAID’s Development Grants Program (DGP) is a competitive small grants program that provides an opportunity for small U.S. NGOs and local organizations with little or no USAID experience to manage USAID programs. *“The DGP was designed to expand the number of direct partnerships USAID has with U.S. PVOs and indigenous, local NGOs and to build the capacity of these organizations to better meet the needs of their constituents.”*³⁴ The USAID/Jamaica Mission Director believes the DGP is “value-added,” but Mission management seemed more concerned with the amount of money that the DGP brings into the small portfolio that the Mission manages than the spirit of the program itself.

³⁴ <http://idea.usaid.gov/ls/dgp>

USAID/Jamaica DGP partners, projects and scope

Organization Name	Sector	End Date	CoAg Value
DGP Round 2			
Environmental Health Foundation	Water Supply, Sanitation and Hygiene	March 2014	\$106K
Environmental Health Foundation	Climate Change Adaptation	March 2014	\$260K
INMED Partnerships for Children	Climate Change Adaptation	March 2014	\$745K
Jamaica Cocoa Farmer's Association	Microenterprise	March 2014	\$756K
Local Initiative Facility for the Environment (LIFE)	Microenterprise	March 2014	\$750K
The Competitiveness Company	Microenterprise	March 2014	\$1,500K
DGP Round 3			
Jamaica National Building Society Foundation	Economic Growth	June 2015	\$776K
Rose Town Foundation	Water Supply, Sanitation and Hygiene	AWARD INCOMPLETE	AWARD INCOMPLETE

The Competitiveness Company (TCC) is ebullient about its relationship with USAID on the Development Grants Program, as is the Jamaica Cocoa Farmers' Association (JCFA). TCC has successfully built relationships with project officers and administrators at USAID by taking an active approach in communicating with the Mission, a quality TCC touts with pride in having figured out how to manage their donors. The JCFA felt that USAID has been very supportive of its work and the operations director stated that he felt "USAID has our back", and with the special capacity development funding and support JCFA received via ACIDI-VOCA prior to award this isn't surprising.³⁵

Other organizations were less positive about their experiences with the DGP. The head of the Jamaica National Building Society Foundation expressed frustration at her recent dealings with USAID/Jamaica, and said that unless the Agency drastically changes the way they operate, it will never achieve its ambitious goals. She explained that Mission staff rarely respond to emails, and when they do many times the information is incorrect. Even her Foundation, which has the backing of the Jamaican National Bank's procurement, administrative, legal and accounting systems, was barely able to meet the requirements for a DGP grant. How could any other local Jamaican entity ever hope to? She also expressed

Text Box 5: One DGP awardee's award timeline

To illustrate the delays the JNBSF experienced with the award of their Development Grants Program award from USAID/Jamaica, here is its summary of their award timeline:

- May 2011: concept paper due to USAID
- June 2011: JNBSF was short-listed
- July 2011: full proposal due (JNBSF was given 4 weeks to prepare proposal; which JNBSF felt is not nearly enough time)
- August 31, 2011: JNBSF was notified it was selected for funding
- July 2, 2012: cooperative agreement sent to JNBSF who was given a three day turnaround to review the 90 page cooperative agreement for errors after waiting 10 months to receive the document. JNBSF has little confidence that the document is error-free because it has had so many experiences with the mission miscalculating the organization's budget and making other errors

This timeline is particularly noteworthy because the mission was reviewing only one application funded in this DGP round. JNBSF luckily has the resource backing of the Jamaica National Bank, so is able to continue operating without the funding that USAID promised. The vast majority of other local entities will not have this privilege so the consequences of this sort of delay are serious.

³⁵ See *The Swinging Pendulum* section.

further disappointment that, out of the eight organizations who were short-listed in round 3 and who were given strong indications that they would be funded, only JNBSF was funded in the end. She felt that these organizations who put months of work into writing proposals were set up for failure, and that many of them will not again trust or consider being funded by USAID.

Despite cash-flow concerns, current DGP grantees like TCC, JCFA and EHF praise the Mission for its support during DGP project implementation.³⁶ Each of these organizations feels they have successfully built relationships with Mission staff and staff have likewise taken a true interest in the success of the project.

The Mission received lower ratings, however, regarding the solicitation and award process when entering into partnership with new organizations. The experiences shared by JNBSF and Rose Town illustrate a process that is long, confusing, and perhaps even harmful to the reputation of the Mission in the country. Mission program staff are appreciated for the service they provide to partners during project implementation but they should be more aware that the procurement process and public relations aspect of their work needs a critical look. It would be useful to examine whether the problems cited by these organizations are due to complications caused by the regional office in the Dominican Republic or by confusing directions and messages received from Washington. Wherever the problems lie, they threaten to limit future applications from a diverse set of organizations and further tarnish the reputation of the Mission.

CONCLUSIONS RELEVANT TO USAID

Jamaica's civil society vies for limited donor funding and feels beset by short-term donor interests. Due to its small staff and regional operating structure, the USAID Mission in Jamaica has extremely limited capacity to provide close guidance required for working directly with local organizations.

At the same time, most local organizations agree that the Local Organization Capacity Development effort through Implementation and Procurement Reform Objective 2 is a good idea for USAID in Jamaica. But many question the commitment and capacity of the Agency to follow through on its stated goals.

Jamaican organizations are capable of learning about financial compliance rules, reporting protocols and are passionately interested in the development of their country. Most DGP grantees are meeting or exceeding their benchmarks and adopting cost saving practices like competitive procurement.

USAID could focus on investing in local umbrella groups who best know their own needs and solutions and the capacity development challenges of their peers is well-advised.

Think about embedding senior technical experts into non-governmental organizations for long-periods to develop capacity. Professor Clayton and Peace Corps/Jamaica Director Wes Moses

³⁶ JCFA was so pleased with its Mission program officer they hosted a field trip and community festival for the outgoing staff member in July.

agree the mentorship and apprenticeship approach is the only effective donor-led way to transfer capacity and guide staff and organizational operating units to real positive and lasting improvements. In their opinion, change agents must be senior technical person/s with extensive experience in the field of interest and the individual or team must be in place for no less than two years in order to fully understand the context, establish trust and have sufficient time to implement reforms.

Prioritize and systematize relationships with citizens and organizations on the ground. Donors like USAID need to spend more time on the ground so that they develop trust with people and organizations, and so they can understand the nuances of the operating environment and learn which organizations are worth investing in.

Pay more attention to unintended consequences of a slow granting process. In Kingston, the people of Rose Town were selected as a partner on DGP for a land tenure, water and sanitation project. More than one year has passed since the community was notified of their award. Due to a change in Mission leadership and shifting priorities, USAID/Jamaica continues to stall this project. People have moved on and enthusiasm among the community is nearly gone. Once more, the experience of PACT not receiving incremental funding during Christmas-time prevented the organization from being able to pay employees and resulted in families not being able to celebrate the holiday.

Consider revising branding requirements. USAID donated five computers to the Rose Town Foundation and required a large USAID sign in the front of the library and at each computer partition reading “From the American People”. The donor who funded the library itself had no signage except a plaque describing the community process to build the library. The agency may want to consider unintended effects on its reputation as a result of branding requirements.

Capacity Development

Couple capacity development with Mission participation. Whether services are provided in-house or by an intermediary, Mission representatives need to communicate realistic expectations to organizations. Furthermore, participation from the Mission is needed to develop relationships between the Mission and a grantee organization. Nearly every organization agrees a central element for successful capacity development to work is a strong relationship between entities and individuals. Thus, for good capacity development to occur, opportunities to develop relationships should be prioritized.

Since we found a number of competent consultants and LCD firms/entities, USAID should find ways to test them as CD service providers. Governmental units Rural Agricultural Development Authority (RADA), for example, might be useful in rural settings and Social Development Commission (SDC) might be helpful in an urban setting. JSIF would be helpful to find independent consultants and NGOs nation-wide.

Consider core funding vs. project funding. Core funding supports an organization’s administrative and operational costs vs. funding specific projects. The benefits are that organizations are not incentivized to shift focus to accommodate donor desires allowing

flexibility and discretion in spending. The drawback is that it is difficult to report on indicators when the funding is not attached to a specific project. USAID has trouble with this because it cannot show specific proof of success to the taxpayers.

Build Audits into Grants. Small organizations often cannot afford expensive audits. Funding for first time partners should include money for annual external audits. Audits give organizations a tangible asset and likely set of areas to improve upon opening them up to more funding opportunities in the long-term. Audits should be seen as an investment for the future of the organization.

Support institutional knowledge management. Virtually all the NGOs with some experience that we spoke to noted their need for better knowledge management capacity. PACT's leader, Cecille Bernard admitted the organization does not adequately track its work nor does it have access to data from past international partnerships. If PACT is unable to pull together the data from the projects it has completed, it has very little to show from more than fifteen years worth of work.

Revisit "Pro-Ags." Karyll Aitcheson, ACIDI-VOCA and COP of MAJIC, described a mechanism that had capacity development goals similar to those under USAID/Forward. These were called "Pro-Ag" (Project Objective Agreements) and were phased out in the 1980s. Pro-Ags were sectoral projects written specifically for government ministries for about 5 years with the goal of strengthening governmental entities to be long-term partners.

Connect with Jamaican Social Investment Fund for mapping capacity development service providers. JSIF seems to know every NGO and donor operating in Jamaica. The staff holds extensive knowledge and experience with NGOs and is in the process of updating JSIF's database of more than 2,000 NGOs in the country.

USAID and other donors could do more to explore and promote new ways that local organizations can generate income. Ideas we heard include: endowments with the interest earned paying for administration and expenses; more debt repayment swaps that work with agencies to create a fund where a country's debt is repaid to an account whose interest covers organizational expenses; public-private-partnerships to avoid donor dependency; and carbon trading with Jamaica's considerable forest reserves.

Disseminate the lessons from MAJIC's co-implementation experience. The experience of MAJIC's transfer of responsibilities from ACIDI-VOCA to the Ministry of Agriculture provides a great case study for USAID learning on how to transfer authority and implementation to government ministries. The two year delay in implementation due to missteps and embedding a US-based contractor within a government ministry will provide lessons for other Missions. After two years, the expertise, experience and the capacity to implement USAID programs is transferring to the MoAg through this project. The lessons will likely be distilled in the mid-term evaluation that should be published in August 2012. The report should be widely shared with other Missions seeking to transfer responsibility from a US-based contractor to government ministry.

Procurement

Consider making more use of mechanisms like the Umbrella Grants Mechanism. The Umbrella Grants Mechanism provides local entities with a graduated capacity development program and then promotes them to direct partnership when the organization is ready. The USAID/Southern Africa Mission has extensive experience with this approach.

Increase funding of unsolicited proposals. Missions could begin to increase their focus on funding what is already working. USAID should encourage successful local organizations to submit unsolicited applications that respond to their own needs and successes.

Create funding tiers with varying levels of requirements. Jamaica-specific donor organizations like JPAT and UNDP-GEF separate the community-based organizations and NGOs they fund into different pools to anticipate capacity challenges before they occur. USAID should consider having tiers of funding requirements and associated guidance depending on the typology of the organization with which it is considering working (e.g. very little capacity= very simple requirements, very little funding).

Consider Round Robin as a source of co-financing. The Round Robin approach is a Jamaica community-oriented practice to provide services, materials or goods to each other instead of contributing cash for a project. One provides a service or good to your neighbor who provides a service or good to another neighbor and so on until the service or good makes its way back to the originator. The practice is often overlooked as a source of co-financing for local projects. GEF-SGP discovered that Round Robin financing contributes a significant source of capital to projects that could be used as cost-share.

Speed up budget re-alignment procedures and approvals. EHF has taken the competitive procurement process very seriously, such that its bids are coming in below estimated budget estimates. In one case, the project budgeted for three computers and when EHF was able to procure four computers at a reduced price after competitively procuring, they weren't able to purchase the fourth because the budget realignment and approval process took too long. To incentivize the process of competitive procurement, USAID should review budget realignment procedures and streamline approvals so organizations do not get frustrated and return to the status quo.

Strategic Partnerships

Academic Institutions. Some Universities operate independently from political allegiance and are less subject to shifting political winds. Universities train the next generation of leaders and have the ability to convert technological ideas into businesses and projects. UTech has the country's only business incubator and the Violence Prevention Alliance regularly conducts community peace assessments that reveal the likelihood violence could flare. These valuable resources could add depth to project design.

Exchange programs for academics would work to develop their capacity by exposing them to the market of development work, improve development agencies' understanding of context and, by

extension, provide valuable learning opportunities for students. The exchanges could be studio classes with graduate or PhD level students, working with universities to develop practicum leave for faculty, or tying practicum requirements to scholarships or the curriculum for higher level students. UTech explained how an increased exposure to the business aspect of networking, writing proposals and competing for development projects would increase its capacity to enter the development market place. Meanwhile, UTech feels that including more academic departments on development efforts would improve the applicability of its work while giving development agencies a better understanding of local context.

USAID could invest in studying the role of tax compliance laws in the potential for NGO partnerships. Many NGOs in Jamaica are prevented from becoming partners with JSIF and other development actors because their tax compliance status is unclear due to ongoing bureaucratic delays. The consequence of this issue is something a USAID study could make more visible to policy makers.

Partnerships need not be linear. Organizations like PACT do not see a direct partnership with a donor as being an indication of success or prestige. For example, PACT was first a sub-grantee to DAI, then a direct USAID partner, then a CIDA partner, and is now back to a sub-grantee to Juarez & Associates. It looks for funding of all kinds. “All kinds of relationships are learning opportunities.” PACT is currently awaiting news from the Development Grants Program regarding their Round 4 application.

DGP Improvements

Hold workshops on USAID procedures before grant-disbursement. Addressing the intricacies of reporting and tracking early on will save time in the future. We’ve heard this from EHF, JCFA and now from a DLI, all of whom have said that they would have avoided many mistakes had USAID/Jamaica held a workshop prior to dispersing project funding.

Establish an Independent Steering Committee. GEF-SGP employs a National Steering Committee for country programs on grants. The NSC is comprised of civil society organizations, government representatives, UNDP, academics, indigenous peoples' organizations, private sector representatives and the media. USAID could adopt a similar approach to ensure its grants are aligned with the development goals of the country and the communities where projects are implemented.

Use caution when pairing first time local organizations with AORs. In the case of Jamaica, some DLIs have become Agreement Officer Representatives (AOR) for DGP grantees. This pairs first time USAID partners with staff that have little experience navigating the Agency’s financial or contracting systems. While it is a great career opportunity for DLIs, it is also a risky situation for first-time partners that, in some cases, have suffered as a result of the learning curve DLIs have to climb.

Use a tiered approach for start-up funds. JCFC feels USAID could improve its cash-flow support during project start-up. Every DGP2 grantee received \$40,000 during project mobilization despite widely different project budgets. Such mobilization funds should take a

grantee up to almost the peak spending period of a project. USAID should provide more start-up money for higher budgets and less for lower budgets. Alleviating this problem would reduce administrative pressure, lessen the risk of defaulting on credit from other lenders, and prevent interruptions and delays during critical project phases.

Be flexible on M&E indicators. The Jamaica Mission sometimes provided misleading or incomplete directions about what indicators they want from DGP grantees, likely because they aren't clear on what they want or need to know. DGP grantees in Jamaica feel that they should propose indicators to the Mission since they know the project and the constituents better than the Mission.

Study the UNDP GEF Small Grants Programme. USAID could learn a lot from the GEF Small Grants Programme. Although their grants are smaller than the Development Grants Program, the experience from the SGP since the early 1990s has a lot of important lessons for the DGP.

Allow more time for feedback from constituents during the proposal process. Applicants should be able to solicit feedback from the affected community during the proposal process to ensure buy in and ownership. This is an important piece of the development process and is too often neglected.

Establish communication and relationships early in the project. EHF explained how its DGP contracting officer struck fear and intimidation into its staff by threatening loss of project and/or jail time for misusing funds. A more productive relationship between the COR and the grantee early on could establish trust and communicate the necessary procedures without raising unreasonable fears.

Staff Development

Consider refresher courses on development for DLIs. One DLI explained how she had never been given guidance or information from anyone on how good development work happens and how to do it. She had never even thought about what it takes to do good development work nor had anyone who designed the DLI training program because, according to this DLI, it simply isn't covered.

Customize the DLI Training Program. All DLIs enter the program with graduate degrees and extensive experience. The DLI we spoke with said that taking classes in environmental engineering intended for first time learners was a complete waste of time and resources. DLI training topics should be tailored to focus on the weak spots, giving the DLI an opportunity to skip courses they have already mastered and take electives.

Spread out technical/sector training courses. The DLI we interviewed received extensive training in a number of sector topics like health and nutrition, democracy and governance, HIV/AIDS, and economic development. The courses were lumped together at the beginning of the program and she felt were too much to absorb. The material might have been better absorbed by being spread out.

Country Approaches

There's little evidence of USAID funding any organizations not based in Kingston, and this is a missed opportunity.

Many grant coordinators from other donors in Jamaica conduct regular visits and make constant calls to the communities where projects are being implemented. They emphasize working through the local organizations on the ground in each of the communities such as the Social Development Commission, the Parish development councils, and the Rural Agricultural Development Association.

In Jamaica, extra caution is needed to avoid the impression that a project may benefit one political party at the expense of another.

Jamaica's national development plan is broad enough that most projects will easily fit into one of the goals. USAID should ensure the results from every project feed into the plan so that the PIOJ can track activities and measure long-term impact. This practice promotes good knowledge management about development activities and broadens support.

Just as USAID/Washington rolls out sophisticated learning programs when new sectors are introduced for Mission staff and long-term partners, USAID Jamaica might do the same for local NGOs and government units.

ANNEXES

I. Methodology Used in the Research

A mixture of desk research and interviews was used in this report.

Before arriving in Jamaica, we solicited information from USAID/Jamaica and the World Watch Institute project, *Caribbean Roadmap for Sustainable Energy*.³⁷ Additionally, the report *An Assessment of Jamaican Civil Society (2006): Two Centuries of Volunteerism Impacted by the Tribal Nature of Jamaica's Political Culture* completed for the CIVICUS Civil Society Index project led us to the co-author, Association of Development Agencies (ADA). ADA connected us to a number of its well-established member organizations with broad-based donor experiences.

Once in Jamaica, we were able to network with organizations and donors to arrange interviews with Jamaica government entities, universities, and other organizations.

We were largely successful in meeting with and learning from the majority of types of organizations from the list above. However, we were not able to reach local municipal governments and parish governments.

In-country interviews were conducted in July of 2012. The majority of meetings were held in Kingston with the exception of three impromptu interviews conducted in the Montego Bay Freezone with workers in the burgeoning Information and Communication Technology (ICT) sector. Most organizations have a base in Kingston even though operations may take place outside the city.

69 individuals from 40 individual organizations were interviewed. Among the interviewees, 38 people were women and 31 were men. 59 of the interviewees were Jamaican nationals, five were U.S. nationals, three were from other countries, and at least one person held Jamaica and U.S. citizenship. The average age estimate of the interviewees was 43 years old with a range of 21 to 64 years of age.

Among the 40 organizations, we spoke with four international donor/development partners³⁸ and three Jamaican donor/grant-administering organizations.³⁹

Including private sector companies and the Jamaican foundations, the median age of the organizations we spoke with was sixteen years and the average age was 20 to 25 years old.⁴⁰ We met with three organizations between one and five years of age, seven between six and 10, one between 11 and 15, two between 16 and 20 and 11 greater than 20.

³⁷ Connection made through Riley's involvement in GWU Sustainable Urban Planning Graduate Degree Program

³⁸ USAID, World Bank, Peace Corps Jamaica, and the UNDP's Global Environment Facility Small Grants Program

³⁹ Environmental Foundation of Jamaica, Environmental Health Foundation of Jamaica, and Jamaica Protected Areas Trust

⁴⁰ Excluding the Jamaica Chamber of Commerce that is more than 230 years old

We also spoke with four Government of Jamaica operating units and four Jamaican university departments.

Interviews lasted an average of 90 minutes, though one lasted nearly three hours. In many cases, our interview and meeting was the organization's first opportunity to share honest perspectives on its experiences with a donor audience. In only one instance did the host cancel or fail to prepare for the conversation.⁴¹

We conducted one focus group with participants from eight organizations. The focus group was convened by ADA and held at their offices in Kingston.

⁴¹ Meeting invitees from the Ministry of Science, Technology Energy and Mining (STEM) did not accept the meeting request submitted by a STEM colleague Riley contacted. When Riley arrived only one participant, Mr. Richard Gordon, was available for an abbreviated interview.

II. Meetings Conducted

The following chart displays the organizations that the researchers interviewed between July 1 and July 21.

Note: 'DGP+' signifies selected DGP applicant and 'DGP-' signifies rejected DGP applicant.

Organization	Org Type	Person Interviewed (Title)	Email
USAID/Jamaica	Donor	Denise Herbol (Mission Director)	dherbol@usaid.gov
		Claudette Anglin (DGP Coordinator)	canglin@usaid.gov
		James Burrowes (Director, Office of Program, Policy & Management)	jburrowes@usaid.gov
		Sean Osner (Deputy Mission Director)	sosner@usaid.gov
		Suzanne Ebert (Environment Officer, DLI)	sebert@usaid.gov
Jamaica National Building Society Foundation	DGP+	Saffrey Brown (General Manager)	saffrey@jnbs.com
The Competitiveness Company	DGP+	Dr. Beverley Morgan (Founder and Director)	bmorgan@infochan.com
		Margaret Mays (Project Coordinator)	cccompete@gmail.com
		Tameka Dunbar (Admin, Procurement, and Visibility Officer)	tdunbar@thecompetitivenesscompany.com
		Nicardo Neil (Project & Marketing Manager)	nicardo@thecompetitivenesscompany.com
		Annabelle Haynes (M&E Officer)	ahaynes@thecompetitivenesscompany.com
Nadine Boothe-Gooden	Independent Consultant	Nadine Boothe-Gooden (Managing Director, International Business and Language Consulting)	nadineboothe@gmail.com
World Bank/LAC Jamaica Country Office	Donor	Giorgio Valentini (Representative: Jamaica, Guyana, Suriname, Trinidad & Tobago, LAC Region)	gvalentini@worldbank.org
		Fabio Pittaluga (Senior Social Development Specialist, LAC)	fpittaluga@worldbank.org
Panos Caribbean	DGP+, U.S. PVO, Haiti HQ	Indi McLymont-Lafayette (Regional Director, Community, Media & Environment)	indi@panoscaribbean.org
		Jan J. Voordouw (Coordinator of Programmes)	jan@panoscaribbean.org
Global Environment Facility - Small Grants Program (UNDP)	Donor	Hyacinth Douglas (National Coordinator GEF SGP Jamaica)	hyacinthd@unops.org
Jamaica Solar Energy Association	Advocacy CSO	Roger Chang (President)	roger@cwjamaica.com

Organization	Org Type	Person Interviewed (Title)	Email
Jamaica Civil Society Coalition	Coalition	Carol Narcisse (Coordinator)	jamaicacivilsocietycoalition@gmail.com
Area Youth Foundation	NGO	Sheila Graham (Executive Artistic Director)	areayouth@gmail.com
Sistren Theatre Collective	NGO	Lydia Grant-Brown	sistrenf@n5.com.jm
Cutting-Edge Services	Independent Consultant	Carol Rowe (Training Consultant)	carole.rowe@cuttingedgeservicesja.org
Jamaica Conservation & Development Trust	Foundation	Robert Stephens (Chairman)	rspragma@yahoo.com
Kingston & St. Andrews Action Forum	CBO	Winston Monroe (Chairman)	
Rose Town Foundation	DGP+	Angela Stultz (Project Manager)	angela.rosesoft@cwjamaica.com
Jamaica Cocoa Farmers' Association	DGP+	M. Lorenzo Buckley (Operations Manager) Dwight Meek (Senior Field Technician) Nevette Wallfall (Regional Vice President) Stephanie (Highgate Cocoa Processing Plant Assistant) Arniff (Highgate Cocoa Processing Plant Assistant)	lbuckley.jcfa@gmail.com
Environmental Foundation of Jamaica	Foundation	Karen McDonald Gayle (Chief Executive Officer)	kmcdonaldgayle@efj.org.jm
Violence Prevention Alliance (UWI)	University	Dr. Elizabeth Wade (Head) Tarik Weeks (PhD Student)	
UTech - Department of Sustainable Energy, School of Graduate Studies	University	Dr. Ruth Potopsingh (Director of Sustainable Energy, School of Graduate Studies, Research and Entrepreneurship) Dr. Earle Wilson (Lecturer, School of Engineering) Dr. Maurice Fletcher (Principal Lecturer, Mechanical & Industrial Engineering) Dr. Dave Muir (Lecturer, Electrical Engineering)	ruth.potopsingh@utech.edu.jm ewilson@utech.edu.jm mfletcher@utech.edu.jm mauricefletcher800@hotmail.com dmuir@utech.edu.jm
Petroleum Corporation of Jamaica - Centre of Excellence for Sustainable Energy Development	Government Operating Unit	Denise Tulloch (Senior Research Officer - Bio Fuel) Robert Boothe (Renewables and Energy Efficiency Manager)	denise.tulloch@pcj.com robert.boothe@pcj.com

Organization	Org Type	Person Interviewed (Title)	Email
Environmental Health Foundation of Jamaica	DGP+	Latoya Aquart (Project Manager) Patina Rankine (Field Project Coordinator) Tanisha Samuels (Procurement Officer)	laquart@cwjamaica.com patinarankine@cwjamaica.com taneshasamuels@yahoo.com
People's Action for Community Transformation	DGP-	Cecille Benard (Director)	pactsec@cwjamaica.com
Association for Development Agencies	NGO Umbrella	Amsale Maryam (Chair)	asdevgen@cwjamaica.com
Jamaica Vendors, Higglers and Markets Association (JVHMA)	NGO	Lionel Dunstan Whittingham (President)	lionel_whittingham@yahoo.com
VistaPrint	Private Sector, Telecommunications	Arniff (Customer Service Representative) Staff Member A (Customer Service Representative) Staff Member B (Customer Service Representative)	
Jamaica Social Investment Fund	Government Operating Unit	Loy Malcolm (Project Manager) Ayanna Demetrius (Project Manager)	loy.malcolm@jsif.org ayanna.demetrius@jsif.org
Jamaica Protected Areas Trust	Foundation	Robert Stephens (Chairman) Allison McFarlane (Executive Director) Lehum (Technician)	rspragma@yahoo.com a_mcfarlane@flowja.com
Peace Corps/Jamaica	U.S. Volunteer Service Program	Weston Moses (Country Director) Anthony Hron (HIV Prevention Coordinator)	wmoses@jm.peacecorps.gov
Jamaica National Consumers League	NGO	Joyce P. Campbell (President)	natcomle@cwjamaica.com
University of Technology, Department of Community Development & Service	University	Seymour Riley (Director)	sriley@utech.edu.jm
The Jamaica Chamber of Commerce	NGO	Trevor Fearon (Chief Executive Officer)	ceo@jamaicachamber.org.jm
St Thomas Environmental Protection Association (STEPA)	CBO	Terrence Cover (President)	terrencecover@yahoo.com

Organization	Org Type	Person Interviewed (Title)	Email
Jamaica Association on Intellectual Disabilities (JAID)	NGO	Christine Rodriguez (Acting Executive Director)	jaid@cwjamaica.com
S-Corner Clinic and Community Development Organization	CBO	Claudette Wilmot (Director)	scorner@cwjamaica.com
Planning Institute of Jamaica (PIOJ)	Government Operating Unit	Pauline Morrison (Manager, Bilateral Programmes) Barbara Scott (Director, External Cooperation Management) Delores Wade (Senior Project Economist)	pmorrison@pioj.gov.jm bscott@pioj.gov.jm dwade@pioj.gov.jm
Institute of Sustainable Development, UWI-MONA	University	Dr. Anthony Clayton (Professor of Caribbean Sustainable Development)	anthony.clayton@uwimona.edu.jm
ACDI-VOCA	INGO	Karyll Aitcheson (Chief of Party, MAJIC)	kaitchesonacdivoca@flowja.com
Ministry of Science, Technology, Energy and Mining	Government Operating Unit	Richard Gordon (Project Manager, Energy Efficiency and Conservation)	rgordon@mstem.gov.jm
Universal Negro Improvement Association and African Communities League (UNIA)	NGO	Jawari Deslawdes (Vice President)	jawari454@gmail.com

III. Recommendations for Further Inquiry by USAID in Jamaica

The following list includes questions and contacts USAID might find useful to pursue.

Past Experiences in Capacity Development

- What is the Pro-Ag model and what are USAID’s lessons from that experience?
- What lessons may be drawn from the “Co-implementation Mechanism” in use by ACIDI-VOCA and the Ministry of Agriculture?
- What can be learned about embedding technical experts into organizations or government agencies for extended periods? Has USAID tried this approach?
- What is the origin of MONFICS and how is it employed?
- To what extent is National Integrity Action (NIA) projectized and how does this affect the sustainability of the organization and its work? According to PIOJ, Panos, and the Chairman of JPAT, NIA is doing admirable work to combat corruption in Jamaica. Its leader Dr. Trevor Munroe was just appointed to Transparency International.⁴² NIA is a civic advocacy organization directed at State Institutions that has funding from DfID and USAID. Meanwhile, we heard that the organization, like Jamaicans for Justice, is facing financial struggles because of the way it receives project funding.
- What are the capacity development resources at the University College of the Caribbean and how can the university be reoriented to bolster the fledgling ICT sector in Montego Bay? Are there opportunities for linkages with other incubator university leaders like Stanford University?

Recommended Contacts for Additional Information

PIOJ, JSIF and others recommended that USAID/Jamaica and the Learning Agenda speak with the following organizations and individuals who have specific experience with local organization capacity development:

- CIDA Democracy and Governance Fund - similar project to the DGP in Jamaica. Deborah Duperly-Pinks is the contact
- Simeon Robinson at the Ministry of Security worked closely with USAID on the COMET project
- RISE Life Management Services – Capacity Development Service Provider NGO received direct funding from EU
- Grace Kennedy
- Francesca – World Bank contact in DC
- Hugo Daley – Digital Jam 1.0 founder, Jamaican currently working in Silicon Valley
- Digicel – Corporation and Foundation (Irish company)
- Sharon Folkes-Abrahams – Minister of Industry, Investment and Commerce
- Rural Development Agency (RADA)
- Contact the Micro, Small, and Medium-Sized Enterprises Alliance for insight into a private-sector coalition

⁴² <http://jamaica-gleaner.com/gleaner/20120405/lead/lead93.html>

- Look into the Private Sector Working Group (PSWG) on Tax Reform. JCSC suggests that the PSWG has found that social welfare programs in Jamaica are inefficient. The JCSC contributed a section on protection of the vulnerable in the PSWG submission on tax reform to the Ministry of Finance
- Accompong Ecotourism (www.cockpitrepublic.com)
- Social Development Commission –plays the role of a broker or networking body in the country
- Granville Project
- Photo project in Montego Bay
- Tivoli Resolution Project
- Beestan Springs
- Food for the Poor – local capacity development provider
- Children First (ask Claudette for the contact or introduction)
- CHASE (Culture, Heritage, Art, Sport, Education) Foundation USAID/Washington environmental officer: Scott Lattman (for information re: debt swaps)
- Noel Arscott
- Jamaica Social Investment Fund (JSIF): Scarlett Gillings
- Jamaicans for Justice (Dr. Gomes is the head – she’s made a lot of progress but is misconceived – she would be a good and honest critic)
- Stay Up
- Institute for Environmental Development (UK) –disseminates information
- LEAD – UK – they do capacity development, training, but not much training of trainers.
- UNICEF –implementation and also research – a rare and valuable combination.
- Family and Parenting Center of St. James – “extending themselves beyond their base because they are a very reliable organization. Growing rapidly”
- RADAR – consulting firm
- Dudley Grant Memorial Trust – early childhood development
- LIFE
- Operation Friendship – Capacity Development Service Provider with certified courses in vocational training. “A good alternative to HEART”.
- MIND
- Hope for Children
- Dispute Resolution Foundation – “classic example of an NGO stretched too thin”
- Youth Opportunities Unlimited
- Child Resiliency & Hope United Church